

# ECONOMIC AND LAND USE STUDY FOR THE SAVANNAH CIVIC CENTER EVENT NO. 11391

# SECTION II SCOPE OF WORK

**2.0 Broad Description of Project:** The City of Savannah is seeking proposals from qualified firms to conduct a comprehensive Economic and Land Use Study for the redevelopment of +/- 4.5 acres of prime real estate associated with the existing Civic Center site into the restoration of four (4) tithing blocks and two trust lots per the original Oglethorpe Plan. The selected firm will be responsible for conducting an in-depth evaluation of land use, economic opportunities, and development potential within the Oglethorpe Plan boundaries of the Civic Center, emphasizing effective land use planning and economic revitalization in a manner consistent with the City's strategic plan and resolution governing the property as adopted by Mayor and Council in 2024.

Only electronically submitted bids through the supplier portal will be allowed. To submit pricing electronically for this event, enter pricing for each line item shown under the lines tab on the event summary. Large files may need to be split up and uploaded as multiple attachments.

A pre-bid conference has been scheduled to be conducted via Teams (Meeting ID: 222 429 839 221 Passcode: oG7E8G5n). Please email Andrea Bossart at abossart@savannahga.gov for a link if needed. Please visit the City of Savannah Supplier portal for the date, time, and link. This meeting will allow vendors to discuss the specifications and resolve any questions and/or misunderstandings that may arise. You are invited to attend.

#### 2.1 Contract Terms.

This will be completed within eight months of the award. Proposed pricing will remain firm throughout the contract.

#### 2.2 Background

In 1972, the City of Savannah completed the construction of the Savannah Civic Center, situated on a seven-acre site that includes the 9,700-seat Martin Luther King, Jr. Arena, 2,500-seat Johnny Mercer Theatre, a Community Ballroom, multiple multi-purpose rooms, two levels of lobby space, and a 225-space surface parking lot. This site is within the Savannah National Historic Landmark District (SNHLD) and represents a significant part of the city's cultural and historical heritage.

The Civic Center has long served as a landmark venue for key events and milestones for both locals and visitors. However, its development resulted in alterations to the Oglethorpe Plan, including Elbert Square and the original street grid patterns. Recognizing the Historic District's significance, the City plans to restore some of the original Oglethorpe Plan that were lost during the development of this site.

The plan for redeveloping the Civic Center site has evolved over decades of study, public input, and debate. In the late 1990s, options for the site included demolishing the arena, building a garage, and developing a new arena elsewhere in the City while preserving the theater, ballrooms, and meeting rooms. A 2001 analysis ranked the Civic Center site as least favorable for the development of a new arena due to traffic, parcel size,

and parking issues. By September 2013, City Council approved the Springfield Canal/City Lot site for the new arena, which was completed a decade later in 2022.

In 2016, the Arena Advisory Committee recommended retaining the theater, meeting rooms, and ballrooms, and converting the former arena into space for local, more community-oriented events. However, a 2016 feasibility study advised against retaining the old arena due to high renovation and operating costs and non-compliance with contemporary development standards. Discussions in 2017 emphasized restoring the Oglethorpe Plan and addressing how the Civic Center site compromised the National Landmark Historic District's integrity. The Urban Land Institute's 2019 report supported demolishing the entire Civic Center to facilitate this restoration.

In 2022, after the new Enmarket Arena opened on Stiles Avenue, City staff proposed a plan to City Council for demolishing the Martin Luther King Jr. Arena, renovating the Johnny Mercer Theater, and restoring sections of the Oglethorpe Plan. Since this time, the City has completed further research to include a cultural landscape analysis, civil site survey, and archaeology assessment as well as launching a public engagement process with five engagement events garnering significant community feedback.

On June 27, 2024, City Council passed a resolution in favor of the removal of the arena and renovation of the theatre, ballroom, and community meeting rooms at the Civic Center site. As part of their approval, City Council directed the City Manager to prepare and execute a plan, inclusive of robust community engagement and the required Council approval on annual or amended budgets, project financing, zoning, contracts, and agreements, to accomplish the following:

- Demolish the old arena.
- Proceed with the renovation of the theatre, ballroom, and community meeting rooms.
- Achieve an equitable approach to redevelopment of the area.
- Retain the name and legacy of Dr. Martin Luther King, Jr.
- Restore as much of the Oglethorpe Plan as possible on the former arena and parking lot areas of the site.
- Prioritize housing, including affordable and workforce housing.
- Prohibit the development of new hotels and restrict the use of short-term vacation rentals.
- Optimize space for public and municipal uses, as well as appropriate retail and commercial spaces; and
- Achieve future parking needs as provided in the Parking Matters Study.

#### 2.3 Geographic Boundaries

The geographic boundaries of the study area include Project Area B referred to as Oglethorpe Plan Blocks in the diagram below. The project focuses on the Civic Center's designated boundaries within the Historic District, bounded by Liberty Street to the south, Barnard Street to the east, Montgomery Street to the west, and Perry and Hull Streets to the north. This defined area will serve as the primary focus of this study.



# Overview of Project Approach

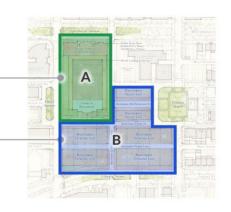
#### PROJECT AREAS

#### A. Civic Block

Theatre, Ballroom, Community Meeting Rooms, and New Multi-Use Space

## B. Oglethorpe Plan Blocks

Restoration of Oglethorpe Plan, Blocks & Lots, Streets, and Subgrade Parking



#### 2.4 Scope of Work

The selected consultant shall provide a comprehensive Economic and Land Use Study for the redevelopment of the Civic Center site based on the scope of services described below. The consultant shall provide qualified and experienced technical and professional personnel to perform to City standards and procedures the duties and responsibilities assigned. The City, at its option, may elect to expand, reduce, or delete the extent of each work element listed below, or add work elements as needed.

- a. Land Use Study. A comprehensive site and market assessment is needed to evaluate the demand and feasibility of various land use options for the site's redevelopment. The analysis will include the demand for office space, housing, retail, and governmental/institutional uses in the surrounding area as well as projected future trends. The firm will assess market demand and vacancy rates by recommended land use, land values and associated potential land sale revenues, projected land sale absorption rates, development costs, costs of sales, financial feasibility, and potential development and marketing strategies (i.e., self-develop, partnership, or master developer). Revenue projections should include not only property sales and/or lease revenue but also the capitalized value of projected future tax revenues that may result from the recommended redevelopment plan. Additionally, compliance with zoning and regulatory standards will be required. Development formats will be coordinated with the City's architecture and urban design consulting team. The study will prioritize affordable housing, retail, office, and community spaces while excluding short-term vacation rentals and hotels. Development should align with Section 7.10 of the Zoning Ordinance to preserve the historic character of the Oglethorpe Plan and support mixed-use development with pedestrian-friendly streets. City will provide the consultant with site information data including an ALTA survey and archeological assessment.
- b. Cost-Benefit Analysis. A comprehensive cost-benefit analysis will be completed to evaluate the financial impacts of redevelopment opportunities. The analysis should include the creation of a discounted cash flow modeling tool to consider and analyze projected revenues from sales, leasing, and future taxes; development, sales/marketing, and management/maintenance costs; projected absorption rates over time until sellout; potential sources and costs of capital; and more. The analysis will assist in City in achieving public use goals and benefits while also identifying sufficient revenues to fund the project. It will also outline a phased implementation timeline that considers both short- and long-term goals. The analysis will also identify financial risks and opportunities to include potential incentives, funding mechanisms, and public-private partnership options.
- c. **Parking Needs.** Parking requirements will be assessed for the proposed land use plan to include the needs of residents, employees, visitors, and event attendees. Evaluation of existing on-site and off-site parking resources must be considered to include the identification of additional needs and options for surface, structured or alternative parking solutions for the site. It is imperative that parking minimizes the impact on surrounding neighborhoods and adjacent properties.

- d. Development Strategy and Financial Feasibility Analysis. An analysis will be undertaken to assist the City in evaluating development strategies to determine the most effective approach for the disposition of property and ensuring economic sustainability through all project phases. This exercise will include the development of a discounted cash flow financial model to assess various scenarios to support consultant recommendations and serve as a tool the City can employ in the future to model/simulate various modifications to a plan over time in response to potential changes in market conditions. The study should also recommend options for a strategic financing plan to capitalize on the renovation of the theater side of the property as well as redevelopment of the former arena and parking lot areas into the tithing and trust lots, including recommendations on potential partnerships, fund raising strategies, philanthropic donations, grants, and other opportunities to launch an effective and achievable capital stack. The analysis will include an outline of proposed approaches for managing the site's redevelopment, such as direct City leadership, a third-party master developer, or partnership, and include recommendations associated with a potential phased sale, options for ground leasing in lieu of sale, and/or public-private partnership (P3) models. Examples of similar projects, including outcomes, will need to be provided along with an assessment of the benefits and risks of each model. The financial feasibility of each model must be evaluated along with a proposed redevelopment timeline. Consideration of financing strategies and legal/regulatory requirements is also needed.
- e. **Financial and Strategic Planning.** A detailed strategy including a schedule with milestones and criteria for sequencing development activities will be required. The report will estimate public and private returns, calculate long-term tax revenue projections, and identify financing options. A risk mitigation plan for cost overruns and funding shortfalls must be developed.
- f. Final Recommendations and Implementation Plan. A comparative analysis of all development scenarios and a recommended strategy for redevelopment will be provided to include actionable steps, timelines, budget estimates, and key performance indicators (KPIs) to evaluate project success. A phased approach to implementation will also be considered which prioritizes restoring streets and public spaces to ensure long-term viability and alignment with market demand and community needs.
- g. **Public Engagement.** The selected bidder will coordinate with the City's equity and public engagement consultant to incorporate community input into the redevelopment process to ensure that residents, business owners, and stakeholders are involved in key decisions. Participation in workshops, public meetings, and other types of engagement activities will be required to gain feedback and build consensus on priorities to inform this process.

#### 2.5 Additional Information

Additional information about the project may be accessed through the City's website (<a href="www.savannahga.gov/futureoftheciviccenter">www.savannahga.gov/futureoftheciviccenter</a>).

#### **2.6** Insurance Requirements

2.6.1 Commercial General Liability

Contractor shall carry comprehensive general liability on an occurrence form with no "x, c or u" exclusions with the following minimum limits:

- Each occurrence \$1,000,000
- Damage to Rented Premises \$1,000,000 Any One Event
- Medical Expense \$5,000 Any One Person
- Personal & Adv Injury \$1,000,000
- General Aggregate \$2,000,000
- Products Completed Ops. Aggregate \$2,000,000

General aggregate shall apply on a per project basis.

This policy provides a Waiver of Subrogation endorsement in favor of Mayor and Aldermen of the City of Savannah its agents, and/or employees, and shall be attached to the Certificate of Insurance.

No exclusions on Products Completed/Operations for either ongoing and/or completed projects/operations.

This policy provides a thirty (30) day cancellation endorsement in favor of Mayor and Aldermen of the City of Savannah, its agents, and/or employees and shall be attached to the Certificate of Insurance.

#### 2.6.2 Commercial Automobile

The automobile policy must include coverage for owned, non-owned, and hired Automobiles.

• Minimum limits are \$1,000,000 Per Occurrence & Aggregate

The contractor shall provide a Certificate of Insurance reflecting the required coverage.

This policy provides a Waiver of Subrogation endorsement in favor of Mayor and Aldermen of the City of Savannah, its agents, and/or employees, and shall be attached to the Certificate of Insurance.

This policy provides a thirty (30) day cancellation endorsement in favor of Mayor and Aldermen of the City of Savannah, its agents and/or employees, and shall be attached to the Certificate of Insurance.

## 2.6.3 Workers Compensation & Employers Liability

The contractor shall carry a worker's compensation policy including all statutory coverage of all employees, volunteers, and others under your direction and supervision.

Minimum employer's liability limits:

- Part A: Workers Compensation: Statutory
- Part B: Bodily Injury By Accident: \$500,000 Each Accident Bodily Injury By Disease: \$500,000 Policy Limit Bodily Injury By Disease: \$500,000 Each Employee

The contractor will provide a Certificate of Insurance reflecting the required coverage.

This policy provides a Waiver of Subrogation endorsement in favor of the Mayor and Aldermen of the City of Savannah, its agents, and/or employees, and shall be attached to the Certificate of Insurance.

This policy provides a thirty (30) day cancellation endorsement in favor of the Mayor and Aldermen of the City of Savannah, its agents, and/or employees, and shall be attached to the Certificate of Insurance.

#### 2.6.4 Professional Liability:

Per Occurrence Limit: \$2,000,000

Required Endorsements and Certificate of Insurance:

This policy provides a Waiver of Subrogation endorsement in favor of the Mayor and Aldermen of the City of Savannah its agents and/or employees and must be attached to the Certificate of Insurance.

- **2.7 Proposal Format:** Proposals shall be submitted in the following format and include the following information.
  - a) Cover letter stating the intent of the Proposer for this event. The cover letter must include acknowledgment of all addenda issued for this proposal. If the addenda are not acknowledged in the cover letter, proposals will not be further considered.
  - b) Detailed description of qualifications, experience, and methodology as requested.
  - c) Fee Proposals must be uploaded in a separate attachment to the City of Savannah Portal marked "Fee Proposal".
  - d) Proposed Schedule of DBE Participation and Non-Discrimination Statement.
  - e) Response to Consultant Statement of Qualifications included with this document. Additional information such as agency brochures, resumes, etc. may be submitted as appropriate.

#### 2.8 Proposal Requirements

The response to the RFP shall be submitted in the following format and include the following information.

# a. Proposer's qualifications and experience, including support capabilities

- 1. Education, Knowledge, Skills, and of the Principal Consultant and Team. Include a resume or Curriculum Vitae of each member of the project team.
- 2. Contextual Sensitivity of Principal Consultant and Team. Demonstrate knowledge and experience by understanding the local perspective and impact of the project on the community.
- 3. Relevant Experience of Principal Consultant and Any Sub-Consultants. Provide three examples where expertise in economic development, land use planning, and economic and fiscal impact studies was applied to transform underutilized areas into thriving mixed-use districts, fostering growth and enhancing fiscal sustainability.
- 4. Examples of previous projects with similar objectives related to the Oglethorpe Plan or similar historic urban districts.
- 5. Scope of Work or similar projects. Include at least one example of a municipal or county government client (City of Savannah experience preferred). Projects must have been completed in the last three years.
- 6. Outstanding Characteristics/Qualifications. Describe any type of outstanding characteristics or qualifications the team must participate in this project.
- 7. Breakdown of Team Members & Resource Allocation.
- 8. Past Performance.

In evaluating proposals submitted according to this request, the City places high value on the following factors, not necessarily in order of importance:

- Experience with projects of similar scope, scale, and visibility.
- Quality of experience as demonstrated in submitted relevant project examples.
- Resolution of challenging problems including those that may have arisen during the process.
- Experience in providing consulting services to municipalities or other governmental entities.
- Innovative or recognized work by the proposer which demonstrates the firm's unique qualifications to provide consulting services.

- Commitment of principals to lead the team and devote time to critical projects.
- The ability of the proposer to complete projects within designated schedules and to maintain project budgets.
- Experience managing sub-consultant teams. The proposer shall have the ability to identify potential sub-consultants with the necessary qualifications for a project.

## b. Approach

- 1. A detailed approach to completing the scope of work including economic development, financial modeling, land use planning, market research and data collection methods, analysis methods, design considerations, and other methods for key deliverables.
- 2. A description of the tools and models to be used for forecasting tax revenues, economic activity, and job creation.

#### c. Timeline

A detailed timeline for each phase of the study with major milestones and deliverables.

#### d. Budget

- 1. A detailed budget including a breakdown of costs associated with the scope of work, materials, travel, and other expenses.
- 2. The budget should include a breakdown of hourly hour rates and fees for each task.

#### e. References and Past Performance

A brief summary of at least three (3) references from previous clients who have engaged in similar projects and contact information.

#### 2.9 Basis of Award

Proposals must present a sufficient level of detail to allow evaluation and comparison with other competing proposals.

#### 2.10 Selection Committee

Proposals will be evaluated by a Selection Committee according to the criteria and weight listed below.

Each proposer shall submit a summary of its qualifications and experience as requested in the attached Statement of Qualifications. In evaluating proposals submitted according to this request, the City requires the following minimum qualifications of the proposers submitting proposals to be considered for evaluation:

#### a. Project Team (30 points).

- 1. Provide information on the personnel who will be involved with this project including their qualifications, overall experience, and recent experience on programs of similar nature and complexity to the proposed program.
- 2. Demonstrated success in completing three projects of a similar nature and complexity, especially those located within the City of Savannah—within the last three years.

#### b. Approach (30 points).

- 1. Describe the approach to complete the Scope of Work and the priorities outlined.
- 2. Describe relevant services provided by each member of the Project Team.
- 3. Provide a proposed time schedule for each phase of the project.

- 4. Specifically describe innovative components of the approach and associated value added.
- **c. Fees (10 points).** Provide an hourly fee rate schedule to include other expenses (travel, etc.). Any budgetary assumptions must be stated in the submission. The fee schedule response shall be uploaded in a separate attachment and named "Fee Schedule".
- d. References and Past Performance (20 points). Provide three letters of reference for similar projects providing similar types of services. References shall include a contact person, email address, and phone number. Also, include a description of the service provided. The proposer shall not contact any City of Savannah employees to provide a letter of reference. Failure to provide suitable references may be cause for rejection of the proposal.
- e. L/DBE Participation Goals (10 points). The City of Savannah places the utilization and participation of L/DBE firms (Local/Disadvantaged Business Enterprises) in city procurement projects as a priority. The inclusion of these business firm(s) within the scope of this project will be evaluated and scored to the degree participation is included. An L/DBE Participation Goal has been established as 20% DBE and 10% Local DBE. The required documents to include are:
  - i. Non-Discrimination Statement must be signed, dated as appropriate, and included and
  - ii. A completed Form 1310 L/DBE Participation Plan

Proposals shall be evaluated by a selection committee. The selection committee may, at its option, request any or all proposers to provide on-site demonstrations of the proposed system.

A short list may be developed and interviews conducted with those proposers deemed to be most qualified. The City reserves the right to conduct interviews of any or all proposers at the City's discretion. The City also reserves the right to request a best and final offer (BFO) and to re-score evaluations based on the best and final offer. Proposers may be required to provide clarification of their proposal as part of the BFO response.

- **2.10 Copies:** One (1) electronically submitted proposal, all supporting documents, and a "Fee Proposal" must be submitted through the supplier portal for this event. All responses must relate to the specifications as outlined.
- **2.11 Contacts:** Proposers must submit proposals following the instructions contained in this RFP. All requested information must be submitted with the proposal. All questions regarding this request for proposal should be submitted in writing and emailed to the person listed on the summary event page.
- **2.12** Acknowledgement of Addenda: The Vendor is responsible for determining and acknowledging any addenda issued in connection with this RFP. The addenda must be acknowledged in order for proposals to be considered.

# SECTION 01310 DISADVANTAGED BUSINESS EMPLOYMENT PROVISIONS

The City of Savannah actively encourages employment and participation of small and local disadvantaged businesses in all City contracts. Attention of the bidders is called to contract conditions contained herein pertaining to non-discrimination, equal employment opportunity, subcontracts, and opportunities for project area residents.

It is the policy of the City of Savannah that local disadvantaged business enterprises (LDBEs) be given fair opportunity to participate in the performance of services for the City, and that prime contractors utilize LDBE subcontractors and suppliers to the fullest extent possible consistent with the efficient performance of the contract. The City of Savannah has established an 20% DBE goal for this project of which at least 10% must be met by a Local DBE.

In order to determine compliance, bidders shall submit the following completed documents in a separate attachment clearly marked with the bid number, project name and number and marked (Section 1310 Local Disadvantaged Business Employment Provisions) with their bid:

- 1. Non-discrimination statement (Sec. 01310-3) and;
- 2. Proposed schedule of local disadvantaged business enterprise participation (Sec. 01310-and;

Any attempt to submit false information, will result in a recommendation that the bidder/proposer be debarred from participating in future City contracts.

The contractor is required to fulfill any L/DBE utilization commitments made unless good cause is demonstrated for any failure to fulfill such commitment. **Written approval is required from the Economic Development Department prior to any substitution of firms**.

The contractor will maintain records and information necessary to document compliance with Good Faith Effort requirements, and the City shall have the right to inspect such records.

Any LDBE listed in the completed form entitled "Proposed Schedule of LDBE Participation" (Section 01310-4) must be certified by an approved agency such as USDOT, GDOT, or SBA 8(a) prior to the due date of this bid. Proof of LDBE certification such as a certificate or letter from the certifying agency is required to accompany the bid. A firm that has submitted an application for certification or an application for certification under review but has not been certified is not qualified as a certified LDBE and will not be recognized as such during the City's evaluation process.

No bidder/proposer shall enter into an agreement with any LDBE that would in any way limit the LDBE's opportunities to sell to, or act as subcontractor for, any other party. Violation of this requirement would be grounds to deem the bidder/proposer non-responsive to this RFP solicitation.

The following resources are available to aid bidders in complying with this section:

The City of Savannah Economic Development Department, Small Business Opportunity (SBO) Program, Local Disadvantaged Business Enterprise (L/DBE) Listing and Minority and Women-

Owned Business Enterprise (M/WBE) List found here. Find Local DBE and M/WBE Listing HERE

The State of Georgia Department of Transportation maintains a website listing of Disadvantaged Business Enterprises located at Find the GDOT DBE UCP Directory HERE

**Chatham County** Purchasing Department maintains a listing of Disadvantaged Business Enterprises to include Contractors, Consultants and Suppliers. Contact (912) 652-7860.

**GA Tech Procurement Assistance Center** maintains a listing of Disadvantaged Business Enterprises to include Contractors, Consultants and Suppliers. Contact (912) 963-2524.

**Savannah/Hilton Head International Airport Commission** maintains a listing of Disadvantaged Business Enterprises to include Contractors, Consultants and Suppliers. Contact (912) 964-0514 or visit the website at <a href="https://www.savannahairport.com">www.savannahairport.com</a>

#### **CITY OF SAVANNAH**

#### Non-Discrimination Statement

(This document requires submission with all bids/proposals.)

The prime contractor/bidder certifies that:

- (1) No person shall be excluded from participation in, denied the benefit of, or otherwise discriminated against on the basis of race, color, national origin, or gender in connection with any bid submitted to the City of Savannah or the performance of any contract resulting therefrom;
- (2) That it is and shall be the policy of this Company to provide equal opportunity to all business persons seeking to contract or otherwise interested in contracting with this Company, including those companies owned and controlled by racial minorities, cultural minorities, women, and individuals belonging to other socially and economically disadvantaged groups;
- (3) In connection herewith, we acknowledge and warrant that this Company has been made aware of, understands and agrees to take affirmative action to provide such companies with the maximum practicable opportunities to do business with this Company;
- (4) That this promise of non-discrimination as made and set forth herein shall be continuing in nature and shall remain in full force and effect without interruption;
- (5) That the promises of non-discrimination as made and set forth herein shall be and are hereby deemed to be made as part of and incorporated by reference into any contract or portion thereof which this Company may hereafter obtain and;
- (6) That the failure of this Company to satisfactorily discharge any of the promises of non-discrimination as made and set forth herein shall constitute a material breach of contract entitling the City of Savannah to declare the contract in default and to exercise any and all applicable rights and remedies including but not limited to cancellation of the contract, termination of the contract, suspension and debarment from future contracting opportunities, and withholding and or forfeiture of compensation due and owing on a contract.

Signature Company Representative	Company Representative Title			
Name of Company Representative, PLEASE PRINT	Date			



Any DBE listed in this completed form must be certified by an approved agency such as USDOT, GDOT, or SBA 8(a) prior to the due date of this bid. Proof of DBE certification such as a certificate or letter from the certifying agency is required to accompany the bid. A firm that has submitted an application for DBE certification or an application for DBE certification under review but has not been certified is not qualified as a certified DBE and will not be recognized as such during the City's evaluation process.

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Name of DBE Participant	Telephone	Email	Address (City, State)	LOCAL DBE? (Y/N)	Type of Work Sub-Contracted	Sub- contract Value (%)	Sub- contract Value (\$)	
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<b>Joint Venture Firms</b>			Level of Work			Financial Participation		
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