



**Request for Qualifications (RFQ 931), downtown Berkeley Master Plan**  
**City of Berkeley**  
**8425 Airport Road**  
**Berkeley, MO 63134**

The City of Berkeley (the “City”) is issuing a Request for Qualifications (RFQ) from qualified firms to for the purpose of providing a new Downtown Master Plan, in accordance with the terms and Scope of Work specified herein. Downtown Berkeley comprises approximately 56 acres in area, located at the intersection of North Hanley and Airport Roads, and Madison Avenue, just east of Interstate 170. Qualified firms are invited to submit their qualifications and proposals.

Responses to this RFQ are due by **Friday, July 21, 2023 at 2:00 PM** to the following address:

City of Berkeley  
Attn: City Clerk  
8425 Airport Road  
Berkeley, MO 63134

Late responses will be returned unopened. Two (2) hard copies and one electronic copy (in pdf format) of your proposal are required. No email submissions will be accepted.

Following a review of the submittals, the City may invite respondents to discuss their proposal in person.

**BACKGROUND**

Early in the 1800's, the area which is now Berkeley became known as the fashionable area of St. Louis County because of its large country estates. These estates were settled by families with such famous names as the Wickhams, Seddons, Fordyce, Frost and Grahams.

In 1855 the Wabash Railroad was developed through the area. This place was first known as Kinloch; the business center was located at Graham Railroad Station on Wabash Ave. and Middleway in 1891. Graham Station became the center of activity in the area since during that time there was virtually no development in this part of the county. A post office was established in 1893. Near the turn of the century, Kinloch Park Subdivision was plotted into 25 ft. by 110 ft. lots. The subdivision took its name from the popular recreation area to the north of the Wabash Railroad, known as Kinloch Park Grounds, which was used for horse racing and picnic grounds. The real estate company responsible for this subdivision had excursion trains from St. Louis to Kinloch Park.

Just south of the municipality grew up an African-American settlement, and borrowed the name to become South Kinloch Park. White residents of Kinloch changed the name to Nuroad to distinguish it from South Kinloch Park. The name came from a phonetic spelling of "new road", because a new road ran through the town.

In the early 1900's the community began to expand. Large tracks of land were developed into subdivisions such as Kathmar Acres, which offered lots of one and two acres. The population increased, with steady development of new housing.

Much aviation history can be associated with what is now Berkeley. In 1910, the Aero Club of St. Louis built Kinloch Field. It was an L-shaped field located west of Graham Road near Frost Avenue. The first flight of a St. Louis-built airplane took place here on September 18, 1910, flown by Thomas W. Benoist. The first International Air Meet held in the United States took place at Kinloch Field in October 1910, and was attended by such famous persons as Orville and Wilbur Wright, Archie Hoxie and Theodore Roosevelt. During this air meet, Theodore Roosevelt became the first president ever to fly in an airplane. Today's aviation industry and the St. Louis Airport can be attributed to the early efforts of Benoist and Major A.B. Lambert, who got their start at Kinloch Field. The original 300-acre site is now part of Lambert-St. Louis International Airport.

The community experienced a steady growth during the 1920's and 30's. In 1937, Berkeley was incorporated; Berkeley Acres was the name of the subdivision from which it took its name. Housing development during the World War II years was slow; however, after the war, the housing boom hit Berkeley.

From 1940 to 1950, the population increased 104.4%, and from 1950 to 1960, when the most extensive development took place in Berkeley, the population increased 254.5%. During this same time, several large industries were developed in the area; including: McDonnell Aircraft Company, Wagner Brake Fluid Plant, the largest of its kind in the world, and Laclede Gas Company's Northwest Operations Center. Between 1960 and 1969, the population increased by 13% to 21,100. The 1970 decennial population recorded by the US Census would be the City's highest in history. The next 50 years would become a period of continuous population loss, from a robust 21,000 in 1970 to 15,922 in 1980, to 8,148 in 2020. While Berkeley continues to show negative population growth, its future is bright. The NorthPark industrial park has brought higher education, abundant professional office space and draw industries far and wide to the city. NorthPark is estimated to have added over 5,000 new jobs to the community.

Today, the situation downtown is largely unchanged from 15 years ago when the City's current Comprehensive Plan was written: several poorly maintained and/or vacant structures, lack of pedestrian-friendly shops, and poor design quality. Moreover, the City's population has continued to decline, and the retail power centers at St. Charles Rock Road and I-70 and West Florissant and I-270 have continued to grow. On the positive side, the NorthPark industrial park is nearly built out, Lambert Airport traffic has held stable (and is mostly recovered from Covid losses), Airport Road is being rebuilt, and the new city hall and fire station called for in the 2009 Plan are done. Boeing continues to expand and build new projects, and shows no sign of slowing down.

With all this in mind, the City is in the process of changing downtown zoning to address the still unmet needs of the 2009 Plan, and position downtown, and the City, as a destination for the next century. Several goals of the Plan are directly incorporated into this proposal: permitting mixed-use projects by right, increasing the building heights allowed, especially on Hanley Road, and incorporating exterior design standards for new construction. In addition, we are proposing to change some special uses to permitted by right, and to eliminate/reduce parking requirements.

### THE OPPORTUNITY

The City of Berkeley is seeking an innovative individual or firm to develop a master plan for the core of the City's downtown business district. The project site is the heart of Berkeley. It is bordered by Interstate 170, and is less than a five-minute drive from Boeing Defense headquarters, Lambert St Louis Airport, the North Park industrial park, and the University of Missouri-St. Louis (see Figure 1).

The revitalization of downtown Berkeley is one of the City's highest priorities. It is a key step in the long-term vision for creating economic opportunities in Berkeley as a whole, and is anticipated to address streetscape improvements, lighting, security, new development, façade improvements, zoning updates, and marketing the area by highlighting proximity to key employment, education, and transportation centers.

### SCOPE OF SERVICES AND RESPONSIBILITIES

**Purpose/Intent:** The purpose of this project is to develop a Downtown Master Plan that will create a vision for Downtown Berkeley, including development, building facades, streetscapes, pedestrian access, parking and other public amenities. The Plan will serve as the guiding document for anticipated growth, development and revitalization of the Downtown area and will act as a framework for future ordinances and initiatives; including coordinated strategies to help reinvigorate the Downtown area and make it an attractive place to live, work, and play.

The new Downtown Master Plan is to be developed with participation and input from City's residents and business community and coordinated with area and regional governmental agencies. The plan should be visionary yet grounded with practical and relevant policies and strategies to guide Downtown growth. It should recognize the cultural and geographic uniqueness of Berkeley and seek to capitalize on its regional location, encourage economic development, and promote Downtown as a destination.

The plan should be easily interpreted by the general public, with an addendum housing all of the technical data to be used by City staff. With oversight from City staff, along with guidance from the Planning Commission and City Council, the successful consultant(s) will assist in the planning process and develop project deliverables as outlined within this RFQ.

The following scope of services serves as a general framework and must be incorporated into the consultant(s) proposed scope of work; however, the proposed scope of work is not limited to these services. The final scope of services will be developed in collaboration with the selected consultant(s) and the City prior to contract approval.

The consultant(s) shall have a good understanding of the historic background of the development of Downtown Berkeley, as well as a firm understanding of the context, trends, and related information that have shaped the community. The consultant(s) shall analyze the assumed effects of external forces (physical, social, economic, and political) and trends on the future of the local community; issues and forecasts of local and regional growth shall be included.

**1) Project Management:** It is intended that consultant(s) will lead the overall project to ensure that the project objectives are met. However, the staff shall support consultant(s) in all aspects of the project. Staff will provide continuous updates to the City Council and/or other governing boards on the development of the plan. Additionally, City staff will assist in facilitating interactions with appropriate City staff members,

elected and appointed officials, committee members, and other key stakeholders.

**2) Public Participation Plan:** The consultant(s) shall be responsible for developing a comprehensive participation program that encompasses the public and stakeholders and incorporates local knowledge and experience. Key to the development and success of the plan, the consultant(s) must facilitate participation and interaction of residents, property owners, business owners and leaders, churches and key community organizations, elected officials, utility providers, City staff, and other key stakeholders.

At a minimum the public participation plan should utilize traditional media, social media, virtual open houses, online polling, and should take advantage of the many civic groups that meet regularly. The participatory process must also be creatively designed to seek out and involve residents and other stakeholders that are unlikely to participate in a standard workshop style community engagement process. Additionally, the process must ensure that participation is reflective of both the current and future citizenry. The overall goal of the participatory process is to increase the ownership of the final product.

**3) Vision and Goal Setting:** The consultant(s) will work with the City and project stakeholders in developing a broadly supported and achievable vision or alternative vision(s) of the long-term future design and character of the Downtown, along with related goals that help accomplish the same. Vision and goal setting shall be a component of the plan that is officially approved by the City early in the process. The vision and goal setting shall also include the identification and approval of the guiding principles. If alternative visions are created, the consultant(s) shall include the cost/benefit implications of each alternative.

**4) Guiding Principles:** As part of this process, the consultant(s) will work with the City and project stakeholders in developing supported guiding principles that will guide the formation of related goals, objectives, and actions.

**5) Planning Elements:** At a minimum, the selected firm will be responsible for the following items:

- Economic Vitality: development and review of economic development incentives, business recruitment and retention practices
- Infrastructure Assessment: review of current downtown infrastructure to include sidewalks, bicycle facilities, parking, waste collections, water, telecom, lighting, security, wayfinding, electric and gas
- Land Use: creation of potential districts (potentially expanding/reducing districts and district areas), uses allowed, and development process – a fiscal impact analysis that clearly describes the costs associated with the anticipated growth shall be developed
- Activation: ideas and visual concepts for increasing the activation of downtown parks, sidewalks, and storefronts; including building facades, streetscapes, signage, pedestrian access, parking, and other public amenities
- Funding Mechanisms: all recommended concepts should include estimated costs and potential funding sources
- Design: renderings of streetscapes and high priority properties

As part of the development of the elements of the plan, emphasis shall be placed on prior plans that address said elements (in whole or in part), including but not limited to:

- 2022 St. Louis County Airport Road Resurfacing Project No. AR-1692
- 2009 Berkeley Comprehensive Plan and Sign Code
- 2009 City of Berkeley/Boeing Company Airport Road Phased Enhancement Plan
- 2005 Berkeley Comprehensive Blighting Study
- 2003 Berkeley Southeast Redevelopment Area Proposal (Tristar/Clayco)
- 1998 City of Berkeley Southeast Area and Corridor Master Plan



In addition, other existing and ongoing planning efforts, such as the St Louis Lambert International Airport 2040 Master Plan Update, NorthPark ongoing development, and the upcoming St. Louis County Master Plan update, etc., shall be reviewed for possible incorporation into the planning process. The final draft of the plan will be utilized to craft future capital improvement plans, land use and development code decisions, and economic development recruiting activities.

**6) Market Analysis:** The selected firm will be responsible for reviewing and updating the current market analysis to explore how much, and what type of new retail, entertainment, and housing, etc. exists, and might be needed in the years ahead. This update will include a comprehensive framework for attracting and managing future development in the project area. The City does not have a specific scope of work identified to complete this analysis but is looking for responders to lay out the steps and process they propose to follow to complete each task identified herein.

**7) Implementation Strategy / Action Steps / Comprehensive Decision-Making Packages:** The consultant(s) shall develop a list of strategies and implementation measures to accomplish the short, mid, and long-term goals and objectives of the plan. The consultant(s) will be innovative and proactive in their approach to implementation, to ensure the highest chance for success. As part of this strategy, the consultant(s) shall develop comprehensive decision-making packages. Comprehensive decision-making packages are a set or group of actions that, while done together, provide a greater degree of success than when actions are done individually. The implementation strategy shall also include a strategy for review and maintenance of the goals, objectives, and actions, as well as the overall Downtown Master Plan.

**8) Presentations and Communications:** The consultant(s) and City staff will present the final plan and implementation strategy to the Planning Commission and City Council along with other applicable committees as defined in the final scope of work. Additionally, the consultant(s) will work with staff to communicate with project stakeholders and various committee(s) throughout the process, and to present intermediate deliverables and related information.

**9) Deliverables:** The following is a list of the minimum deliverables for the project:

- A project management plan with milestones and timelines for the completion of various aspects of the project.
- A participation plan that includes objectives, activities, methods, roles, and timeframes.
- A coordinated implementation plan that includes roles, timeframes, and monetary solutions.
- A highly graphic and interactive complete Downtown Master Plan that can be easily disseminated and understood by the public, with addendum housing all the technical data to be used by City staff for future planning efforts

## THE SITE

The Downtown area roughly consists of the 6000-6200 blocks of the west side of North Hanley Road, Stella Court, Jo Court, the 8300-8600 blocks of Airport Road on both sides, going back 4 parcels deep on the intersecting side streets, and the 6100 block of Madison and Garfield Avenues (see Figure 2). There are multiple Zoning classifications on these blocks, which are shown on Figure 3. The City is currently rezoning this area to DT-1, 'Downtown Core', except for the west side of Airport Road, Stella, and Jo Courts, which will become DT-2, 'Airport Frontage'. Hotels and restaurants will become permitted by right instead of Special Uses in these new Districts, and the height limit in DT-2 will be raised to 60 feet or five stories (with an option for a sixth) to facilitate hotel/office development in DT-2. Parking minimums will be eliminated in DT-1, and significantly reduced (with options for further reduction bonuses) in DT-2. Finally, mixed-use and accessory uses are all being permitted by right. These changes are being implemented to encourage high-density, walkable, pedestrian friendly development. While this is occurring, St Louis County is resurfacing and updating the entire length of Airport Road from Hanley Road east to Elizabeth Avenue in Ferguson, a project that includes narrowing the street from 4 to two lanes, and adding bike lanes and expanding on-street parking in both directions.

**PROJECT OBJECTIVES**

Qualifications should enhance and reinforce the overall vision for Berkeley's Downtown Business District. The Plan should produce long-lasting development that projects a positive community image, increases the value of surrounding properties and add access to public convenience/services. Sustainable design elements are encouraged. Parcel consolidation and acquisition will be considered to achieve project objectives. The City is also willing to retain and maintain some of the property for public use, including parking or green space areas designated as part of the Plan.

Applicants must demonstrate 1) successful experience with similarly sized communities, 2) generation of economic and social benefits in these communities as a direct result of implementing the Plan, and 3) understanding and/or articulation of applicable plans, regulations, and visions for the area. Qualifications must include sufficient information and evidence of legal and financial ability of the respondent to carry out the project.

**PROJECT BUDGET**

While the City has not defined a specific budget for this project, the City recognizes that an estimated budget is helpful when drafting a project proposal. As such, the City would estimate a final project budget to be somewhere in the range of \$50,000-\$100,000. It should be noted that project cost is one of, but not the only, evaluation criteria that will be used to review and assess project proposals.

**SUBMITTAL REQUIREMENTS**

Two (2) hard copies of the proposal, one (1) sealed detailed project budget proposal and one (1) electronic copy (in PDF format) of the response must be submitted to the City of Berkeley, Attn: City Clerk, 8425 Airport Road, Berkeley, MO 63134, no later than **Friday, July 21, 2023, at 2:00 PM** (Central Standard Time). The consultant shall prepare one (1) digital copy of the project proposal (excluding the project budget) and email to City Clerk ([cityclerk@berkeleymo.us](mailto:cityclerk@berkeleymo.us)) by the submission deadline.

All proposal submissions shall become property of the City of Berkeley. The City is not responsible for any costs incurred by the respondent in preparation of a proposal submitted in response to this RFQ, conduct of a presentation, or any other activities related to this RFQ. The City reserves the right to approve or deny any and all proposals.

Responses must include the following information:

- A resume sampling of personnel to be assigned to the City along with an indication of their roles and responsibilities. Please include all personnel information for your firm and any firms that you should team or partner with.
- Provide a general narrative of your preliminary Master Plan vision, including how the City's Master Plan guiding principles will be employed. The City understands that this is only preliminary and subject to further market considerations
- A description of all services available to the City from the firm.
- At least three (3) professional client references for the principal consultant, project manager, and the firm as a whole. If submitting as a partnership or team, please include specific work examples and references of where you have worked together.
- A maximum of two downtown master plans prepared by, or with the aid, of your firm for cities/ towns with similar traits as downtown Berkeley.

- Provide your proposed detailed work plan to prepare and implement the plans by stage.
- Address the objectives stated in the Scope of Services
- Proposed consultant fees for this project must be submitted. The fee structure shall reflect the total estimated fee for this project as described by the consultant in the Section titled 'Scope of Services and Responsibilities', and may not exceed \$100,000. Proposed resources for each task must be identified, including hours and wage rated for consultants and sub consultants. Work that the consultant would not provide and must be provided separately by the City must also be identified.
- Any additional information that the firm considers pertinent for consideration in the response to this Request for Proposal.
- Any and all conflicts of interest or potential conflicts of interest shall be disclosed, including any work being done for any landowner or developer in Berkeley, Missouri.
- Company or development entity profile, including the following:
  - Company brochure
  - Ownership structure, year established
  - Relevant development experience
  - Primary point of contact, including contact information
  - Sub Consultants or Consultant Team
- Statement regarding your firm's interest in each specific component of the master planning process. If your firm is just interested in a specific component of the plan please state so and highlight why your firm is uniquely qualified to deliver that component.
- Statement regarding your firm's anticipation of the City using redevelopment tools or incentives.

### Questions

Questions regarding the RFQ must be submitted to Elliot Liebson, Director of Planning and Development, at [eliebson@berkeleymo.us](mailto:eliebson@berkeleymo.us) by **3 pm on Friday, July 14, 2023**. email inquiries only. All inquiries, and the City's response, will be shared with all potential bidders; the source of the original inquiry will not be shared.

### EVALUATION OF RESPONSES

The evaluation of each proposal will be reviewed by an evaluation team of City staff and may include Downtown Stakeholders. Each proposal will be reviewed based on the evaluation criteria outlined below. The top proposals may be asked to interview either in-person or virtually with the evaluation team. The evaluation team will then score each consultant and make a selection on the top proposal. Once a proposal is chosen, the remaining consultants will be notified of the decision.

#### Evaluation criteria:

- Qualifications and experience of key team members with projects of similar scope and complexity
- Quality and completeness of the proposals
- Stakeholder and public engagement plan
- Project timeline
- Understanding of project, area and City needs
- Something extra that the consultant brings to the table and sets them apart from other proposals

**Insurance**

The City of Berkeley requires that professional liability insurance coverage be maintained and in force for each fiscal year, with a minimum coverage of \$2,000,000. An insurance certificate or copy of the policy shall be provided at the time the proposal is submitted and at the beginning of each fiscal year.

**Hold Harmless Agreements**

The City of Berkeley, its Council, Mayor, City Officials and Agents shall be held free and harmless against any and all losses, penalties, damages, settlements, costs, charges or other expenses and liabilities resulting from the errors, omissions, or negligent acts by the employees, agents or representatives of the firm selected to provide these services.

**Terms and Conditions**

The City of Berkeley reserves the right to award the contract by sections, to reject any or all proposals, or to waive any informalities or irregularities in the submitted proposals. The Request for Qualifications does not commit the City of Berkeley, Missouri, to award a contract, to pay any costs incurred in the preparation of a proposal to this request, or to procure or contract for services or supplies.

It is the intent of the City of Berkeley to avoid a conflict of interest in all instances. Any firm providing a response to the RFQ shall provide a clear and unambiguous indication of any potential or real conflicts of interest it may have with respect to performing work for the City of Berkeley. In particular, it is requested that any work being done by a firm submitting for services be fully disclosed if the firm is working for any landowner or developer in Berkeley, Missouri.







Figure 1: Downtown Area showing proximity to major regional anchors





Figure 3: Downtown Area with current zoning.



PHOTOS OF PROJECT AREA



Vacant gas station and beauty salon across the street from City Hall.



Berkeley fire station and available commercial property next door.



Retail frontage, 8500 block Airport Road



Materials supply company ½ block west of City Hall





**Former City Hall at Airport and North Hanley Roads**



**Headquarters of County Health Department (across N. Hanley from old City Hall)**