

## RESOLUTION 2024-02-02

**A RESOLUTION OF THE DOWNTOWN INVESTMENT AUTHORITY (“DIA”) APPROVING THE DEVELOPMENT OF A STANDALONE RESTAURANT ON THE HOGAN STREET RIVERFRONT DEVELOPMENT PARCEL ADJACENT TO RIVERFRONT PLAZA; AUTHORIZING THE DESIGN OF SUCH A RESTAURANT;; DIRECTING DIA STAFF TO REQUIRE THE CHOSEN DESIGN TEAM TO CONDUCT PUBLIC OUTREACH FOR INPUT PRIOR TO DESIGN COMMENCEMENT; DIRECTING STAFF TO DEVELOP OPERATIONAL REQUIRMENTS FOR FUTURE CONSIDERATION BY THE BOARD THAT CONSIDER ALL THE FOOD AND BEVERAGE LOCATIONS WITHIN THE BOUNDARIES OF RIVERFRONT PLAZA; INSTRUCTING ITS CHIEF EXECUTIVE OFFICER (“CEO”) TO TAKE ALL NECESSARY ACTION TO EFFECTUATE THE PURPOSES OF THIS RESOLUTION; FINDING THAT THIS RESOLUTION FURTHERS THE BUSINESS INVESTMENT AND DEVELOPMENT (“BID”) PLAN, INCLUDING THE COMMUNITY REDEVELOPMENT AREA PLAN; AND PROVIDING FOR AN EFFECTIVE DATE.**

**WHEREAS**, DIA is the designated Community Redevelopment Agency for the Combined Northbank CRA, for which a BID Plan, inclusive of a Community Redevelopment Plan, was adopted by Ordinance 2014-560-E as updated by Ordinance 2022-372-E; and

**WHEREAS**, the City owns 3 parcels totaling approximately 8 acres of upland riverfront property, bound by Hogan Street, Independent Drive, the Main Street Bridge, and the Saint Johns River comprising of Duval County Tax Parcel Numbers 074445 0700, 074457 110, and 074464 0030, hereto referred to as the “Property”; and

**WHEREAS**, Pursuant to an approved CIP project that expressly contemplates the existence of two development parcels on the Property (“Development Parcels”) and a Design Competition to locate and determine the appropriate size and placement of the Development Parcels as well as the park design concept, Perkins and Will was selected as the park designer and has completed 100% design of the park that surrounds the two Development Parcels; and

**WHEREAS**, Phase 1 of the Riverfront Plaza park is now under construction and slated for completion in late 2025; and

**WHEREAS**, the Development Parcels are in CRA inventory for disposition or development; and

**WHEREAS**, the Development Parcel located closest to the Riverfront and Hogan Street has been envisioned to be a standalone restaurant, herein referred to as the “Restaurant Pad”: and

**WHEREAS**, pursuant to previous Board discussion it was determined that it would be in the best interest of the CRA to own and control design and operation of any facility located on the Restaurant Pad to ensure its quality and compatibility with the surrounding park rather than to issue an RFP for sale or ground lease of the Restaurant Pad; and

**WHEREAS**, at the direction of the Board, DIA procured the services of a professional market study and hospitality consultant to advise on the feasibility, timing, and type of restaurant that should be considered for the site; and

**WHEREAS**, the DIA has issued an RFP for Architectural Services to select an architect team to design a potential restaurant on the Restaurant Pad as well as other potential locations; and

**WHEREAS**, based on the extensive public input that went into the design competition process and public's desire for food and beverage establishments on the riverfront, the recommendations of Streetsense and the timing of Phase 1 park construction, DIA staff recommends that the Board proceed with design and development of a standalone restaurant on the Restaurant Pad; and

**WHEREAS**, the DIA finds that this resolution furthers the following Redevelopment Goal and Strategic Objectives found in the BID Plan:

**Redevelopment Goal 3:** Increase and diversify the number and type of retail, food and beverage, and entertainment establishments within Downtown; and

**Redevelopment Goal 4:** Increase the vibrancy of Downtown for residents and visitors through arts, culture, history, sports, theater, events, parks, and attractions; and

**Redevelopment Goal 5:** Improve the safety, accessibility and wellness of Downtown Jacksonville and cleanliness and maintenance of public spaces for residents, workers, and visitors; and

**Redevelopment Goal 7:** Capitalize on the aesthetic beauty of the St. John's River, value its health and respect its natural force, and maximize interactive and recreational opportunities for residents and visitors to create waterfront experiences unique to Downtown Jacksonville,

**NOW THEREFORE, BE IT RESOLVED**, by the Downtown Investment Authority:

**Section 1.** The DIA finds that the recitals set forth above are true and correct and are incorporated herein by this reference.

**Section 2.** The DIA approves the development of a standalone restaurant on the Restaurant Pad (Hogan Street riverfront Development Parcel) adjacent to Riverfront Plaza.

**Section 3.** The DIA staff will require that the architectural design team selected to design the food and beverage establishments on the Restaurant Pad conduct a community workshop to receive input from the public prior to developing the design concepts that will ultimately be presented to the Board for decision.

**Section 4.** The DIA staff will prepare a comprehensive review of, and operational recommendations for, all food and beverage locations contemplated within Riverfront Plaza for future consideration by the Board.

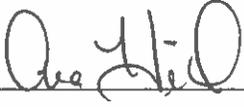
**Section 5.** The DIA instructs the Chief Executive Officer of the Downtown Investment Authority to take all necessary action necessary to effectuate the purposes of this Resolution.

**Section 6.** This Resolution shall become effective on the date it is signed by the Chair of the DIA Board.

[SIGNATURES ON FOLLOWING PAGE]

WITNESS:

**DOWNTOWN INVESTMENT AUTHORITY**



  
James P. Citrano, Chair

Date 2/21/24

VOTE: In Favor: 7 Opposed: 1 Abstained: 0

## Riverfront Plaza Food & Beverage Options

DIA Staff Report

February 15, 2024

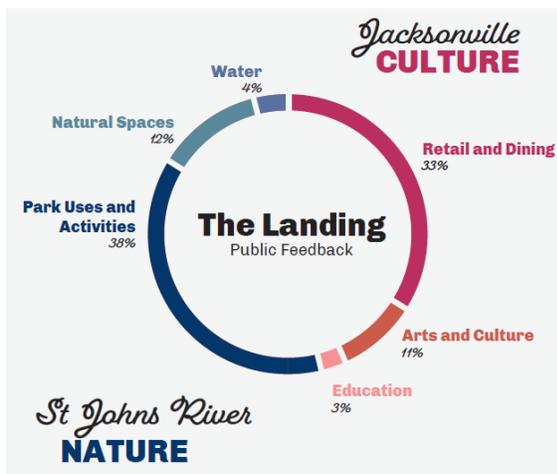
**Parcel Background** – The Riverfront Plaza site is the former home of the Jacksonville Landing, a festival marketplace completed in 1987 with retail shopping, an 18-vendor food court and multiple full-service restaurants, including L & N Seafood Grill, Hooters, Cuco’s Restaurant and Harry’s seafood market which later became Harry’s Seafood Bar and Grill. It was razed in 2019.

Prior to the demolition, concept plans for the site were presented by a Private Developer in 2014 followed by a DIA sponsored Public Meeting and subsequent study conducted by Urban Design Associates in 2015. After the demolition, additional concept plans were proposed by a private developer while the DIA engaged CBRE for a massing and concept study in 2020 followed by an eventual design competition initiated by the RFP issued in January 2021. See Exhibit A.

This RFP resulted in three finalists selected from over a dozen responses. Eventually, Perkins & Will’s design was selected and they were hired to compete design the park space and designate where the two development pads would be, as outlined in the CIP Project Scope.

Additionally, in 2021 the Jessie Ball duPont Fund convened a group of experts to explore what it will take to create a vibrant, active downtown riverfront for the benefit of all of Jacksonville’s residents and visitors. The project included extensive community conversations, stakeholder workshops, and public presentations.

The duPont consultation teams and finalists for the Riverfront Plaza Design Competition all did extensive public outreach yielded the following results –



duPont Study – the top three responses by over 3100 surveyed to the question “What do you dream of doing on the riverfront with family and friends were” – 1) Restaurants, 2) Picnic, and 3) Eating.

Perkins & Will – three of seven highlighted quotes involved “restaurants”, “food and drink”, and “drinks, ice cream, coffee, snacks” including “A park with restaurants and retail would be a destination for everyone across our great city.”

Agency – “A place for many new memories and lots of FOOD.” (survey left)

Olin – “Food and Beverage” was the distant leader in desires for the park followed by native plantings, shade, playgrounds and performance space.

**Existing Parcel Conditions:** The design of the park is 100% complete not including the two development pads, in the Northeast and Southwest quadrants. The pad in the Northeast quadrant of the parcel is planned for a privately developed mid or high rise that will include multifamily and/or a hotel use with retail and food and beverage, open to the public. The development pad on the Southwest portion of the parcel, a CRA project separate from the current CIP construction, is the focus of this report.

The parcel is contiguous to Phase 1 of park construction that will encompass the Western half of the site. Phase 1, which also includes the entire bulkhead and Riverwalk, is expected to be completed in 2025. Phase 2 is not totally funded but is anticipated to start in early 2025 with an anticipated completion time of early to mid-2027.



The approximately 8-acre master parcel has the following elements, most of which are 100% designed (does not include most interior build outs; *elements not designed are in italics*):

Northwest – an elevated, enclosed playground on top of a conditioned building that has:

- 527 sq ft of office for the park
- 1900 sq ft of Café space, no hood or grease trap
- Bathrooms for the Café, 2 fixtures each
- Bathrooms for the Park and Playground, 3 fixtures each
- Mech/Pump Room
- Storage, Electric and Communications Rooms

Northeast – made up primarily of the private development pad which may or may not consist of:

- *Multi family, Hotel, or combination*
- *Retail with Food & Beverage*

Southeast – designed to integrate into the Northeast development pad, the SE quad has several public amenities as well as mechanical and park related infrastructure:

- Riverside Fountain
- Civic Stairs
- Beer Garden w/ 4600 indoor sq ft for kitchen, bathrooms (2 fixtures each) and bar/seating; designed for a hood and grease trap
- Beer Garden outdoor space
- Park restrooms (5 fixtures each)
- Large Mech/Pump room
- Storage, Electric and Communications Rooms

Southwest – most of the Great Lawn is in this quadrant; also includes:

- Hogan Street Promenade

- Location for projection and speaker CRA project that was an addition beyond the CIP scope.
- *Proposed Restaurant Parcel – approx. 5000 sq ft indoor with ample outdoor seating*
  - *Not designed but design and construction will be funded through CRA.*

### Timing:

The DIA remains responsible for both Development Pads. The mid to high rise, private development pad is in negotiations at this time and is expected to commence construction in 2025 along with the Phase 2, or eastern side construction of the park.

The Board discussion regarding the development of a restaurant on the Hogan Street Parcel began in Summer of 2023. The staff was directed to engage an expert to conduct a market study to determine the demand and viability of a restaurant in this location, both currently and after all park amenities were complete.

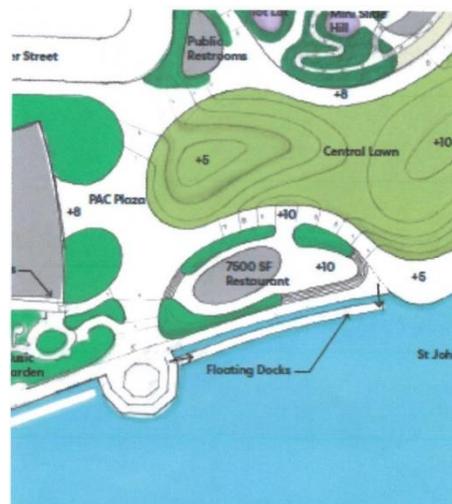
In August 2023, DIA engaged Streetsense, a global creative collective that specializes in hospitality consulting. They were tasked with analyzing and performing market due diligence, including development of a Broker Opinion of Value as to highest and best F&B use for assigned properties located within the CRA under DIA's jurisdiction. The locations either analyzed or under current analysis are:

- Riverfront Plaza
- Shipyards West Creekside
- Shipyards West Bay Street Parcel
- St. Johns River Park

In analyzing Riverfront Plaza, they concluded:

*The Riverfront Plaza restaurant should be a casual, approachable space that is open from breakfast through dinner. Its design should allow for multiple functions to maximize user base, including a walk-up lunchtime cafe with quick-serve offerings, and a sit-down restaurant. Guests should just as easily be able to grab a coffee and sandwich as they could sit down and order a seasonal special for dinner. The restaurant should leverage the favorable local climate, waterfront adjacency, and thoughtful design to utilize outdoor space and maximize the restaurant's relationship and integration with the park's other components.*

Further, prioritizing the construction of the Riverfront Restaurant will minimize the disruption to the park and its visitors after completion. Additionally, the loss of truly “step on the Riverwalk from your dining table” restaurants in Downtown has caused a void that needs to be filled. One experienced, local broker termed this opportunity “a slam dunk” to lease.



*Perkins & Will conceptual*

## DESIGN ANALYSIS – RIVERFRONT PLAZA RESTAURANT

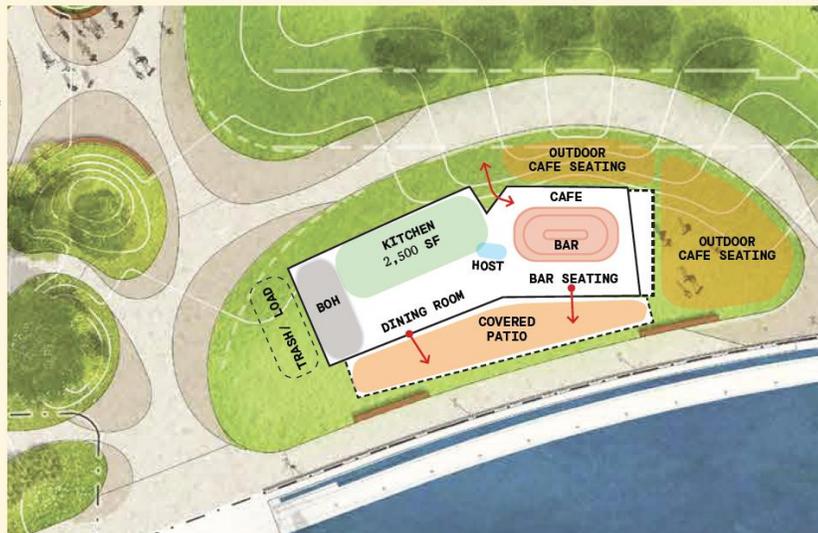
Given that Riverfront Plaza is already under construction, the opening of the restaurant use will occur sometime after, however, its tenancing, construction, and opening should be prioritized to occur as soon after park opening as possible. Doing so will ensure the most positive and memorable of impressions the park has on the Jacksonville region.

### SITE CONSIDERATIONS

- Loading/Receiving
- Refrigerated trash room
- Covered/enclosed trash or dumpster for loading

### SQUARE FOOTAGES

|              |                             |
|--------------|-----------------------------|
| KITCHEN      | 2,500 sf                    |
| BOH          | 500 sf                      |
| CAFE         | 1,000 sf                    |
| BAR          | 1,000 sf   70 seats         |
| DINING       | 1,000 sf   65 seats         |
| <b>TOTAL</b> | <b>6,000 sf   135 seats</b> |
| <b>PATIO</b> | <b>2,000 sf   135 seats</b> |



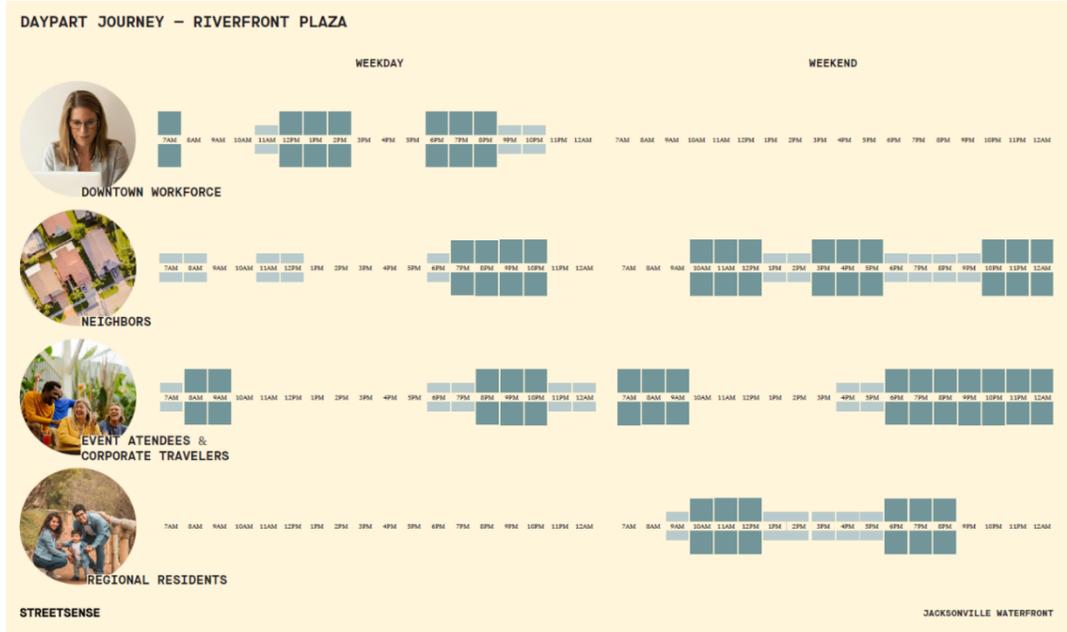
Streetsense Conceptual

## Planned and Potential F&B Locations at Riverfront Plaza and User Assessment

1. Café
  - a. Small – 1900 sq ft with some outdoor
  - b. Comfortable and leisurely, counter service or grab and go, light fare with maybe beer and wine
  - c. Likely an early coffee and light lunch location; may stay open until 7 or 8 pm
  - d. Comps - Brew, Starbucks, Foxtail
  - e. Anticipated opening – mid/late 2025
2. *Proposed* Riverfront Restaurant
  - a. Medium – 5000 sq ft with large outdoor
  - b. Contemporary casual, full service
  - c. Likely a later coffee/breakfast with full-service lunch and dinner
  - d. Comps - bb's, The Brick, Uptown Market
  - e. Anticipated opening – early/mid 2026
3. Beer Garden
  - a. Medium to Large – 4600 sq ft inside with a plaza outside
  - b. Casual, evenings and weekends, pub fare, counter or application service
  - c. Likely open afternoons and evenings during the week and lunch and dinner on weekends
  - d. Comps - Intuition, European Street, Hoptinger
  - e. Anticipated opening - mid 2027
4. Additional Facilities in Private Development Pad
  - a. Undetermined but may include a Rooftop
  - b. Likely upper scale
  - c. Possibly multiple venues
  - d. Comps - TBD
  - e. Anticipated opening 2027/28

**User Assessment:**

Most markets do not afford retail businesses the luxury of leaning solely on one user type for business. The most productive businesses understand the value in maximizing user type appeal, recognizing that each have their own



unique captive moments for retail patronage. A well-crafted retail strategy identifies the unique needs, wants, and availability of potential user types and develops a set of responsive experiences for each.

**Identified concerns:**

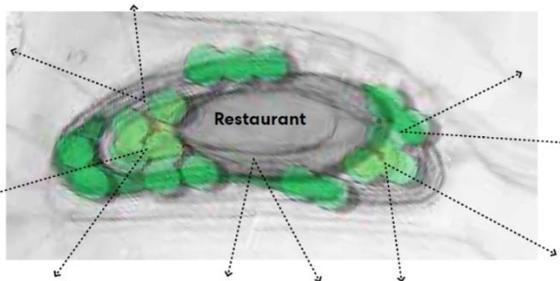
**1) View Corridor**

While the Riverfront Development pad was always intended to have a structure elevated use, originally two stories or 16 feet plus equipment, the views from other areas of the park are largely left intact and would be supported by an open and airy design as prescribed by Streetsense. Also see Exhibit B



**Choreographed Unfolding Views**

*The arrows indicate view corridors when Playground fill and equipment obstructed river view at corner of Hogan and the Riverwalk.*



*Perkins and Will illustration of views from Restaurant Pad; no adverse impact to overall site view corridors*



The restaurant parcel, depicted here with a two-story building is partially shaded by the planned tree line separating it from the Flex Lawn and the



**OPEN AND LIGHT** An emphasis on spaciousness and natural light should be promoted through the use of expansive windows, unobstructed views of the water, and an open kitchen, all complimented by memorable lighting. This will cultivate an inviting sense of openness and brightness that is unique to market.

## 2) Loading/trash - Streetsense:

- 1) Loading/Receiving - the closest ROW to the parcel is approximately 275 feet away.
  - Loading for catering or other off-site events can be accomplished with wheeled carts.
  - Receiving is part of the purchase. Multiple delivery drivers confirmed that 275 feet is not an arduous task. All use wheeled dollies.
- 2) Refrigerated Trash Room
  - Could be built within the restaurant structure to temporarily hold garbage.
- 3) Covered/enclosed trash or dumpster for loading.

- A small, 10'x15' enclosed and screened structure could house a grease receptacle and dumpster for the Westside of the park similar to Forsyth Park in Savannah and others.



### 3) **Too many F&B locations in one area:**

This is a benefit! For the reasons the DIA created the Targeted Food and Beverage Retail Enhancement Areas, having many restaurants in one area is beneficial for several reasons:

- It creates a diverse culinary landscape.
- Offers workers, residents, and visitors a wide array of dining options.
- Caters to different tastes, dietary preferences, and budgets.
- Makes the area more attractive to food enthusiasts.

The overall benefits include culinary diversity, economic stimulation, culinary innovation, and the creation of vibrant food destinations. Thus, a concentration of diverse food and beverage offerings can create a thriving and dynamic dining scene.

By comparison, the two block Shoppes of Avondale, which is 7.75 acres, has 3380 residential addresses within a 25-minute walk while Riverfront Plaza, which is 8 acres including the development parcels, has 4346 residential addresses within a 25-minute walk. The Shoppes of Avondale has 13 sit down restaurants in addition to ice cream, chocolate, and macron shops. *Source USPS and DVI*

Additionally, many of the more popular East Coast urban parks have 4 or more food and beverage locations including Bryant Park, The Yards in DC, Lake Eola Park in Orlando and the St. Pete Pier.



JACKSONVILLE LANDING  
CONCEPT PERSPECTIVE  
8 · 18 · 14



**Legend**

- |   |  |                                   |
|---|--|-----------------------------------|
| 1. Mixed-Use Development                              | 5. 2-Way Riverfront Road with One Side Parallel Parking                              | 9. Water Fountain / Focal Feature |
| 2. Amenities Deck with Pool                           | 6. Water Wall / Projection Screen for Movies and or Images / Artwork                 | 10. Spray Pad Plaza               |
| 3. Hotel  | 7. Open Lawn for Event Seating and Activities (Lawn Bowling, Frisbee and Picnicking) | 11. Shade Sails / Seating         |
| 4. Paver Street to Match Independent Drive Roundabout | 8. Potential Green Infrastructure / Raingardens                                      |                                   |



# JACKSONVILLE LANDING

## SITE PLAN

8-18-14



## JACKSONVILLE LANDING 2.0

### CONCEPT PERSPECTIVE

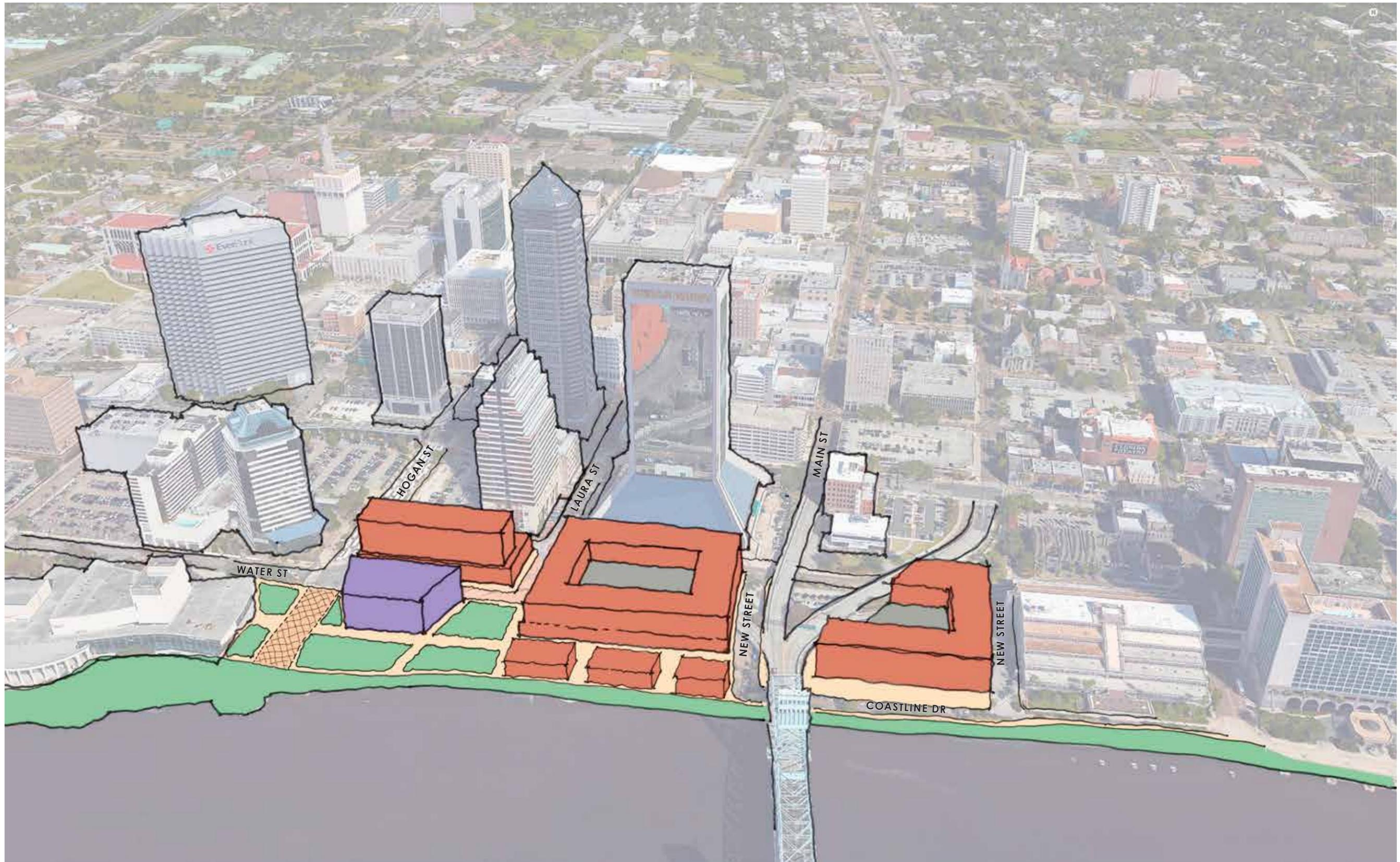
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## Proposed Blocks

JACKSONVILLE LANDING | JACKSONVILLE, FLORIDA

15 JULY 2015



# Design Scheme 1

JACKSONVILLE LANDING | JACKSONVILLE, FLORIDA

15 JULY 2015



## Design Scheme 2

JACKSONVILLE LANDING | JACKSONVILLE, FLORIDA

15 JULY 2015

**Food and Beverage**  
two story retail space for restaurants and bars - grand stair feature connects second floor space with plaza level

**Cultural**  
3 story cultural space for museum - this area developed in a later phase and in conjunction with road re-alignment

**Arrival Plaza**  
remove existing street extension and create a drop off/arrival plaza that serves the Times-Union center, cultural use, office and meeting facility

**Meeting Facility**  
Small meeting space on second level with lobby on arrival plaza

**West Park**  
wider area of river front park allow for open green spaces that can double as entertainment lawn - shade canopy tying into arrival plaza

**Loft Office**  
6 levels of loft office space above retail and meeting space with views to river - large signage opportunity

**Residential**  
12 story tower with rooftop amenity space for views to river

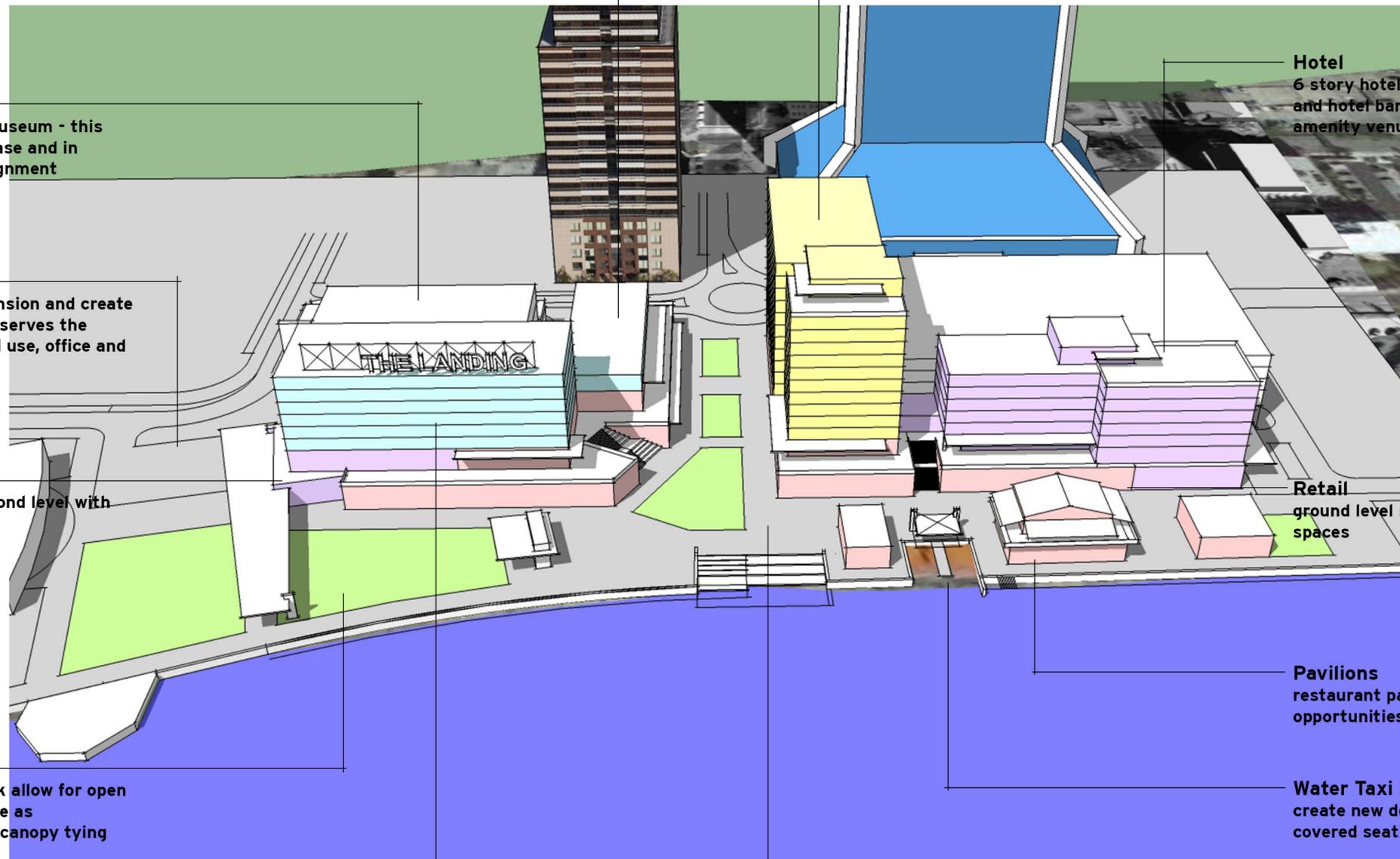
**Hotel**  
6 story hotel over retail with meeting space and hotel bar on second level - rooftop amenity venue

**Retail**  
ground level retail fronting park and plaza spaces

**Pavilions**  
restaurant pavilions within park creating opportunities for river edge patios

**Water Taxi Landing**  
create new docking area for water taxi with covered seating for waiting passengers

**Central Plaza**  
pedestrian only space along the view corridor from laura street with open paving and potential water feature - plaza steps down to waters edge to allow for true connection to the water



# Jacksonville Landing

# Massing Concept B

**Loft Office**  
6 levels of loft office space above retail and meeting space with views to river - large signage opportunity

**Entertainment Lawn**  
stage facility and open lawn for outdoor concerts - stage oriented away from residential

**Food and Beverage**  
2 story retail space for restaurants and bars - grand stair feature connects second floor space with plaza level

**Central Plaza**  
plaza space with open paving and potential water feature - plaza steps down to waters edge

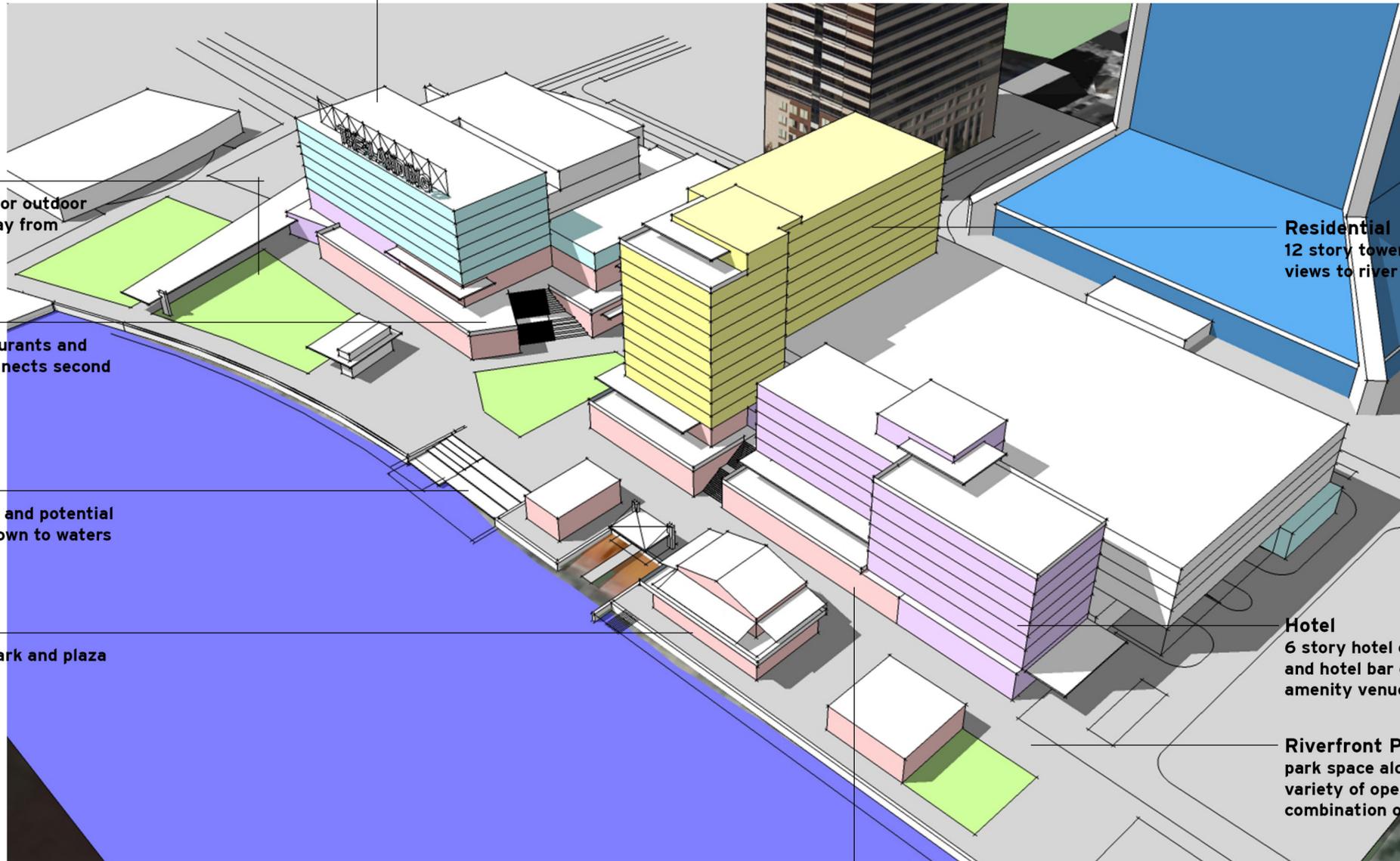
**Pavilions**  
restaurant pavilions within park and plaza spaces

**Residential**  
12 story tower oriented to provide maximum views to river - rooftop amenity space

**Hotel**  
6 story hotel over retail with meeting space and hotel bar on second level - rooftop amenity venue

**Riverfront Park**  
park space along river frontage can have a variety of open space areas and include a combination of soft and hardscape

**Retail**  
ground level retail fronting park and plaza spaces



# Jacksonville Landing

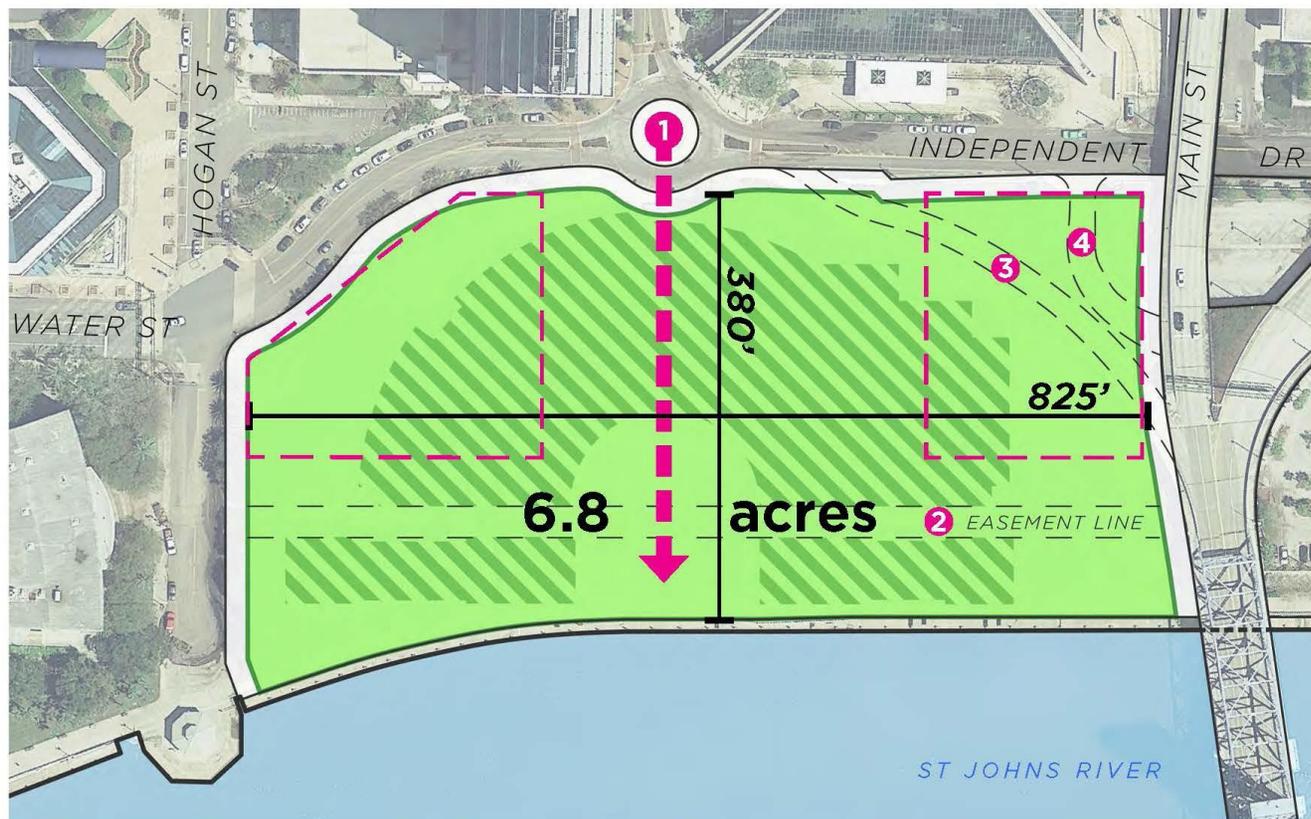
# Massing Concept B



## H. MINIMUM DEVELOPMENT PAD DIMENSIONS

The study below looks at various minimum development pad sizes for adjacent private development. It should be noted that street modification will facilitate potential reconfiguration of these pads but the analysis made clear that a minimum of 4.5 acres could be devoted to the public space while retaining development potential for two sites on the rear. The residential configuration shown is not favored due to its large footprint and the adjacent riverfront site on the opposite side of Main Street Bridge is better suited for that use.

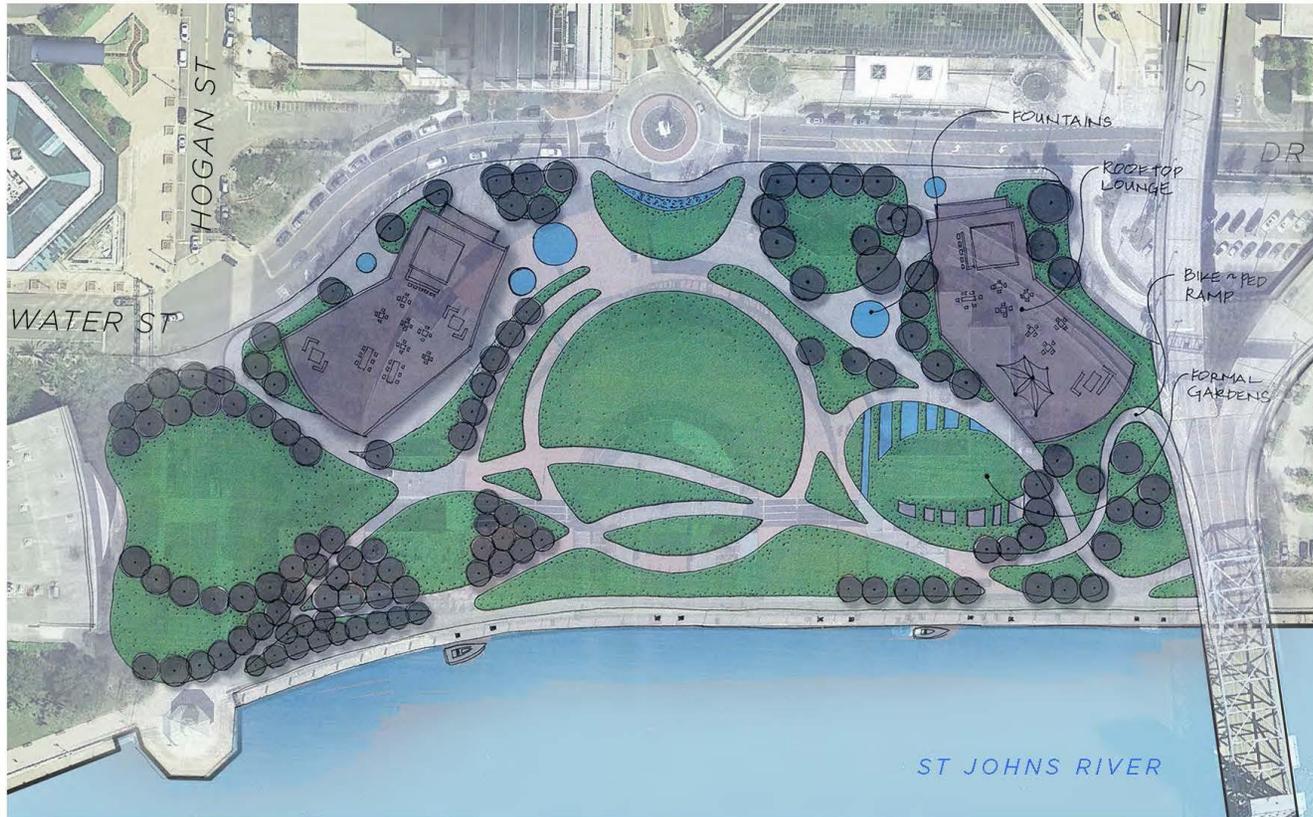
### EXISTING CONDITION



- Existing site area - 6.8 acres.
- ▤ Potential development sites at northeast and northwest corners of site.
- ▨ Former footprint of Jacksonville Landing - 143,000 SF (3.3 acres)
- 1 Continue Laura Street corridor to bisect the site.
- 2 Existing Easement (new development not to occur within or beyond)
- 3 Ramp connecting Independent Drive to Main Street Bridge (to be demolished)
- 4 Driveway to Jacksonville Landing lot (to be demolished)



# POTENTIAL OPEN SPACE CHARACTER



# POTENTIAL CONFIGURATIONS



HOTEL (BLOCK A) + RESIDENTIAL (BLOCK B) =  
3.7 ACRES OPEN SPACE

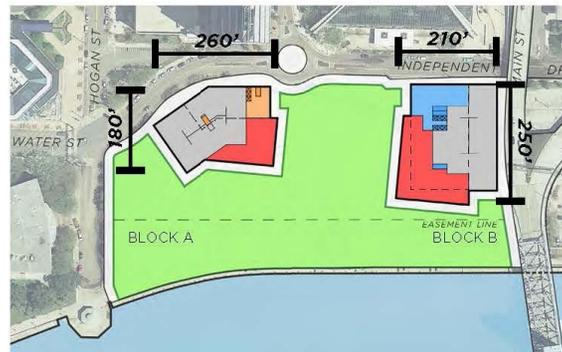


OFFICE (BLOCK A) + HOTEL (BLOCK B) =  
4.6 ACRES OPEN SPACE

- Presented are several possible configurations for a development incorporating combinations of office, residential, hotel, and retail land uses that maximize the open space available along the center and riverside portions of the site.
- In all options, the site has been bisected into Block A and Block B to continue the Laura Street corridor.
- Each land use option has been optimized to provide a maximum program in a minimum footprint.
- Locating Residential on Block A in a 5+2 configuration results in an inefficient layout that does not yield an acceptable number of units.
- For additional configurations refer to the land use options later in this document, and add the open space totals for different Block A and Block B configurations.



OFFICE (BLOCK A) + RESIDENTIAL (BLOCK B) =  
3.6 ACRES OPEN SPACE



HOTEL (BLOCK A) + OFFICE (BLOCK B) =  
4.5 ACRES OPEN SPACE

- |   |   |
|---|---|
| <span style="color: blue;">■</span> Office        | <span style="color: red;">■</span> Retail       |
| <span style="color: yellow;">■</span> Residential | <span style="color: gray;">■</span> Parking     |
| <span style="color: orange;">■</span> Hotel       | <span style="color: green;">■</span> Open Space |

# Riverfront Plaza Conceptual Plan Options

Perkins & Will 2022

## Option A- Refined Competition



## Option B-Hybrid



## Option C- Flip



## Option D- Connected Play



