

CITY OF CLEVELAND, OHIO
FRANK G. JACKSON, MAYOR

Cleveland City Planning Commission
Freddy Collier, DIRECTOR
Kyle Reisz, Project Coordinator



Request for Proposals Form-Based Code

May 29, 2018



City of Cleveland

Frank G. Jackson, Mayor

City Planning Commission



Freddy L. Collier Jr., Director

Cleveland City Hall
601 Lakeside Avenue, Room 501
Cleveland, Ohio 44114

T: (216) 664-2210 F: (216) 664-3281 | www.planning.city.cleveland.oh.us

Project Summary

The City of Cleveland is seeking an accomplished, professional planning firm/team to complete the following tasks:

- Assist the City in its effort to write a new zoning code. The new code will be easy to use, highly graphical and aligned with the City's vision of creating healthy, walkable and equitable neighborhoods.
- Provide assistance in re-structuring the City's zoning review processes.
- Facilitate related public engagement efforts.

Introduction

The City of Cleveland is accepting proposals from accomplished consultants to lead the development process for Cleveland's new Form-Based Zoning Code (FBC). The City will pilot the new FBC in two to four to be determined geographies. The code will fully replace the present Euclidian zoning code in these areas. Over time, the City will expand the geographies covered by the FBC, eventually replacing the Euclidian code citywide.

The final Code must include all text, organizational material, maps and any other necessary provisions to administer and scale up the FBC. The consultant will develop a plan for administration processes to streamline zoning reviews in the pilot geographies. The Consultant will be expected to lead necessary processes to support a recommendation for approval by the City Planning Commission (CPC) and adoption by the Cleveland City Council.

The budget allocated for development of the Code document and mapping of the pilot geographies is \$225,000. The City and/or other neighborhood groups may opt to allocate additional resources to expand the initial scope of work described in this RFP.

Proposals must be postmarked no later than August 1, 2018.

Background

An icon of the industrial age, Cleveland is pivoting to its new future: a green city on a blue lake. This direction has been set by the Mayor Frank G. Jackson Administration with the directive to leave no neighborhood behind. However, the current zoning code is not up to the task of guiding the development of modern housing, retail, office and industrial spaces. Adopted in 1929, the code is layered, cumbersome to navigate and in many way at odds with current City policies and goals. What is needed is an entirely new zoning code that fosters walkable, mixed-use neighborhoods and embodies the Mayor's mantra of Health, Sustainability and Equity.

Economic Impact: Innovation happens when people come together in vibrant, mixed use, walkable and bikeable urban places. The next generation of employees and employers are intrinsically aware of and drawn to forward-leaning, creative neighborhoods. The new code envisioned by the CPC will be rooted in a core understanding of these principles and an unwavering pursuit of their realization in Cleveland. The selected consultant should demonstrate a firm understanding of the economic implications of the proposed zoning requirements resulting from this process.

Mobility Planning: The rise of transportation network companies (TNC) and the impacts of the autonomous vehicle (AV) are projected to radically reshape every part of urban living and design. Planning for curbside amenities, drop-off zones, EV charging stations, and the likelihood of declining parking demand will need to be incorporated into this process and final product. This is the opportunity for Cleveland to holistically rethink its policies on land use and street design. The selected consultant should demonstrate an understanding of the changing realities of mobility and be able to integrate policies into the new code that will give Cleveland the flexibility to capitalize on this historic moment.

Health Impacts: The Cleveland City Planning Commission is committed to the prospect of creating healthier communities utilizing zoning as a tool. The CPC has been advocating for development in locations with close proximity to goods and services that allow more trips for daily needs by walking and biking. Some developers have begun integrating health related amenities into development proposals such as trail connections, fitness centers and recreation options. However, we are seeking to be more aggressive to ensure that developers better understand the role that health plays in development projects. The selected consultant must demonstrate a thorough understanding of, and/or experience with addressing health related concerns through land use and development approaches.

Groundwork for the New Code

The Cleveland City Planning Commission understands that continuous on-boarding and education will be essential to a successful transition to an FBC. The development and implementation of a new code must be a collaborative initiative between all actors who touch the code, both in and out of City Hall. In recognition of this reality, the CPC staff identified and carried out two key steps that have laid the

ground work for adopting a new zoning code: hosting a symposium of best practices in zoning and adoption of Form Based Code 'lite' overlay districts.

Best Practices in Zoning Symposium

In the fall of 2014, the Commission began a partnership with the local chapter of the Urban Land Institute to host an educational event about zoning. The event brought together a broad spectrum of public and private actors and engaged them in an in-depth discussion of the challenges to development under the current zoning code and best practices in zoning from around the country. The speakers dove deep into the principles and mechanics of FBCs as a tool to advance an agenda of sustainability and economic development. The symposium raised the profile of FBCs in Cleveland and began the discussion of a new code in highly public and positive fashion.

FBC Overlay Districts

The Planning Commission began to introduce the principles, vocabulary and efficacy of FBCs through two overlay districts. Adopted in 2014, the Urban Overlay (UO) was the first form-based district followed by the Urban Core Overlay (UCO) in 2016.

While the list of projects developed under these new overlays is short, the impact has been significant. The overlays have elevated the profile of FBCs and demonstrated their potential to City departments, City Council, local developers and architects with positive reception. Coverage of the overlay adoption processes has received several high profile articles in the Cleveland Plain Dealer. Early outreach, education and feedback with stakeholders and residents has been a key component of the Planning Commission's overall strategy to transition from its Euclidian code to an FBC.

Scope of Services

PRIMARY WORK PRODUCT. This contract will result in a proposed FBC and corresponding zoning map that will replace the present zoning code for two to four to be determined pilot geographies. The code will include all the provisions and organizational content necessary to scale up the FBC, with the intent to completely replace the current code citywide over time.

1. INITIAL REVIEW AND ANALYSIS

- a. **Site Selection.** Proposals will include the mapping of at least two to four pilot geographies, one of which will be the lands flanking the Opportunity Corridor. The Opportunity Corridor is a transportation and development project encompassing nearly 1,000 acres on Cleveland's southeast side aimed at connecting I-490 to the University Circle neighborhood.

- b. The Consultant will assist in guiding the selection of the other areas to be coded. In order to demonstrate the effectiveness of FBCs for a wide range of physical development typologies, the Consultant will, based on their experience in other cities, provide criteria to determine the areas where an FBC can have the most substantial and immediate impact. The Connecting Cleveland 2020 Plan is the City's comprehensive plan which was adopted in 2007. Subsequently, many neighborhoods have adopted small area plans or are involved in continuing planning efforts. These plans may help narrow the selection of the geographies to be coded, as the planning studies for these areas have already been completed.
- c. **Interviews.** The Consultant will interview appropriate stakeholders. These interviews will be conducted in individual and group format, with a preference for in-person meetings. The interviews may include elected officials, nonprofit organizations, property owners, neighborhood representatives, local design professionals, developers, business organizations, and municipal staff. Special attention will need to be directed to the City of Cleveland Engineering and Construction as well as Traffic, Safety and Engineering Departments. It is critical to the success of an FBC in Cleveland that these departments participate in the process and fully buy-into the final product. Education will need to focus on how an FBC can positively interact with diverse street typologies, bike lanes, on-street parking, drop-off zones, sidewalk widths, street trees, street furniture and other relevant urban street features while addressing all relevant concerns for pedestrian and vehicular safety, emergency access, traffic flow, and conformance with allowable engineering practices.
- d. **Site Analysis.** The Consultant will familiarize themselves with all of the city's neighborhoods and their identity within the broader context of the city as a whole. The Consultant will then narrow in on the pilot geographies and their historic patterns of urbanism and architecture. Cleveland has several historic neighborhoods experiencing substantial rebirth. Should one of these areas be selected as a pilot geography, the Consultant will need to work closely with the Cleveland Landmarks Commission to ensure cohesive interaction between the existing historic district guidelines and the FBC. The product of this phase should include a diagrammatic study of existing buildings and street typologies for the pilot geographies.
- e. **Media coverage.** The Consultant will participate in press conferences with local officials and assist and/or draft press releases to inform the local citizenry about the planning efforts to be undertaken.
- f. **Website.** The Consultant will develop a website with its own unique URL dedicated to the coding effort. The website will include the Consultant's credentials and will describe and illustrate the project and its process. The website will include text, photographs, maps, renderings, and other images. At the completion of the contract, the website and material required for its continuation will become property of the City of Cleveland. The City will become responsible for hosting, maintenance and expansion of the website.

2. PUBLIC DESIGN PROCESS

- a. **Generate necessary background maps.** CPC staff will provide all necessary GIS base map information as needed by the Consultant to be used during the preparation of the FBC.
- b. **Public Workshop and/or Design Charrette.** As necessary the Consultant will organize and lead design workshops or a full planning charrette to engage the community, gather ideas and goals, and formulate implementation strategies for each of the pilot geographies. The charrette format will take into consideration the findings of the initial site analysis, input from staff, and information obtained at previous meetings, workshops, and interviews. While the end result will be new land development regulations, the public process will include discussions of alternatives for street designs that create vibrant, walkable neighborhood nodes, corridors, and residential districts. At the conclusion of the workshop(s), the Consultant will present the work generated to-date. Plans, renderings, and initial coding ideas that reflect ideas articulated in the workshops will be publicly presented for further feedback from the community. It will be essential for the successful adoption of the new code that City staff, City Council members, and local development corporations attend these presentations.

3. DRAFTING THE FORM-BASED CODE

- a. **Parameters for the Form-Based Code.** The new code will regulate physical development and uses. The new code will incorporate a regulating plan, building form standards, use categories, street standards (plan and section), descriptive and diagrammatic building or lot types, and other elements needed to implement the principles of functional and vital urbanism. Sections of this document would typically include but are not limited to the following:
 - i. Overview, including definitions, principles, intent, and explanation of the regulations and process in clear, user-friendly language.
 - ii. Regulating Plan illustrating the location of streets, blocks, public spaces, and other special features. Regulating plans may also include aspects of Building Form Standards such as “build-to-lines” or “specific setback lines” and building type or form designations.
 - iii. Simplified use categories that encourage the mixing of uses, housing types and employment opportunities that create high-quality public spaces and live, work and play neighborhoods.
 - iv. Building Form Standards governing basic building form, placement, and fundamental urban elements to ensure that all buildings complement neighboring structures and the street. These standards should be based upon study of building types appropriate for neighborhood vitality.

- v. Parking standards that reflect the changing nature of mobility and may include minimums, maximums, reduction incentives or neighborhood tailored provisions.
 - vi. Public Space/Street Standards defining design attributes and geometries that balance the needs of pedestrians, bicyclists, transit riders, transportation network companies, autonomous vehicle and motorists while promoting a vital public realm. These standards should include design specifications for sidewalks, travel lane widths, parking, curb geometry, street trees, and lighting. For certain neighborhoods, architectural standards, exterior materials, landscape standards, parking location and parking management standards may be required. This section should incorporate, refer to or build on the [Cleveland Green and Complete Streets typology plan](#) (2013).
- b. **Integration of the Form-Based Code.** The existing city processes for ensuring compliance with the zoning code, applying for variances and receiving design approval are a complex maze for any applicant to navigate. The Consultant, with input from City Planning and Law Department staff, will provide a new approval framework, based on their experience from other cities, that will streamline the overall zoning and design approval process and maximize the effectiveness of the code. The FBC must comply with the Cleveland City charter and state legal requirements.

4. REFINING THE FORM-BASED CODE.

- a. **Presentation of First Draft.** The Consultant will present the first draft of the form-based code and the newly mapped pilot geographies for the purpose of gathering comments. Copies of the first draft will need to be in hardcopy and digital form and will posted on the website. A presentation may be made to a special audience of neighborhood residents or stakeholders, or may be presented before a joint gathering of municipal boards and committees, as determined by City Planning staff.
- b. **Presentation of the Second Draft.** After making revisions in response to comments on the first draft, the Consultant will present the second draft of the FBC at a subsequent meeting convened by City Planning Staff.
- c. **Meetings with Stakeholders.** The Consultant will attend and participate in additional meetings with key stakeholders to explain the details of the new code and obtain further input and comments. These interviews will be conducted in individual and group format, which may be conducted in-person or conference call/video format.
- d. **Final Formatting.** The City hosts its zoning code on the American Legal Publishing (AMP) website. It will be necessary for the consultant to be familiar with the constraints of AMP to ensure the new FBC formatting is compatible and user-friendly on the site.

5. APPROVAL PROCESS

- a. **Public Hearing Presentations.** The consultant will make formal presentations to the City Planning Commission, the City Council, Council Committees, and other bodies.
- b. **Additional Revisions.** The Consultant will be responsible for two additional rounds of revisions that may become necessary between presentations. City Planning staff will be responsible for collecting comments, questions, and suggestions for these refinements from various sources and consolidating them into a series of action items for revision or responses.

Consultant Qualifications

Consultants/Teams responding to this RFP must demonstrate the following:

1. Experience preparing municipal Form-Based Codes that regulate development and redevelopment with an emphasis on infill development regulations.
2. Successfully implementing Form-Based Codes in other cities.
3. Experience building community and city council consensus to support innovative regulatory tools.
4. Experience successfully working with traffic engineering departments to develop coordinated form based zoning and street typology regulations that support walkable streets.
5. Experience in identifying, evaluating, codifying, and explaining the essential qualities of community design and character.
6. Experience successfully working with local landmark bodies to coordinate form based zoning with local historic preservation regulations.
7. Strong skills in written and oral communication.
8. Strong graphic skills.

RFP SUBMITTAL SUMMARY

Responses to this RFP will include the following minimum information:

1. **DESCRIPTION OF APPROACH:** A description of the Consultant's typical approach to projects similar to this one including the nature of public processes. Cleveland is in a category recently identified as Midwestern Legacy Cities. Describe how your teams Qualifications and Experience will be unique and best suited for developing zoning policy that will guide Cleveland for decades to come. Include:
 - a. Detailed description of the methodology being proposed.
 - b. Work program detailing:
 - Tasks to be performed. When each will be completed (timeline).

- Tentative allocation of days by task.
 - Schedule of work products.
 - An overall Timeline in GANTT Chart Format including milestones and City participation requirements.
 - c. Methods the Consultant proposes to use to manage the project and communicate with City of Cleveland staff and the public as to project progress, reviews, and conduct of public meetings.
2. **TEAM EXPERTISE:** Brief description of general qualifications, the multi-disciplinary nature of the team assembled for this project, specific evidence of relevant experience creating Form-Based Codes.
- a. Listing of key personnel that would be assigned to work on this project with resumes
 - b. List Sub Consultants that will be contracted with for your proposal.
 - c. List the disciplines of Sub Consultants you have not contracted with, but will need to add to your team as the engagement with Cleveland develops
3. **COMPARABLE PROJECTS:** Summary of a completed Form-Based Code project or projects with the following information for each code:
- a. Municipal project manager with current contact information
 - b. Reference letter(s) from the municipal project manager
 - c. Current status of code
 - d. Nature of public involvement in formulation of code
 - e. Client type (clarifying role of private sector client, if any)
 - f. Was the vision plan created as part of this process, or done separately?
 - g. Size and scale of geographic area
 - h. Type of development (infill/redevelopment and/or city-wide code)
 - i. Type of code
 - i. Mandatory, freestanding code, etc.
4. **SAMPLE CODE DOCUMENT:** Please include one or more sample code documents selected from the list of comparable projects. If this document is the code as originally proposed by Consultant, please also include the code as formally adopted by the municipality and a brief explanation of differences between the two. Photos of designed or built results of the code are encouraged and should be accompanied by a description of their specific relationship to the form-based coding process.
5. **ADDITIONAL INFORMATION:**
- a. Hourly rates (inclusive of overhead and profit) for personnel or personnel categories.

- b. Reimbursable Expense policy of Consultant
- c. Data expected to be provided by the Cleveland City Planning Department.
- d. Proposed Fee for Services broken into Phases of Deliverables and Tasks including a line item for cost of website development and initial hosting services.

HOW TO SUBMIT

Submit ten (10) hard copies of your proposal along with an electronic copy on a flash drive to:

Cleveland City Hall
ATTN: Freddy Collier, City Planning Commission, Room 501
601 Lakeside Ave., Room 501
Cleveland, Ohio 44114

On the outside of the envelope write **Cleveland Form-Based Code RFP Response**.

The City reserves the right to reject any or all proposals or portions of them, to waive irregularities, informalities, technicalities, or re-issue or to proceed to obtain the service(s) desired otherwise, at any time or in any manner considered in the City's best interests. The Director may, at his sole discretion, modify or amend any provision of this notice of the RFP.

Should you have any questions contact Kyle Reisz at kreis@city.cleveland.oh.us Please include a contact phone number in your email.

EVALUATION OF SUBMITTALS

The City Planning staff will organize a Committee of appropriate stakeholders to review and score the proposals based on the criteria within this RFP. The top scoring proposal firm/teams may be invited to give in-person presentations to the City and select stakeholders. A final selection of the successful Proposal will be made by the Committee.