



## **Front and Myrtle Couplet Alternatives Analysis**

*Request for Proposals*

July 6, 2016

Capital City Development Corporation (CCDC), in cooperation with the City of Boise (City), seeks a consultant to prepare and analyze a range of possible treatments to modify an auto-focused thoroughfare in Downtown Boise to better balance the interests of all travel modes as well as non-transportation interests along the corridor. Written proposals will be received via email or at the offices of CCDC at 121 N. 9<sup>th</sup> Street, Suite 501, Boise, Idaho 83702, no later than 3:00 p.m. local time, Wednesday, August 3, 2016.

### **Vision for Front and Myrtle**

The Front and Myrtle corridor should:

- Function as a safe and efficient multimodal transportation facility moving people (employees, customers, visitors and residents) and goods to and through Downtown Boise while allowing all of Downtown to function as a seamless, integrated urban neighborhood;
- Acknowledge, complement, and enhance surrounding land uses and activities within the context of a vibrant Central Business District;
- Promote and support economic development with buildings facing and interacting with pedestrians on Front and Myrtle;
- Reduce barriers to all modes of cross traffic while accommodating through traffic.

### **Background**

The City of Boise recently completed a plan for a modern transportation system that puts people first. Known as the Transportation Action Plan (TAP), the document articulates a clear vision of a transportation system that provides real choice in mobility while creating great places for people. Fundamental to this vision is the idea that city streets (particularly in a downtown setting) are much more than spaces for moving vehicles - they are public places where urban life happens, and as such they must accommodate a range of functions and activities that extend well beyond efficient and speedy vehicle conveyance.

In addition, a non-profit consortium of landowners, businesses, and advocates known as Boise Elevated has been active in promoting a better downtown. They have been instrumental in highlighting the outsized economic impacts that Front and Myrtle Streets are having on Downtown through an outreach campaign targeted to downtown businesses and other stakeholders.

Front and Myrtle Streets serve a vital function in bringing commuters to the major employment centers as well as customers to businesses in Downtown Boise. Front and Myrtle Streets constitute a one-way couplet of US Highway 20/26 that bisects Downtown Boise, east to west, for 1.25 miles between Park Avenue/Parkcenter Boulevard at Broadway Avenue and Interstate 184 at 13<sup>th</sup> Street. Each street is a one-way, five-lane street (approximately 64 feet curb face to curb face) with a posted speed limit of 35 MPH and average daily traffic volumes of 25,000-40,000 cars as shown in the table below.

<b>Front St (WB)</b>	<b>13<sup>th</sup> – 11<sup>th</sup></b>	<b>11<sup>th</sup> – 9<sup>th</sup></b>	<b>9<sup>th</sup> – Capitol</b>	<b>Capitol – 6<sup>th</sup></b>	<b>6<sup>th</sup> – 3<sup>rd</sup></b>	<b>3<sup>rd</sup> – Broadway</b>
AM Peak	1,600	1,700	1,600	1,300	1,200	1,500
PM Peak	3,900	3,400	3,000	2,500	2,400	2,100
Daily	40,000	38,000	35,000	29,000	25,000	26,000
<b>Myrtle St (EB)</b>	<b>13<sup>th</sup> – 9<sup>th</sup></b>	<b>9<sup>th</sup> – Capitol</b>	<b>9<sup>th</sup> – Capitol</b>	<b>Capitol – 5<sup>th</sup></b>	<b>5<sup>th</sup> – 3<sup>rd</sup></b>	<b>3<sup>rd</sup> – Broadway</b>
AM Peak	3,100	3,100	2,900	2,600	2,100	1,600
PM Peak	2,200	2,200	2,200	2,000	2,000	2,100
Daily	31,000	32,000	31,000	29,000	27,000	25,000

The Front and Myrtle one-way couplet creates a dilemma for Downtown Boise. On the one hand, the couplet is an essential transportation corridor for the largest employment center in the state as well as the seat of state government. As such it is an essential component of commerce in the Downtown area, providing convenient and direct access to and from the I-184 Connector, not only for commuters from West Valley communities but also for the delivery of goods to Boise. Front and Myrtle also serves as an important thoroughfare for employees travelling to and from employment centers Downtown (e.g. St. Luke’s Hospital and Boise State University) and points east such as Parkcenter Boulevard (e.g. Albertsons corporate headquarters).

On the other hand, the couplet hinders north-south travel within Downtown and is a perceived impediment to public safety, economic health, and quality of life along the corridor. Vehicle speeds, volumes, competing turning movements, and wide cross sections result in barriers for pedestrians and bicyclists attempting to cross. Long signal cycles at peak hours make crossing the corridor a time-consuming and inconvenient endeavor for all modes.

This auto-oriented configuration limits other mobility options and divides the Downtown, sequestering the Downtown core and North End from significant destinations within the corridor (BoDo, JUMP, Simplot World Headquarters, Central Addition, food retailers) and those south of the corridor (workforce housing, Boise Greenbelt and regional parks, Boise State University). The result is a transportation corridor out of context with a vital Central Business District with significant pedestrian and bicycle traffic, contributing to underperforming retail and real estate. Focus groups in Boise’s Downtown Parks and Public Spaces Study universally identified Front and Myrtle as Downtown Boise’s greatest impediment to creating and connecting quality public spaces.

The development that has occurred along the corridor has done so by orienting the buildings away from Front and Myrtle. BoDo is perhaps the best example. Planned as a major retail destination (in part to take advantage of the large volumes of daily vehicle traffic on Front and Myrtle), BoDo was built about a decade ago and focuses inward on 8<sup>th</sup> and Broad streets, turning its back to Front and Myrtle. The project has struggled despite the large amount of traffic flowing by each day, experiencing longstanding vacancies and declining sales and rents.

Downtown demographic and development trends point to an increase in all modes of travel along and across Front and Myrtle.

Boise is well on its way to achieving its goal of 1,000 new housing units in the Downtown core in the next five years. Projects under construction include The Fowler (159 apartments), The Afton (63 residential condominiums) and 119 Condos (26 residential condominiums) with several other projects in design or entitlement. In addition, commercial projects like the Simplot headquarters and JUMP complex are

expected to add thousands of workers while the expansion of the convention center and at least three new hotels will bring visitors needing safe, convenient, and pleasant walking and biking facilities.

In addition to an increase in generators of foot traffic, there will be limited accommodation for increased car traffic Downtown. Downtown parking is limited and likely to remain so. Many erstwhile surface parking lots have given way to the developments mentioned above. While some structured parking likely be built that can offset some loss of surface parking Downtown, commuter and other parking Downtown will only become more difficult and/or more expensive going forward. At the same time, increased demand for quality transit, non-motorized travel, and public spaces is likely to coincide with a plateau in demand for motorized travel Downtown. Additionally, a recent poll conducted by the Ada County Highway District (ACHD) revealed that a majority of drivers traveling across Downtown are willing to accept modest travel delays to accommodate safer, more comfortable travel for people who walk or bike.

This convergence of development and demographic factors creates a rare opportunity. However, the prospect of improving Front and Myrtle Streets faces some jurisdictional challenges. Most of Boise's public streets are under the jurisdiction of an independent, county-wide road agency, ACHD, while Front and Myrtle are state highways under the jurisdiction of the Idaho Transportation Department (ITD). While these organizations are traditionally most concerned with vehicular level of service and crash rates, they are also interested in optimizing the system for all modes of travel. Alternative metrics that consider the broad range of conditions and needs within a thriving downtown will be vital to making the case for complete street treatments that meet multiple objectives including the conveyance of vehicles.

## **SCOPE OF SERVICES**

Considering all the above, CCDC, City of Boise, ITD, ACHD and community partners are seeking consultant services to conduct an Alternatives Analysis to present options to balance the many competing demands within the Front and Myrtle corridor, resulting in a calmer, more economically productive corridor that is better integrated into a busy downtown core. The Alternatives Analysis should include innovative thinking and alternative approaches to address connectivity, multi-modal mobility, enhance business opportunities, and accommodate traffic flow to and from the area.

### **Task 1: Existing Conditions Assessment**

Provide a snapshot of the corridor at this time, including:

- Traffic analysis: traffic counts, turn counts, corridor travel time and delay, lane utilization, crash data analysis, and function of Front and Myrtle in the state and local road network.
- Qualification and quantification of the problems and impacts addressed in the background section.

### **Task 2: Alternatives Analysis**

The consultant will develop a menu of possible treatments for the Front and Myrtle corridor that will work alone or in tandem to achieve the desired future condition described above. The treatments will be analyzed for efficacy, cost, and impacts on the existing system and should include performance measures and metrics for determining the impacts and desirability of each treatment or combination of treatments. Performance measures should include economic and livability measures in addition to traffic measures. It is anticipated that traffic measures will include a mix of traditional and non-traditional measures such as all day traffic analysis, travel time by mode, pedestrian & bicycle LOS & delay, vehicle delay/travel time, intersection LOS & V/C.

Performance measures should address a balanced assessment of the roadway environment including economic activity, health, and quality of life, as well as pedestrian, bicycle, and vehicular delay. Metrics should be based on attainable data and should be reasonably attributed to the configuration and operation of the Front and Myrtle corridor and adjacent streets. Authorities having jurisdiction over the Front and Myrtle corridor traditionally utilize vehicular level of service and crash rates as primary performance measures per traditional industry standards, so any proposed solutions or modifications must include a compelling set of metrics to describe if the status quo is wanting and how any proposed alternative would improve upon it, particularly from an economic perspective. The analysis should consider different treatments for different segments of the corridor and forecast growth. The analysis should include an objective discussion of the use and limitations of traffic modeling in a downtown environment and recommended criteria for use in balancing the proposed treatments.

**Note:** The above scope of work does not include a public involvement process. The project partners seek a holistic range of treatments, options, and possibilities that ideally can be mixed and matched to produce the desired outcomes along with a technical analysis assessing their impacts and tradeoffs. Once that work is completed, the project partners will determine an appropriate strategy for engaging the public in determining the appropriate mix of treatments for the corridor.

### **REQUIRED CONTENT OF PROPOSAL**

All responses to this RFP shall include the following elements:

#### **Section I: Team**

Describe the project team including the roles, responsibilities, experience, and qualifications for each person participating on the project along with their anticipated level of participation. Special emphasis should be given to the project manager and their experience with similar projects.

#### **Section II: Project Approach**

Please describe in detail your approach to the project by developing a scope of work, task detail, deliverables, and attendant schedule to achieve the project objectives. The approach should include a strategy for managing and utilizing the project stakeholders including the project management team (CCDC, City of Boise), transportation agencies (ITD, ACHD), and Downtown Business Interests (Boise Elevated).

#### **Section III: Relevant Project Experience**

Describe previous project experience in analyzing alternatives for reinventing a surface transportation corridor to achieve a well-balanced system that promotes economic vitality and livable communities while maintaining access. Discuss traffic and other analysis conducted, performance measures considered, and how buy-in was achieved with various interests, particularly transportation officials and business leaders. Provide analysis done after successful implementation of recommendations in previous analyses including the before and after outputs of both a transportation nature (LOS, crash rates and severity, etc.) and of a land use nature such as spurred economic development.

#### **Section IV: Estimate of Project Schedule and Cost**

Based on the proposed scope of services above, provide an estimate of project schedule and cost of services including hourly rates.

## **GENERAL CONDITIONS**

### **Reserved Rights**

CCDC reserves the right to act in the public best interest and in furtherance of the purposes of the Idaho Code Title 50, Chapter 20 (Idaho Urban Renewal Law) and Idaho Code Title 67, Chapter 28 (Purchasing by Political Subdivisions). CCDC reserves the right to waive any formalities or defects as to form, procedure, or content with respect to this RFP and any irregularities in the proposals received, to request additional data and information from any and all Respondents, to reject any submissions based on real or apparent conflict of interest, to reject any submissions containing inaccurate or misleading information, and to accept the proposal or proposals that are in the best interest of CCDC and the public. The issuance of this RFP and the receipt and evaluation of proposals does not obligate CCDC to select a company nor award a contract. CCDC may in its discretion cancel, postpone, or amend this RFP at any time without liability.

### **Public Records**

CCDC is a public agency. All documents in its possession are public records subject to inspection and copying under the Idaho Public Records Act, Idaho Code §§ 74-101 through 74-126. The Public Records Act contains certain exemptions – one of which that is potentially applicable to part of your response is an exemption for trade secrets. Trade secrets include a formula, pattern, compilation, program, computer program, device, method, technique or process that derives economic value, actual or potential, from not being generally known to, and not being readily ascertainable by proper means by other persons and is subject to the efforts that are reasonable under the circumstances to maintain its secrecy. Prices quoted in a proposal are not trade secrets.

If any Respondent claims any part of a proposal is exempt from disclosure under the Idaho Public Records Act, the Respondent must: 1.) Indicate by marking the pertinent document “CONFIDENTIAL”; and, 2.) Include the specific basis for the position that it be treated as exempt from disclosure. Marking the entire proposal as “Confidential” is not in accordance with Idaho Public Records Act and will not be honored.

CCDC, to the extent allowed by law and in accordance with these Instructions, will honor a nondisclosure designation. By claiming material to be exempt from disclosure under the Idaho Public Records Act, Respondent expressly agrees to defend, indemnify, and hold CCDC harmless from any claim or suit arising from CCDC’s refusal to disclose such materials pursuant to the Respondent’s designation. Any questions regarding the applicability of the Public Records Act should be addressed to your own legal counsel prior to submission.

### **Contract Form**

The successful Respondent will provide CCDC with professional services and represent CCDC’s best interests within set budgets and as contracted. The form of contract will be a professional services contract with CCDC (sample contract available upon request).

### **Proposal Submission**

Qualified responders should submit completed proposals via email to Matt Edmond (medmond@ccdcb Boise.com) or to the offices of CCDC at 121 N. 9<sup>th</sup> Street, Suite 501, Boise, Idaho 83702 by 3:00 p.m. local time Wednesday, August 3, 2016.