

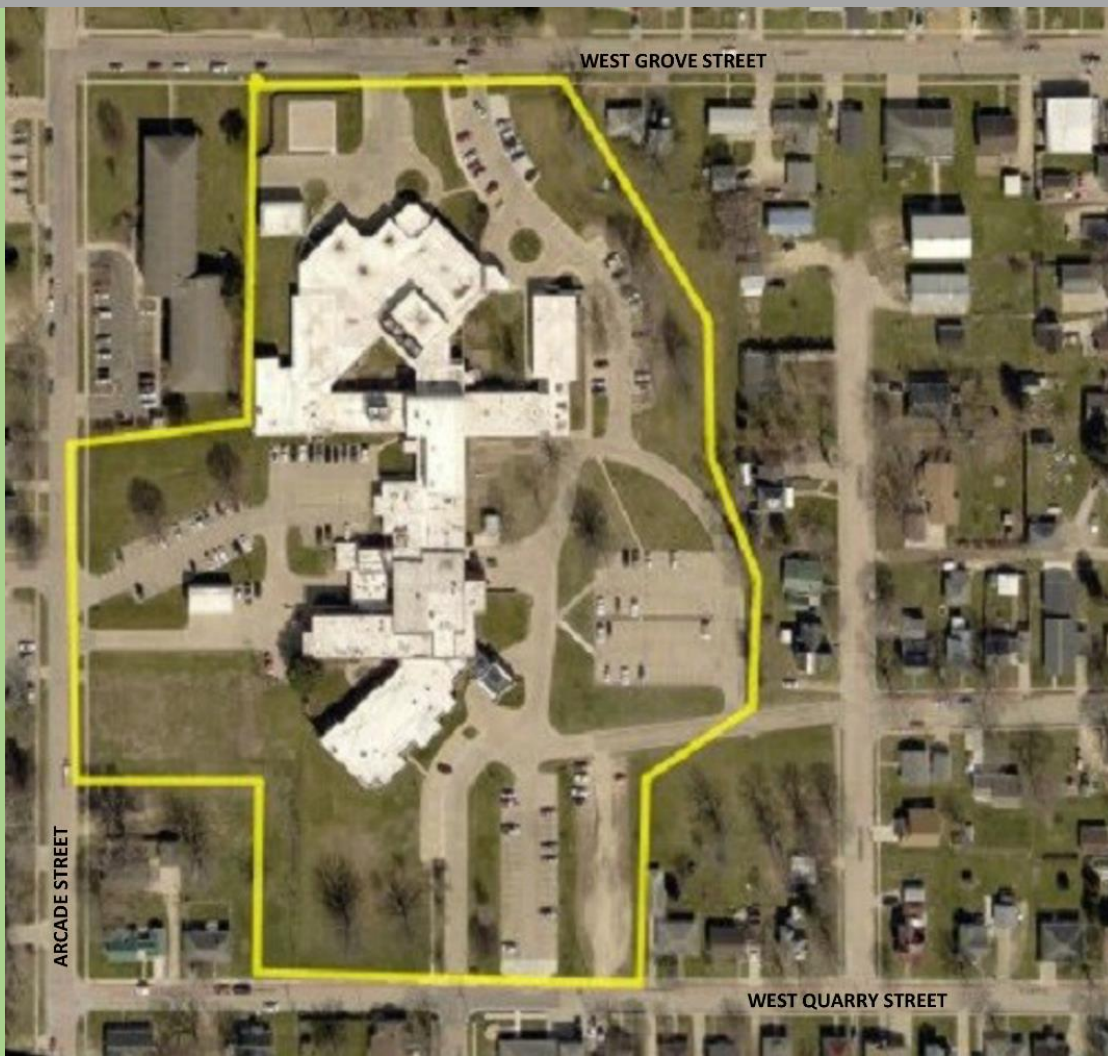


Jackson County Regional Health Center
700 West Grove Street | Maquoketa, Iowa 52060

REQUEST FOR PROPOSALS

Date Issued: December 1, 2020

Date Responses Due: February, 11, 2021



PART 1

Jackson County Regional Health Center Reuse – Request for Proposals

INTRODUCTION

INTRODUCTION

The Jackson County Regional Health Center, in partnership with the City of Maquoketa, is excited to seek qualified developers who possess the ability, desire, and financial resources to develop an approximate 12-acre site known as the Jackson County Regional Health Center. To the maximum extent possible, your response to the Request for Proposals should mix **market reality**, **community desires**, and **economic feasibility**.

COMMUNITY OVERVIEW The City of Maquoketa is a community of about 6,000 people located in east central Iowa. The city is located along US Highway 61 about halfway between the Quad Cities (40 miles) and Dubuque (32 miles) and is 60 miles east of Cedar Rapids. Maquoketa is the county seat of Jackson County and is located on the Maquoketa River.

Maquoketa is rich in history and culture, is surrounded by scenic natural beauty, and is home to a strong arts community. The community's identity is intertwined in these qualities and is enhanced by the close-knit, small town feel.



The history of Maquoketa has been well preserved in a number of beautiful homes and structures. The city itself hosts nearly 40 sites listed on the National Register of Historic Places. In addition to the Maquoketa River, the community boasts many recreational facilities including Maquoketa Caves State Park, Prairie Creek Recreation Area, Hurstville Interpretive Center, and Horseshoe Pond County Park. Cultural facilities include the Maquoketa Art Experience, the Ohnward Fine Arts Center, and the Old City Hall Gallery.

Maquoketa is historically an agricultural town, but light industry and distribution facilities are also important to the regional economy. As the county seat, many workers are employed in administrative and healthcare jobs that serve the surrounding region.



VISION AND DEVELOPMENT PRINCIPLES

In December 2019, after considering all the input collected from the community through the planning process, the City of Maquoketa and the Comprehensive Plan Steering Committee developed a vision for the future of the community.

At its most fundamental level, the vision of the Maquoketa Comprehensive Plan is to make Maquoketa a better place. To help achieve this mission, the plan includes the following eight development principles. The principles represent the most important topics that emerged through public input sessions and work with the Comprehensive Plan Steering Committee.

1. Tell the Story of Maquoketa

Today we have access to vast amounts of information on every topic imaginable. While very useful, the amount of information can make it difficult to keep sight of the big picture. The Comprehensive Plan collects information from a wide range of sources and processes it into a story that tells how Maquoketa got where it is today and maps out the path to the community's vision for the future. Moving forward, the City should adopt a communication strategy that tells the story of the community's next chapter, identifying the unique assets that define the community's character, establishing a sense of place, and minimizing negative perceptions.

2. Invest in Maquoketa

The Comprehensive Plan maps out a long-term investment strategy that will help Maquoketa achieve its vision for the future by getting the most return on its limited resources. The chapters of the plan provide information to help the community prioritize projects. The plan focuses on helping the community invest its limited resources wisely by helping the City budget for long-term maintenance, and helping the City understand the risks and rewards of potential investment strategies. The City understands that major capital investments will require public/private partnerships. Public investments in infrastructure or parks could help attract new industry and private sector investment.

3. Make Economic Progress

A diverse vibrant economy is a critical component of the foundation of a strong community. Jobs that pay a good wage and access to goods and services are important factors in measuring a community's quality of life. Maquoketa will work to build a highly skilled workforce through training and education opportunities and recruiting new workers to the City. The Comprehensive Plan includes strategies to create jobs and expand the city's tax base by recruiting new businesses that are suited to the community, retaining and expanding existing local businesses, and increasing the number of new businesses by encouraging local entrepreneurship.

4. Improve Quality of Life

Quality of life issues will be critical to the future of Maquoketa. People are increasingly making the choice of where to live based on quality of life criteria such as access to recreation, shopping, education, health care, restaurants, and community organizations. The Maquoketa area is home to several wonderful amenities. The City will work to improve quality of life by expanding on marketing and connecting existing amenities.

5. Get Everyone Involved

Success of the initiatives contained in the Comprehensive Plan will depend on buy-in from members of the community. People who are involved in the decision-making process will be more likely to become invested in the success of the community. The Comprehensive Plan's public input process attempts to give all members of the community an opportunity to be involved in planning the future of the City. The City should continue to keep people involved in the process as it implements the plan's recommendations. The City can ensure that future projects reflect the attitudes of the community by focusing on actively reaching out to people who don't normally participate in local government, welcoming newcomers, and involving them in the things the community has to offer.

6. Maintain and Improve the Transportation System

Maquoketa's transportation system is vital to everyday life in the community. The system allows residents to get from their homes to jobs, schools, shopping, and medical care. The system also facilitates local economic activity allowing businesses to move goods and commodities quickly and efficiently. Maintaining the transportation system will be critical for the future of Maquoketa. The City will seek to maintain and improve its network of streets, bridges, walking paths, and bicycle trails.

7. Invest in Good Quality Housing

Good-quality housing is the foundation of a stable community and is an important issue for people, families, and city government. For people and families, housing fulfills the basic need for shelter and is usually the household's largest expense. For homeowners, housing is usually the largest source of personal wealth. Residential property tax revenues account for a large portion of the City budget and housing occupies over half the city's area. The City of Maquoketa will promote the creation and maintenance of an adequate supply of sound affordable housing by providing opportunities for new housing construction and encouraging investment in the City's existing housing stock and neighborhoods.

8. Plan for Future Land Use

Land use planning is one of the most important and complex tasks for local governments. Transportation, economic development, housing, community facilities, and utilities are all related to land use. The City of Maquoketa will plan for its future by producing land use policies and ordinances that promote economic development, a good quality of life, and allow the city to provide services in the most efficient manner possible over the long term.



Population

Total population is the most important piece of demographic information for a city. A basic count of people helps city leaders understand the community's needs for infrastructure and services. Throughout its history as a city, Maquoketa has experienced extended periods of steady population growth, followed by long periods of very little growth. Historical decennial census counts reveal that Maquoketa is currently in a slow growth period. Maquoketa's population has changed very little since 1990, increasing by only eleven people over 20 years to 6,141 in 2010. Annual population estimates produced by the Census Bureau's American Community Survey (ACS) indicate a continuation of this trend through 2020, showing a slight decline in the city's total population between 2010 and 2017.

Having the ability to attract new residents and maintaining population is important for small communities. Population growth encourages economic growth by creating demand for housing and expanding the customer base for local businesses. Local employers also depend on the area's population to fill their workforce.

Population Impacts on Housing

According to Census counts, Maquoketa's population is getting older on average. In the 2000 Census, the median age in Maquoketa was 39.7. By 2010, the median age had increased to 41.0. The current aging trend of the community impacts household size, demand for housing, and available housing units. Older populations tend to live in smaller households. For many older people, children have grown up and moved out, and one or two person households are common. The city needs in-migration to compensate for natural population decline, but smaller household size keeps most housing occupied. This means that there are not enough available housing units in the City to house enough newcomers to significantly grow the City's total population. Adding housing will be crucial to growing the City's population. Additional issues related to future housing strategies are discussed in detail in the Housing Chapter of the Comprehensive Plan.

Jackson County Tomorrow

In the spring of 2018, The Iowa Initiative for Sustainable Communities, part of the University of Iowa's School of Urban and Regional Planning, published a report entitled *Jackson County Tomorrow*. Jackson County Tomorrow is a strategic plan focused on attracting young families to live in Jackson County. A team of University of Iowa students spent several months engaging community leaders and speaking directly with local families to develop a list of recommendations for young family attraction and retention. Jackson County Tomorrow recommendations include:

- Ensure that Jackson County residents of today and tomorrow have a variety of well-maintained housing options.
- Ensure that high-quality childcare opportunities are available and affordable to all residents.
- Promote engagement and entrepreneurship among the county's youth, including professional development opportunities for young workers.
- Increase the region's ability to financially invest in itself and ensure that business transitions proceed smoothly.
- Connect both current and potential residents with the resources and information they want with the most up-to-date methods available.

Community Character Recommendations

Two of the recommendations from the Comprehensive Plan that are intended to guide the City of Maquoketa in strengthening the elements that make the city a unique and wonderful place directly relate to housing:

- Establish a resident recruitment program focused on promoting Maquoketa, welcoming newcomers, and attracting people to live in the community.
- Encourage the creation of the housing needed to grow the city's population.

PART 2

Jackson County Regional Health Center Reuse – Request for Proposals

OBJECTIVES, INTENT, AND SUBMITTAL REQUIREMENTS

OBJECTIVES, INTENT, AND SUBMITTAL REQUIREMENTS

OBJECTIVES OF THE REQUEST FOR PROPOSAL

The primary objective of the Proposal is to identify those development teams that appear to have the ability, experience, financing, development credentials, and redevelopment concept necessary to develop the project site in a manner that meets the overall objectives of the Maquoketa Comprehensive Plan. The development team (“Developer”) consists of all principals who will have a financial interest in the project, directly or through any interest in any company. In addition, the development team consists of any person who does not have a financial interest, but who will be the main contact or will be principally working on the project, except subcontractors or third-party consultants. A Development Agreement will be negotiated with the selected development team.

PURCHASE PRICE AND REMEDIATION

The redevelopment property was formerly the site of the Jackson County Regional Health Center (health center) and is known to have certain environmental issues that must be resolved. A phase I environmental assessment was completed in March of 2020. The health center will be responsible for regulatory and environmental closure of tanks which shall occur under the Iowa Department of Natural Resources Site Recycling Program (i.e. State of Iowa brownfield program). The health center has done a recent appraisal of the property and is prepared to sell the redevelopment site for the appraised value of \$700,000. The sale proceeds will be escrowed for environmental clean-up which can be completed by the seller or buyer. Buyer shall assume all costs of environmental remediation and regulatory matters to bring the site to useable for its intended use above the escrowed amount of the sale price. The health center and the City will work with the Developer to identify potential funding sources to cover environmental remediation not covered by the seller.

The reuse of this site, and tenants, cannot provide services that compete with the Jackson County Regional Health Center (JCRHC) without express written consent of the JCRHC Board of Trustees. The Developer will be responsible for replatting, vacating right of way and easements, and the recording of these documents.

INCENTIVES/POTENTIAL FINANCIAL OPPORTUNITIES

The Jackson County Economic Alliance (JCEA) will work with the Developer to explore potential federal, state, and local incentives. The JCEA is willing to “look outside the box” for creative financing opportunities. The redevelopment project would consider Tax Increment Financing, Workforce Housing Tax Credits, and Revolving Loan Funds. Depending on the nature of the project, other incentive programs might also be considered.

INTENT OF THE SUBMITTAL REQUIREMENTS

The intent of the submittal requirements are to ensure a fair review of all development teams.

SUBMITTAL DEADLINE AND FORMAT

The Proposal may be submitted at any time before the deadline of 2:00 PM on February 11, 2021. Responses submitted after that time will not be considered by the Jackson County Regional Health Center Board of Trustees/City of Maquoketa. Please follow the directions below, as failure to follow instructions will also disqualify your Proposal.

The Proposal will consist of two documents identified as follow: 1) the Proposal (“Proposal”), 2) the concept plan with narrative (“Plan”). Please submit one unbound hard copy to the Jackson County Economic Alliance at 119 S. Main St. Suite 5, Maquoketa, IA 52060 and one electronic copy to Dave Heiar at heiar@thejcea.org before the deadline. **Inquiries are to be directed to: Dave Heiar heiar@thejcea.org**

PROPOSAL SUBMITTAL

The Proposal shall include the following information:

- A) *The name, company title, and responsibilities/qualifications of each member of the development team;*
- B) *The member(s) of the team who will be making decisions and with whom the JCRHC Board of Trustees/City of Maquoketa shall principally negotiate. It is desirable to have a single contact point;*
- C) *Number of years of experience that member(s) of the team have in development, construction, or in a residential or commercial leasing capacity;*
- D) *The name, company title, and responsibilities/qualifications of consultants who shall be involved in the project (civil engineer, architect, structural engineer, etc.);*
- E) *Description of the legal relationship between members of the development team and the legal entity with whom the JCRHC Board of Trustees/City of Maquoketa shall negotiate;*
- F) *A description of the development team’s experience and success with similar types of projects;*
- G) *A description of the financial capability and capital resources of the development team. This may be evidenced by any sources of information the development team may choose to supply, and may include financial statements. If a new entity is contemplated, include the above financial information for each owner of the new entity, and a statement of the manner on which the new entity will be capitalized;*
- H) *Letter from a President or Vice President of a bank speaking to the Developer’s credit line, past performance on construction or lending loans, and banking history.*
- I) *Statement of any past or present litigation of performance on construction projects of the development team or any member thereof.*
- J) *Pro forma statement – Responses shall include a conceptual pro forma statement that provides an outline, to the extent possible, of the anticipated economics and proposed financial approach to the project under consideration, including equity that will be contributed, bank debt, grants, and partnerships. Describe subsidies, incentives, and/or personnel resources that may be requested of the city;*
- K) *A preliminary schedule of performance, which includes time periods for design, financing, property acquisition, construction, lease-up/sale, and any other critical milestones*

From the Proposals submitted, one Developer may be selected to enter into negotiations, which, if successful, may result in a development agreement. The Developer will be required, as a part of the negotiation process, to develop more detailed physical and financial plans.

PLAN SUBMITTAL

The following preliminary information is necessary for the JCRHC Board of Trustees/City of Maquoketa to understand the Proposal. The Developer selected to negotiate further with the JCRHC Board of Trustees/City of Maquoketa and will be required to develop more detailed information.

- L) *A Conceptual site plan with narrative – showing the location of all buildings and internal circulation, as well as gathering spaces, parking, landscaping, snow storage, and waste management facilities. The conceptual site plan shall take into consideration green space, pedestrian connectivity, and existing adjacent development. The RFP is not requesting that prospective developers fully design the project as part of this submittal. The RFP anticipates that the site layout and development program will evolve through collaboration with the community.*

Nonetheless, the City is interested in your team's initial concepts for the site and the unique character that your team will provide for the development. The Developer shall describe, in narrative and schematic plan forms, the basic concept of the proposed project. The narrative should describe the theme of the project, including a description of how the Plan conforms to the objectives of the RFP, the Maquoketa Comprehensive Plan and the "Revisioning the Jackson County Health Center Site" report.

The Plan shall include the following:

- i) Land uses and proposed potential zoning;*
- ii) Generalized building footprints and location of parking;*
- iii) Architectural treatment of the buildings;*

DISQUALIFICATION DUE TO LACK OF INFORMATION

Although it is understood that the nature and size of the project being proposed will affect the complexity of the submittal, the documentation should be at a level of detail which provides an opportunity for an accurate evaluation of the Proposal and Plan in accordance with the RFP Submittal Requirements above and the Evaluation Criteria below.

UPDATES, QUESTIONS, AND INFORMATIONAL SESSION

Updates including meeting times and dates or answers to questions presented to the JCRHC Board of Trustees/City of Maquoketa will be available at <https://www.jcrhc.org/jacksoncounty/>.

The JCRHC Board of Trustees/City of Maquoketa has scheduled an 'Informational Session' for interested Developers on January 12, 2021 at 10:30 AM Central Time at the Jackson County Regional Health Center, 700 W. Grove St., Maquoketa, IA. The intent of the meeting is for interested Developers to be able to ask questions and receive feedback on the type of development the JCRHC Board of Trustees/City of Maquoketa are looking for.

The JCRHC Board of Trustees/City of Maquoketa request first-round questions be submitted by 10:30 AM Central Time on January 7, 2021 via email to Dave Heiar, heiar@thejcea.org. Questions presented by this date will be answered at the informational meeting and JCEA will post the questions and answers on the website listed above.

To ensure consistent and accurate responses and fairness to all Developers, the JCRHC Board of Trustees/City of Maquoketa request questions outside of the informational meeting be presented via email to Dave Heiar, heiar@thejcea.org. Heiar will respond directly to all questions and publish the questions and answers online for all interested Developers to be able to utilize.

SCHEDULE

Below is the planned schedule (Central Time) from the publication and distribution of the RFP through the selection of the Developer (subject to change):

- Publication and Distribution of RFP –December 1, 2020
- Questions for Informational Session (optional) by 10:30 AM on January 7, 2021
- Informational Session (optional) at 10:30 AM on January 12, 2021
- Deadline for Questions (email) – February 1, 2021
- Answers to all Question (email) – February 5, 2021
- Responses (Proposal and Plan) due by 2:00 PM on February 11, 2021
- Interviews of Short List of Developers – Late February or Early March

CRITERIA FOR EVALUATING RESPONSES

The JCRHC Board of Trustees, in collaboration with the City of Maquoketa, has established the following criteria to evaluate the responses submitted. It will select the Developer that best meets these criteria. The JCRHC Board of Trustees/City of Maquoketa's determination of satisfactory compliance with the selection criteria will be at their sole and absolute discretion, and any decision will be final and conclusive.

A) Project Concept

- I. The manner in which the response conforms to the JCRHC Board of Trustees/City of Maquoketa's Objectives and attached Plans;*
- II. The extent to which the response responds to the Maquoketa Comprehensive Plan and the redevelopment objectives of such plan;*
- III. Conformance with all applicable building and zoning ordinances (as may be amended) and all other applicable ordinances of the City;*

B) Background and Experience of Developer

- I. The proposed Developer who will be responsible for the project;*
- II. The success of the Developer's past projects, especially those that are in areas similar to Maquoketa;*
- III. The overall architectural and design quality of prior projects of the Developer;*
- IV. The Developer's experience in working with public entities and utilizing public-private partnerships;*
- V. The Developer's history of the timeliness of completion of prior projects;*
- VI. The Developer's history of completing projects as originally proposed;*
- VII. Status of any litigation regarding the Developer's past projects;*

C) Financial Capability of Developer

- I. The Developer's ability to provide sufficient equity for the proposed project;*
- II. The Developer's ability to secure any necessary financing;*
- III. Evidence of the Developer's ability to fund the project until its completion, closing of permanent financing, and project stabilization.*

POST SUBMISSION CHANGES/TRANSFERS

After submission of a response, the Developer may make substantial changes in the project concept or the development team, or transfer or assign the response or any interest therein to another Developer, but only with the prior written consent of the JCRHC Board of Trustees. The JCRHC Board of Trustees reserves the right to withhold consent or to impose conditions on such consent at its sole and absolute discretion. As a condition to any consent, the original Developer of the project and the transferee may be required to demonstrate or certify to the JCRHC Board of Trustees that except for reimbursement of out-of-pocket expenses incurred in connection with the submission of the response, no compensation, remuneration, transfer fee, or similar payment has been made in connection with such transfer or assignment.

CONFIDENTIALITY

The JCRHC Board of Trustees/City of Maquoketa will treat responses to this RFP as public record subject to the Iowa Public Records Act. Accordingly, information submitted to the JCRHC Board of Trustees/City of Maquoketa is subject to disclosure to the public. Confidential and financial information submitted by the Developer that is exempt from disclosure to the public will be retained on a confidential basis by the JCRHC Board of Trustees/City of Maquoketa.

All information that a Developer wishes to remain exempt from disclosure should be submitted separately, bound and clearly marked: “Confidential Commercial and Financial Information – Exempt from Public Disclosure in Accordance with the Iowa Public Records Act.” The JCRHC Board of Trustees/City of Maquoketa will make reasonable efforts to consult with a Developer prior to disclosure of information so marked, if in the JCRHC Board of Trustees/City of Maquoketa’s view said information is not entitled to exemption from disclosure.

COMPETITIVE NEGOTIATIONS

The JCRHC Board of Trustees/City of Maquoketa may authorize, at its option, competitive negotiations and revised Proposals with any or all Respondents who qualify to negotiate because the JCRHC Board of Trustees/City of Maquoketa determines, in its absolute discretion, that their Proposals fall within a competitive range as a means of ranking Proposals for the Project. Competitive negotiations may include, but not be limited to: (a) informing the select Respondents of deficiencies or weaknesses in their Proposals; (b) notifying select Respondents of parts of their Proposals for which the JCRHC Board of Trustees/City of Maquoketa would like additional information; and (c) otherwise allowing select Respondents to develop revised Proposals that will permit the JCRHC Board of Trustees/City of Maquoketa to obtain the best Proposal based on the requirements and evaluation criteria set forth in this RFP. Preference will be given to a developer who has a master plan for the entire site, however, consideration will be given to multiple developers who wish to utilize a portion of the site.

NEGOTIATIONS

Upon conclusion of the evaluation process and all necessary and appropriate approvals by the JCRHC Board of Trustees/City of Maquoketa, in its sole discretion, shall require a Development Agreement for any Proposal selected for the purpose of determining the final terms and conditions of a Development Agreement. A bond, outlined in the Developer’s agreement, may be required so that the City has some surety that the development will be completed as originally proposed. This may result in negotiations regarding one or more Projects, and with more than one Respondent for each Project, or may not result in any negotiations. If the JCRHC Board of Trustees/City of Maquoketa elects to pursue more than one Proposal, the JCRHC Board of Trustees/City of Maquoketa may, in its sole discretion, proceed, in whole or in part, sequentially (in any order) or concurrently.

Negotiations could address any matters allowed and deemed advisable the JCRHC Board of Trustees/City of Maquoketa which, in its sole discretion, may suspend, discontinue, terminate, re-continue and/or begin new Development Agreement negotiations with any Respondent for a Project at any time prior to execution of a Development Agreement by all parties for that Project.

DEVELOPMENT AGREEMENT

After negotiation, the City of Maquoketa shall enter into a development agreement with the Developer selected for the project. The development agreement may include, without limitation, provisions respecting the following: description of the project and the JCRHC Board of Trustees/City of Maquoketa's rights regarding design approval and access; project construction and schedules of performance; the JCRHC Board of Trustees/City of Maquoketa's and the Developer's financing; continuing financial disclosure relating to the project; mitigation of traffic and potential interruptions to adjacent properties; signage; commitment to public areas; insurance; indemnification of the JCRHC Board of Trustees/City of Maquoketa; anti-discrimination and affirmative action; default and termination; restriction on use; restriction on assignment and transfer; and other customary and appropriate provisions.

The Developer chosen will have exclusive negotiation rights after notification of selection, for a period of up to 90 days, in order to execute a development agreement. During the negotiation period, either the JCRHC Board of Trustees/City of Maquoketa or Developer may, upon written notice, withdraw from negotiations if either party determines that a satisfactory agreement is not likely to be reached. The JCRHC Board of Trustees/City of Maquoketa may extend the 90-day period by two (2) additional 90-day periods if progress is being made toward a redevelopment agreement.

REJECTION OF PROPOSAL

Any and all responses may be rejected at any time at the sole and absolute discretion of the JCRHC Board of Trustees/City of Maquoketa, and the Jackson County Health Center Board of Trustees/City of Maquoketa's decision will be conclusive and final. Automatic rejection will occur if the JCRHC Board of Trustees/City of Maquoketa has not selected a Proposal within six months of the submission date. In addition, the response may be rejected for any of the following reasons:

- The response was submitted past the deadline of 2:00 PM (Central Time) on February 11, 2021;
- The response was incomplete or did not include adequate information to review the request;
- The Developer was otherwise non-responsive to additional requests for information;
- The JCRHC Board of Trustees/City of Maquoketa believes the Developer does not have the experience, background, commitment, or financing to perform the project;
- The JCRHC Board of Trustees/City of Maquoketa determines that the rejection of the Proposal is in the best interest of the JCRHC Board and the City of Maquoketa.

PART 3

ATTACHMENTS

ATTACHMENTS

1. [Project Area Map](#)
2. [2040 City of Maquoketa Comprehensive Plan \(Adopted December 2019\)](#)
3. [Revisioning of Jackson County Health Center Site \(2020\)](#)
4. [Conceptual Renderings](#)
5. [Vision 2020 Plan \(2014\)](#)
6. [Jackson County Tomorrow \(2018\)](#)
7. [Aerial Photos of Site/Surrounding Neighborhood](#)
8. [Retracement Survey](#)
9. [R-2 Zoning Regulations](#)
10. [Phase I Environmental Site Assessment Report](#)