

**CARBON COUNTY WYOMING
BOARD OF COUNTY COMMISSIONERS**

REQUEST FOR PROPOSALS
(Date: January 3, 2023)

**UPDATED LAND USE PLAN
for
CARBON COUNTY, WYOMING**

Responses Due:

3:00 P.M. Mountain Daylight Time (MDT) on February 10, 2023

Send To:

**Carbon County
Board of County Commissioners
ATTN: Gwynn Bartlett, County Clerk
Response to LUP RFP Carbon County
Carbon Building, Courthouse Annex
215 West Buffalo Street
P.O. Box 6
Rawlins, WY 82301**

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I. ADMINISTRATIVE INFORMATION AND CONDITIONS FOR SUBMITTAL

A. Issuing Office.

Carbon County, Board of County Commissioners, P.O. Box 6, Rawlins, WY 82301.
Physical address: Carbon Building, Courthouse Annex, 215 West Buffalo Street, Rawlins, WY.

B. Purpose.

Proposals are being solicited from qualified land planning or public lands consultants to conduct research and develop an updated Land Use Plan (LUP) for Carbon County, Wyoming. The successful applicant will work closely with the Board of County Commissioners (Board), selected Carbon County staff (staff), Planning and Zoning Commission (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: Sarah Brugger, Director of the Planning and Zoning Department, by mail to: Carbon Building, 215 West Buffalo Street, Suite 317, Rawlins, WY 82301; email to: sarahbrugger@carbonwy.com or phone at 307-328-2752.

2. Proposal Submittal Deadline and Procedure.

The packaged proposal (including all hard and electronic copies) shall be submitted to the Board by **3:00 P.M. Mountain Daylight Time (MDT) on February 10, 2023**, in a sealed envelope clearly marked as follows:

Carbon County Board of County Commissioners
ATTN: Gwynn Bartlett, County Clerk
Response to LUP RFP
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P.O. Box 6
Rawlins, WY 82301

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

3. Exclusion.

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

4. Proposal Construction.

Each proposal shall contain no more than twenty-four (24) 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, tables of contents, resumes or any pre-printed or other promotional material included with the proposal, whether bound or unbound. Front and back decorative cover, section dividers/tabs and any pages left blank shall not be included in the page count.

5. 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 six (6) 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 managed by personnel who are currently on your staff.
 - A description of your familiarity with the geography, natural resources, economy and needs of Wyoming and Carbon County.
 - A description of your experience with cooperation and/or coordination activities between local, state and federal governmental entities.
- c. Name and Qualifications of Project Team:
 - 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), mapping 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 with regard to 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 implementation plan.
- e. References:
 - A list of at least three (3) references for projects of similar size and scope, including at least two (2) references for projects completed during the past six (6) years. Include the name of the organization, a brief summary of the work, the cost of the project and the name and telephone number and/or email address of a responsible contact person.

6. 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 USB only).

7. Altering Proposals.

Proposals cannot be altered or amended after the submission deadline.

8. 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.

9. Material Ownership.

All proposals and related materials become the property of Carbon County Board of County Commissioners upon receipt and shall not be returned to the proposer. Carbon 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 Information."

10. Right to Cancel.

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/firms. By submitting a proposal, the consultant/firm 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.

11. 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 Carbon County Attorney and the Board and signed by the Board and Consultant.

II. SCOPE OF SERVICES

A. Background.

The Board is charged with governing Carbon 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.

On November 9, 2010, the Board adopted the Carbon County Comprehensive Land Use Plan (CCCLUP), which was amended on April 3, 2012. This Carbon County Comprehensive Land Use Plan is intended as a guide for future development on lands within County jurisdiction.

While the focus of the Plan centered on the unincorporated areas, its goals, strategies, actions, and direction also have a strong connection with the incorporated towns. The Plan defines the preferred pattern of future land use for Carbon County, and upon the implementation of its strategies and actions the County is poised to support growth that is done with an appreciation and understanding of local values.

These values have been shaped into seven land use goals which County citizens have stated they want to attain:

1. Achieve a sustainable balance between energy development, agriculture, and the environment.
2. Protect water supplies of established users.
3. Sustain scenic areas, wildlife habitat, and other important open spaces.
4. Retain ranching and agriculture as the preferred land uses in rural areas.
5. Locate new residential developments and commercial sites in close proximity to municipalities and developed areas.
6. Ensure that future land development is fiscally responsible and has adequate roads and other infrastructure.
7. Retain diversity of use on public lands and provide for conversion of public lands to other land uses as would benefit the orderly development of the county.

A wide variety of information and data was collected, synthesized, and analyzed during the development of this Plan. Nearly 100 maps were created during the Plan's preparation, and they were of considerable assistance in determining where future land use development could best occur that would be in line with the identified goals. All of the background material was available to the public and reviewed by the Land Use Plan Steering Committee.

Carbon County's current Land Use Plan can be viewed at: <http://www.carbonwy.com/DocumentCenter/View/515/Comprehensive-Land-Use-Plan-Amended-04-03-2012?bidId=>

In addition, the County adopted the Carbon County Natural Resource Management Plan, July 6, 2021, Resolution 2021-25. Carbon County's Natural Resource Management Plan can be viewed at: <http://www.carbonwy.com/1179/Carbon-County-Natural-Resource-Management>

B. Plan Area.

Carbon County is located in south central Wyoming and spans 7,964 square miles. With a population of 14,537 residents as of the 2020 Census, and ten incorporated municipalities; Rawlins, Wyoming (pop. 8,221) is the County seat. Carbon County is known for abundant natural resources—originally being named for the plentiful coal deposits that originally powered the Union Pacific Railroad. Carbon County is also known for its gas, oil and uranium deposits. More recently there has been a substantial increase in wind energy development projects and transmission line infrastructure.

Carbon County includes portions of three hydrologic basins: the upper North Platte River, Little Snake River, and the East Portion of the Great Divide Basin. The North Platte River drains into the Seminole and Pathfinder reservoirs in Northern Carbon County. The Little Snake River flows to the Yampa River then to the Green River—which is a tributary of the Colorado River.

The County’s major transportation network is the I-80 corridor, where the Interstate and the Union Pacific Railroad bisect the County. Major Federal and State Highways through the County include: US Highway 30, US Highway 287, WY 130/230, WY 70, WY 220, WY 487, and WY 789. Carbon County has two scenic byways on WY 130 and WY 70.

Land Surface Management: Represents the surface management status (federal lands, state lands, deeded lands, etc.) of all land in the County.

AGENCY	ACRES	PERCENT OF
		COUNTY LAND
		AREA
Army Corps of Engineers	2,006	0.0%
Bureau of Land Management	2,047,857	40.5%
Bureau of Reclamation	35,160	0.7%
US Forest Service	626,014	12.4%
US Fish & Wildlife Service	2,222	0.0%
State	346,530	6.9%
Private	1,991,582	39.4%
TOTAL	5,051,371	100.0%

Approximately 60% of the land in Carbon County is publicly managed, with nearly 54% managed by federal governmental entities (US Forest Service, Bureau of Land Management and Bureau of Reclamation) and the remainder managed by state and local governmental entities.

The major industries in Carbon County are agriculture, recreation & tourism, gas & oil production and refining. Wind energy production, construction and retail trade also play a role in the local economy. The local and regional economy (agriculture, timber, tourism\recreation and energy\mining) are dependent upon access to public lands which contribute to a diversified and stable local economy.

C. Project Goals and Objectives.

The Board is seeking proposals from qualified professional consultants to update the 2010 LUP, as amended, for the unincorporated area of Carbon County, Wyoming. The primary

purpose of the Land Use Plan is to guide the coordinated, efficient, and orderly development of Carbon 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 2010 LUP, as amended, and present methods to maintain or update the vision for Carbon County;
- 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 existing towns 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;
- 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 Carbon County since the 2010 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? Are the current zoning districts consistent with the Plan goals and future land use map? Are revised or new zone districts needed to better implement the Plan? How do we define good growth in Carbon County? 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 goals, strategies, and actions; appropriate land uses on a county-wide basis; and the planning tools 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 Board 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. 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's 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 Carbon County.

1. Tasks.

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

- a. **Review the 2010 LUP, as amended, land use goals, strategies, and actions as well as similar, current documents for the surrounding counties.** The Consultant shall review and where appropriate, update land use goals, strategies, and actions.
- b. **Review pertinent planning documents for the incorporated areas in Carbon 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 and industry has changed during the intervening period since 2010. Use of studies conducted by others concerning the future of Carbon County is encouraged. Specific information to be developed by the Consultant should include:

- An analysis and evaluation of the following:
 1. Population trends and forecasts for the next 20 years, in five-year increments
 2. Housing Characteristics and Forecasts
 3. Infrastructure availability with focus on municipalities, Joint Powers Boards, and their ability to accommodate future growth.
 - Ability of existing infrastructure such as transportation, water, and sewer systems to accommodate 20 years of growth
 - Fire protection, solid waste
 4. Agriculture profile including trends in number of farms and ranches, agricultural products, market values, operator characteristics, (employment and absentee operators) irrigation, and income.
 - Type, location, and quality of agricultural land
 5. Economic Conditions and Forecasts
 6. Recreation & Tourism
 7. Fiscal Impact Analysis (probably a separate effort)
 - Energy Industry
 - Wind and Solar
 - Transmission
 8. Patterns of existing land uses
 - Trends in the supply, demand, and price of land
 - Factors that have historically shaped the development of land
 9. Trends and events that may affect future development
- Survey landowners on land use matters
- Update maps relevant to land use considerations

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 Future Land Use Map** and future land use projections for the next 20 years. Evaluate\describe the desired relationship between FLUM and existing zone districts.

e. **Identify issues and opportunities.**

- Define and/or map potential regional planning areas within the county based upon physical, cultural, and economic conditions.

f. **Invite others to collaborate.** In developing the updated LUP, Carbon 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 Road and Bridge Department
- County Attorney
- County Sheriff
- County Public Health
- County Emergency Management
- Chambers of Commerce within Carbon County
- Economic Development Organizations
- State Agencies (WYDOT, WDEQ, WG&F, WSEO, State Lands, etc.)
- Federal Agencies (USFS, BLM, BOR, etc.)
- Municipalities of Rawlins, Sinclair, Baggs, Dixon, Saratoga, Encampment, Riverside, Hanna, Medicine Bow, and Elk Mountain
- Unincorporated communities in Carbon County
- Local conservation districts
- Energy producers (e.g., gas, oil, wind, etc.)
- Carbon 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 throughout the County shall be invited to give input on their vision for the County as a whole. The Consultant shall propose a plan for conducting the meetings in such a way that ample opportunity is provided for citizens to participate. 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 meeting 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 Carbon 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** which comply with the following:
- 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.
 - Are developed or revised in public meetings held in accordance with W.S. §16-4-401 through §16-4-408.

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, 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 teleconference, 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. Eight (8) hardcopies and one (1) electronic copy of a **preliminary draft** LUP for Board and staff review and comment;
- e. Following receipt of comments and requested changes from the Board, provide twelve (12) hardcopies and one (1) electronic copy of a **draft** LUP for public and agency review and comment;
- f. An advertised 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 comments on the **draft** LUP;
- g. Twelve (12) hardcopies of the completed/finalized LUP (“Final 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 will be completed within a 10 to 16-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 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. Carbon County assumes no liability for any costs incurred by the Consultant throughout the consultant selection process.

III. CONSULTANT SELECTION

A. Selection Committee.

The Board shall act as the Selection Committee. The Board, acting as the Selection Committee, will independently review and score all proposals based upon the selection criteria. The Board will then meet to discuss the proposals and hear comments from each member. The final score for each proposal will be determined by taking the average of all Selection Committee members' scores. If necessary, the Board will prepare a consultant short list of the top-ranked proposers. The Board may conduct either phone or on-site interviews to complete the consultant review process; however, the Board reserves the right to make a selection based solely upon the proposals received.

No submitting consultants shall contact any County representative other than Sarah Brugger, Director of the Planning and Zoning Department, Phone: 307-328-2752, for questions related to this proposal, on or after the date of publication of the notice.

B. Selection Criteria.

Proposals will be evaluated based upon how well they meet the goals, tasks and deliverables identified in this RFP. A maximum total 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/Firm.

A maximum of 30 points is available for this section.

3. Related Plan Development Experience and Past Performance.

A maximum of 25 points is available for this section.

4. Familiarity with Carbon County.

A maximum of 20 points is available for this section.

5. Project Strategy, Price Proposal and Proposed Public Engagement

A maximum of 20 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 February 28, 2023. If necessary, interviews will be scheduled and shall occur by no later than March 17, 2023.

D. Contract Award.

Carbon 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 Carbon 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.