

Subject: Development Code Update Request for Proposals (RFP) Approval

Date: January 20, 2026

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Summary:

Attached for City Council consideration is a draft Request for Proposals (RFP) and scope of work for the City's Development Code Update. The proposed RFP would initiate a comprehensive update to Louisville Municipal Code (LMC) Titles 16 (Subdivisions) and 17 (Zoning), targeted updates to portions of Title 15 (Buildings), and updates to the City's four adopted development-related design standards and guidelines. Approval of the RFP would authorize staff to proceed with the procurement process, with the contract for the selected consultant returning to City Council for approval at a later date.

Background / Prior Discussions:

City Council has identified a comprehensive development code update as a priority for several years. This priority has also been consistently reinforced through community input, including engagement associated with the Comprehensive Plan and Housing Plan, feedback from residents and property owners, and day-to-day interactions with the development community.

The attached RFP builds on this direction and provides background on key challenges with the City's current development regulations. These include the need to modernize an outdated code, improve clarity and predictability, streamline development review processes, and address several targeted regulatory issues. Examples include updates to the Old Town overlay district, revisions to the inclusionary housing ordinance, and modernization of the City's commercial, mixed-use, industrial, and downtown design standards, many of which are decades old.

This development code update is explicitly identified as a priority implementation action in the City's forthcoming Comprehensive Plan, as well as in the Louisville Housing Plan and Sustainability Action Plan. Council has discussed the role of the development code as the primary tool to implement these adopted policy frameworks during deliberations on each of those plans.

At a high level, the anticipated deliverables include:

- A diagnostic report and work program
- Comprehensive updates to LMC Titles 16 and 17
- Targeted updates to Title 15
- Updated design standards and guidelines (commercial, mixed-use, industrial, and downtown), with consideration of new multifamily standards
- Implementation tools, training materials, and adoption support

The RFP anticipates an approximately two-year project timeline, with post-adoption implementation support potentially extending beyond that timeframe depending on scope and funding. Staff are also working on interim development process improvements to advance City Council's direction provided on October 28. Such improvements include a streamlining of the subdivision and PUD process and creation of new Site Development Plan administrative approval process. Staff plans to bring a draft ordinance to Planning Commission for consideration in March.

Development Proposal:

N/A

Analysis:

The draft RFP is structured to clearly define the City's needs, priorities, and expectations, while leaving flexibility for consultant teams to propose methods, sequencing, tools, and regulatory approaches they believe will be most effective. This approach is intended to attract strong, multidisciplinary teams and encourage innovative and practical solutions rather than prescriptive responses.

Sequencing the development code update following adoption of the Comprehensive Plan, Housing Plan, and Sustainability Action Plan is important. These plans establish the City's long-range vision and policy direction; the development code update is the primary mechanism for translating that direction into enforceable regulations, standards, and processes. Advancing the code update now ensures that recent policy decisions are implemented in a timely and coordinated way.

This sequencing is also intended to align with the Parks, Recreation, and Open Space Guidebook, recognizing that recommendations from that effort may inform future zoning, subdivision, or development standards as part of the code update. Public land dedication requirement updates will be advanced through a separate but parallel project to ensure coordination while maintaining clear project scopes.

The RFP identifies high-level project goals related to improving efficiency, predictability, housing affordability, environmental sustainability, usability, and economic vitality. These goals are intentionally framed at a conceptual level and are expected to be refined collaboratively with the selected consultant and project leadership during early project phases.

The RFP also intentionally leaves room within the scope and budget for addressing “legacy” zoning and entitlement conditions. Louisville has many existing Planned Unit Developments (PUDs) with site-specific standards and approvals. Updating the development code may create situations where existing entitlements no longer align cleanly with the new framework. Providing flexibility to address these legacy conditions potentially through cleanup strategies or City-initiated rezonings will be important to avoid unintended barriers to reinvestment and implementation challenges.

The RFP establishes a clear and efficient procurement process, with the goal of selecting a preferred consultant in April, followed by contract approval by City Council shortly thereafter. Proposals will be evaluated based on a combination of consultant qualifications and experience, the strength of the proposed project team, understanding of the project and approach, cost and overall value, and proposal quality. Detailed evaluation criteria and scoring are outlined in Section 5 of the RFP.

Finally, the RFP leaves open the possibility of exploring form-based or performance-based zoning approaches in targeted areas of the City, where appropriate. This flexibility allows the consultant team to recommend tools that best support adopted policy goals, market conditions, and community expectations.

Council Work Plan:

The development code update directly supports the City Council's 2025 Work Plan and advances all four Council priority areas, including Economic Vitality, Housing, Core Services, and Community Safety. Within the Work Plan, the project is in the economic vitality priority, as it is intended to improve regulatory clarity, reduce unnecessary barriers to investment, and support strong commercial and mixed-use areas.

The project will also be guided through an environmental sustainability lens, consistent with the Comprehensive Plan and Sustainability Action Plan, and supported by anticipated grant funding that requires robust sustainability outcomes. Similarly, equity, diversity, and inclusion considerations will be embedded throughout the project, consistent with the Comprehensive Plan's values and policy framework.

Fiscal Impact:

Budgeted?: **Yes**

A total of \$600,000 is allocated in the City's budget for consulting services associated with the development code update. Staff anticipates securing approximately \$400,000 in additional grant funding to support housing affordability and environmental sustainability components of the project. Final budget amounts will be confirmed prior to RFP release and are contingent on finalizing grant agreements.

Alternatives:

- Approve the draft RFP and direct staff to release it in substantially the same form and begin the procurement process, with the consultant contract returning to Council for approval.

- Direct staff to revise the RFP and return it to Council for further consideration.
- Delay release of the RFP until after adoption of the Comprehensive Plan, currently scheduled for March.

Recommendation:

Approve the attached draft RFP and direct staff to proceed with its release and initiation of the procurement process for the Development Code Update.

Attachments:

1. Development Code Request for Proposal - DRAFT

Request for Proposal for Professional Services for Development Code Update

Released: February 6, 2026

Proposals Due: March 20, 5:00 PM, MT

Contact Information:

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REQUEST FOR PROPOSAL FOR PROFESSIONAL SERVICES

The City of Louisville is accepting proposals from qualified contractors to complete an update to the City's development code and design standards and guidelines. Please review the following pages for complete information on the request for proposal process.

Timeline of Activities and Proposal Format

- Questions regarding the proposal must be emailed to RZuccaro@LouisvilleCO.Gov by 5:00 p.m. Mountain Time, on February 21. Responses to questions will be provided to all potential proposers who submit questions to the City by February 28.
- Proposals must be emailed in a pdf format to Rob Zuccaro, Community Development Director: RZuccaro@LouisvilleCO.Gov
- The City of Louisville will accept proposals in response to this RFP until 5:00 p.m., Mountain Time on Friday, March 20. Proposals received after that time will not be reviewed.
- Interviews of applicants, if determined necessary by the City – anticipated the week of April 6.
- Final selection of preferred consultant by approximately April 17.
- Contract signed by City Council approximately May 19, 2026.
- The City reserves the right to adjust this schedule.

Section 1. Invitation to Submit Proposal

Section 2: Project Background

Section 3: Scope of Work

Section 4: Submittal Requirements

Section 5: Evaluation Criteria

Section 6: Standard Terms and Conditions

Section 7: Links

Section 1. Invitation to Submit Proposal

The City of Louisville, Colorado invites qualified teams to submit proposals to comprehensively update its development regulations, including Titles 16 and 17 and applicable portions of Title 15 of the Louisville Municipal Code, as well as the City's four adopted development-related design standards and guidelines. This effort has strong support from City leadership and will implement major, recently adopted policy initiatives, including the City's Comprehensive Plan and the Louisville Housing Plan, which together establish a framework for modernizing the City's regulations to address housing choice and affordability, environmental sustainability and resilience, economic vitality, urban design, and development process efficiency.

Section 2: Project Background

Community and Regulatory Context

Louisville is a community of approximately 19,000 residents in Boulder County within the Denver metropolitan region. Founded as a coal mining town in 1878, Louisville is now recognized for its historic downtown, high quality of life, natural amenities, and proximity to major employment centers, including the Colorado Technology Center, Centennial Valley, and AdventHealth Avista Hospital.

In recent decades, Louisville has functioned as a slow-growth community, guided by policies that limited new residential development. The City's updated Comprehensive Plan supports a shift toward managed and thoughtful residential growth in targeted opportunity areas, while also reinforcing the importance of strong, well-functioning mixed-use and commercial areas that support economic vitality and quality of life. This development code update is a critical implementation tool to ensure future change is predictable, high quality, and aligned with community values.

The City's development regulations have been amended incrementally over time but have not undergone a comprehensive update. City Council has identified this effort as a top priority, reflected in its inclusion among the City Council's 2025 priority projects.

Key Issues to Address

The updated code and design standards are expected to address the following issues, among others:

- *Highly discretionary processes, low thresholds, and lengthy timelines.* Current development review procedures rely heavily on discretionary approvals and public hearings, with relatively low thresholds triggering complex entitlements. Broad reliance on Planned Unit Developments (PUDs) for commercial development and most residential projects has created barriers to investment that aligns with community values, contributes to long and unpredictable timelines, and limits the ability of projects to evolve over time.
- *PUD-centric regulatory framework and legacy entitlements.* Louisville is covered in PUDs with site-specific standards and approved site plans. Most changes to existing PUDs require formal amendments subject to the same discretionary review process

and public hearings as original approvals. As part of this update, the City anticipates the need to address legacy zoning and entitlement conditions, including potential cleanup or transition strategies to align existing development with the updated regulatory framework.

- *Outdated zoning structure.* Existing zoning districts, development standards, and use allowances are not consistently calibrated to existing conditions or to adopted policy direction, including the need to support a broader range of housing types and mixed-use development in appropriate locations.
- *Usability, clarity, and predictability.* The current code and design documents include redundancy, conflicting provisions, and limited graphics, reducing predictability for applicants, decision-makers, and the public and increasing the need for interpretation.
- *Targeted “heavy-lift” topics.* The update must address several complex regulatory areas, including the Old Town overlay district, the inclusionary housing ordinance, and the modernization of adopted design standards and guidelines (commercial, industrial, mixed-use, and downtown), with consideration of new multifamily design standards.

Policy Foundation

This project will implement the City’s adopted and emerging policy framework, including the following key documents and directives:

- *Comprehensive Plan (public review draft; adoption anticipated by April 2026).* The Comprehensive Plan explicitly identifies the development code update and updates to the City’s design standards and guidelines as priority implementation actions. The Plan provides clear vision statements, values, and policy direction that are intended to be translated into regulatory standards, procedures, and incentives through this update.
- *Louisville Housing Plan (adopted 2024).* The Housing Plan identifies regulatory reform as a central strategy to expand housing choice, improve housing affordability, and remove barriers to housing production. The Plan includes specific guidance on regulatory changes and incentives that are intended to be addressed through the development code update.
- *Sustainability Action Plan.* The development code update is expected to advance the City’s adopted environmental sustainability and resilience goals by embedding those priorities into land use regulations, development standards, and incentive frameworks where appropriate.
- *City Council 2025 Work Plan.* City Council has identified the development code update as a top priority project to begin in early 2026. Inclusion on the Work Plan reflects Council’s expectation that this effort will receive focused attention and result in meaningful regulatory improvements.

Collectively, these policies establish a clear mandate and policy foundation for a comprehensive modernization of the City’s development regulations and design standards.

Project Funding and Schedule

The total anticipated project budget is approximately \$1.0 million, consisting of a combination of City funds and external funding sources. This includes City Council's allocated funding for the development code update and anticipated supplemental state grant funding intended to support housing affordability and environmental sustainability objectives.

Portions of the project are expected to be subject to external funding requirements. The consultant scope and contract will be structured to support applicable performance, documentation, and reporting obligations associated with those funding sources. City staff will coordinate with funding partners and the selected consultant to confirm final funding amounts, scope alignment, and reporting structure as part of contract negotiations.

The City anticipates an approximately two-year timeline for completion of the development code and design standards updates. Post-adoption implementation support is anticipated and may extend beyond the base schedule depending on scope, priorities, and final funding levels.

Section 3: Scope of Work

The City is defining the scope by phases and expected outcomes, while encouraging proposers to recommend methods, tools, sequencing, and deliverable formats that best achieve project goals. The City is open to alternative approaches that improve clarity, effectiveness, and implementation success, including recommendations to refine scope, phasing, or deliverables.

Project Goals

The following goals reflect the City's objectives for the development code and design standards update at the time of issuance of this RFP. These goals are intended to guide the project's direction and outcomes and are expected to be further developed and confirmed in collaboration with the selected consultant, City staff, and project leadership as part of the project initiation and diagnostic phases.

The updated code and design standards should:

- Improve the efficiency, predictability, and transparency of development review while preserving meaningful public engagement.
- Modernize entitlements, procedures, and decision criteria to reduce unnecessary discretion and improve flexibility for projects to evolve over time.
- Implement adopted housing affordability and environmental sustainability priorities, including outcomes associated with applicable grant requirements.
- Improve usability through clear organization, graphics-rich standards, and user-oriented guidance materials.
- Establish market-responsive regulations and incentive frameworks that support community benefits, economic vitality, and high-quality design.

Required Services

Phase 1: Initiation, Governance, and Diagnosis

- Confirm project management approach, schedule, coordination, and decision points.
- Support establishment and facilitation of a project steering/advisory committee (meeting prep, facilitation, notes, and follow-up).
- Coordinate with City staff and support briefings with City Council and relevant boards/commissions as needed.
- Design and lead a robust public engagement program, including multiple engagement milestones and targeted stakeholder outreach.
- Create and maintain a project page on the City's Engage Louisville platform.
- Prepare a diagnostic summary and work program confirming key issues, priorities, and approach.
- Identify and document legacy zoning, PUD, and entitlement conditions that may present implementation challenges under a new regulatory framework.

Phase 2: Framework Development and Preliminary Direction

- Translate adopted policy direction into a clear regulatory framework and code organization.
- Define how grant objectives will be integrated and documented (e.g., clear modules or tracking approach for housing and sustainability tasks).
- Identify applicable legal requirements and align procedures accordingly, including Proposition 123 and other relevant state requirements.
- Conduct a baseline level of market-informed analysis sufficient to calibrate standards and inform incentive concepts (with optional expanded analysis described below).

Phase 3: Draft Code and Design Standards

- Draft a comprehensive update to Louisville Titles 16 and 17 and targeted updates to Title 15, including transition provisions, nonconformity standards, and implementation tools necessary to address existing zoning and entitlement conditions.
- Update all adopted design standards and guidelines: Commercial, Mixed Use, Industrial, and Downtown. Consider new multifamily design standards.
- Evaluate and recommend market-supported incentives and performance tools, including potential form-based or performance-based approaches in targeted areas.

Phase 4: Adoption Support

- Support public meetings and hearings through adoption.
- Provide training for staff, boards/commissions, elected officials, and the development community.
- Provide user-oriented implementation materials, such as rules of measurement, checklists, and interpretive guidance.
- Provide recommendations for application types/forms and fee schedule updates.

Phase 5: Post-Adoption Implementation Support

- Provide post-adoption implementation support, including assistance with legacy zoning and entitlement cleanup and potential City-initiated rezonings. This may include analysis of existing zoning and PUD conditions, development of transition or cleanup strategies, mapping support, property owner outreach, and preparation of materials necessary to implement rezonings. Proposers should recommend a scalable approach that can be expanded or refined based on budget, priority, and City direction.

Deliverables

The Consultant shall prepare and deliver materials necessary to support the development, adoption, and implementation of the updated development regulations and design standards. Deliverables are expected to include, at a minimum:

- *Diagnostic Report and Work Program*
A diagnostic report summarizing key issues, opportunities, and constraints; confirming project priorities; and documenting the recommended regulatory framework and work program, including the approach for addressing grant compliance.
- *Updated Development Regulations*
 - Comprehensive updates to Louisville Municipal Code (LMC) Titles 16 (Subdivisions) and 17 (Zoning)
 - Targeted updates to LMC Title 15 (Buildings), including historic preservation and mobile home standards, as applicable
 - Optional: a recommended structure or format for a unified development code, if proposed by the Consultant
- *Updated Design Standards and Guidelines*
 - Commercial Design Standards and Guidelines
 - Industrial Design Standards and Guidelines
 - Mixed Use Design Standards and Guidelines
 - Downtown Design Handbook
 - Consideration of new Multifamily Design Standards and Guidelines, if recommended
- *Implementation and User-Oriented Materials*
 - Clear, graphics-supported guidance addressing topics such as rules of measurement, development standards interpretation, and submittal requirements
 - Application forms, checklists, and procedural materials aligned with the updated code
 - Training materials for City staff, boards and commissions, elected officials, and the development community
 - Documentation and materials supporting legacy zoning and entitlement cleanup and any City-initiated rezonings undertaken as part of implementation.

- *Engagement and Adoption Support Materials*
 - Public engagement meeting materials and summaries
 - Public noticing and communication materials, as applicable
 - Ongoing creation and maintenance of the project webpage on the City's Engage Louisville platform

Deliverables shall be prepared in formats suitable for public review, adoption, and long-term implementation and shall be coordinated with City staff throughout the project.

Optional / Desired Services

Proposers are encouraged to include optional pricing and approaches for:

- Expanded market feasibility analysis to calibrate incentives and performance standards
- Expanded legacy zoning cleanup and City-initiated rezonings (e.g., property owner outreach, mapping support, PUD legacy analysis)
- Interactive/online code platform or other implementation technology tools

Clarifications and Parallel Efforts

- Development impact fees (LMC Chapter 3.18) and public land dedication requirements (LMC 16.16.060) are being updated through a separate, parallel effort; coordination may be required.
- The sign code (updated 2019) is expected to be carried forward with no major substantive changes.
- ADU regulations were updated in 2025 and major updates are not intended to be part of this scope.
- Building and energy codes are not part of this scope.
- Substantive changes to the historic preservation ordinance are not anticipated.
- Updates to the inclusionary housing ordinance are expected to build on the City's existing framework. A new nexus study is not anticipated; the City expects to generally carry forward the current methodology for set-asides and fee-in-lieu calculations, with targeted adjustments to improve effectiveness, including updates to fee levels, income thresholds, and incentives.
- The Consultant should assume responsibility for preparing materials and logistics associated with public meetings and engagement activities. The City will coordinate with the Consultant regarding budgeting for engagement materials, including the potential use of supplemental funding for larger expenses such as citywide mailers.

Performance Standard

Services shall be performed in accordance with the professional skill and care ordinarily provided by consultants practicing in the Denver metropolitan region on projects of similar scope and complexity, including compliance with applicable grant requirements and reporting.

Section 4: Submittal Requirements

Proposals should be clear, concise, and organized to address the elements below. The City may request clarifications or additional information during evaluation. Please limit proposal sizes to 40 pages, excluding the cover letter, resumes, cost proposal, and required forms.

Executive Summary

- Brief overview of your understanding of the project
- Summary of your qualifications and approach
- Key differentiators and value proposition

Firm Information

- Firm name, address, phone, email, and primary contact
- Legal name and business structure
- Years in business and areas of specialization
- Office locations and number of employees
- Professional licenses and certifications

Project Understanding and Approach

- Demonstration of understanding of project requirements and objectives
- Proposed methodology and work plan
- Project timeline with key milestones and deliverables
- Risk assessment and mitigation strategies
- Quality assurance procedures

Project Team Qualifications

- Organizational chart for this project
- Detailed resumes of key personnel including:
 - Project manager
 - Technical lead(s)
 - Other key staff members
- Role and responsibility matrix
- Percentage of time each team member will dedicate to project
- Subcontractor information (if applicable)

Relevant Experience

- Description of 3-5 most relevant similar projects completed in last 5 years
- For each project provide:
 - Client name and contact information
 - Project description and scope
 - Project value and timeline
 - Your firm's role and responsibilities
 - Key challenges and how they were addressed
 - Outcomes and results achieved

References

- Minimum of 3 client references from similar projects
- Include client name, contact person, phone, email
- Brief description of services provided and project dates

Cost Proposal (Clearly Identified as an Exhibit to the Proposal)

- Professional fee structure (lump sum, hourly rates, or combination)
- Breakdown of costs by task or deliverable
- Hourly rates by staff classification
- Reimbursable expense policy and estimated costs
- Payment schedule

Required Forms and Certifications

- Completed disclosure statement (Exhibit A)
- Professional liability insurance certificate
- Business license and professional licenses (copies)
- Completed W-9 form

Section 5: Evaluation Criteria

Qualifications and Experience (30 points):

- Relevant experience with similar projects and clients
- Professional credentials and certifications
- Firm's reputation and track record
- Years of experience in the relevant field
- Quality of references and past performance

Project Team (25 points):

- Qualifications and experience of proposed project manager
- Technical expertise of key team members
- Availability and commitment of key personnel
- Team continuity and stability
- Local presence

Understanding and Approach (25 points):

- Demonstrated understanding of project requirements
- Quality and innovation of proposed methodology
- Realistic project timeline and work plan
- Risk identification and mitigation strategies
- Quality assurance procedures

Cost and Value (15 points):

- Reasonableness and competitiveness of proposed fees
- Value for services offered
- Cost structure clarity and transparency
- Payment schedule reasonableness

Proposal Quality (5 points):

- Completeness and organization of proposal
- Clarity and professionalism of presentation
- Responsiveness to RFP requirements
- Innovation and creativity in approach

Section 6: Standard Terms and Conditions

When preparing a proposal for submission in response to this RFP, CONSULTANT should be aware of the following terms and conditions which have been established by the City of Louisville:

- This request for proposal is not an offer to contract. The provisions in this RFP and any purchasing policies or procedures of the City of Louisville are solely for the fiscal responsibility of the City of Louisville and confer no rights, duties or entitlements to any party submitting proposals. The City of Louisville reserves the right to reject any and all proposals, to consider alternatives, to waive any informalities and irregularities, and to re-solicit proposals.
- The City of Louisville reserves the right to conduct such investigations of and discussions with those who have submitted proposals or other entities as they deem necessary or appropriate to assist in the evaluation of any proposal or to secure maximum clarification and completeness of any proposal.
- The successful proposer shall be required to sign a contract with the City of Louisville in a form provided by and acceptable to the City of Louisville. The consultant shall be an independent contractor of the City of Louisville.
- The City of Louisville assumes no responsibility for payment of any expenses incurred by any proponent as part of the RFP process.

Section 7: Links

- Comprehensive Plan [public review draft to be included at time of release of RFP]
- [Louisville Housing Plan](#)
- [Sustainability Action Plan and Goals](#)
- [Louisville Municipal Code](#)
- [Commercial Design Standards and Guidelines](#)
- [Mixed Use Design Standards and Guidelines](#)
- [Industrial Design Standards and Guidelines](#)
- [Downtown Design Handbook](#)
- [Attachments related to grants to be included at time of release of RFP]

EXHIBIT A - DISCLOSURE STATEMENT (REQUIRED)

The CONSULTANT must disclose any possible conflict of interest with the City of Louisville. Your response must disclose if a known relationship exists between any principal of your firm and any City of Louisville elected official or employee. If, to your knowledge, no relationship exists, this should also be stated in your response. Failure to disclose such a relationship may result in cancellation of a contract as a result of your response. This form must be completed and returned in order for your proposal to be eligible for consideration.

NO KNOWN RELATIONSHIPS EXIST _____

RELATIONSHIP EXISTS (Please explain the relationship)

I CERTIFY THAT:

1. I, as an officer of this organization, or per the attached letter of authorization, am duly authorized to certify the information provided herein are accurate and true as of the date; and
2. My organization shall comply with all State and Federal Equal Opportunity and Non-Discrimination requirements and conditions of employment.
3. My organization maintains all required professional licenses and insurance coverage for the services to be provided.
4. The cost proposal submitted is based on the scope of work as understood and no additional charges will be incurred without prior written authorization.

Printed or Typed Name

Title

Signature

Date