



# WATERFRONT HOLLAND

## RFP EVALUATION (FINAL)

### OBJECTIVES & APPROACH

Between March and December 2022, the Waterfront Holland Visioning Team was tasked to evaluate the Waterfront Holland RFP Submission by the Geenen DeKock Properties, LLC. This included the original proposal submitted in January 2022 and a revised concept submitted in November 2022.

The objectives of evaluating the proposal and concepts were to:

- Determine the degree of alignment with the Community’s Waterfront Vision and Guiding Principles;
- Identify potential enhancement opportunities intended to foster closer alignment with the Community’s Waterfront Vision and Guiding Principles;
- Facilitate iterative design refinements per the Framework Thinking approach which underscored the Waterfront Holland process;
- Support the City of Holland and the Holland Board of Public Works’ negotiations with Geenen DeKock Properties, LLC.

The Waterfront Holland Vision, Guiding Principles, and Spatial Framework were developed with **both private and public input**. This collective vision reflects a synthesis based on broad, comprehensive, inclusive, and transparent engagement process... and one that the current RFP selection process and subsequent referendum should strive towards achieving in a collaborative spirit.

Adherence to the Vision, Guiding Principles, and the Spatial Framework, including provision of public amenities or other project components that will appeal to the public, is expected to be necessary to generate public support for the redevelopment of the James DeYoung Power Plant site, including a potential land swap agreement to facilitate waterfront development elsewhere.

Per the “**Selection Criteria for the Proposal Stage**” detailed in the Stage 2: Request for Proposals (Pg 18) issued by the City of Holland, the Visioning Team evaluated the proposal based upon the following three of the eight criteria:

#### 2. Development vision and adherence to the City’s objectives

*(\*Alignment with the Community Vision, Guiding Principles, Framework, and the Six Desired Elements.)*

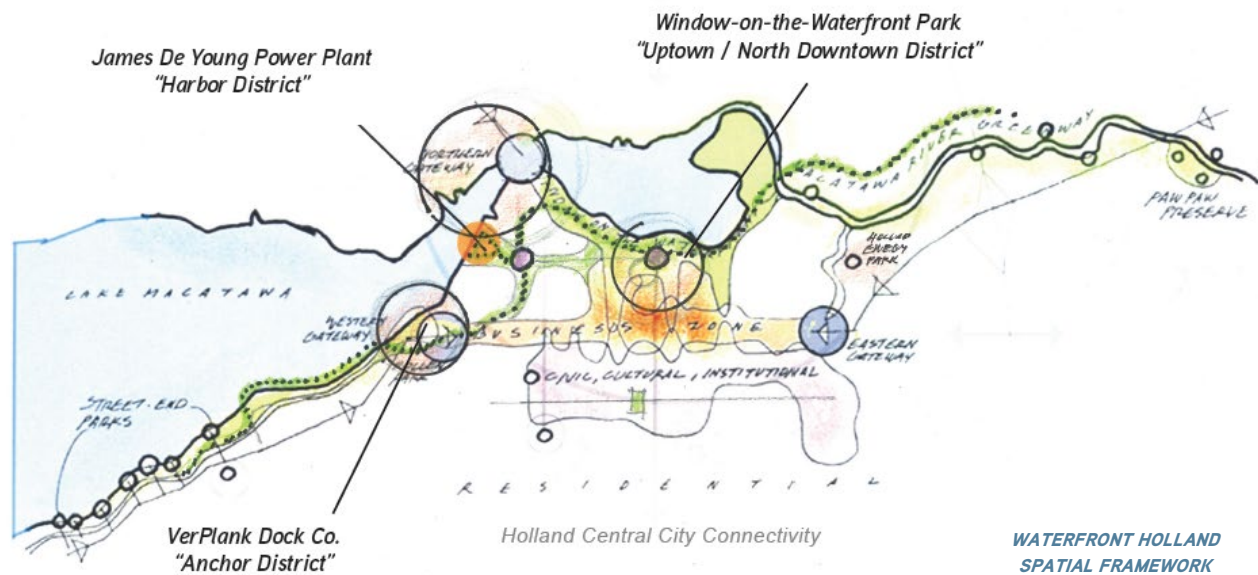
#### 4. Mix of uses and development form.

*(\*Including any design considerations.)*

## 5. Community benefits of development.

(\*Not including the fiscal and economic benefits.)

The Visioning Team conducted the above evaluation on the vision, uses and form, as well as general community benefits with additional input from the Hitchcock Group. It was the Visioning Team's understanding that the other five criteria in the RFP (primarily focused on the fiscal and economic benefits to the City of Holland) would be evaluated by the Real Estate Development & Financial Analysis Team comprising S.B. Friedman and Hitchcock Group, as well as other City of Holland / Holland Board of Public Works Leadership and Staff.



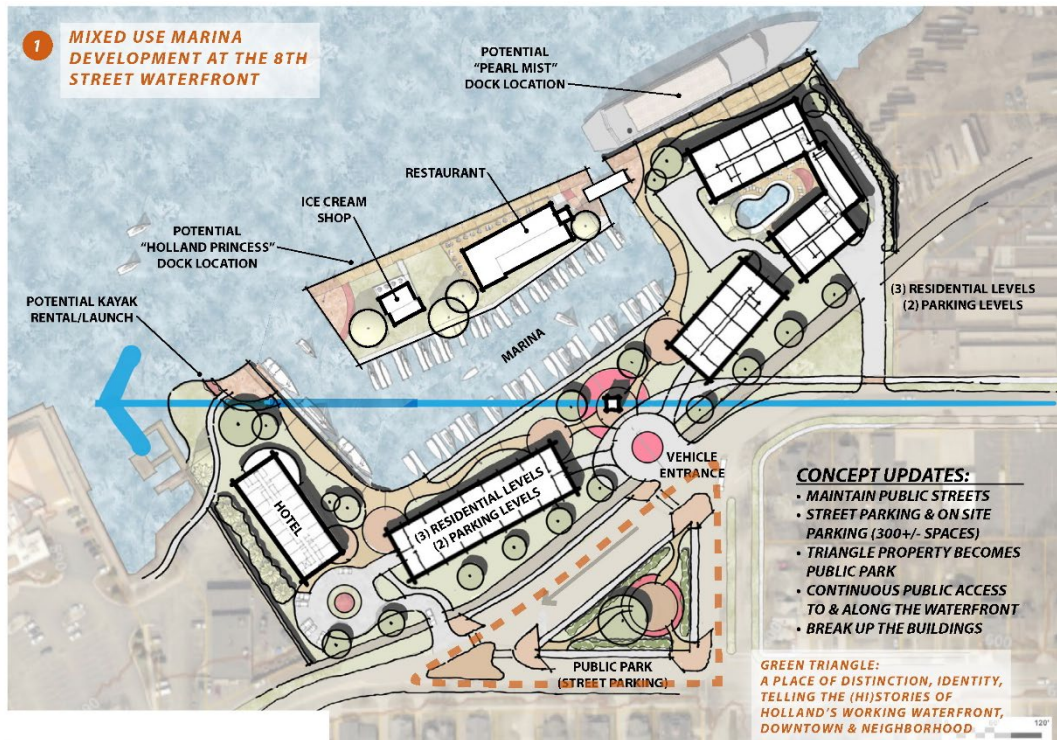
The evaluation was conducted for two sites:

- (i) The Anchor District, including the VerPlank property, the Western Machine Tool Works Site, two existing public green spaces along W. 8<sup>th</sup> Street, and Dock Street and Graham Street.
- (ii) The James DeYoung Power Plant property and its immediate context.

The proposals were scored by individual team members on the following scale and combined into an overall total. Qualitative comments were synthesized into common themes which emerged across the evaluation elements.

EVALUATION METRIC	SCORE
Does not adhere to the Vision Statement, Guiding Principles, Framework, or Desired Elements	0
Somewhat adheres to the Vision Statement, Guiding Principles Framework, or Desired Elements	1
Fully adheres to the Vision Statement, Guiding Principles, Framework, or Desired Elements	2
Could not be determined. More information will be needed.	TBD
Not applicable.	NA

## OVERALL COMMENTS FOR THE REVISED CONCEPT



The revised concept (from November 2022) demonstrates significant, thoughtful, positive refinements by GDK/GMB which are in closer alignment with the community's waterfront vision. The proposal is notable for the following community benefits:

- (i) **Consolidating the working waterfront users** to preserve the short- and long-term economic feasibility of waterfront functions, including vital access for Great Lakes shipping.
- (ii) **Re-routing truck traffic** north of Downtown Holland.
- (iii) **Creating a new Downtown marina and waterfront experience** for the community that is connected to the broader Downtown, neighborhood, and Kollen Park.
- (iv) **Fostering community accessibility to, from, and along the water**, including views to the water.
- (v) **Supporting opportunities for mixed uses, programming, and different waterfront users**, including residents and visitors.
- (vi) **Enhancing Holland's waterfront and complementing our greater Downtown** through intentional, quality unifying elements in the public spaces and access, e.g. Green Triangle/Public Park, Arrival Plaza, Waterfront Promenade.

## OPPORTUNITIES FOR CLOSER ALIGNMENT WITH THE VISION

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### 1. PUBLIC ACCESS – INCORPORATE WATERFRONT IMPROVEMENTS VIA A CONTINUOUS PUBLIC EASEMENT.

The revised concept demonstrates enhanced, continuous public access to, from, and along the water. The City strongly recommends a legal mechanism or easement to be established, enabling some design flexibility while meeting the intent and spirit of the community vision and the Waterfront Downtown Form-Based Code.

### 2. DEFINE HOW THE WATERFRONT ACCESS (WALKWAY & BIKEWAY) CONNECTS ON EITHER END

Continuous public access to, from, and along the water will benefit from further definition and design detail to ensure seamless, safe, and appropriate connections beyond the property boundaries of the proposed concept. **Attention to how the waterfront access (walkway / bikeway) connects on either ends will be important.**

### 3. DEFINE THE DESIGN INTENTIONS FOR 8TH STREET-KOLLEN PARK DRIVE, THE WALKWAY/BIKEWAY ALONG THE RAILWAY LINE, THE GREEN TRIANGLE, AND WASHINGTON BOULEVARD.

Connectivity and a distinctive identity at and along the following areas are essential to the Downtown and Waterfront Holland vision. These areas are major contributing factors to the character of Downtown, the waterfront, and the historic neighborhood. **Further attention to articulate the design intentions, purpose, and form of these areas would strengthen the waterfront's engagement with the future of the Downtown and historic neighborhood fabric.**

- 8<sup>th</sup> Street corridor (from the Civic Center to the proposed waterfront development, including the historic West Michigan Furniture Company building owned by Padnos);
- Walkway / Bikeway along the historic CSX railway corridor (bypassing the development on the landside which would thus require more attention to associate it with the waterfront);
- Green triangle (a unique element with multiple roles: buffer, destination, stepping stone, connector between the proposed waterfront development and the historic neighborhood).
- Washington Boulevard (a residential boulevard which historically has served as Tulip Lane with its landscaped medians and one through traffic lane in either direction).

Both the City and the private developer can demonstrate insightful leadership in highlighting the familiar, honored histories of the community, Downtown, and the working waterfront through thoughtful, creative design elements (including and not limited to a combination of public parks and plazas, lighting, signage, paving, plantings, furniture, art, etc). A minor investment can yield positive, major outcomes by embracing and drawing people in.

#### 4. ENHANCE PINE AVE TO BE A WELCOMING 'WATERFRONT PARKWAY'

The concept at the James DeYoung Power Plant site and its surrounding area shows potential truck routes to bypass Downtown.

The Waterfront Holland Vision and Framework included a Greenway connection along Pine Ave, with the intention of enhancing Pine Ave into a welcoming, attractive parkway activated by distinctive landscaping, lighting, public art, signage, and the potential for some public amenities, buffering the surrounding industrial uses.

With the consolidation of the working waterfront users, enhancing Pine Avenue as a 'waterfront parkway' would celebrate the working waterfront and strengthen the northern gateway to the City.

#### 5. USE THE WATERFRONT AS A LENS TO EDUCATE AND INCREASE THE PUBLIC UNDERSTANDING OF THE PAST, PRESENT & FUTURE

The VerPlank and Western Tool waterfront properties are at a unique intersection of three unique contexts: an extension of Downtown, long-time industrial operations, and the historic district neighborhood / community park. The historic James DeYoung Power Plant, which dates to the New Deal era of the 1930s, will be demolished as part of the land swap. It has been a distinctive feature of defining Holland's working waterfront, much like the saw-toothed Western Tool building before it too was demolished.

There is a key opportunity to honor how these histories are interwoven in the community's fabric, economy, and everyday life. Celebrating their presence reinforces the strength of diverse waterfront uses and the adaptable and evolving nature of waterfront functions over multiple generations. At the same time, the retention of the industrial and commercial-related uses keep the story of Holland's historic waterfront alive to be shared and viewed by all.

Ways to tell the histories could include and are not limited to: (i) re-using the historic brick paving on Graham Street, (ii) creating a series of interpretive signs, (iii) establishing a Boat Museum, Boat/ Yacht Design Studio, Project Clarity + Working Waterfront Gallery.

#### 6. ENHANCE THE WATERFRONT CHARACTER BY INTEGRATING ATTRACTIVE, HIGH-QUALITY, WELL-PROGRAMMED, COMPATIBLE, AND WELL-MAINTAINED BUILDINGS, SPACES, AND UNIFYING ELEMENTS IN THE PUBLIC AND PRIVATE REALMS

The development form and design could be enhanced by:

(i) Building forms which seek to create a more dynamic waterfront skyline while preserving water views from the immediate neighborhood. This could be achieved through

- **Careful placement of buildings**, e.g. **maintaining the view corridor** along Washington Blvd instead of terminating it with a building; **rotating** the buildings on an angle to generate different frames and views;
- Exploring opportunities for **building height modulations between two and six stories**, especially in the area beyond 200' of the high-water mark level of Lake Macatawa.

(ii) Giving careful attention to the quality of the public spaces both within and along the edges of the proposed development.

Two types of public spaces which need thoughtful spatial definition in the proposed development are:

- (i) **Thoroughfares**, including and not limited to streets, avenues, boulevards, sidewalks, promenades, boardwalks, passages and galleries, bicycle paths;
- (ii) **Public open spaces**, including and not limited to parks and pocket parks, gardens, squares and plazas, and waterfronts... defined by the appropriate fronting of buildings to address these public open spaces.

This can be achieved by drawing on what are already **successful, well-established UNIFYING ELEMENTS** defining the CHARACTER of Downtown, Kollen Park, and the Historic District Neighborhood.

These include **high-quality landscaping, lighting, seating, signage, materials, fine and varied architecture, creative and distinctive public art, extensive and inviting sidewalk connections, range of outdoor gathering spaces, as well as snowmelt areas and connections.**

(iii) **Composing a design palette and details reflecting the nautical context, as well as regional and vernacular forms.** This could be achieved through

- Analyzing the unifying elements in Downtown, the Historic District Neighborhood, and Kollen Park;
- Benchmarking waterfront communities in the Midwest;
- Exploring modern construction techniques which relate traditional details to their origins as logical expressions of construction to be authentic and to maintain principles of timeless architectural design;
- Deploying contemporary character in a measured, intentional way where appropriate with the context.
- Hiring a qualified town architect to review and provide guidance on the proposed development form.



## 7. EXTEND THE SNOWMELT SYSTEM FROM DOWNTOWN TO THE WATERFRONT

The snowmelt system along 8<sup>th</sup> Street has been a vital feature of year-round activation for Holland’s Downtown. **Extending the system from the Civic Center to this new waterfront destination would be critical in supporting connectivity, long-term strategic development, and environmental sustainability.** Moreover, the availability of the snowmelt system would help to re-energize development activity in the urban block between Maple Avenue and Washington Boulevard.

## 8. PROTECT OUR WATER & ECOLOGICAL RESOURCES WITH SUSTAINABLE, LOW IMPACT DEVELOPMENT APPROACHES.

The proposal indicates an excavation of the current seawall and foundations in an area of shallow water. With the anticipated marine traffic and additional water recreation uses, careful attention to protecting the water and ecological resources in the Lake Macatawa system is encouraged, in addition to the DEQ and stormwater permits that would be required. This could include:

- sustainable, low impact development approaches,
- water circulation and flushing analysis to inform optimal marina design for ensuring water quality and to understand potential impacts on sedimentation and hence dredging needs,
- studies on existing/baseline water quality conditions and water quality modeling methodology to predict post-construction water quality which could also be used to evaluate different designs to maximize flushing of pollutants,
- development of a stormwater pollution prevention plan for all the marina’s activities,
- flood hazard and resilience study to proactively implement resilience / flood protection measures (high-water levels peaked at 583’ in April 2020).

## 9. SUPPORT WATER VIEWS FROM THE SURROUNDING NEIGHBORHOOD

In the revised concept, water views abound within the proposed development and likewise from the 8<sup>th</sup> Street axis. Careful placement of buildings and creative building massing (e.g. towers on a podium, different building masses, differentiated attic stories, lookouts, modulated rooflines etc.) could support and frame additional views from the surrounding neighborhood. It is also recommended that the developer and its design team provide perspective drawings to demonstrate the impacts elevation change has on views from the neighborhood to the water. (See notes on building forms and placement under #4 Enhance the Waterfront Character.)

## 10. ADEQUATE & APPROPRIATE TRAFFIC CALMING MEASURES FOR SAFE & CONVENIENT ACCESS ALONG 8<sup>TH</sup> AND 9<sup>TH</sup> STREETS, KOLLEN PARK DRIVE, AND WASHINGTON BOULEVARD.

The proposed development will generate additional traffic and parking pressures on the surrounding neighborhood streets. **With the anticipated volume of multi-modal access, including pedestrian and bicyclist access, it is strongly recommended that further traffic studies are undertaken to:**

- **Ensure traffic volumes can be adequately carried, and that multi-modal safety will continue to be prioritized** through the specification of appropriate travel speeds and implementation of traffic calming measures.
- **Demonstrate the potential traffic impacts on adjacent land uses and recommend the appropriate traffic circulation modifications and easements, where appropriate.**

## 11. ENHANCE MULTI-MODAL CONNECTIONS TO THE GREATER DOWNTOWN & NEIGHBORHOODS.

The revised proposal demonstrates pedestrian connectivity, water access, and supports private vehicular access on land. Additional opportunities for improvements include:

- **Bicycle access** and accommodation of a distinctive **MAX Transit / Trolley Stop** along the South Shore Area Service Route #3.
- **Creative sheds / stands** for bicycle parking.
- **Encourage trolley stops at existing City parking decks** to help facilitate parking demands.

## 12. WELCOME DIVERSE WATERFRONT USERS, INCLUDING OPPORTUNITIES FOR PUBLIC DOCKING ACCESS AT THE SEAWALL AND TRANSIENT SLIPS.

As the proposal continues to be refined, providing water access to diverse users – both private and public – would be vital in aligning with one of the guiding principles. Clarification on the opportunities for public docking access, whether at the seawall or at transient slips, would be beneficial to the community.



### 13. OPPORTUNITY FOR THE MASTER DEVELOPER TO PARTNER WITH OTHERS TO DEVELOP DISTINCTIVE, COMPLEMENTARY, SYNERGISTIC MIX OF USES.

The current proposal presents an opportunity for **GDK** to create an arrangement where it remains as the **master developer** to facilitate and implement the projects while leaving the door open for **additional partners** in areas such as hospitality, waterfront recreation, and dining.

This would support a destination where synergistic uses leverage the strengths of various entities, including and not limited to:

- **The potential for different dining and arts/entertainment experiences** beyond “one ice cream shop and one restaurant”, such as a market hall (e.g. Milwaukee Public Market, Boston Faneuil Hall, Canary Wharf Streetfood Market Hall).
- **A specialist boutique hotel** and events space.
- **Marina, boating, kayaking operators.**
- **Introducing some design variety within a consistent framework for design concepts, performance, and quality standards.**

## APPENDIX: ANCHOR DISTRICT EVALUATION

The following tables reflect the consensus of the Visioning Team on how the proposed development adheres to the Waterfront Holland Vision Statement, Guiding Principles, and the Six Desired Elements.

The proposals were scored on the following scale.

EVALUATION METRIC	SCORE
Does not adhere to the Vision Statement, Guiding Principles, Framework, or Desired Elements	0
Somewhat adheres to the Vision Statement, Guiding Principles Framework, or Desired Elements	1
Fully adheres to the Vision Statement, Guiding Principles, Framework, or Desired Elements	2
Could not be determined. More information will be needed.	TBD
Not applicable.	

VISION STATEMENT ELEMENTS	SCORE
Holland's Waterfront --	
...a distinctive and welcoming complement to our greater downtown	1.5
weaving together water, land, and people	2
in a continuous thread of beauty and vibrancy...	1
...an adaptable and evolving place	1
that celebrates a harmony of urban and natural uses,	2
and strengthens our economic and environmental sustainability...	1.5
...a walkable year-round destination	1.5
where water views abound,	1.5
green spaces offer quiet respite and active play,	1.5
and connected public access to the water is enhanced.	2
This is the character of the waterfront we seek.	1

GUIDING PRINCIPLES	SCORE
<b>FOSTER COMMUNITY ACCESSIBILITY - TO, FROM, AND ALONG THE WATER</b>	
Create a continuous, publicly accessible waterfront through an easement along the water's edge.	1.5
Connect the waterfront to downtown and the neighborhoods beyond.	2
Accommodate safe and convenient multi-modal access and parking.	1.5
Leverage on and extend the snowmelt system where appropriate.	TBD
<b>PURSUE ENVIRONMENTAL, ECONOMIC, AND EQUITABLE SUSTAINABILITY</b>	
Protect our water resources and ecological environments.	1
Be good financial stewards and ensure both short- and long-term economic feasibility of waterfront functions, including retaining infrastructure and access for Great Lakes shipping.	2
Strengthen community through inclusive, transparent community engagement practices and collaborative partnerships, appropriately guided by municipal leadership and planning best-practices.	1
Create a long-term vision that enables incremental development and is adaptable over time.	1

<b>ENCOURAGE DIVERSITY OF USE, USERS, AND DEVELOPERS</b>	
Seek opportunities for mixed uses and diverse, year-round programming.	1
Welcome diverse waterfront users, including residents and visitors of different ages, abilities, cultures, and incomes.	1
Facilitate multiple developers to develop specific projects over time.	0.5
<b>CELEBRATE THE WATER(FRONT)</b>	
Enhance the waterfront character by integrating attractive, high-quality, well-programmed, and well-maintained unifying elements in both public and private waterfront projects.	1
Use the waterfront as a lens to increase the public understanding of Holland's past, present, and future.	0.5
Orient new development, redevelopment, and community planning efforts towards taking advantage of viewscales afforded by the waterfront.	2
Encourage waterfront recreation and engagement with the water.	2

## APPENDIX: JDY SITE & CONTEXT EVALUATION

The following tables reflect the consensus of the Visioning Team on how the proposed development adheres to the Waterfront Holland Vision Statement, Guiding Principles, and the Six Desired Elements.

The proposals were scored on the following scale.

EVALUATION METRIC	SCORE
Does not adhere to the Vision Statement, Guiding Principles, Framework, or Desired Elements	0
Somewhat adheres to the Vision Statement, Guiding Principles Framework, or Desired Elements	1
Fully adheres to the Vision Statement, Guiding Principles, Framework, or Desired Elements	2
Could not be determined. More information will be needed.	TBD
Not applicable.	NA

VISION STATEMENT ELEMENTS	SCORE
Holland's Waterfront --	
...a distinctive and welcoming complement to our greater downtown	NA
weaving together water, land, and people	NA
in a continuous thread of beauty and vibrancy...	NA
...an adaptable and evolving place	1
that celebrates a harmony of urban and natural uses,	NA
and strengthens our economic and environmental sustainability...	2
...a walkable year-round destination	NA
where water views abound,	1
green spaces offer quiet respite and active play,	NA
and connected public access to the water is enhanced.	NA
This is the character of the waterfront we seek.	NA

GUIDING PRINCIPLES	SCORE
<b>FOSTER COMMUNITY ACCESSIBILITY - TO, FROM, AND ALONG THE WATER</b>	
Create a continuous, publicly accessible waterfront through an easement along the water's edge.	NA
Connect the waterfront to downtown and the neighborhoods beyond.	NA
Accommodate safe and convenient multi-modal access and parking.	NA
Leverage on and extend the snowmelt system where appropriate.	NA
<b>PURSUE ENVIRONMENTAL, ECONOMIC, AND EQUITABLE SUSTAINABILITY</b>	
Protect our water resources and ecological environments.	NA
Be good financial stewards and ensure both short- and long-term economic feasibility of waterfront functions, including retaining infrastructure and access for Great Lakes shipping.	2
Strengthen community through inclusive, transparent community engagement practices and collaborative partnerships, appropriately guided by municipal leadership and planning best-practices.	1
Create a long-term vision that enables incremental development and is adaptable over time.	1
<b>ENCOURAGE DIVERSITY OF USE, USERS, AND DEVELOPERS</b>	

Seek opportunities for mixed uses and diverse, year-round programming.	NA
Welcome diverse waterfront users, including residents and visitors of different ages, abilities, cultures, and incomes.	NA
Facilitate multiple developers to develop specific projects over time.	1
<b>CELEBRATE THE WATER(FRONT)</b>	
Enhance the waterfront character by integrating attractive, high-quality, well-programmed, and well-maintained unifying elements in both public and private waterfront projects.	0
Use the waterfront as a lens to increase the public understanding of Holland's past, present, and future.	0.5
Orient new development, redevelopment, and community planning efforts towards taking advantage of viewscales afforded by the waterfront.	0
Encourage waterfront recreation and engagement with the water.	NA

OVERALL: SIX DESIRED ELEMENTS FROM THE RFP FOR THE VERPLANK & JDY SITES	SCORE
1) Align with the City's proposed Waterfront Downtown WDT Form Based Code Sub-District and Waterfront Overlay District Requirements	1
2) Incorporate waterfront improvements via a continuous public easement.	1.5
3) Foster a synergistic mix of land uses that create a mixed-use destination.	1.5
4) Integrate a significant level of public amenities.	1.5
5) Enhance future connections to the greater Downtown Holland through the proposal's relationship with 3 <sup>rd</sup> and 4 <sup>th</sup> Street.	1.5
6) Incorporate design elements that address existing industrial adjacencies but do not preclude integration with future waterfront development.	1