



**CITY OF BOULDER, COLORADO  
REQUEST FOR PROPOSAL**

**RFP No. 36-2016  
Envisioning City Facilities &  
an Urban Design Framework  
for former Boulder Community Health Site**

ISSUE DATE: April 4, 2016

**DUE DATE: 4:00PM, Monday, May 2**

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## 1. overview

The City of Boulder (the City) has an international reputation as a great city with a high quality of life. It is home to a forward-thinking community and city government that prides itself on setting precedents with regard to sustainability, community engagement and innovative design. Boulder is also a highly-engaged and informed community. Its legacy of citizen involvement can be traced to prescient citizen-driven planning efforts, including the approval of a bond issue in 1898 to purchase 80 acres of land to create a “Chautauqua,” now an extremely popular and beloved attraction, and the approval of a sales tax for open space acquisition, now encompassing over 45,000 acres.

More recently the City adopted a draft Climate Commitment “to rise to the climate challenge, and power a vibrant future, we will reduce Boulder’s greenhouse gas emissions at least 80% below 2005 levels by 2050.” This represents one of many goals the City sets for itself in pursuit of being a model city to work and live. Meeting these lofty and progressive goals has resulted in growth in city staff, services and operations over many years. This incremental development has resulted in the scattering of departments and workgroups across the city into different buildings, some of which are owned while others are leased. This fragmentation of city presence is inefficient and expensive and can create inconveniences and challenges in the customers’ experience. In addition, portions of these city-owned buildings that house critical operations exist within the 100-year flood plain, which poses a threat to city government operations.

Analysis of city space needs has been an ongoing effort for many years now but has yet to find a globally responsive solution to consolidating city staff and offices to adequately address the needs of this progressive city. In December 2015, the City acquired 8.8 acres of property that formerly housed the Boulder Community Hospital (BCH). This site provides an opportunity to define a new activity center less than one mile from the downtown area (ATTACHMENT A). Developments in the Civic Area along with the recent purchase of the BCH property has provided a unique opportunity to respond to our decentralized office challenges in a way that reflects Boulders vision and values as a community. The City is positioned to build modern, centrally-located government facilities that can consolidate many city offices and present well-defined, central points of service to the community within these key “activity centers” as further defined in following sections.

The final plans and redevelopment options for the BCH site have yet to be determined and will need to be considered within the larger context of key activity centers which include University Hill, the Civic Area, and Downtown (ATTACHMENT B). These centers each have different characteristics and functions within the city. University Hill borders the University of Colorado Boulder and includes a compact and vibrant commercial area. The Civic Area straddles a portion of the Boulder Creek between 9<sup>th</sup> and 14<sup>th</sup> Streets and houses parks, recreational opportunities, and numerous city facilities. The Downtown area is the commercial heart of the city, with a pedestrian mall along Pearl Street at its core.

Several recent plans seek to further enliven or redesign a few of these activity centers. The University Hill Reinvestment Strategy Framework (April 2014), provides a vision and guidance for pursuing improvements for its residents, visitors, and businesses. A new Civic Area Master

Plan, adopted in July 2015, expresses a long-term vision to transform the Civic Area into an even more unique place that reflects the community's shared values and diversity.

While distinct in appearance and function, these activity centers are interrelated. One clear physical connection between these centers is Broadway, a major arterial that also forms the eastern boundary of the BCH site. The potential emergence of a new activity center at this site presents an opportunity to better understand the existing interrelationship of these activity centers and to develop a vision for the BCH site. As the specific character of the BCH site becomes more defined, careful management of any future development will need to preserve the neighborhood and thoughtfully consider the projected growth and related impacts associated with the property.

Public outreach is a critical component of work related to this project. The aim of city staff is to explore future options and solicit input from the community to ensure that the future direction of the BCH site fits in with the community's goals and visions. As such, initial efforts for public outreach have already begun to ensure that the community is informed and involved from the very beginning. A major update to the Boulder Valley Comprehensive Plan is also in process, which will provide the policy basis of the urban design framework for the BCH site.

## 2. scope of services

**The city is seeking a long-term partner** in the investigation, design process and eventual redevelopment of the entire BCH site as well as construction of new city facilities at the BCH site, Civic Area and potentially elsewhere in the city. Concerning the BCH site, redevelopment will include a blend of both city facilities and private development. The overarching scope of services in this RFP related to the Urban Design Framework is for assistance through the process of defining public and private development on the BCH site. For city facilities, the primary focus is defining the needs, requirements and vision for future municipal facilities in Boulder.

The City of Boulder invites submissions to the following proposed scope of services. This scope is a guideline for developing an approach to this project, and the City invites creative solutions in this plan. **The work outlined is limited to the first phase of work (Phase I) regarding city facilities on a city-wide scale and the urban design framework on the local scale** for the BCH site. Phase I is scheduled to conclude by the end of 2016 or early 2017. Future phases of work will extend over the course of the next several years arriving at the ultimate goal of the identified sites redevelopment.

Independent studies, outside of the scope of this work, but will inform aspects of the project when they are complete include:

1. Adaptive reuse potential of BCH site and buildings (*currently in progress*)
2. Flood plain analysis
3. Transportation analysis
4. Health care market analysis of the BCH site
5. Customer Experience Project (ATTACHMENT C) (*currently in progress*)

Also, on the southern portion of the BCH site (south side of Alpine Ave) there is an existing medical office building and parking structure which are currently being renovated for city use.

Separate RFPs have been issued for scopes of work relating to those projects; these can be found on BidNet (RFP 18-2016 and RFP 29-2016).

This RFP has established minimum criteria and expectations for meetings and deliverables acknowledging that we cannot anticipate all necessary meetings and engagements. Costs associated with additional meetings will be negotiated as they arise. We have intentionally left out project team coordination meetings and are asking respondents to this RFP to propose an approach to regular engagement with city staff as part of their response to this proposal.

The city reserves the right to request all supporting documentation used in development of reports and presentation materials including but not limited to graphic files, GIS files and spreadsheets, etc.

**PRIMARY OBJECTIVES OF WORK REGARDING CITY FACILITIES**

- Envisioning what city facilities of our future could and should be taking into consideration our City Vision and Values, Climate Commitment, city-wide initiatives and ordinances, data from investigations about city departments and input from key stakeholders in addition to research and recommendations based on progressive trends in the industry.
- Identify where divisions and departments should be located within key areas of the city. This exploration should be integrated with the Civic Area development, BCH site development, land marking, employee commute initiatives, and various departments' Master Plan updates, among others, in developing city facilities program and master plan options.

**PRIMARY OBJECTIVES OF WORK REGARDING BCH URBAN DESIGN FRAMEWORK**

- Understand the existing interrelationship of BCH, University Hill, Downtown, and Civic Area with a focus on physical form and land use function.
- Develop an urban design vision plan for the BCH site to guide decision-making with planning and design principles as informed by best practices and community input.
- Illustrate the desired future characteristics of the site.

**KEY AREAS OF WORK FOR THE PROJECT**

**1. Investigation and Data Collection**

Conduct investigations, research and compile data to provide a framework that supports decision making and development in the subsequent visioning, space analysis and guiding principles work. Include in research case studies and best practices examples of both progressive municipal facility development and urban design frameworks in other cities who share core commonalities with the city of Boulder. The work should also include analysis of latest technology, industry standards and design approaches relevant to the various aspects of the project work.

The city has been and still is gathering information on each of its departments and conducting analysis of its staff, facilities, location relationships around the city, affinities between departments, etc. Information collected to-date will be shared with the consultant team, which should expect to continue investigations as needed to complete

analysis of city facility needs. ATTACHMENTS D1 & D2 define both the city facilities and departments that are central to this investigation.

From these investigations, develop a city needs analysis and space program that provides a comprehensive outlook and evaluation of city facility space needs.

Explore the existing interrelationship of the BCH site to the University Hill, Downtown, and the Civic Area city activity areas (ATTACHMENT B). Develop a qualitative and diagrammatic description of characteristics of each of these areas. The analysis should include recent developments, plans and any desired future prospective developments/land uses reflected in those plans.

Perform existing conditions analysis on the BCH site: explore its relationship to the immediate surroundings and the city, including analysis of land use, connections, building scale, topography, natural features, and other data as needed to further support and form an understanding of the site.

The analysis will be utilized to inform later design and land use objectives. The city will provide or allow access to a set of base data and would like consultants to work with and supplement the data to conduct research and analysis and produce maps.

*Minimum deliverables include:*

- ✓ A report on case studies and research related to municipal city facilities
- ✓ Data analysis report of city-wide facility investigation to include summary of findings
- ✓ Program of requirements for city facilities to include provisions for area, space standards, desired affinities and key architectural and infrastructural features of various divisions or departments to inform future development of facilities
- ✓ A report on case studies and research related to BCH site and urban design framework for the site, including Ecodistricts and other best practice neighborhood design
- ✓ A qualitative and visual report on the context analysis of the BCH campus and the interrelationship between BCH and the activity areas as described above
- ✓ Set of maps to describe the physical context of the site related to its immediate surroundings and the city

## **2. Public Outreach & Visioning**

Boulder is a highly-engaged community; a robust approach to public outreach is an essential component in this scope of work, particularly in developing the urban design framework. The public outreach component will also be utilized to inform later guiding principles, design guidelines, city facility performance standards and land use objectives for both city facilities and the BCH project site.

Form and conduct an engagement strategy for public outreach to the community. Identify the key stakeholders and process for engagement in collaboration with other efforts being conducted surrounding this project.

#### **Visioning process for city facilities**

Conduct a visioning process for what city facilities of the future should be and where they should be. Work with the City to identify and include key stakeholders through surveying, charrette(s)/workshops and defined engagement strategy. At minimum, the visioning should include an internal staff component and a public outreach component.

Currently, the city is engaged in a Customer Experience Project which is surveying both internal and external customers in an effort to improve the customer experience. ATTACHMENT C describes that project from which data collected will be made available to this team to inform and integrate into this visioning process.

The visioning process should produce a vision statement for city facilities that lays the groundwork for development of guiding principles for city facilities. Vision statements may be developed for city facilities located in specific key areas/service centers in the city such as for the Civic Center, BCH site, Municipal Services Center and elsewhere as appropriate.

#### *Minimum deliverables include:*

- ✓ List of key stakeholders and description of their interests in the project
- ✓ Outline of strategy for visioning process to be reviewed and approved by city project team. Include in outline how you will engage the various stakeholder groups and at what key points. Describe how the process and findings will be used to inform subsequent decision-making.
- ✓ Events and charrettes/workshops for city staff, key stakeholders and community as your visioning process requires
- ✓ Report on visioning process to include summary of findings
- ✓ Vision statement(s) for city facilities

#### **Public outreach and vision for BCH site**

Conduct public outreach and visioning process, which captures the past, present and future for the BCH project site. Initial work on outreach has already begun and includes a “storytelling” activity with the community to gather stories and artifacts of memories regarding BCH. This activity is being hosted on the BCH site in a “storefront” space that was created to establish a presence and offer a place for the community.

Develop a project identity, including a name for the project. Current work on the storytelling activity may start to craft the initial identity of the project. This identity should be further refined and built upon as the project progresses through the summer and fall. The project identity will be a cornerstone to the future character of the BCH site and should directly relate to findings from the customer experience project and input from the community.

Meet with boards, stakeholders, neighbors, and members of the community to generate possible future uses and design “ideals” for BCH including areas of land use, urban form,

connections, infrastructure, cultural facilities, etc. Prepare an analysis on strengths, weaknesses, opportunities and threats for the BCH project area.

Distill and analyze ideals from community and stakeholder input and consider findings from investigation and data collection to develop planning and design principles. These principles should articulate specific goals and objectives for the future of BCH site and will inform later site and area planning.

*Minimum deliverables include:*

- ✓ Engagement strategy for public outreach, including identification of key stakeholders to be involved, how they will be engaged, and at what points
- ✓ Formulation of the new BCH project area identity and official name of the site
- ✓ Minimum of one event/workshop (regarding project identity, visioning and guiding principles) to include interactive activities and opportunities for digital engagement, among others
- ✓ Production of materials for public outreach
- ✓ Summary report(s) of input and takeaways from public outreach

### **3. Guiding Principles, Urban Design Framework and Master Plan**

The development of the following work is to be informed by the products of the previous two key areas of work.

#### **Guiding Principles for City Facilities**

Develop Guiding Principles to be adopted by our City Council that lay the foundation for development of Performance and Design Guidelines for City Facilities. Subsequent phases would include the complete production of the Performance and Design Guidelines for City Facilities. This document is to serve as a guideline for any new development or major renovation or replacement of city facilities. It should be applicable to any city facility re-development scenario. The Guidelines should respond to:

1. Community Engagement & Customer Service
2. Climate and Natural Environment
3. Community and City Context
4. Workplace Environment
5. Resiliency
6. Technology
7. Stewardship
8. Architectural Features, Infrastructure and Space Standards
9. Operations & Maintenance
10. Building End-of-Life Program

*Minimum deliverables include:*

- ✓ Guiding Principles to be adopted by City Council
- ✓ Outline of Design Guidelines that includes indication of key goals of each section and content to be developed in future phases.

#### **BCH Urban Design Framework**

The urban design framework is intended to provide guidance to future development in the area and define the overall urban design character while providing the flexibility to adapt to a range of potential uses. The task is to create an “illustrative plan,” an illustration of the historic and current context, and identify the desired future “urban form” characteristics of the BCH site. In addition to expressing a vision for the site and its context, this illustrative plan should frame the need for site and area planning, and include the definition of a boundary that will serve as the next phase of planning for the site. The urban design framework should respond to the following:

1. Land use
2. Connections and street character
3. Building form and design characteristics
4. Topography
5. Natural features
6. Open space
7. Desired future infrastructure projects

*Minimum deliverables include:*

- ✓ Identify of the project area vision and formulate a set of planning and urban design principles, including the “main idea” of each principle as well as tangible goals, to support each principle.
- ✓ Illustrative Plans
- ✓ Identification of key performance criteria in relationship to the built environment, public realm and land use
- ✓ Provide supporting graphic materials

#### **Schematic massing model and master plan options**

From this analysis, develop massing models and master plan options for city facilities in the Civic Area, BCH site and possibly elsewhere as investigations may further define. Master plan options should be supported by the visioning process and all previous work.

Provide a high-level 3D schematic model to validate the capacity of the BCH site with the potential uses and program needs as identified by the urban design framework and through the public outreach process. In addition, conduct a spatial analysis on the programmatic relationship of city facilities, BCH, and the Civic Area East Bookend to identify potential shared or overflow programmatic needs which may be accommodated on the BCH site. The intent of the modeling is to validate the site capacity within the buildable envelope for three possible program options. At a minimum, the model should account for the following:

1. City facilities at the departmental/division level to demonstrate size and ideal adjacencies between departments
2. Potential occupancies or uses including commercial, institutional, and residential
3. Projected square footage by use
4. Open space
5. Parking requirements
6. Potential adaptive reuse of discrete buildings
7. City of Boulder Title 9 Land Use Code

*Minimum deliverables include:*

- ✓ Master planning options for BCH site, Civic Area and elsewhere as investigations reveal for city facilities.
- ✓ Summary report(s) of the schematic building/site program
- ✓ Three 3D schematic and diagrammatic models of potential site programs

### 3. project schedule

Following is the schedule with key deadlines with respect to the RFP and award process.

<b>RFP PUBLISHED</b>	<b>APRIL 4, 2016</b>
Last day for questions	April 18, 2016
Last day answers to questions published	April 25, 2016
<b>PROPOSALS DUE</b>	<b>May 2, 2016</b>
Interviews & Selection	May 12-13
Selection	End of May 2016

#### Phase I

Key milestones and meetings are outlined in the following table. Included in the response to this RFP should be a proposed timeline and work plan for achieving these milestones including proposed draft submittals, interim meetings with staff and stakeholders and other information relevant to meeting deadlines.

#### MAJOR MILESTONES AND KEY MEETINGS

Data collection, research and front end	June – August 2016
Key public outreach event(s) and key stakeholder design charrette(s) / workshop(s)	By September 2016 <i>(or proposed alternative)</i>
City Council Study Session – work from vision and guiding principles and design work to be presented for feedback	October 2016
Incorporate feedback from study session	End of 2016
Final draft of project identity, planning and design principles, and urban design framework for City review	December 2016
<b>Report to Council on Guiding Principles, Master Planning and Urban Design Framework</b>	<b>Early 2017</b>

#### Phase II

Phase II is not included in this initial scope of work, but upon successful completion of the first phase, the team would be asked to proceed with this additional work. This work could include:

1. Site and/or Area planning for BCH to include an urban design plan and preliminary site plan with scenario modeling including land use and zoning, open space, streetscape guidelines and building design guidelines
2. Development of City Facility Design Guidelines and Performance Standards
3. Refinement of city space needs into a complete program that could be utilized in design of city facilities
4. Design of city facilities at the BCH site and/or in the Civic Area.

## 4. owner-provided information and references

List of Attachments:

1. ATTACHMENT A: BCH Site
2. ATTACHMENT B: Activity Centers
3. ATTACHMENT C: Customer Experience Project description
4. ATTACHMENT D1: City facilities & departments
5. ATTACHMENT D2: Map of City Worksites
6. ATTACHMENT E: The Plan for Boulder's Civic Area (2013)
7. ATTACHMENT F: The Masterplan for Boulder's Civic Area (2015)
8. ATTACHMENT G: University Hill Reinvestment Strategy Framework (2014)
9. ATTACHMENT H: Boulder Valley Comprehensive Plan (2010)

Upon commencement of the project, the City will provide further documentation and access to databases, drawings, materials, other work products and information it has in its possession that has been previously developed to aid in this team's work and the success of the project.

## 5. consultant selection process

The city expects creative and rigorous approaches to the project and will use the following criteria for selecting a consultant:

Criteria for selection:

1. Demonstrate understanding of the project (25%)
2. Describe your approach to the key areas of work (25%)
3. Team's experience with comparable projects, relevant experience and qualifications of core team members (20%)
4. Competitive cost proposal, value for deliverables and services (15%)
5. Proposed project schedule and workplan (10%)
6. Experience and familiarity with the City of Boulder and Northern Colorado region (5%)

**The overall project budget is roughly \$200,000.**

The successful consultant will enter into a standard City of Boulder contract.

## 6. required qualifications & value-added items

The vision for this exercise is to bring a multi-disciplinary approach to the project that ultimately results a new activity center with built facilities for the city and potentially new models for operating and engaging with the community and customers. A team that can demonstrate expertise and innovative approaches to facilitation, public outreach, communications, planning and design thinking, technology integration, problem solving and analytics is highly sought after on this project.

### Technical qualifications

The project team should be capable of producing presentation materials and graphics to communicate concepts and ideas clearly to a wide variety of audiences. In addition to any printed 2D materials, all work shall be submitted digitally and must be PDF-compatible. Any 3D files shall be submitted in a format compatible to import into Sketchup, Revit, and CityEngine.

Physical scenarios and analysis maps should be created with City of Boulder GIS mapping information and use tools such as 3-D ESRI story maps, CityEngine software, and Community VIZ, or at minimum tools that are compatible with City Engine to allow for delivery on the web. Any data generated or identified outside of the city's base data should be shared with the city. Visualizations and renderings would be helpful and are desired if budget permits.

## 7. proposal submittal requirement

The city is looking for a firm and personnel that demonstrates understanding Boulder's unique circumstances and offers a creative yet analytical approach. The proposal should include a clear description of the approach using the city's scope as a reference. Consultants should employ their expertise and innovation to improve upon the scope. Proposals should clearly convey the consultants' philosophy to addressing the project and demonstrate knowledge of cutting-edge best practices. The most important parts of the submittal are the project understanding and approach as well as the examples of relevant work. The city is interested in knowing how proposers have approached similar projects in other communities and how they will approach the city of Boulder's project to generate a successful outcome. Submittals should be concise and clear and include:

**Please submit three hard copies and one electronic copy on a thumb drive.** The proposals must contain the following information outlined below:

1. Cover letter
  - Legal name of firm, address and telephone number
  - Year firm was established
  - Principal contact in charge of the project proposal
  - Person who would be the City's primary contact
2. Firm Background and Project Team

- Firm background
  - Propose a team assembled to develop the project, including resumes and identification of who will be primarily responsible for leading various aspects of the projects and their relevant qualifications.
  - Names of proposed personnel for firm and any sub-consultants/contractors, their professional qualifications for the Project, and any relevant certifications/registrations.
  - Specify whether or not the firms have worked together as a team in the past.
3. **Understanding & Project Approach**
- Describe your ***understanding*** of the project, addressing each item presented in the scope.
  - Describe your ***approach*** to the project with specifics addressing key areas as identified in the scope. Include in your approach how you will involve staff and key stakeholders. Describe your process for developing the various aspects of work and deliverables that support that work. Include in your approach additional key materials and supporting documentation (outside of minimum deliverables) you would propose delivering to support your work and the project. Describe in your own words the goals you'd plan to achieve.
4. **Proposed schedule and workplan**
- Present your proposed schedule and approach to developing a workplan for this project to hit the major milestones identified in the schedule. Include key meetings, reviews and milestones. Include who you would propose participating at various meetings.
5. **Recent relevant work**
- Provide relevant work examples of your team for the various aspects of the project. Identify in work examples when you have worked with your proposed sub-consultants.
6. **Rate schedule**
- Provide one copy of your most current year Rate Schedule including rates of other sub-consultants.
7. **Cost Proposal**
- Cost proposal to include to include an itemized scope of services and budget by task so that final scope and budget can be negotiated to suit the needs of the project.

## 8. acceptance of terms and conditions

The Draft Contract attached is intended for use as is. Use this form to indicate your acceptance of the terms and conditions contained in Draft Contract attached.

Submitters that take exceptions to any terms and conditions or offer language substitutions shall explicitly state the exception(s), reasons(s) therefore, and language substitute(s) (if any) in this section of the proposal response. Failure to take exception(s) shall mean that the proposer accepts the terms and conditions as contained in the draft Contract. Note that such exceptions may render the proposal non-responsive and cause the submittal to be rejected.

If your firm takes no exception to the terms and conditions of this Request for Proposals, please indicate so.

List exceptions here:

Signed,

By: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

For: \_\_\_\_\_