



# REQUEST FOR INFORMATION

MILWAUKEE COUNTY, WISCONSIN

**DEPARTMENT:** DEPARTMENT OF ADMINISTRATIVE SERVICES, ECONOMIC DEVELOPMENT  
**SOLICITATION #:** 2023-RFI-001  
**RFI TITLE:** MARCIA P. COGGS HUMAN SERVICES CENTER BUILDING PROPERTY USE & DEVELOPMENT  
**DATE ISSUED:** FEBRUARY 3, 2023

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## 1 INTRODUCTION

### 1.1. Purpose of RFI

Milwaukee County, through its Economic Development Division (the “County”) is soliciting information, data, comments, and/or reactions from potential developers (the “Offerors”) interested in the purchase of and/or development/redevelopment of County-owned building and underlying property as described below:

Certain County-owned office building (the “Site”) consisting of the Marcia P. Coggs Human Services Center (“Coggs Building”) and underlying property at 1220 W. Vliet Street, Milwaukee, Wisconsin. The Site is shown and further described in Section 1.3 below, consisting of approximately 212,000 gross square feet, including approximately 40,000 rentable square feet of office space on each of the first, second, and third floors, with conference rooms, a cafeteria, mechanical and storage spaces in the basement and sub-basements, and additional storage and mechanical spaces on the fourth floor. The underlying property is an L-shaped parcel containing approximately 2.26 acres (98,596 square feet) of land. An adjacent rectangular parcel containing approximately 0.78 acres may also be available for use in development/parking solutions.

The RFI process is an information gathering tool and is not a competitive solicitation. If the County decides to issue a competitive solicitation (Request for Proposal or Bid) for commodities, services, lease rights, developments, etc. for the Site, that solicitation will be released separately. If the County determines for any reason that a competitive solicitation is not required, the County reserves the right to contact one or more Offerors that responded to the RFI to obtain firm quote(s) or negotiate a Contract.



Information gathered by the RFI may be used by the County for any of the following:

- To support County decision making about the Site
- To provide information sufficient for the County to determine whether a competitive solicitation process is required and to assist in generating a Supplier list
- To develop a competitive solicitation (Bid or Request for Proposal)

The County will review all responses received. Potential lessees are not required to respond to an RFI and declining to participate in the RFI process does not prohibit participation in any competitive solicitation that may result from the RFI. However, interested parties are strongly encouraged to respond to the RFI to ensure that the County is aware of their operations and services, and in the likelihood that County does engage directly with a successful respondent to this RFI, no future competitive solicitation will follow.

### **1.2. Definition of Terms**

Any special terms or words used in this solicitation are defined in this Section. Terms or words not defined in this Section should be read according to their dictionary definitions and/or common meanings. The County reserves the right to identify additional special words or terms separately in one or more attachments to this RFI.

Milwaukee County (“County”) means Milwaukee County, a municipal body corporate located in the State of Wisconsin, and all the Divisions and Departments thereof. For purposes of this solicitation, the County is represented by its Department of Administrative Services, Procurement Division, and its Department of Administrative Services, Economic Development Division.

Offeror(s) means any organization or individual interested in doing business with Milwaukee County desiring to provide information, data, comments, or reactions regarding the opportunity to purchase and develop the Site.

Site means the identified, County-owned land and office building shown in the Site Diagram and consists of approximately 212,000 gross square feet of building space located on 2.26 acres or 98,596 square feet of land (the L-shaped parcel consisting of the existing Marcia P. Coggs building and Parking Area A).

### **1.3. Site Background**

As part of DHHS’s Strategic Plan to improve individual and community health by addressing social determinants of health and achieving racial and health equity, the County is making significant investments into the King Park neighborhood. These include:

- The recently opened Mental Health Emergency Center at 1525 N. 12<sup>th</sup> Street that was developed on partnership with Ascension Wisconsin, Advocate Aurora Health, Froedtert Health and Children’s Wisconsin
- The \$42 million investment in the new Human Services building and movement of operations from the current Marcia P. Coggs Building
- A \$6.5 million investment to build up to 120 affordable homes that will be marketed to Black and minority first-time homebuyers.
- A \$3 million investment in the rehab of the Dr. Martin Luther King, Jr. Community Center at 1531 W. Vliet Street Department



These investments supplement additional strategies that support DHHS vision to be a catalyst for change. To download the DSSH Strategic Plan and for more information, visit:

<https://county.milwaukee.gov/EN/DHHS/About/Strategic-Plan>

#### Building Information:

The Coggs Building was originally constructed as a department store approximately 100 years ago, but for several years now has been utilized by Milwaukee County to house local human services organizations, including the Milwaukee County Department of Health and Human Services (DHHS), the State of Wisconsin Department of Health Services (WI DHS), and a small food pantry.

Milwaukee County plans to move its current operations out of this building at the completion of construction of their new building adjacent to the subject parcel, north of Cherry Street as shown in Section 3.1. The new building will be completed in late 2024/early 2025. At or before that time, the Coggs Building may be sold for reuse, redevelopment, or new construction. Offerors may submit suggestions for partnership, purchase, and redevelopment that contemplate new uses of the property, including demolition and/or construction of new structure(s), or may submit suggestions for ways to use the property as-is with little or no modification to the existing building.

Upon completion of the newly constructed building, Milwaukee County will require approximately 250 dedicated parking spots. With the current configuration, there are approximately 127 existing parking spots. The County may demolish the Coggs building to provide the additional parking spots needed if there are no suitable and feasible ideas for redevelopment that also meet the county's parking needs. The City of Milwaukee and the Redevelopment Authority may have land available in the vicinity of the site available to support parking needs of the development during redevelopment. Proposers with questions on surrounding City-owned land should contact the Redevelopment Authority of the City of Milwaukee (Dave Misky | [dmisky@milwaukee.gov](mailto:dmisky@milwaukee.gov) | 414-286-8682).

#### 1.4. Scope of Work

This RFI seeks responses from organizations interested in purchasing and using or developing the Site(s) shown on the Site Diagram, consisting of approximately 2.26 acres or 98,596 square feet of land (the Coggs building and Parking Area A) and potentially the additional northeast parking area consisting of approximately 0.78 acres square feet of land (Parking Area B).

There are approximately 70 parking spots on the northwest end of the L-shaped site, labeled "Parking Area A", as shown on the Site Diagram. The county also owns an additional parcel on the northeast corner of the block tax key 3611263100, identified as "Parking Area B" on the Site Diagram, consisting of approximately 57 parking spots. This parcel may be available for additional parking as part of this project. With the inclusion of these two parking areas in their current configuration, the county would still need an additional 123 parking spots. North 12th Lane, an underutilized City right-of-way that may need to be vacated, depending how a redevelopment agreement is structured, which bisects these two parking areas on the north end of the block, may be removed to create one larger area for dedicated parking. North 12<sup>th</sup> Lane does not currently serve as a public right of way.

Any RFI response must contain a solution for the county's total parking needs of 250 spots as well as address any additional parking needs created by redevelopment of the site.



The property is located in the City of Milwaukee, Milwaukee County. The land use provisions and building and site requirements should align with any City of Milwaukee planning provisions for the area. The parcel is currently zoned LB2 – Local Business which allows for a wide mix of office, residential, commercial, retail, and service uses that support the adaptive reuse of the building at a gateway site into Downtown Milwaukee. Default County plans may include demolition of the existing Coggs building to create the additional parking needed by Milwaukee County for their new office building. This RFI requests ideas that do not involve demolition of the Coggs building.

The right idea may potentially result in collaborative, fiscal, or other types of partnerships with Milwaukee County. Milwaukee County is willing to entertain partnership opportunities, but is making no guarantee of partnership.



SITE DIAGRAM



SITE PLAN (not to scale)





**2 GENERAL INFORMATION**

**2.1 RFI Administration & Contact Information**

The Milwaukee County Department of Administrative Services, Procurement Division is responsible for the oversight and management of solicitations released by Milwaukee County Departments. A procurement officer is assigned as RFI Administrator for each RFI issued. The RFI Administrator is the sole point of contact for this RFI. The procurement officer assigned as RFI Administrator for this solicitation is:

**Lael MacLellan**  
Manager – Contracts  
Department of Administrative Services, Procurement Division  
633 W. Wisconsin Avenue, Suite 901, Room 945  
Milwaukee, WI 53203  
**Phone:** 414-379-4968  
**Email:** [lael.maclellan@milwaukeecountywi.gov](mailto:lael.maclellan@milwaukeecountywi.gov)

**2.2 RFI Schedule**

The following schedule is based upon the best available knowledge as of the date this RFI is issued. The County may, at its discretion, delay or shift the schedule of this RFI as appropriate. Any changes made to the RFI schedule will be publicly posted through the Bonfire Portal prior to the closing date of this RFI.

Schedule		
Description	Date	Time
RFI Issued	February 3, 2023	8:00 AM CST
Tour of Site	February 13, 2023	1:00 PM CST
Deadline for Written Questions	February 15, 2023	4:00 PM CST
Amendment with Responses to Questions and Requests for Clarification Issued (Approximate)	February 20, 2023	8:00 AM CST
Deadline for Submitting Responses	March 6, 2023	4:00 PM CST

**2.3 County’s Right to Amend or Cancel**

Milwaukee County reserves the right to amend or cancel this RFI at any time and for any reason, if amendment or cancellation is in the best interest of the County. If it is necessary to clarify, revise, or cancel this RFI, amendments will be posted to the RFI’s Project Board on the Bonfire Portal. It is the responsibility of Offerors to check the Bonfire Portal regularly for any amendments prior to the RFI’s closing date and time.

**2.4 Americans with Disabilities Act and Reasonable Accommodations**

If an Offeror or any employee or representative of an Offeror needs accommodations, the Offeror should contact the RFI Administrator as soon as possible to discuss reasonable accommodations. DAS-Procurement will provide reasonable accommodations, including provision of informational material in an alternative format, for individuals with disabilities.



### **2.5 COVID-19 Accommodations**

Milwaukee County acknowledges that limitations on travel and in-person meetings may exist as a result of the COVID-19 pandemic. The County reserves the right to hold in-person meetings or events related to this RFI via electronic medium for the purposes of maintaining appropriate social distancing measures in accordance with the CDC and State of WI guidelines and orders.

### **2.6 Commitment to Ensuring Racial Equity in Milwaukee County**

In 2019, the Milwaukee County Executive signed a resolution declaring racism a public health crisis in Milwaukee County, and established a vision for the County to become the healthiest County in Wisconsin through the achievement of racial equity.

In support of this vision, the County requests that vendor partners agree to collaborate with the County in achieving racial equity for our constituents and commit to improving racial equity within Milwaukee County. Offerors are encouraged to demonstrate the ways in which they can contribute to this vision in their responses.

### **2.7 Community Benefits Contract Requirements**

Milwaukee County requires the inclusion of contractual obligations related to Community Benefits, including TBE contracting goals, local residential hiring goals, and apprenticeship hiring goals, in any project development. If this RFI results in the award of a contract with the County, Offerors will need to comply with Chapter 42 of the Milwaukee County Ordinances that requires they work with Milwaukee County Community Business Development Partners (CBDP) Office to identify and work toward achievement of adequate community benefits goals on any resulting projects. Development projects such as this typically involve TBE subcontracting goals of 25% for construction costs and 17% for professional services costs, as well as a residential hiring requirement of 50%. Offerors are encouraged to include their past community benefits experience in their responses.

### **2.8 Disclosure of Information and Compliance with Wisconsin Open Records Laws**

Solicitation opportunities will be publicly advertised as required by law and County ordinance.

Milwaukee County and the Economic Development Division are required by law to respond to all Freedom of Information Act (“FOIA”) and Wisconsin Public Records Law (“Open Records”) requests. In submitting information, data, comments, or reactions to this RFI, Offerors acknowledge that such information constitutes a “record” for purposes of Wis. Stat. §19.21, *et. seq.*, and that such information is subject to Open Records requests.

**Offerors are advised that in complying FOIA and Open Records requests, the County presumes the right “of complete public access, consistent with the conduct of government business.” Denial of access is considered contrary to the public interest and will only be denied in exceptional instances.**

Records are closed or confidential only if specifically stated in law.

Offerors may make written requests to hold confidential any trade secrets or other proprietary data contained in a response to this RFI. Offerors must clearly identify the material considered confidential and must explain why the data is confidential. If Milwaukee County receives a request for public information, the Procurement Division, in consultation with the Office of Corporation Counsel, shall



determine whether the information is an exception to Wisconsin Public Records Law and the information shall be processed accordingly.

### 3 INSTRUCTIONS TO OFFERORS

By submitting a response to this RFI, the Offeror acknowledges that it has read and agrees to comply with the information and instructions provided in this RFI document.

#### 3.1 Preparing a Response

Offerors should prepare a response that is accurate, concise, and uses plain language in a manner that is easily understandable by non-technical personnel. Responses must follow the format provided in Section 3.2: Format. Please clearly label attachments to enable readers to easily organize and navigate the response documents. When preparing a response, Offerors are encouraged to supply creative concepts and solutions for financing and potential construction activities required to use the Site for maximum benefit to the County and to the area.

Responses should be subject-matter specific and should not include unnecessary advertisements, sales materials, general media or other information that does not add substance to the Offeror's response.

#### 3.2 Questions

Milwaukee County uses Bonfire to advertise and accept solicitation responses digitally. Offerors must submit questions or requests for clarification regarding this RFI using the Bonfire Portal. The Q&A period for this opportunity is **February 3, 2023 8:00 AM CST to February 15, 2023 4:00 PM CST**. Offerors will not be able to send messages after this time.

Questions should cite the RFI title, number, page, section, and paragraph. Please be as clear and as specific as possible when asking a question or requesting clarification. **Responses to all questions and inquiries received by the County will be posted on the RFQ's Project Board on the Bonfire website.**

#### 3.3 Submission Instructions

Milwaukee County uses Bonfire to advertise and accept solicitation responses digitally. Offerors must submit questions and responses to this RFI using the Bonfire Portal. The Portal may be accessed at:

<https://countymilwaukee.bonfirehub.com/projects/view/31998>

The Q&A period for this opportunity is listed in **Section 3.2: Questions**.

Submissions must be uploaded, submitted, and finalized prior to the Closing Time of **March 6, 2023 4:00 PM CST**. Offerors should allow sufficient time and **at least ONE (1) day** before Closing Time to begin the uploading process and to finalize submissions.

#### 3.4 Costs for Preparing Responses

Each response should be prepared simply and economically, avoiding the use of elaborate promotional materials beyond what is sufficient to supply a complete presentation. The cost for developing the response to and participating in this RFI process is the sole responsibility of the Offeror. **The County will not provide reimbursement for Offeror costs.**



## 4 REQUESTED INFORMATION

Please submit information following the tabbed format below. When submitting electronic documents, please ensure that your document is searchable and includes a clear Table of Contents that matches the format provided in this Section.

### 4.1 Introduction

This section should include a contact person's name, email, and phone number, as well as the Offeror's business name, address, and phone number. Provide a Letter of Interest not to exceed three (3) pages.

### 4.2 Offeror Qualifications and Experience

Provide documentation that supports the Offeror's financial ability to invest sufficient capital and provide operational stability to ensure sustained operation of the proposed use(s). Indicate any risk to the Offeror's business as a going concern and describe how you would mitigate those risks.

State the number of years of operation of the Offeror's business, and state how many years the Offeror has conducted activities comparable to those requested in this RFI.

If your response includes contemplated development, provide a statement regarding your qualifications and experience in development of comparable other similar improvements.

Discuss your relevant development experience within the past five years. Also, identify locations where your operations are currently in use.

### 4.3 Technical Responses: Proposed Uses & Concepts

Provide a summary of the uses you propose and identify which site(s) each concept response references.

If your response includes development concepts, please provide the following:

- i. Physical description of concept and approach;
- ii. Estimated square footage of building, parking area, and amount of land;
- iii. Estimated structure height;
- iv. General desired geographic location for development concept;
- v. Timeline or phasing;
- vi. Ownership structure;
- vii. Estimated proposed development/redevelopment costs/level of investment;
- viii. Proposed use(s) of the property and whether the use is commercial or noncommercial;
- ix. Suggested purchase price to County for acquisition of the property.

### 4.4 Additional Information

Any additional information not specifically requested, but which the Offeror deems important and relevant may also be submitted.



## 5 ADDITIONAL INFORMATION

County may, at its discretion, ask one or more parties to provide additional information and/or meet with the Economic Development Division to further discuss their submitted information.