



Request for Proposal
Land Development Code Update
Submission Deadline – June 30, 2023 AT 2:00 PM

1. INTRODUCTION

Located in west-central Colorado, the City of Gunnison is the gateway to the Gunnison Valley. With a population of 6,653 and encompassing 4.7 square miles, Gunnison is the county seat and largest municipality in Gunnison County. Gunnison is an active, outdoor-oriented community with year-round activities for tourists and locals alike; the city acts as a base for access to regional natural areas such as Hartman Rocks Recreation Area and Black Canyon of the Gunnison National Park. In addition to close access to skiing, Gunnison embraces its ranching history. The City owns and maintains the historic VanTuyl Ranch and annually hosts Cattlemen’s Days, a 122-year-old rodeo, at Gunnison County Fairgrounds. Gunnison is home to Western Colorado University, locally known simply as Western, a growing four-year public university with a selection of graduate programs located on the east side of the city.

The City of Gunnison, Colorado is at an exciting time in its history with the opportunity to significantly leverage its assets (4 year university, western heritage, high quality natural amenities, strong partnership with other stakeholders, significant opportunities for smart growth in our municipal boundary, growing entrepreneurial and arts community and vibrant downtown) while respecting our values including connection to neighbors, western heritage, love of our natural surroundings, economic sustainability and life-long learning. We also have challenges including:

- Low average income as a result of tourism-based economy paired with a high cost of living – particularly housing;
- Increased summer tourism which strains our road systems and natural resources that challenge our desire to have space, on our trails, roads and open spaces;
- Safely walking and biking between neighborhoods with more people driving on the two state highways that run through Gunnison; and,
- The possibility of losing our open space and western heritage like other mountain communities if we don’t plan and act in thoughtful way.

The City of Gunnison is seeking a creative team and a public engagement approach where City staff and the consulting team are collaboratively working together to achieve the goals of the

project. City leadership of Council, City Manager and Departmental levels in the last several years has come together to create a progressive *Strategic Plan* for the City.

2. BACKGROUND

Historic records indicate the City of Gunnison adopted its first Zoning code in the 1940s. The Zoning map and code have been updated several times through the years, the current version is dated 2014 and the Official Zoning map reflects all zoning changes to date. Much has changed since and many new plans have been adopted.

Gunnison adopted its first Comprehensive Plan in 1980 with four updates to the plan. The last major update to the Comprehensive Plan was completed in 2020.

“The Gunnison 2030 Plan began with extensive community engagement to define and address the interrelated focus areas of Image and Identity, Land Use and Growth, Transportation and Transit, Housing, Economic Prosperity, and Environment and Sustainability.

By 2030 Gunnison’s residents and guests will experience a vibrant western community where we live, learn and earn in harmony with our incredible natural surroundings. Gunnison and Western Colorado University will be recognized together as a strong and vibrant premier “university town” in the Colorado Rocky Mountains. In the future, we will realize:

- Increasing prosperity through an abundance of entrepreneurs creating and bringing jobs and investments to our community.
- Attainable housing for each of our residents and employees.
- Thoughtfully planned development which is supported by our natural and man-made resources, enhanced by our character and image as a charming mountain community, and maintained by our exceptional sense of place.
- Safe interconnected trails, sidewalks, roads, and transit systems which provide enjoyable and intuitive access to all areas of the community.
- A sustainable, carbon neutral future addressing energy and water resource consumption to be resilient to climate change.
- A long-term growth plan for the city to incrementally and responsibly expand beyond the current city limits and make informed decisions in conjunction with the County for the three-mile area.

2.1 Community Background

Community Essence. Gunnison, Colorado is a rural community with a rich history influenced by cultural heritage, bountiful natural resources on adjacent federal lands, environment stewardship and the traditional western value of community and family ties. Gunnison is a family-oriented community that blends a traditional hometown atmosphere with a modern, independent spirit. Gunnison’s authentic downtown, well-established neighborhoods and cooperative governance provides a solid foundation for a living experience that fosters growth and creativity.

For visitors, the city provides a sophisticated, yet charming urban atmosphere, featuring independent shops, unique restaurants and a variety of entertainment options.

Gunnison's western heritage is the foundation of a friendly and eclectic community, and modern vitality, cultivating a distinct visitor experience.

For businesses, Gunnison offers a well-maintained community, supported by consistent resident and visitor traffic. It features government offices balanced by a university and charming downtown business district. This vibrant City has established itself as a place where both traditional and entrepreneurial businesses can flourish.

History. Established in 1880, as a railroad hub to access the mineral districts of the Elk and San Juan Mountains, the City has evolved into one of Colorado's premier West Slope communities, with recreation, ranching and education being the mainstay economic sectors of the community. In 2016, Outdoor Magazine ranked Gunnison as the 11th best community in the United States to live and play. Gunnison is the home of Western Colorado University, which is ranked in the top 100 institutions in the western United States. It has long been a Main Street community with an ongoing Gunnison Vibrancy Initiative aimed at improving and maintaining the character of the downtown area. The local area has strong tourism along with varied land use and housing, an industrial business park, regional airport and hospital. Gunnison is the county seat.

Gunnison Today. Gunnison is a full-service municipality providing a range of municipal services including domestic water (1.2 million gallons a day); a wastewater treatment (4.2 MGD capacity), serving over 8,000 residents; and an electrical service territory encompassing 11.7 square miles, with one of the lowest electrical rates in the nation.

Gunnison owns and operates twelve park sites and recreation facilities (11 parks and the Community Center) and provides programming for all ages with a variety of interests. Over 8.5 miles of bikeways provide connectivity to adjacent federal lands; VanTuyl Ranch is an open space managed by an adaptive resource management plan; the Gunnison River State Wildlife Area provides 1.5 miles of public river access; Tomichi Creek State Wildlife Area borders the eastern city entrance; and a Community Center with 2 indoor pools (warm therapy pool and lap pool), a climbing wall, senior recreation facility and gym. The community has a full-service hospital along with an assisted living facility, family medicine clinic, home medical services and senior care facility.

The incorporated boundary covers approximately 4.7 square miles. Based on the Colorado State Demographer data the current population estimate is 6,653, as of July 2022. The City has 2,445 housing units and approximately 60% of the units are rentals. The historic downtown is vibrant and is considered an essential element for economic and community resiliency.

Western Colorado University. In 1911, the Colorado State Normal School opened in Gunnison with 13 students, as a two-year teacher education school. The Normal School was the first college on Colorado's Western Slope. The two-year college became Western State College, a four-year institution in 1923; and in 2012, the college became Western State Colorado University, then Western Colorado University (Western) with world class programs in a variety of academic disciplines including several Master degree programs.

In 2016, the direct impact of Western on the local economy generated \$40.75 million. The total direct and indirect impact was \$70.52 million, the equivalent of 19 percent of the net earnings by residents of the County. Western creates more than 450 jobs directly and an additional 190 jobs indirectly (Paul Holden, *The Role of Western State Colorado University on the Economy of Gunnison County*, 2017).

2.2 Current Plans/Annexations

2022 Strategic Plan: In April of 2022 the current City Council amended the City's *Strategic Plan* focused on four priority areas including:

- 1) Infrastructure and Safety
- 2) Economic Prosperity and Housing
- 3) Multi-Modal Transportation
- 4) Environmental Sustainability and Resiliency

The full plan can be found at:

<https://cms8.revize.com/revize/gunnisonco/Government/City%20Council/2022%20Strategic%20Plan%2004.26.22.pdf>

Comprehensive Plan: The Comprehensive Plan, Chapter 4 Land Use and Development establishes guidance for the orderly use of land and promotes practices for improving and maintaining existing commercial and industrial areas. The plan provides a guide for well-managed growth to be achieved over the next decade with a series of goals and strategies. The Land Use and Development Vision is: By the year 2030, the City of Gunnison will have established clearly defined policies for how the city would like to grow, having the ability to direct new development to appropriate areas of the community while maintaining the city's unique and distinctive character as a city with immediate proximity and access to rural and public lands.

Land use policy will maintain flexibility to accommodate solutions unique to the community while maintaining predictability to ensure safe investment, in addition to guiding underperforming properties to develop to their highest and best use in terms of economic potential, overall efficiency, and community character building. As a result, Gunnison will be a desirable community that both provides attainable housing for employees, a diversity of jobs, and a high quality of life with easy access to nature and outdoor recreation. Gunnison will be a regional destination, known as a thriving and exciting community that attracts and retains a diverse group of residents, businesses and employers.

The plan also provides alternative growth scenarios and goals for the Three Mile Plan which is currently in process of an update. The chapter provides rationale for limited, thoughtful expansion into new growth areas with a focus on infill development and new neighborhoods within the city.

The Comprehensive Plan can be found at:

https://cms8.revize.com/revize/gunnisonco/Departments/Planning/Comprehensive%20Planning%20Documents/Gunnison_Comp_Plan_2020.pdf

Gunnison Vibrancy Project: Early in 2017, the City partnered with Community Builders for the Gunnison Vibrancy Initiative (GVI) to develop a plan to create a strategy to proactively shape our Downtown while honoring our past and embracing our future. A Downtown Leadership Committee was established and through multiple public engagement opportunities, four goals were created along with strategies for implementation. A report was adopted in early 2018 to provide a framework for action and to guide long-term decision making within the Downtown. The City Council adopted the GVI Report as part of their *Strategic Plan* and implementation of the plan has begun. The report includes a three-year action plan and can be found at:

<https://cms8.revize.com/revize/gunnisonco/Departments/Planning/Comprehensive%20Planning%20Documents/FINALGVI%20Report3-22-18.pdf>

One Valley Prosperity Project: The One Valley Prosperity Project (OVPP) was a valley wide regional community collaboration to address the tough issues of the Gunnison Valley including: economic resiliency, affordable housing, poverty and sustainable tourism. A specific action plan was created for each of these four areas and is outlined in the OVPP Strategy and can be found at:

<http://onevalleyprosperity.com/strategy> .

The *VanTuyl Ranch Management Plan* (August 2010) is another sub-area plan that has been adopted by the City. This plan was developed prior to the annexation of the Ranch. The structure of the plan is very diverse, but it focuses on future land uses, agricultural management strategies and natural resource management. The VanTuyl Ranch was annexed in 2012 and is owned by the City.

<https://cms8.revize.com/revize/gunnisonco/Departments/Planning/Comprehensive%20Planning%20Documents/VanTuyl%20Ranch%20Management%20Plan.pdf>

The Non-Motorized Transportation Plan: In April 2013, the Council also adopted the *City of Gunnison Non-Motorized Transportation Plan*, which has helped focus efforts to integrate complete street design practices into the community development process. This plan directs future development of multi-use trails, sidewalks and bike lanes on city streets.

West Gunnison: In 2008, the City developed the *West Gunnison Neighborhood Plan* and focuses on defining the future physical development of this area of the community. One of the significant outcomes of the *West Gunnison Neighborhood Plan* was that the City took over the wastewater services previously provided by the West Gunnison Sanitation District. This has helped facilitate additional utility extensions and subdivisions of property in this area. The *Comprehensive Plan* indicates the West Gunnison area as an infill and growth area.

<https://cms8.revize.com/revize/gunnisonco/Departments/Planning/Comprehensive%20Planning%20Documents/West%20Gunnison%20Neighborhood%20Plan.pdf>

Gunnison Rising Annexation. Gunnison Rising was annexed in 2010 and remained vacant for almost a decade. In 2018, the 633 acre Planned Unit Development was re-envisioned through a partnership with the City, County, Western Colorado University and Gunnison Valley Properties (property owner). In 2020, new PUD Development Standards with a conceptual plan was approved founded on traditional design, walkable and connected neighborhoods, mixed uses to create vibrancy and broader housing options.

Approximately 24 acres have been subdivided to date and infrastructure for this first phase is being installed. A second phase has been submitted that is approximately 50 acres and installation of infrastructure in this phase is anticipated in 2023. The project has potential of up to an additional 1,700 dwelling units and 900,000 square feet of non-residential square footage. Information on Gunnison Rising can be found at: https://www.gunnisonco.gov/departments/planning/planning_documents.php#outer-603sub-614

Transportation. A Highway Access Control Plan was created from the center of Gunnison to the east through Gunnison Rising in 2013. The City and CDOT is in process of creating Highway Access Control plans that extend six miles from the center (Main St. and Tomichi St.) of Gunnison west on Highway 50 north on Highway 135. The City has also hired the consultant to create a safety plan throughout the City of Gunnison. The projects are on the same timeline as the Three-Mile Plan and completion is anticipated by the end of 2023.

2.3 *Other City Codes.*

City Municipal Code. The Land Development Code cross references code provisions within the Municipal Code. The Land Development Code is currently an outside document and it is the intent of this process to incorporate the LDC back into the Municipal Code. The Municipal Code can be found at: <https://www.codepublishing.com/CO/Gunnison/>

City of Gunnison Construction Standards. The Construction Standards were updated in April 2021 and will be important to cross reference to the new general development standards of the Land Development Code update. The Construction Standards can be found at: <https://cms8.revize.com/revize/gunnisonco/Departments/Public%20Works/Construction%20Standards/City%20of%20Gunnison%20Construction%20Standards%20April%202021.pdf>

Stormwater Management Plan. This plan is established as part of the Gunnison Construction Standards and is applicable to all development with the city. The Stormwater Management Plan can be found at: <https://cms8.revize.com/revize/gunnisonco/Departments/Planning/Comprehensive%20Pl>

3. PROJECT GOALS AND AREAS OF FOCUS

The update of the Land Development Code should reflect and reinforce the goals and policies of the City's Comprehensive Plan, Strategic priorities, as well as updated codes and policies for the City. The LDC should be user friendly and provide tools to address housing and development challenges and new opportunities. In 2014 the LDC was taken out of the Municipal Code and with this update the zoning code will go back into the Title 15 placeholder of the Municipal Code.

Existing zoning should be analyzed with a possible zoning map update. Low density residential districts should be analyzed for additional density and/or Accessory Dwelling Units. While most existing zone districts are not likely to change as part of this effort, discretionary use zoning, subdivision regulations, site plan design standards and general development standards and review procedures will be examined for changes needed to not only make the City's requirements reflect the unique conditions of Gunnison, but also make them more easily comprehensible to citizens who may not have experience with land development.

City Council currently has budgeted \$100,000.00 for this effort.

Summary of Requirements:

- The successful candidate will provide an updated and/or newly written set of Zoning, Subdivision and Development Regulations comprised of updated regulations, definitions, possible design standards, illustrations, tables/graphs and other applicable informational items, as required. While it is anticipated that many of the current zoning district names will remain as they are currently, the City desires to analyze certain residential zone districts and commercial districts.
- In keeping with the high expectations of the City of Gunnison, a major component of this update is to develop a detailed process for reviewing Site Development Plans and to integrate updated policies within Title 12, Utilities of the Municipal Code and requirements in the City of Gunnison Construction Standards.
- Section 4 of the Land Development Code is the "nuts and bolts" of the code and close attention to detail is needed to address inconsistencies with other codes and to address land use challenges. A total rewrite of this section is anticipated.
- The new Land Development Code will be placed back into the reserved Title 15 of the Municipal Code in an appealing and professional style compatible with the Municipal Code format. Gunnison is anticipating a tailored set of documents, modified to the City's

individual goals and policies, rather than a generic, boilerplate effort which yields commonplace and banal forms.

- The new Land Development Code will be owned and editable by the City of Gunnison for any future updates or amendments.
- The successful vendor shall create an effective and inclusive Public Outreach Campaign to glean public input from Gunnison residents and businesses for incorporation into the Land Development Code. City of Gunnison Planning Staff will be engaged with public outreach and will be able to execute many tasks, including meetings, to potentially minimize travel costs.

4. RFP SUBMITTAL CONTENT

The City of Gunnison is seeking a consultant to work collaboratively with Agency Staff and the public to achieve the goals and work scope outlined above in this RFP. The City is open to and encourages suggestions other than those listed in this work scope which consultants believe would be of value to producing the best Land Development Code for the City of Gunnison.

Response to this RFP must be in the form of a written proposal containing no more than 12 pages per proposal. (Example projects and references can be in addition to the 12-page limit).

RFP Submittal will be delivered to the City of Gunnison Community Development Department at 201 W. Virginia Avenue, Gunnison CO 81230.

Please submit 4 hard copy sets of proposal and one electronic set on a USB flash drive in PDF format no later than **June 30, 2023 at 2:00PM.**

Proposals will include the following:

1. Letter of transmittal.
2. Scope of work proposed and description of project team
3. Complete cost proposal including reimbursable costs
4. 3 previous example projects of similar scope
5. 3 references related to example projects

Service Contract Requirements

The selected consultant(s) will be responsible for maintaining the level and type of insurance, employment practices, and other details established by the City of Gunnison Service Contract.

- 1) **Confidentiality.** All information submitted to the City by the Consultant is a public record, and may be subject to disclosure under the Colorado Open Records Act, Colorado Revised Statute § 24-72-200.1, et seq. The Consultant shall clearly identify any portion(s) of its proposal that it believes constitutes trade secrets, privileged information, and/or confidential commercial, financial, geological or geophysical data which shall not be subject to disclosure under the Colorado Open Records Act.

To the extent required by Illegal Aliens Public Contracts for Services C.R.S. § 8-17.5-102(1), by submitting a proposal, the Consultant certifies that at the time of proposal submission it does not knowingly employ or contract with an illegal alien who will perform work under its proposal, and that the Consultant will participate in the E-verify program administered by the United States Department of Homeland Security and the Social Security Administration, or the employment verification program administered by the Colorado Department of Labor and Employment in order to verify the employment eligibility of all employees who are newly hired for employment to perform work under its proposal

The Consultant may be provided confidential information by the City. Complete confidentiality must be maintained regarding confidential City information and data. Signing of a confidentiality agreement may be required by the Successful Consultant. The information included in this RFP is for Consultant's exclusive use in preparing a proposal and must not be shared, whether written or oral, with any other person or entity or used for any other purpose. The use of the City's name in any way as a potential client is strictly prohibited.

- 2) **Basis of Evaluation.** The City does not discriminate on the grounds of age over 40, race, sex, color, religion, national origin, disability, military status, sexual orientation, gender identity, or genetic information in consideration of an award. Disadvantaged business enterprises are afforded a full opportunity to submit proposals. Proposals will be evaluated on the Consultant's qualifications, experience, Project understanding and approach.

Based on the preliminary review of the proposals, Consultants may then be interviewed prior to selection.

The award will be made to the responsible and responsive Consultant with the lowest bid who City Council determines best meets the City's needs and desires. In making such determination, City Council shall consider but not be limited to the Evaluation Criteria enumerated in Section III.B.

The City makes no commitments to any Consultant until such time as the City approves the negotiated contract. Upon recommendation of the Interim City Manager, the City Council may reject all proposals when it determines that such action is in the public interest.

The number of days within which the Project is to be completed shall be negotiated prior to execution of the Agreement and made part thereof. The City anticipates the Agreement to require completion of services by June 30, 2024.

- 3) **Evaluation Criteria.** Proposals must include the following:
- a) The name and home office address of your organization. Describe what type of a business entity your organization is (corporation, general partnership, limited liability company, etc.). Indicate in what state your business entity was incorporated or formed.

- b) Provide a brief history of your business including years of operation, general business description, number of clients serviced, types of services generally offered, size of firm, and a statement of philosophy of customer service levels provided to clients.
- c) Detail qualifications for the Project Goals and Areas of Focus.
- d) Identify the key personnel of the business who will be assigned to perform services for the City, and who will provide continuing support throughout the term of the Agreement. Provide resumes stating qualifications and successful recruitments for key personnel and provide a statement as to the availability, continuity, and accessibility of the individuals who would be assigned to the Project.
- e) Detailed time-frame for the process to complete the project.
- f) List three current clients (municipal/government/Colorado communities preferred) for whom you provided applicable services. For each client, the list must specify the type of work performed by your company and the size of the client's organization. Provide telephone numbers and contact names for references.
- g) Provide fee structure including specific costs per services, fee payment schedule, etc.
- h) Include an hourly rate for services performed beyond the normal scope of services that would be included in an Agreement.
- i) Evidence of Consultant's qualification to do business in the State of Colorado may be required.
- j) Consultants will be required to establish to the satisfaction of the City the reliability and responsibility of all proposed subcontractors and suppliers pursuant to the criteria set forth in these Instructions and Proposal Requirements. Prior to the award of the Contract, the City will notify Consultant in writing if the City has reasonable objection to any proposed subcontractor. In such event, Consultant may, at its option, (1) withdraw its proposal, or (2) submit a substitute sub-consultant acceptable to the City with an adjustment in the proposal to cover any difference in cost. The City may, at its discretion, accept the adjusted proposal.

The Consultant must provide progress reports to the City Council. Periodic meetings are required to discuss progress. The City Council will monitor the Consultant to assure that quality work is being performed and that the Project schedule is being met.

All consultants agree that their proposals are a firm offer to provide the requested services to the City. Once submitted, all offers must remain valid for 120 days from submission deadline date for proposals.

Question Acceptance Deadline. June 23, 2023

Questions can be directed to: asinkewich@gunnisonco.gov