

SCOPE OF WORK

Project Approach

This Scope of Work is comprised of two major phases that follow the services described in CoSA's Request for Qualifications (RFQ) for its Annexation and Growth Policy study. In the first phase (Phase 1), Economic & Planning Systems (EPS) will develop an annexation policy "White Paper" that identifies the issues and challenges to be addressed in the City's annexation policy and strategy for planning for growth around its boundaries. The White Paper will be organized by the topics identified in the RFQ (economic impact of Senate Bill 6 – adopted in 2017, voluntary annexation, special districts, non-annexation and development agreements, municipal services, incorporation requests, and adjustments to the city boundary or ETJ). The goal of Phase 1 is to concisely summarize major issues for each policy area. In the second phase (Phase 2), EPS will develop recommendations and policies to address the priority issues defined more thoroughly in the process. A revised Annexation and Growth Policy document will be developed that incorporates the White Paper and carries forward the thematic organization of the existing policy document to provide the connection to SA Tomorrow. An implementation strategy will accompany the policy document to provide direction on next steps to addressing issues and opportunities identified in the White Paper.

The White Paper and associated materials developed in Phase 1 will be used to engage an internal CoSA "Working Group" as well as external stakeholders that make up a "Community Advisory Group". The Working Group will be comprised of staff from key affected departments and major partner public entities. The Working Group will be engaged primarily in Phase 1 during the issues identification, and then again in the later stages of Phase 2 in the development of recommendations and policies. The Community Advisory Group will be engaged primarily during Phase 2 to voice their concerns on annexation and related land use and fiscal policy issues. The findings from the Community Advisory Group, and from outreach to the general public, will be brought to the CoSA Working Group to inform the recommendations and policies forwarded from this Study.

Scope of Services

Phase 1

Task 1: Project Chartering and Engagement Strategy

The EPS Team will facilitate an in-person project chartering workshop at CoSA offices. The purpose of the workshop will be to develop the outreach strategy, solidify the committee approach and membership, and incorporate other project partners and/or sub consultants. Individual meetings with internal city departments and specific stakeholders will be held as well.

Task 2: Issue Analysis White Paper

EPS will develop a White Paper summarizing the issues and potential strategies for the seven policy areas identified in the RFQ as well as any additional priority issues identified in Task 1 and in the development of the White Paper. The six policy areas are:

- City-initiated annexation through potential election process
- Voluntary annexation,
- Special and/or Public Improvement Districts,
- Non-annexation or development agreements,
- Municipal utility, water or road districts,
- Incorporation requests within the City's ETJ, and
- Releases and adjustments to the city limits or ETJ from other municipalities.

This task will include outreach to identify issues and strategies. Evaluation of state and national best practices and qualitative and quantitative assessment of potential impacts of identified policy directions will be completed. The sections within the White Paper will have a common structure for each: 1) overview of the issues 2) national and state best practices, 3) major considerations, 4) potential strategies, and 5) impacts on the city and stakeholders. The EPS Team will work the City's Office of Budget and Management to evaluate fiscal impacts of policy directions using the City's model fiscal model, with input from the two fiscal impact reports generated during the previous annexation policy effort and the fiscal model EPS built for the 2013 Comprehensive Plan Initial Studies.

Deliverables:

- *White Paper Technical Report*
- *Executive Summary*
- *Executive Summary Presentation*

Task 3: Phase 1 Engagement and Outreach

3.1 – Working Group and Community Advisory Group Engagement

Two committees will be utilized to develop the Annexation and Growth Policy. The consultant will work with CoSA staff to define and assemble the core Working Group to oversee the desired study outcomes, recommendations, and approach for engaging external stakeholders. The Consultant will meet with the Working Group **three (3) times** in phase one. The first meeting will include issue identification, the second will focus on potential strategies and policies, and the third will focus on the coordination between departments for execution of the policies.

The Working Group is anticipated to be comprised of representatives from the following entities:

- CoSA Planning Department
- CoSA Development Services Division (DSD)
- CoSA Transportation and Capital Improvements (TCI)
- CoSA Fire Department (FD)
- CoSA Office of Management and Budget (OMB)
- CoSA Office of Military Affairs (OMA)
- CoSA City Attorney's Office (CAO)
- CoSA Government and Public Affairs Office (GPA)

- CPS Energy
- San Antonio Water System (SAWS)
- Bexar County

An external Community Advisory Group will be formed to gain input to the Annexation and Growth Policy. The composition of the group will be developed in the project initiation task with input from various City departments. The Community Advisory Group will be engaged **one (1) time** in Phase 1 to introduce the project and gain initial feedback and to provide an overview of the White Paper findings.

3.2 – Elected and Appointed Officials Engagement

The culmination of Phase 1 will be a round of meetings with elected and appointed officials to provide a presentation of the White Paper in preparation for Phase 2. It is envisioned that a presentation and/or workshop with the City Council Comprehensive Plan Committee and Planning Commission will be held. As well, briefings for the Mayor’s office and Bexar County Commissioners will be completed.

3.3 – External Engagement Approach

The EPS Team and CoSA staff will develop and agree upon an engagement approach for external stakeholders including the public and interest groups. Phase 1 engagement will include individual interviews and/or focus groups with key stakeholders to gather information and to identify issues.

Phase 2

Task 4: Policy Document

EPS will develop a draft Annexation and Growth Policy document and, through the subsequent review of community and elected official engagement process, expand and refine the Annexation and Growth Policy. The document will incorporate feedback received from the internal and external engagement tasks in Phase 1. The document will address the following topics:

- City’s current Annexation Policy and New Growth Policy Objectives
- Current Governance and Service Status in the ETJ and Annexation Area(s)
 - Identification and mapping of existing service providers
 - Key governance and service issues to be addressed
- Legal Standards and Procedures:
 - State law regarding local government reorganization
 - Effects of SB-6 Voter Approval Requirements on City Annexation Policy
 - Identification of potential legislative changes that can be made at the State level to address issues
- Non-Annexation Agreements
 - Identification of circumstances for entering into non-annexation agreements.
 - Policy for land use controls and service provisions to non-annexation areas.

- San Antonio New Growth Policy Objectives and Implications
 - City-initiated Voter-Considered Annexation via Election
 - Voluntary Annexations
 - Special District and/or Public Improvement District formation
 - Municipal Utility, Water, and Road Districts formation
 - Incorporation requests within City’s ETJ
 - Detachments and Adjustments to City Limits and the ETJ
- Identification and Methods for Evaluation of Key Reorganization Issues
 - Adequacy of municipal services and infrastructure
 - Deficiencies in existing governance
 - Fiscal effects of reorganization on City General Fund
 - Quality of life and environmental justice concerns
- Matching municipal government reorganization in ETJ and Annexation areas to City’s New Growth Policy

Deliverables:

- *Draft Annexation and Growth Policy Document*
- *Documentation of Engagement Process Results*
- *Public Review Draft of Annexation and Growth Policy Document*
- *Final Draft of Annexation and Growth Policy Document including an Executive Summary*
- *Executive Summary PowerPoint Presentation*

Task 5: Phase 2 Engagement and Outreach

5.1 – Working Group and Community Advisory Group Engagement

The Working Group will convene **one (1) time** in Phase 2. The meeting will be to share input from outreach efforts and meetings with the Community Advisory Group as well as to provide final refinements of the Annexation and Growth Policy.

The Community Advisory Group will meet **three (3) times** during Phase 2, initially to evaluate the proposed policy directions by topic area and then to focus on feedback from the engagement process and to finalize policy direction.

5.2 – Phase 2 Elected and Appointed Officials Engagement

The EPS Team will hold a workshop with the City Council Comprehensive Plan Committee and Planning Commission to present near final policies to solicit feedback and to update on engagement feedback. Additionally, briefings with the Mayor’s office and Bexar County Commissioners will be completed.

5.3 – Community Engagement

A community engagement effort will be completed in accordance with the City’s new engagement policies. The purpose will be to raise awareness, educate the public, and solicit feedback on major policy directions. The engagement approach and Toolkit is provided below. Auxiliary Marketing Services will manage the community engagement tasks.

Task 6: Finalized Policy Document, Implementation Plan and Policy Adoption

EPS will develop a final Annexation Policy document. The final policy document will be presented to the Planning Commission for recommendation to the City Council. A final presentation will be made to City Council within the formal adoption process. The EPS Team will also develop an implementation plan to provide direction to CoSA of actions needed to address issues identified in the White Paper and to implement the Annexation and Growth Policy.

Deliverables:

- *Final Annexation Policy Document*
- *Executive Summary Presentation*
- *Implementation Plan Document*

Community Engagement Toolkit

- **Outreach plan** – A comprehensive and mission-specific outreach plan will be developed for the City of San Antonio’s Planning Department’s Annexation and Growth Policy effort to include desired outcomes, goals, identification of target audiences and stakeholders, and development of objectives and strategies for each audience. This plan will be created and implemented with input from key stakeholders, community members, and Planning Department representatives.
- **Audience identification and targeted outreach** – Concentrations of interested and affected parties and organizations will be identified. Technical Advisory and Stakeholder Committees could be formed and chartered. Targeted outreach would take place for each audience to obtain feedback from multiple demographics (e.g., coffee gatherings, roundtables, popup meetings, participation in their existing organizational meetings, one-on-one conversations, and if required/needed, open houses). Regular mail and electronic mail could also be employed to ask for community members’ input and impressions.
- **Outreach to government officials** – Special outreach will be conducted with elected and appointed government officials (i.e., city council members and their staffs) to ask them, when applicable, to include information about Annexation and Growth Policy efforts in existing newsletters and communiques to educate and solicit input from their constituents. The focus of this messaging is to provide specific reasons and examples on the ways in which this Annexation and Growth Policy effort will impact constituents’ experiences, neighborhoods, and the city as a whole.
- **Social media** – Social media content will be created for specific platforms (e.g., Nextdoor, Facebook, Twitter, and Instagram (depending on the messages and the desired audiences) with calls-to-action to invite community members to take surveys, “follow us on social media”, and join the mailing list for the project. Social media would also be used to educate and inform.
- **Traditional media** – The Planning Department’s media relations program could be supplemented with Annexation and Growth Policy-oriented content to help the Department garner “earned” (vs. paid advertising) media coverage from traditional media, including print, radio, and television in both English- and Spanish-language media outlets. The amount of recommended media outreach would be determined by current needs and desired audiences.

Methods will include creating press releases, media advisories, op-eds, and invitations to events.

- **Inclusive Engagement** – An inclusive engagement approach will be integrated into all aspects of this Annexation and Growth Policy initiative, along with specific outreach related to limited English proficiency populations. This will include, when applicable, translation of written materials; on-site English-to-Spanish interpretation during meetings; media outreach and advertisements placed in both English- and Spanish-language media; meeting location and date selection that is sensitive to timing, accessibility, and transit availability; and a thoughtful focus on diversity when identifying target audiences and stakeholders.
- **Evaluation and measurement** – The outreach efforts and outcomes will be continually evaluated and measured throughout the program.

Project Budget and Schedule

The approximate level of effort by Task and team member is provided below in **Table 1** to illustrate the estimated level of effort required for each Task. The proposed project schedule is illustrated below in **Figure 1**.

Table 1
Proposed Budget by Task

| | Economic & Planning Systems | | | | | | EPS | Auxillary Marketing Services | Total |
|--|---------------------------------|-------------------------|---------------------------|--------------------|------------------------------|-----------------------------|------------------|------------------------------|------------------|
| | Principal in Charge Knudtsen | Executive VP Duffany | Vice President Prosser | Associate Staff | Research Analyst II Staff | Production / Admin Staff | | | |
| Billing Rate | \$230 | \$210 | \$180 | \$130 | \$100 | \$80 | | | |
| Labor Costs | | | | | | | | | |
| Phase 1 | | | | | | | | | |
| Task 1: Project Chartering and Engagement Strategy | 0 | 16 | 16 | 0 | 0 | 0 | \$6,240 | \$3,000 | \$9,240 |
| Task 2: Issue Analysis White Paper | 16 | 40 | 40 | 60 | 24 | 8 | \$30,120 | \$0 | \$30,120 |
| Task 3: Phase 1 Engagement and Outreach | | | | | | | | | |
| 3.1 – Working Group and Community Advisory Group | 0 | 8 | 24 | 16 | 0 | 8 | \$8,720 | \$1,500 | \$10,220 |
| 3.2 - Phase 1 Elected and Appointed Officials | 0 | 8 | 16 | 0 | 0 | 8 | \$5,200 | \$0 | \$5,200 |
| 3.3 – External Engagement | <u>0</u> | <u>0</u> | <u>8</u> | <u>8</u> | <u>0</u> | <u>0</u> | <u>\$2,480</u> | <u>\$500</u> | <u>\$2,980</u> |
| Subtotal | 0 | 16 | 48 | 24 | 0 | 16 | \$16,400 | \$2,000 | \$18,400 |
| Phase 2 | | | | | | | | | |
| Task 4: Policy Document | 16 | 32 | 40 | 40 | 16 | 8 | \$25,040 | \$0 | \$25,040 |
| Task 5: Phase 2 Engagement and Outreach | | | | | | | | | |
| 5.1 – Working Group and Community Advisory Group | 0 | 8 | 16 | 8 | 0 | 8 | \$6,240 | \$1,500 | \$7,740 |
| 5.2 - Phase 2 Elected and Appointed Officials | 0 | 8 | 16 | 0 | 0 | 8 | \$5,200 | \$500 | \$5,700 |
| 5.3 - Community Outreach | <u>0</u> | <u>4</u> | <u>8</u> | <u>0</u> | <u>0</u> | <u>0</u> | <u>\$2,280</u> | <u>\$19,000</u> | <u>\$21,280</u> |
| Subtotal | 0 | 20 | 40 | 8 | 0 | 16 | \$13,720 | \$21,000 | \$34,720 |
| Task 6: Final Policy Document/Implementation Plan | 4 | 8 | 32 | 8 | 0 | 8 | \$10,040 | \$0 | \$10,040 |
| Subtotal | 36 | 132 | 216 | 140 | 40 | 56 | \$101,560 | \$26,000 | \$127,560 |
| Total Staff Hours | | | | | | | 620 | | |
| Direct Costs | | | | | | | | | |
| Travel (15 person-trips @ \$750 per trip) | | | | | | | \$11,250 | \$0 | \$11,250 |
| Data/Misc... | | | | | | | <u>\$690</u> | <u>\$500</u> | <u>\$1,190</u> |
| Subtotal | | | | | | | \$11,940 | \$500 | \$12,440 |
| Total Project Cost | | | | | | | \$113,500 | \$26,500 | \$140,000 |

Source: Economic & Planning Systems

**Figure 1
Proposed Schedule**

