



# Mesa County's 2022 Master Plan

## Project Management Strategy

### Introduction:

The 2022 Mesa County Master Plan (Plan) will be an overarching planning document that will guide development and provide a framework for appropriate land use decisions for unincorporated Mesa County. The Plan should also support, be consistent with, and help refine a long-term vision for the greater Mesa County community. Development of the Plan will provide a critical opportunity for the citizens, developers, businesses, non-profits, local jurisdictions, and stakeholders to work together to create and clarify a broad vision for Mesa County's future. Element specific goals and policies will be created to guide development decisions and updates to the Mesa County 2020 Land Development Code (LDC). In addition, performance metrics will be identified to track and qualify successful implementation of the Plan. When adopted, the Plan will replace the 1996 Mesa County Master Plan. The purpose of this Project Management Strategy (Strategy) is to create an outline that the successful Consultant will use to assist Mesa County in creating a new master plan. Furthermore, this Strategy will set development and process expectations for the Consultant, staff, elected and appointed officials, and the public.

### Background:

Mesa County is located on the Western Slope of Colorado with a strong belief in property rights which have been memorialized with the adoption of Right To Farm and Developers Bill of Rights initiatives. Per Colorado Revised Statute (CRS), 30-28-106, Master Plans are required for counties and municipalities above 25,000 people in Colorado. The master planning of a local government constitutes an advisory document to guide land development decisions

In 1996, Mesa County adopted the Mesa Countywide Land Use Plan, its first countywide land use plan. Though the Countywide Land Use Plan has been updated over the years, a comprehensive review and analysis has not occurred since 1996. Since the adoption of Countywide Land Use Plan, several area plans have been adopted and added to the Countywide Plan. The area plans, including years adopted, are listed below:

- Cooperative Planning Area (1998)
- Redlands Neighborhood Plan (2002)
- Gateway Community Plan (2004)
- Pear Park Neighborhood Plan (2004)
- Loma Community Plan (2009)
- Clifton-Fruitvale Plan (2011)
- Whitewater Community Plan (2011)
- Mack Community Plan (2012)
- Mesa-Powderhorn Plan (2013)
- Orchard Mesa Neighborhood Plan (2014)
- Glade Park Plan (2014)

In addition to the area plans, the following plans have been adopted by Mesa County, the City of Grand Junction, the City of Fruita and the town of Palisade:

- Fruita in Motion Comprehensive Plan 2020
- Grand Junction 2020 One Comprehensive Plan
- Hazard Mitigation Plan
- Mesa County Energy Master Plan
- Mesa County Fiscal Impact Analysis
- Grand Junction 2018 Circulation Plan
- Mesa County Resource Management Plan
- Wireless Facility Master Plan
- Grand Valley 2045 RTP update
- Old Spanish Trail Plan
- Mesa County Community Wildfire Protection Plan
- Palisade Comprehensive Plan

It is anticipated that review of these plans will be conducted as part of the overall review and analysis prior to or concurrently with Plan development.

#### **The Master Plan:**

- Provides a general framework for evaluating specific land development and referral applications submitted to Mesa County. The Plan serves as an overarching document which can establish priorities guiding the allocation of resources and capital improvement investment decisions.
- Provides an action plan for revisions to the 2020 Land Development Code and the official Zoning Map, which are the regulatory tools by which Mesa County implements the Plan.
- Establishes the framework for more detailed planning in specific areas and for specific topics. These may include but are not limited to future land use, built environment, energy, housing, open space, recreation and tourism, resilience and hazard mitigation, sustainability, urban services, and transportation.

### **Project Management Strategy Overview:**

This Strategy serves as a roadmap for the development of the Plan and lays out a suggested three-phase approach for the creation and completion of the Plan. It is understood that development of the Plan is a continuous and interactive process and that Mesa County does not have all the answers and is looking for a Consultant that will work in conjunction with County staff and local volunteers to define and add detail to this Strategy.

#### **Phase one is the pre-plan development phase.**

The main product being the *Visioning and Values Strategy* which will include the following:

- A communication framework that outlines how the following will be provided; process updates, opportunities for input, and documents ready for public consumption.
- A robust community engagement framework focused on collecting input from the public and stakeholders alike to identify community-oriented needs and desires. This will include clearly defined community input opportunities and methods as well as the development and facilitation of a Technical Advisory Committee (TAC). This framework should include, but not limited to, a web page that is designed and managed by the Consultant.
- A research and analysis framework to outline data collection and analysis methods that will shape recommendations and Plan development during phase two. Qualitative data collection will include anecdotal information from across the community including but not

limited to residents, professionals, visitors, local jurisdictions and elected and appointed officials. Quantitative data will include, without limitation, analysis of the built environment, energy, housing, open space, recreation and tourism, resilience and hazard mitigation, sustainability, urban services, and transportation.

- Prior to finalizing the *Visioning and Values Strategy*, work sessions will be held with the Project Team, TAC, Planning Commission (PC) and the Board of County Commissioners (BoCC).

Update the 2007 Fiscal Impact Analysis prepared by TischlerBise Inc.

**Phase two is the Plan development phase.**

The first product of phase two will be a *Summary of Data Report* in which qualitative and quantitative data is analyzed and recommendations are provided to inform goals, policies, implementation strategies, performance metrics and the Future Land Use Map (FLUM). The *Summary of Data Report* will be reviewed by the Project Team and the TAC, PC, and BoCC through work sessions. Once data collection and analysis is complete, FLUM, goals, policies, implementation strategies, and performance metrics will be drafted and reviewed by the same bodies. Administrative drafts of the full Plan will then be developed for review by the Project Team and the TAC. Continuous community engagement will occur during this phase to ensure the Plan reflects the desires and vision of the community.

**Phase three is the Plan adoption process.**

Per CRS 30-28-106, master plans are formally adopted by the PC. The adoption process will include appropriate public notice and scheduled hearings with presentations and public comment periods. A preliminary draft of the Plan will be provided allowing the public suitable time to review and comment. Following feedback from the PC, the BoCC, and the public, a final draft will be brought forward for consideration at a public hearing.

**Table 1: Project Management Strategy Summary**

Project Management Strategy SUMMARY TABLE			
Phases	Phase 1: Pre-Plan Development	Phase 2: Plan Development	Phase 3: Approval Process
Schedule (reference only; Consultant will help define)	April 2021 June 2021	July 2021 March 2022	April 2022 July 2022
Products	<ul style="list-style-type: none"> <li>• Develop and implement <i>Visioning and Values Strategy</i></li> <li>• Fiscal Impact Analysis</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Summary of Data Report</i></li> <li>• Continuous community engagement</li> <li>• First and Second Administrative Draft Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Public Draft Plan</li> <li>• Final Plan</li> <li>• Staff Report</li> <li>• Resolution</li> </ul>
Public Outreach Program (reference only; Consultant will help define)	<ul style="list-style-type: none"> <li>• Newsletter</li> <li>• TAC Meetings</li> <li>• Interactive social media posting on regular intervals</li> <li>• Booth at community events</li> </ul>	<ul style="list-style-type: none"> <li>• Newsletter</li> <li>• TAC meetings</li> <li>• Interactive social media posting on regular intervals</li> <li>• Pop up events</li> </ul>	<ul style="list-style-type: none"> <li>• Newsletter</li> <li>• TAC Meetings</li> <li>• Required Public Notification</li> <li>• Interactive social media posting on regular intervals</li> </ul>

	<ul style="list-style-type: none"> <li>• Pop up events</li> </ul>		
<b>Work Sessions And Public Hearing</b>	<ul style="list-style-type: none"> <li>• Work sessions with TAC/PC/BoCC to review Project Management Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Work Sessions with TAC/PC/BoCC to review <i>Summary of Data Report</i></li> <li>• Work Sessions with TAC/PC/BoCC to review Goals, Policies, implementation strategies, Performance Metrics and FLUM</li> </ul>	<ul style="list-style-type: none"> <li>• Work Sessions with TAC/PC/BoCC on Public Plan Draft</li> <li>• PC Public Hearing for adoption of the Plan</li> </ul>

## Project Team:

The Project Team will be comprised of members of the Mesa County Planning, Engineering, GIS, and Communications divisions working in coordination with the Consultant Team. Other Mesa County Departments/ Divisions will be heavily involved and provide information, guidance, and feedback, such as the Health Department, Human Services, Engineering, Facilities, Public Works, the Regional Transportation Planning Office, and Road & Bridge. Greg Moberg, Principal Planner, will be the project manager, overseeing Plan development and consultant management. Local jurisdiction and regional coordination will include the Town of Palisade, City of Grand Junction, City of Fruita, Town of De Beque, and the Town of Collbran.

## Collaboration Structure and Roles:

Elected and Appointed Officials: Consisting of the BoCC and the PC which will provide guidance and recommendations during the process and at major milestones. The Mesa County Planning Commission is the adopting body for the Plan.

Executive Team: Consulted when there is a major challenge and a solution is needed at the executive level. The representatives included on this team are the County Administrator, Community Development Director, interim Public Works Director, and County Attorney.

Technical Advisory Committee: The TAC will help develop and guide at key points in the process prior to public consumption. This team will include community members, stakeholders, and local governments.

Consultant Team: Consists of staff and subcontractors identified by the successful Consultant at the time the contract is signed with the County. The Consultant Team will lead Plan writing, research and analysis, and presentation materials for community outreach. Any and all materials or events designed to promote or educate the public as part of the Work and the Project, including but not limited to: press releases, newspaper articles, op-ed pieces, press conferences, presentations, and brochures/pamphlets will acknowledge the Colorado Department of Local Affairs (DOLA).

Project Team: Mesa County staff consisting of representatives from the Planning, Engineering, Public Works, GIS, Communications departments and divisions.

Heavily Involved: Departments/Divisions who will provide guidance and recommendations for certain topic areas including goals, policies, actions, and performance metrics. This team will include the Health Department, Human Services, Engineering, Facilities, Public Works, the Regional Transportation Planning Office, and Road & Bridge

Local and Regional Partners: Can choose to be involved as proactively as desired or through individual consultation. The local jurisdictions identified for this team are the Town of Palisade, City of Grand Junction, City of Fruita, Town of De Beque, and the Town of Collbran.

Public: Provide qualitative data, ideas for inclusion in the Plan, public comment, and can participate in TAC. This team will include residents and visitors of Mesa County.

**Table 2: Project Team and Plan Elements Roles and Responsibilities**

Team Member	Plan Elements Roles and Responsibilities						
	Local & Regional Coordination	Plan Writing	Map Development	Formatting	Research and Analysis	Consultant Management	Outreach
Todd Hollenbeck, Director	Lead	Review	Review	Review	Support	Review	Support
Greg Moberg, Principal Planner	Support	Lead Reviewer	Lead Reviewer	Lead Reviewer	Review	Lead	Support
Scott Mai, County Engineer	Support	Review	Review		Support		Support
Jeff Kuhr, Public Health Director	Support	Review	Review		Support		Support
Tracey Garchar, Human Services Executive Director	Support	Review	Review		Support		Support
Andrew Martsolf, Emergency Manager	Support	Review			Support		Support
Amber Swasey, Senior Managing Analyst	Support	Review	Review	Review	Review		Support
Chris Kadel, GIS			Support		Support		
Janika Harris, Support Services		Review		Review	Support		Support
Dayton Waddell Risk Management		Review	Review		Support		Support
Stephanie Reecy, Communications	Support			Review			Support
Consultant		Lead	Lead	Lead	Lead		Lead

## Budget

A budget totaling \$400,000 has been established. It is the responsibility of the Consultant to identify when and where the budgeted monies will be spent. It is anticipated that this will be included in bid document.

## Project Assumptions:

- The creation of the Plan will be closely coordinated with and presumably assist in guiding LDC Updates.
- If critical path issues are identified, the Consultant will create critical path priorities for review.
- Major milestones will be highlighted through executive summaries during work sessions with the TAC, BoCC, and PC.
- Major challenges identified throughout the process will be discussed and appropriate paths clarified by the Executive Team.

## Detailed Scope:

### Phase One: Pre-Plan Development Tasks

Phase one includes Consultant contracting and the development and implementation of the *Visioning and Values Strategy* which will include community engagement, process communication, as well as information and data gathering. It is anticipated that the TAC will meet twice during this phase, and one work session will occur both the PC and BoCC.

#### Tasks:

- Consultant Selection and Project Team Development:
  - Project Team and TAC identified February 2021.
  - Select a Consultant March 2021.
  - Develop branding for the plan by May 2021.
  - Hold first Project Team meeting with the Consultant the second week of April 2021 to discuss *Visioning and Values Strategy*.
- Visioning and Values Strategy Development:
  - Hold first TAC meeting April 2021 for training and orientation and to discuss *Visioning and Values Strategy*.
  - Consultant to develop *Visioning and Values Strategy* for review by Project Team by April 2021.
  - Hold TAC meeting in May 2021 to finalize draft *Visioning and Values Strategy*.
  - Hold work sessions for both the PC and BoCC to finalize *Visioning and Values Strategy*.
- Implement Visioning and Values Strategy:
  - Start collecting quantitative data April 2021.
  - Begin to implement communication framework to inform the community about upcoming input opportunities by April 2021.
  - Begin to implement community engagement April 2021.
  - Start collecting quantitative data April 2021.

### Phase Two: Plan Development Tasks

In phase two, all collected data, including review of the area plans, will be analyzed and documented in the *Summary of Data Report*. This report will be reviewed by the Project Team, TAC, PC, and BoCC. Once the data is understood and recommendations have been made, the Consultant Team, in coordination with the Project Team, will begin developing FLUM, goals, policies, implementation strategies, and performance metrics for review by the TAC, PC, and BoCC. Following this review, an administrative draft will be created by the Consultant Team to be reviewed by the Project Team. A second administrative draft, which will include comments by the Project Team, will then be reviewed by the TAC to develop a preliminary

draft to be reviewed during phase three by BoCC, PC, and the public. The *Visioning and Values Strategy* will inform community engagement during this phase. Dates for task completion will be developed in coordination with the Consultant Team and the Project Team.

**Tasks:**

- Develop and Present Summary of Data Report:
  - The Consultant Team will analyze all collected data and develop, for review by the Project Team, a draft Summary of Data Report which will include recommendations to inform the plan's goals, policies, implementation strategies, and performance metrics.
  - Hold TAC meetings to review and finalize *Summary of Data Report*.
  - Hold work sessions with the PC and BoCC to review final *Summary of Data Report*.
- FLUM, Goals/Policies, Implementation Strategies, and Performance Metrics:
  - The Consultant Team will prepare goals, policies, implementation strategies, and performance metrics for review by the Project Team.
  - The Consultant Team, in coordination with Project Team, will develop draft maps including the FLUM.
  - The Project Team will review the FLUM, goals, policies, implementation strategies, and performance metrics and provide feedback to the Consultant Team.
  - Consultant Team will provide updated draft documents and hold TAC meetings to review the FLUM, goals, policies, implementation strategies, and performance metrics.
  - Work sessions for PC and BoCC to review the FLUM, goals, policies, implementation strategies, and performance metrics will be held.
- First Administrative Draft:
  - Consultant Team will prepare and present the first administrative draft to the Project Team.
  - The Project Team will review the administrative draft and provide feedback to the Consultant Team.
  - Consultant Team will prepare and present the second administrative draft to the TAC.
  - The TAC will provide feedback to Consultant Team.
  - The Public will be informed that a preliminary draft of the Plan is ready for review.

**Phase Three: Approval Process Tasks**

Phase three includes work sessions for the preliminary draft and public hearing(s) for Final Plan adoption. The *Visioning and Values Strategy* and existing LDC requirements will guide community engagement during the approval process.

**Tasks:**

- Plan Approval:
  - Consultant Team will provide the preliminary draft Plan to the Project Team, TAC, PC, and BoCC.
  - Consultant Team will incorporate comments from Project Team, TAC, PC, and BoCC and the public and create the final draft Plan.

- Final draft Plan will be presented by the Consultant Team to the PC and the BoCC.
- A public hearing will be scheduled and the Consultant Team will present the Final draft Plan to the PC for adoption.

## Consultant Scope of Work

The following reflect the anticipated Consultant Scope of Work required for completion of the Plan. As part of the request for proposal, applying Consultants shall describe how they intend to meet these expectations as well as make recommendations on how this scope of work can be more cost effective, time-efficient, publicly engaging, and how to produce a Plan that represents the community vision. Sub consultants may also be utilized as part of the Consultant Team in this process, with clear delineation of their roles, responsibilities, and expectations. The Scope of Work is divided into 4 main categories:

1. Project Management
2. Public Engagement
3. Research and Analysis
4. Plan Development

### Project Management:

The Consultant Team is expected to have on-going email communications with the Project Team, as well as weekly phone/video meetings on project status and to troubleshoot items in progress. Invoices, budget tracking, and progress reports should be submitted no later than the 10<sup>th</sup> day of each month. The budget should also include funds for travel and meetings, as outlined in deliverables below.

#### Deliverables:

- Monthly invoices, budget tracking, and progress reports.
- On-going email communication.
- Weekly phone/video meetings and re-cap notes with action items in an agreed upon format.
- Travel and/or video conferencing with the Project Team, TAC, and PC/BoCC work sessions and hearing(s).

### Public Engagement:

The Consultant Team is expected to support stakeholder engagement through development and implementation of a *Visioning and Values Strategy* that will include a Communication Framework and a Community Engagement Framework. The Communication Framework will outline how the Consultant Team in coordination with the Project Team will provide process updates, opportunities for input, and documents ready for public consumption. The Community Engagement Framework will outline how input from the community will be gleaned to identify community-oriented assets and desires. This will include clearly defined community input opportunities and methods.

#### Deliverables:

- Visioning and Values Strategy Development:
  - The *Visioning and Values Strategy* will include a Communication Framework, Community Engagement Framework, and Research and Analysis Framework.
  - The first draft will be reviewed by Project Team with comments consolidated into the second administrative draft.
  - The second draft will be reviewed by the TAC.

- The third draft will be presented to the PC and BoCC, and feedback provided at these work sessions will be incorporated into the *Strategy* and preliminary draft.
- Presentation for TAC, PC, and BoCC meetings.
- Visioning and Values Strategy Implementation:
  - To implement the Communication Framework and Community Engagement Framework, the Consultant Team, in coordination with the Project Team, will create materials including renderings, informational hand-outs, presentations, outreach boards, and other items as defined in Visioning and Values Strategy.
  - The Consultant Team in coordination with the Project Team will facilitate and lead community outreach events.
- Technical Advisory Committee Support:
  - The Consultant Team will provide meeting summaries with action items in agreed upon format, for each TAC meeting.
  - The Consultant Team will provide all visual materials for TAC meetings, in coordination with the Project Team. Mesa County to provide printing.

### Research and Analysis:

During phase one, the Consultant Team will outline and describe the methods for analyzing qualitative and quantitative data through the development of the *Visioning and Values Strategy*. It is expected that the Consultant Team will provide a variety of innovative, digital and in-person methods to be used in acquiring information. Mesa County will provide GIS related data and the Planning Division will provide digital copies of the existing Countywide Land Use and area plans. Qualitative data collection should include anecdotal information from residents, professionals, visitors, and elected and appointed officials. Quantitative data will include without limitation, build-out analysis, affordable housing analysis, economic analysis, environmental analysis including wildlife, water, sensitive lands, and hazards, health in the built environment analysis, and infrastructure analysis. The Consultant will collect (with assistance from Mesa County) and analyze data, documenting findings and recommendations to inform goals, policies, implementation strategies, performance metrics, and the FLUM into a *Summary of Data Report*. Both the *Visioning and Values Strategy* and the *Summary of Data Report* will include presentations and review by the Project Team, TAC, PC, and BoCC.

### Deliverables:

- Research and Analysis Framework creation documented in Visioning and Values Strategy.
  - The first draft will be reviewed the Project Team with comments incorporated into the second draft.
  - The second draft will be reviewed by the TAC with comments incorporated into the final document.
  - Final Research and Analysis Framework
- Implementation of Research and Analysis Framework
  - Collection of data both qualitative and quantitative data through innovative methods that include both digital and in-person. Mesa County will support data collection as needed.
  - All raw data will be transferred and owned by Mesa County and should be provided in an agreed upon format.

- Creation of Summary of Data Report
  - Analysis and interpretation of all data, which will also include recommendations to form the Plan's goals, policies, implementation strategies, and performance metrics.
  - The first draft will be reviewed by the Project Team with comments incorporated into the second draft.
  - Second draft will be reviewed by the TAC with comments incorporated into the final report.
  - Final Summary of Data Report to be presented to PC and BoCC for information sharing and Q & A.

**Plan Development:**

The Consultant Team, in concert with the Project Team, will utilize the *Summary of Data Report*, to develop goals, policies, FLUM, implementation strategies, and performance metrics, which will make up the majority of the Plan. Feedback will be provided by TAC, PC, and BoCC through meetings and work sessions. The Plan should be organized by element, such as land use, housing, transportation, recreation and tourism, etc. The Consultant Team will draft the Plan for review by the Project Team, TAC, PC, and BoCC. Presentation and facilitation support will be provided by the Consultant Team. The Plan should utilize graphics, icons, renderings, photos, and maps.

**Deliverables:**

- Goals, Policies, Actions, and Performance Metrics by Element:
  - The first draft will be reviewed by the Project Team with comments incorporated into the second draft.
  - The second draft will be reviewed by the TAC with comments incorporated into the third draft.
  - The third draft will be presented to PC and BoCC, and feedback provided at these work sessions will be incorporated into the final draft.
  - Presentation for TAC, PC, and BoCC meetings.
- Administrative Draft Plan:
  - First draft will be reviewed with by the Project Team with comments incorporated into the second draft.
  - Second draft will be reviewed by the TAC with comments incorporated into the draft document.
- Preliminary Draft Plan:
  - The preliminary draft Plan will be presented to the public, PC, and BoCC for review and feedback with comments incorporated into the final draft Plan.
- Final Draft Plan:
  - The final draft Plan will incorporate all feedback collected during work sessions and public review of the preliminary draft Plan.
  - Presentation and facilitation support for BoCC work session and PC public hearing.
  - Mesa County will draft staff reports and resolution, and collect and respond to written public comment.