



COUNTY OF PARK, WYOMING
BOARD OF COMMISSIONERS

REQUEST FOR PROPOSALS

UPDATED LAND USE PLAN for PARK COUNTY, WYOMING

**Responses Due:
No later than 3:00pm MDT, October 22, 2021**

**Deliver To:
Park County Clerk
ATTN: Response to LUP RFP
Park County Courthouse
1002 Sheridan Avenue
Cody, WY 82414**

I. ADMINISTRATIVE INFORMATION AND CONDITIONS FOR SUBMITTAL

A. Issuing Office

Park County, Board of County Commissioners, Park County Courthouse, 1002 Sheridan Avenue, Cody, WY 82414

B. Purpose

Proposals are being solicited from qualified land planning consultants/firms (consultants) to conduct research and develop an updated Land Use Plan (LUP) for Park County, Wyoming. The successful applicant will work closely with the Board of County Commissioners (Board), selected Park County staff (staff), Planning and Zoning Commission, and the public through the plan development process.

C. Proposal Conditions

1. Primary Contact

Any questions relating to this RFP and specifically the work required as part of this request may be directed to Joy Hill, Director, Planning and Zoning Department, by mail to 1002 Sheridan Ave., Suite 109, Cody, WY 82414; email to jhill@parkcounty.us; or phone at 307-527-8540.

2. Pre-Proposal Question and Answer Session

The County will host a pre-proposal question and answer session on September 28th, 2021 at 6:00pm in the Commissioners' meeting room in Suite #105 of the original Park County Courthouse. The purpose of the session will be to share a brief overview of the project, receive comments and questions, and provide answers and clarification to potential consultants. A copy of all substantive questions and answers from both this meeting and throughout the course of the proposal response period will be posted on the County website and available in the Planning and Zoning Department.

3. Proposal Submittal Deadline and Procedure

The packaged proposal (including all hard and electronic copies) shall be submitted to the Board by 3:00pm Mountain Daylight Time (MDT) on October 22, 2021, in a sealed envelope clearly marked as follows:

Park County Clerk
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Proposals received after the deadline for any reason shall remain unopened and will not be considered.

4. Exclusion

Only hand-delivered or mailed proposals will be accepted. Proposals must be sealed. No oral, fax, email or telephone proposals shall be considered.

5. Proposal Construction

Each proposal shall contain no more than twenty (20) 8.5"x 11" pages, with printing on one side of a single page equaling one page and printing on two sides of a single page equaling two pages, including cover letters, resumés or any pre-printed or other promotional material included with the proposal, whether bound or unbound. Front and back decorative cover, table of contents, section dividers and any pages left blank shall not be included in the page count.

6. Proposal Contents

Each proposal shall include, at a minimum, the following:

- a. Cover letter: Limited to one (1) page, create a cover letter that succinctly explains the consultant's interest and qualifications for the project and contains the name, address, phone number and email address of the principal contact person.
- b. Qualifications of the Consultant
 - Describe the consultant's qualifications and relevant or related experience. One overall team should be proposed even when separate contractors are proposed. Include the location of the consultant's home office and the locations where services would likely be performed.
 - Include a list of related projects that the consultant has started and completed in the last eight (8) years. Identify the year of each project, the owner's contact person and telephone number. Projects which are referred to as having been accomplished by your firm shall be projects which were completed by personnel on your staff, one or more of whom will be part of the proposed project team.
 - A description of your familiarity with the culture, history, geography, demographics, land use, socioeconomics, and needs of Park County.
 - A description of your experience with developing comprehensive plans, land use plans, master plans or similar documents.
- c. Names and Qualifications of Project Team Members
 - A current resume for professional persons who would be working on the LUP which includes a description of qualifications, skills and responsibilities. At a minimum, resumes for the project manager, primary technical writer(s) and primary researcher must be included.
 - List any outside consultants who may perform services for this project. Describe what services each outside consultant would provide.
- d. Strategy and Implementation Plan
 - Describe your interpretation of the objectives of this RFP.
 - Describe your proposed strategy and/or implementation plan for achieving the objectives of this RFP. The proposer may utilize a written narrative or any other printed technique to demonstrate the ability to satisfy the scope of services. The narrative should describe a logical progression of tasks and

efforts starting with the initial steps or tasks to be accomplished and continuing until all proposed tasks are fully described and the RFP objectives and deliverables are accomplished.

- Include a time schedule for completion of the plan.
- e. References: A list of at least (3) references for projects of similar size and scope, including at least two (2) references for projects completed during the past eight (8) years. Include the name of the organization, a brief summary of the work conducted, the cost of the project and the name and telephone number and/or email address of a responsible contact person.

7. Copies of Proposal

Interested consultants must submit eight (8) complete hardcopies of their proposal in written format and one (1) copy in electronic format (on CD or DVD only).

8. Altering Proposals

Proposals cannot be altered or amended after the submission deadline.

9. Confidential Information

All materials submitted in response to this RFP shall ultimately become public record. Any material to be treated as confidential or proprietary in nature must be clearly identified with the words "Confidential Disclosure," placed in a separate envelope marked "Confidential," and shall include a justification for the request. Note that confidential materials shall be included in the page count. Neither cost nor pricing information nor the total proposal shall be considered confidential or proprietary.

10. Material Ownership

All submitted proposals and related materials become the property of Park County Board of Commissioners upon receipt and shall not be returned to the proposer. Park County shall have the right to use all ideas or adaptations of the ideas contained in any proposal received in response to this RFP, subject to the limitations outlined in the section titled "Confidential Material."

11. Right to Cancel or Modify RFP and Reject Proposals

The Board reserves the right to cancel the RFP at any time when it is in the best interest of the County.

The Board further reserves the right, without prior notice, to supplement, amend or otherwise modify this RFP or otherwise request additional information from any or all consultants. By submitting a proposal, the consultant thereby agrees the County's decision concerning any submittal in any respect is final, binding and conclusive for all purposes, and acknowledges that the County in its sole and unqualified discretion may waive or deviate from the procedures and/or timeline outlined.

The Board also reserves the right to accept or reject any and all submittals or to waive minor defects or irregularities in the submittal.

12. Authorization to Begin Work

Notice to proceed will be given to the consultant chosen by the Board to complete the LUP as soon as the contract is approved by the County Attorney and Board and signed by the Board and consultant.

II. SCOPE OF SERVICES

A. Background

The Board is charged with governing Park County in the best interests of all citizens by protecting their health, safety, and general welfare, as well as the County's economic base and the natural environment. In 1978, the Board adopted a planning document entitled "Park County Land Use Planning" to satisfy state law enacted in 1975 requiring all counties to adopt land use plans. In the 20 years that followed, the population grew, and the political, economic, legal, and planning environments changed significantly in the County, leading to the need for an updated plan. On September 15, 1998, the Board adopted the Park County Land Use Plan (1998 LUP), which is still in use today.

The 1998 LUP was produced by the following means, among others:

- 1) The work of a community planning task force and an ad hoc committee for each of twelve (12) planning areas in Park County. The current planning areas include: Clark, Upper Clark's Fork, Cody Local, Cody-Powell Rural, Powell (Local), North Fork, Sage Creek, Lower Southfork, Middle Southfork, Upper Southfork, Sunlight and Meeteetse Local. Their work included the development of a county-wide comprehensive policy statement, as well as individual vision and policy statements for each planning area; the work was completed in 1996.
- 2) A Land Suitability Analysis mapping technique was used to evaluate large areas of Park County in terms of suitability for various land uses and development potential.
- 3) A survey that polled all landowners in unincorporated parts of Park County on a variety of land use matter (55.5% response rate).

The purposes of the 1998 LUP were as follows:

- 1) Amend and update the 1978 County Plan;
- 2) Guide County decision making on land use and development issues;
- 3) Improve the County's existing development regulations;
- 4) Provide a countywide plan;
- 5) Fulfill the expectations of Park County citizens for completion of the Land Use Plan based on the Comprehensive Policy statements prepared to date;
- 6) Meet federal requirements to qualify the County as a "cooperating agency";
- 7) Establish policies for greater county involvement in public land use decision making;
- 8) Plan for rural growth which promotes the lifestyle and quality of life unique to Park County;
- 9) Plan for future annexation areas outside the present cities' limits; and
- 10) Encourage the conservation of open space and agricultural land.

The countywide vision of the 1998 LUP was “Maximize our Resources and Conserve our Heritage.” The intent of the 1998 LUP was to project future land use over the 15 years that followed the plan’s development with review and updates to the plan anticipated every five years. Unfortunately, due to budgetary and other resource constraints, the 1998 LUP has not been officially reviewed or updated since its inception.

Park County’s current Land Use plan can be viewed at: https://parkcounty-wy.gov/wp-content/uploads/Documents/Planning%20and%20Zoning/Documents/Regs_Policies/1998LandUsePlan.pdf.

B. Plan Area

Park County is located in northwest Wyoming, south of the Montana State border. Prior to Wyoming becoming a territory in 1868, the principal area of Wyoming, including the area later to become Park County, was comprised of Laramie County and the Dakota Territory. During Wyoming's territorial days, Park County was briefly Carter County which was later changed to Sweetwater County. In 1884, Park County was governed under Fremont County until 1896 when it became a part of Big Horn County. It was during this period in 1890 that Wyoming became a state. Park County was established in 1909 but was not organized until 1911.

As the 4th largest county in Wyoming, Park County spans 6,943 square miles with approximately 1,743 square miles comprising over half of Yellowstone National Park. Incorporated areas in the County include the cities of Cody and Powell, the town of Meeteetse and a portion of the town of Frannie. Clark, Garland, Ralston and Wapiti are small, unincorporated towns. Three rivers flow through Park County: the Greybull and Shoshone Rivers which are tributaries to the Big Horn River, and the Clark's Fork River which flows into the Yellowstone River. Three hard-surfaced highways serve Park County: U.S. Highway 14-16-20 east and west, U.S. Highway 14 Alternate and Wyoming 120 north and south.

Approximately 83% of the land in Park County is publicly managed with nearly 79% managed by federal government entities (US Forest Service, National Park Service, Bureau of Land Management and Bureau of Reclamation) and the remainder managed by state and local government entities. Over half of Yellowstone National Park occupies 25% of the western portion of the County. Forest Service lands occupy a more than 2,650-square mile buffer between Yellowstone and the majority of other public and private lands in Park County. A majority of the private lands in Park County contain agricultural operations. The major industries of Park County are tourism, service industries, retail trade and construction. Local government is the largest employer in the County.

With a total estimated 2020 population of 29,624 (5% of the total population in the State of Wyoming), Park County ranks #8 in the state and has experienced 5% growth between 2010 and 2020¹. The unincorporated portion of the County represents approximately 43%

¹ *Historical Decennial Census Population for Wyoming Counties, Cities, And Towns*
http://eadiv.state.wy.us/demog_data/cntycity_hist.htm

of the entire population of the County. At the municipal level, the population breaks down as follows:

- Cody – 10,028
- Powell – 6,419
- Meeteetse - 309
- Frannie – 145 (only a portion of Frannie is in Park County)

C. Project Goals and Objectives

The Board is seeking proposals from qualified professional consultants to update and replace the 1998 LUP for the unincorporated area of Park County, Wyoming. The primary purpose of the Land Use Plan is to guide the coordinated, efficient, and orderly development of Park County that will, based upon the analysis of past trends and future needs, best promote public health, safety, and general welfare. More specifically, the updated plan shall:

- Build upon and supplement the foresight presented in the 1998 LUP and present methods to maintain or update the vision for Park County and the planning areas within;
- Take into account adopted plans of contiguous local governments to the extent that they affect extra-jurisdictional interests and pursuant to state law;
- Encourage a more efficient growth pattern to be guided into urban or rural growth centers;
- Provide for the adequate and timely provision of county facilities and services in order to support existing and planned development;
- Direct growth to where county facilities and service capacity are available or committed to be available in the future and provide an adequate supply of buildable land for at least 20 years;
- Promote opportunities for business expansion and creation and the economic health of the County;
- Encourage the development of distinct urban/agricultural perimeters;
- Protect areas of environmental concern;
- Conserve and manage natural resources; and
- Protect life and property from the effects of hazards.

Changes have occurred in land use patterns around Park County since the 1998 LUP's adoption. It is time to once again evaluate and, where necessary, re-establish the county's values and aspirations concerning the future of land use. What is appropriate development in the County as a whole, as well as within the individual planning areas? Are the bounds of the current planning areas and zoning districts reasonable, or should they be adjusted? What defines good growth? How is good growth encouraged? What are the "best planning practices" the county should consider adopting/revising to implement the plan?

The consultant will update the plan by reexamining: the County's vision for itself; its goals, policies and guidelines consistent with an updated vision; appropriate land uses on a county-wide basis; and the ways and means through which the plan can be implemented. Integral to this effort will be clear documentation on how the existing plan has been implemented.

Regular interaction throughout the project with the Planning & Zoning Commission, staff, and County Commissioners is essential. The County expects the consultant to identify when meeting with these entities by virtual means may be appropriate versus in-person meetings.

The consultant is responsible for designing and carrying out an effective public participation component. The consultant should conduct a series of outreach meetings, or workshops in outlying rural communities of the county. Meetings with the public are expected to be in-person with the appropriate facilitators on-site to support those efforts. A portion of the plan shall document the public participation process employed. Local ownership of the plan must be evident throughout the development of the plan.

D. Project Tasks, Project Management and Deliverables

It is expected that the consultant will meet the project goals and objectives, as well as the following tasks, project management objectives and deliverables. The proposal must clearly articulate how the project's goals, tasks and deliverables will be met within the time and budget allotted. All materials collected or created by the selected consultant become the property of Park County.

1. Tasks

To complete the project, it is expected that the consultant will:

- a. **Review the 1998 LUP and individual planning area comprehensive policy statements from 1996, as well as similar, current documents for the surrounding counties.** Consider whether the comprehensive policy statements for the individual planning areas, which generally range from 9 to 12 pages, should be updated. The consultant shall provide cost estimates for a project that includes the development of updated policies for each planning area, as well as cost estimates for a project that excludes the development of those policies. The County no longer wishes to have a separate Land Use Plan for Meeteetse; rather, Meeteetse shall now be included/incorporated as a planning area under one overarching Land Use Plan for Park County.
- b. **Review pertinent planning documents for the incorporated areas in Park County** (i.e. city/town master plans, development plans, growth plans, etc.).
- c. **Gather information.** Undertake supporting studies that are relevant to elements included in the plan. Emphasis shall be placed on quantifying how the community has changed during the intervening period since 1998. Use of studies conducted by others concerning the future of Park County is highly encouraged. Specific information to be developed by the consultant should include:

- Population trends and forecasts for the next 20 years, in five-year increments
- Land use inventories, in tabular and narrative form, of the amount, type, intensity and density for these land uses:
 1. Agriculture (organized by irrigated, dry land crops and range land)
 2. Residential (organized by general category and density)
 3. Commercial (organized by general category of intensity)
 4. Industrial (organized by general category of intensity)
 5. Transportation (public and private)
 6. Education
 7. Parks and Recreation
 8. Forest
 9. Public Utilities
 10. Waterbodies
 11. Mineral Production
- Economic forecasts
- Verification of identified significant natural or manmade features and hazards (i.e., floodplains, wetlands, fault lines, abandoned underground mines, etc.)
- Survey landowners on land use matters
- Land areas, in map form, that are served by public water and sewer
- Lands with developable mineral reserves
- An analysis and evaluation of the following:
 1. Patterns of existing land uses
 2. Trends in the supply, demand and price of land
 3. Factors that have historically shaped the development of land
 4. Trends and events that may affect future development
 5. Type, location and quality of agricultural land
 6. Ability of existing transportation, water and sewer systems to accommodate 20 years of growth
 7. Any need for redevelopment
- Future land use projections for the next 20 years in five-year increments for:
 1. Residential land uses
 2. Agricultural land uses
 3. Commercial and industrial land uses

Several County departments have access to a wide variety of documents and geospatial data pertinent to the development of the Land Use Plan. These resources are available to the consultant free of charge.

- d. **Evaluate the Land Suitability Analysis** that was conducted during the creation of the 1998 LUP and either 1) conduct the same type of analysis and map development or 2) conduct similar analysis that evaluates large areas of the

County in terms of suitability for various land uses and development potential and produce maps that clearly communicate the suitability and potential accordingly.

e. **Identify issues, opportunities and goals**

- f. **Invite others to collaborate.** In developing the updated LUP, Park County would like to gather input from relevant local entities throughout the process. Involvement of the general public is critical at every stage of LUP development.

Input on growth issues should also be obtained by the consultant directly from the following:

- Board of County Commissioners
- Planning and Zoning Department
- Planning and Zoning Commission
- County Public Works Department
- County Attorney
- County Sheriff
- County Public Health
- Chambers of Commerce within Park County
- Economic Development Organizations
- State Agencies (WYDOT, WDEQ, WG&F, WSEO, State Lands, etc.)
- Federal Agencies (USFS, BLM, BOR, etc.)
- Municipalities of Cody, Powell, Meeteetse and Frannie
- Unincorporated municipalities in Park County
- Local conservation districts
- Contractors Association
- Energy producers (e.g., gas, oil, etc.)
- Land Trusts
- Park County School Districts
- Water, Sewer and Irrigation Districts
- Fire Protection/Emergency Service entities
- Ag Producers
- Tourism Industry
- Real Estate Professionals

It is expected that the consultant will conduct several public sessions to reach the general populace and the above identified entities. The following means for engagement shall include, but not be limited to:

- Project webpage: Design and formatting services for an easily updatable project webpage that can be hosted on the County's website or elsewhere are essential as an additional means of outreach to the public. The County can provide this service or the consultant may offer to host/manage a webpage to support the project.
- Public meetings: Constituents from each planning area of the County shall be invited to give input on their vision for both the County as a whole and

their individual planning areas. The consultant shall propose a plan for conducting the meetings in such a way that ample opportunity is provided for each planning area to participate. The proposal may be for individual planning area meetings or it may be to group areas and meetings accordingly. The County is relying on the consultant to advise as to the best methods for gathering and reporting on public input. County personnel shall be responsible for preparing any meeting notices or advertising materials to notify the public. The consultant shall provide the County with the schedule and meeting details to be advertised accordingly. County personnel will also play the role of identifying and securing adequate meetings spaces to accommodate the proposed meetings. The County shall ensure that adequate presentation technology (i.e., projector, speakers/microphones, etc.) and supplies (i.e., flip charts, sign-in sheets, writing utensils, printed survey materials/agendas, name tags, are available to support the presenters' needs.

- Surveys: The consultant shall identify the type(s) of survey(s) that will be most useful and economically feasible for gathering input.
 - Other Means for Comment and Feedback Gathering
- g. **Create a data library**, which includes all data, maps and information used to support the development of the LUP and make it available to Park County in its original format (including metadata and source information), as well as a digital format that is easy to read and understand.
- h. **Develop draft and final versions of the updated LUP.**
- The County anticipates a fair amount of back-and-forth discussion and draft document reviews throughout the process. The consultant shall propose a schedule for and enumeration of draft document reviews to occur throughout the duration of the project. The consultant shall identify when virtual means may be used to achieve these discussions.
 - The County will require at least one release of the draft LUP for public review prior to finalizing and adopting the Plan; however, it is possible that public input may dictate the need for an additional draft review prior to adoption. The Consultant shall anticipate additional costs that would be necessary to allow for multiple reviews.

2. Project Management

To manage the project, it is expected that the consultant will:

- a. **Develop a project management plan** that includes a refined scope, schedule, budget, quality control and invoicing protocol.
- b. **Develop a plan for coordinating periodic reviews** with the Board, staff, Planning and Zoning Commissioner, public and other agencies as needed.

3. Deliverables

Project deliverables include the following:

- a. Project Kick-Off Meeting with the Board, Planning and Zoning Commission, and staff;
- b. Periodic meetings, in person or via virtual means, with the Board, Planning and Zoning Commission, and staff to report on LUP development progress, gather input and clarify direction;
- c. Public sessions to engage the general populace and relevant agencies/entities;
- d. Six (6) hardcopies and one (1) electronic copy of a preliminary draft LUP for Board and staff review and comment;
- e. Three (3) hardcopies and one (1) electronic copy of a draft LUP for public and agency review and comment, following receipt of comments and requested changes from the Board (as stated earlier, it is possible that two public review periods may be necessary);
- f. A public hearing, hosted by the Board and to which the public and relevant agencies have been invited, to provide an opportunity for public and agency comment on the draft LUP.
- g. Ten (10) hardcopies of the completed/finalized LUP including revisions directed by the Board, if any, after hearing from the public and agencies. The final copy shall include maps, appendices and other data or research acquired/achieved during the development of the plan.
- h. A reproducible electronic copy of the final LUP, in addition to maps, appendices and other data or research acquired/achieved during the development of the plan.

E. Project Timeline and Deadlines

The consultant shall propose a project schedule, including major milestones for development of the plan (i.e., project kick-off, data collection/inventory, public sessions, preliminary draft of the LUP, draft LUP for public review, public hearing, delivery of final LUP, etc.). It is anticipated that the entire project be will be completed within an 18- to 24-month time frame.

F. Project Budget

The Board has not established a budget for this project and will be depending upon the proposals of qualified consultants to set the budget.

G. Project Cost Estimate

The consultant must provide a project cost estimate, broken down by milestone. All costs incurred by the consultant in connection with responding to this RFP, including interviews, will be borne by the submitting consultant. Park County assumes no liability for any costs incurred by the consultant throughout the consultant selection process.

III. CONSULTANT SELECTION

A. Selection Committee

A Selection Committee consisting of five (5) individuals: the Planning and Zoning Department Director, at least one commissioner, a disinterested department head/elected official, a disinterested county employee and one “at large” unbiased member that is not a County employee. The Selection Committee members will independently review and score all proposals based upon selection criteria. The Selection Committee will then meet to discuss the proposals and comments from each member. The final score for each proposal will be determined by taking the average of all Selection Committee member scores. If necessary, the Selection Committee will prepare a consultant short list of the top-ranked proposers. The Selection Committee may conduct either phone or oral on-site interviews to complete the consultant selection process; however, the Selection Committee reserves the right to make a selection based solely upon the proposal(s) received.

The members of the Selection Committee shall not be disclosed to submitting consultants. No submitting consultants shall contact any County representative other than Joy Hill, Director of the Planning and Zoning Department, for purposes related to this proposal, on or after the date of publication of the notice.

B. Selection Criteria

Proposals will be evaluated and ranked based upon the following factors, with a maximum of 100 points is available for each proposal.

1. Thoroughness and Neatness of the Proposal

A maximum of 5 points is available for this section.

2. Qualifications of the Consultant and Adequate Resources

A maximum of 30 points is available for this section.

3. Related Plan Development Experience and Past Performance

A maximum of 35 points is available for this section.

4. Familiarity with Park County and Surrounding Areas

A maximum of 20 points is available for this section.

5. Project Strategy, Price Proposal and Proposed Public Engagement

A maximum of 10 points is available for this section.

C. Schedule for Review and Selection

Proposals will be reviewed and ranked by the Selection Committee by no later than November 15, 2021. If necessary, interviews will be scheduled and shall occur by no later than December 1, 2021.

D. Contract Award

Park County may negotiate a contract with one or more firms as selected. If the County is unable to negotiate a satisfactory contract with any selected firm, negotiations shall be

terminated and the County may undertake negotiations with other qualified firms or individuals. In no case shall the County be exclusively bound to any single firm or individual during the term of any contract as provided herein.

E. Insurance Requirements

Contractors and other service providers contracted by Park County shall be required to maintain insurance of the following types and amounts:

- Commercial General Liability Insurance (to include products liability, completed operations, contractual, broad form property damage and personal injury):
 - Each Occurrence: \$1,000,000
 - General Aggregate: \$2,000,000

- Comprehensive Automobile Liability Insurance (to include all motor vehicles owned, hired, leased, or borrowed):
 - Bodily Injury/Property Damage: \$1,000,000
 - Personal Injury Protection: Per Wyoming State Statutes

- Workers' Compensation Insurance: Per Wyoming State Statutes

- Professional Liability Insurance (to include coverage for damages or claims for damages arising out of the rendering, or failure to render, any professional services):
 - Each Occurrence: \$1,000,000
 - This insurance requirement only applies to contractors who are performing services under an agreement as professionals licensed under the laws of the State of Wyoming, such as physicians, lawyers, engineers, nurses, mental health providers, and any other licensed professionals.