

REQUEST FOR PROPOSALS (RFP)

RFP No. 112-26

SCADA RADIO SERVICE UPGRADES

Purchasing Analyst of Record: Joshua Houston

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TABLE OF CONTENTS

SECTION A: SCHEDULE, PURCHASING ANALYST OF RECORD, AND GENERAL SUMMARY OF NEEDS.....	4
A.1 SCHEDULE OF EVENTS.....	4
A.2 PURCHASING ANALYST OF RECORD	4
A.3 GENERAL SUMMARY OF PROCUREMENT NEEDS	4
SECTION B: CURRENT STATE, SCOPE OF WORK, AND SPECIAL CONSIDERATIONS ..	5
B.1 CURRENT STATE	5
B.2 SCOPE OF WORK – GENERAL	5
B.3 DESIGN PHASE.....	6
B.4 RECOMMENDATION PHASE	8
B.5 RE-NEGOTIATION OF PRICE FOR IMPLEMENTATION PHASE.....	8
B.6 IMPLEMENTATION PHASE	9
B.7 SUSTAINMENT PHASE.....	9
B.8 MONTHLY MEETINGS	10
B.9 ACCESS TO SCADA GIS.....	10
B.10 AWARD LENGTH	10
B.11 INVOICING REQUIREMENTS	10
B.12 VENDOR PERFORMANCE MANAGEMENT	11
B.13 INSURANCE	11
B.14 WARRANTY.....	11
B.15 CONFIDENTIALITY OBLIGATIONS.....	12
B.16 OWNERSHIP OF WORK PRODUCT.....	12
B.17 COOPERATIVE PURCHASING.....	12
SECTION C: PROPOSAL QUESTIONS TO PROSPECTIVE VENDOR.....	13
C.1 INSTRUCTIONS FOR ANSWERING QUESTIONS	13
C.2 PROPOSAL QUESTIONS.....	13
SECTION D: PRICING AND PROPOSAL ITEMS	18
D.1 PRICING INFORMATION.....	18
D.2 BEST AND FINAL OFFER.....	18
D.3 PRICING.....	18
D.4 PROPOSAL ITEMS.....	20
SECTION E: PROPOSAL INSTRUCTIONS, EVALUATION, AND AWARD.....	21
E.1 RFP POSTED LOCATIONS	21

E.2 PRE-PROPOSAL CONFERENCE	21
E.3 PROPOSAL QUESTIONS.....	21
E.4 ADDENDA	21
E.5 SUBMISSION OF PROPOSALS.....	22
E.6 DOCUMENTS FOR FINAL VENDOR SUBMISSION.....	22
E.8 CONFIDENTIAL AND PROPRIETARY INFORMATION.....	23
E.9 LATE PROPOSAL SUBMISSIONS	24
E.10 AWARD	24
E.11 ACCEPTANCE PERIOD	24
E.12 EVALUATION OF PROPOSALS	24
E.13 EVALUATION CRITERIA.....	25
E.14 VENDOR INTERVIEWS AND NEGOTIATIONS	25
E.15 POST AWARD PURCHASE ORDER.....	26
E.16 VENDOR COMMITMENT STATEMENT	26
E.17 OTHER CONTRACTUAL DOCUMENTS.....	26
E.18 STANDARD PROPOSAL CONSIDERATIONS	27
SECTION F: REQUIRED VENDOR SIGNATURE FORMS	28
F.1 ACCEPTANCE AND ADDENDA ACKNOWLEDGEMENT FORM	28
F.2 REFERENCES AND AUTHORIZATION AND RELEASE FORM	29
SECTION G: AUTHORIZATION FOR SOLICITATION POSTING	30
G.1 PURCHASING MANAGER FORM	30

SECTION A: SCHEDULE, PURCHASING ANALYST OF RECORD, AND GENERAL SUMMARY OF NEEDS**A.1 SCHEDULE OF EVENTS**

The following is a list of important items, dates, and times that pertain to this solicitation. All times listed below are in reference to the local Thornton, Colorado time.

<u>Solicitation Item</u>	<u>Date</u>	<u>Time</u>
RFP Issued	12/17/25	
Pre-Proposal Conference	01/05/26	11:00 A.M.
Deadline to Submit Additional Questions	01/14/26	4:30 P.M.
Response to Written Questions	01/20/26	
Proposal Due Date	01/28/26	4:30 P.M.
Tentative Award Date	02/23/26	

A.2 PURCHASING ANALYST OF RECORD

The Purchasing Analyst of Record for this solicitation will be the central point of contact throughout the solicitation process. All questions and inquiries must be submitted in writing via a direct email to the Purchasing Analyst. No communication is to be directed to any other Thornton personnel.

The Purchasing Analyst of Record's contact information is as follows:

Name: Joshua Houston
Title: Senior Purchasing Analyst
Email: Joshua.Houston@thorntonco.gov

A.3 GENERAL SUMMARY OF PROCUREMENT NEEDS

The City of Thornton, CO ("Thornton") is seeking proposals from qualified radio-frequency (RF) engineering firms for the inspection, testing, optimization, and upgrade of radios that are part of Thornton's water infrastructure supervisory control and data acquisition (SCADA) system. While Thornton is not presently experiencing any significant performance issues with the operation of the existing radios, Thornton desires radio replacements and upgrades due to the age of the existing radios and a desire to standardize the radio models in use. The desired outcome is to improve the reliability, functionality, and monitoring capabilities of Thornton's water infrastructure, ensuring greater operational efficiency and system resilience.

SECTION B: CURRENT STATE, SCOPE OF WORK, AND SPECIAL CONSIDERATIONS

B.1 CURRENT STATE

Thornton is a home-rule city in Adams County, Colorado, located ten (10) miles northeast of Denver. The City owns and operates a water system serving approximately one hundred sixty-five thousand (165,000) individuals across thirty-nine (39) square miles, including City residents and some unincorporated parts of Adams County. Thornton also makes bulk-treated water deliveries to the City of Westminster. As of 2022, there were over forty-three thousand (43,000) metered connections to Thornton's treated water system.

Thornton operates two (2) water treatment plants: the Thornton Water Treatment Plant (TWTP), located at 920 Thornton Pkwy, Thornton, CO 80229, and the Wes Brown Water Treatment Plant (WBTP), located at 3651 E 86th Ave, Thornton, CO 80229. These plants have a combined capacity of 75 million gallons per day and produce approximately 8 billion gallons annually.

The construction and installation of Thornton's current SCADA infrastructure started in 2011 and was completed in 2013. Thornton's SCADA system is currently connected to over seventy (70) remote sites, including lift stations, metering, pump stations, storage locations, pressure reducing valves (PRVs), and transfer locations. These sites include a variety of MDS radios, Phoenix radios, Modicon Quantum, Momentum, Fiber Optics, Programmable Logic Controllers (PLCs) and Unity Pro PLCs.

Thornton presently uses three (3) repeater site locations: one (1) at TWTP, one (1) at WBTP, and one (1) located at an elevated tank at approximately W 102nd Ave and Ura Ln, Thornton, CO 80260 (39°52'54.6"N 105°00'38.1"W).

Each water treatment plant has two (2) redundant iFix servers, an iHistorian server, a Terminal Services server, a Network Attached Storage (NAS) server, and a redundant Master Communications PLC. Thornton uses up to forty (40) iClients (iFixT) at three (3) locations: TWTP, WBTP, and the Infrastructure Maintenance Center (IMC), located at 12450 Washington St, Thornton, CO 80241.

Thornton is currently undertaking a comprehensive SCADA upgrade project, as well as a project to automate the TWTP to enable unmanned operations during certain times and periods of the year. This radio service upgrade project will work in tandem with these on-going efforts to improve the reliability, functionality, and monitoring capabilities of Thornton's water infrastructure.

B.2 SCOPE OF WORK – GENERAL

The scope of this project is radio services for sixty-two (62) remote sites and the two (2) water treatment plants. The project is divided into eleven (11) tasks, which will be completed in four (4) phases – **Design, Recommendation, Implementation, and Sustainment** – as described further below.

In the **Design** phase, the vendor shall attend a kickoff meeting with Thornton staff (**Task 1**) and review available documentation related to the existing radio infrastructure (**Task 2**) to prepare for the inspection and field review of remote sites. The vendor will then inspect and test all existing radio equipment (**Task 3**). Following this field review of all repeater and remote site radios, the vendor shall provide a comprehensive report for each radio (**Task 4**) and design a comprehensive solution to optimize the signal strength, quality, reliability, and long-term maintainability of Thornton's SCADA radio network (**Task 5**).

In the **Recommendation** phase, the vendor shall furnish to Thornton a memo outlining its recommendations to upgrade, replace, repair, and re-configure radios, as appropriate, to achieve the comprehensive solution developed in the Design phase (**Task 6**).

In the **Implementation** phase, the vendor shall procure and install upgraded radios, repair existing radios, and/or re-configure existing radios based on the vendor's recommendations and Thornton's direction provided in the previous phase (**Task 7**). The vendor will also install upgraded radios for the three (3) repeater sites and provide new redundant radios for each radio at the repeater site locations (**Task 8**). The vendor will test the upgraded SCADA radio network to ensure it performs as designed (**Task 9**). Finally, the vendor will furnish training to Thornton staff on the installation and programming of all new radio equipment (**Task 10**).

In the **Sustainment** phase, the vendor shall provide annual inspection and testing of Thornton's SCADA radio network to ensure its optimal performance (**Task 11**).

The selected firm must possess expertise in RF engineering and radio equipment installation, testing, and inspections, in addition to significant experience working with municipal water SCADA systems and leading-edge SCADA technology.

B.3 DESIGN PHASE

This phase begins upon award of the purchase order. Within two weeks of the award of the purchase order, Thornton's expectation is that the vendor will attend a project kickoff meeting with Thornton staff to review the scope, schedule, access requirements, and information needs to understand current system performance, historical issues, and desired outcomes (**Task 1**).

The vendor shall review available documentation related to existing radio infrastructure (**Task 2**), which Thornton will furnish to the vendor.

The vendor shall perform limited high-level inspections and field reviews at the three repeater sites and all remote site locations (**Task 3**) to:

- a. Inspect physical condition and installation quality of all existing radio-related infrastructure including antennas, grounding systems, polyphasers, cables, and mounting hardware.
- b. Test all existing radio communication equipment.
- c. Identify remote water infrastructure sites that are using outdated radios.
- d. Assess site readiness for potential upgrades and new equipment installation.

Thornton staff will facilitate the inspections and field reviews by assisting with access to the remote sites and each repeater location.

The site name, location, purpose, and the models for the uninterrupted power supply (UPS), PLC, and radio, for each of the sixty-two (62) remote sites have been provided under separate cover as a Microsoft Excel spreadsheet and is titled “**112-26 RFP Appendix No. 1 Remote SCADA sites.**” Information for several sites will be provided in a future addendum to this RFP; these sites are marked “[Pending]” and highlighted in yellow. Please note that the inspection, testing, repair, or replacement of UPS or PLC components is *not* within scope of this project.

Following a field review of all repeater and remote site radios, the vendor shall provide Thornton with a comprehensive report for each radio (**Task 4**), including:

- a. Physical condition and quality of all radio-related infrastructure.
- b. Signal quality metrics.
- c. Proposed configuration changes to improve signal strength, quality, and reliability.
- d. Recommendations for repair or replacement of radio or radio components, as appropriate.
- e. Site readiness for potential upgrades and new equipment installation, if recommended.

Based on the vendor’s field review and report for each radio, the vendor shall design a comprehensive solution to optimize the signal strength, quality, reliability, and long-term maintainability of Thornton’s SCADA radio network (**Task 5**). This solution shall:

- a. Recommend upgraded radio equipment to the latest MDS Orbit radio model where appropriate, including the upgraded and redundant radios for the three repeater sites.
- b. Recommend repair or replacement of existing equipment where appropriate.
- c. Recommend adjusted equipment settings to ensure optimal signal strength and quality.
- d. Note any specific site constraints or access issues.
- e. Ensure integration of recommended upgrades is compatible with existing systems.
- f. Comply with all local, state and federal regulations.
- g. Include schematic-level drawings and network diagrams showing the proposed equipment layout, signal flow, and connectivity for each site.
- h. Include information on the reliability of the recommended technology at each site to protect against system failures due to software bugs, hardware malfunctions and cyber-attacks.
- i. Propose a sequence of work to achieve the proposed solution.
- j. Include a list of equipment selected for repair, replacement, or upgrade.
- k. Include a testing plan to ensure the upgraded SCADA radio network performs as designed.
- l. Include a training plan to train Thornton staff on operator-level installation/uninstallation and programming tasks.
- m. Include a price proposal to perform all components of the proposed solution, including a summary of how the price proposal changed from the vendor’s initial proposal for this project submitted pre-award.
- n. At the vendor’s option, include a price proposal for the vendor to purchase from Thornton any of the existing radios the vendor proposes to upgrade or replace. All radios purchased by the vendor shall be sold as is with all faults. The vendor is further responsible for ensuring that all of Thornton’s data is cleared from radios before the vendor takes

possession. If the vendor's proposal to purchase existing radios is accepted by Thornton, the purchase price of the radios will be deducted from the implementation price proposal, such that the price for implementation is offset by the vendor's purchase of existing radios.

Of note, the vendor will be required to collaborate with other vendors performing work on the SCADA upgrade and automation projects to ensure proper integration of the upgraded radio infrastructure with other elements of the SCADA system. The vendor shall also coordinate closely with Thornton IT and Operations teams to confirm compatibility with existing systems and clarify any programming standards or restrictions.

The Design phase concludes once the vendor has completed its design of a comprehensive solution to meet Thornton's objectives for this project.

B.4 RECOMMENDATION PHASE

In this phase, the vendor shall prepare and furnish to Thornton a preliminary memo outlining its recommendations to upgrade, replace, repair, and re-configure radios, as appropriate, to achieve the comprehensive solution developed in the Design phase (**Task 6**). The memo shall address all aspects of the comprehensive solution enumerated above, including the schematic-level drawings and network diagrams.

After the recommendations memo is furnished to Thornton, the vendor shall provide a briefing to Thornton staff on its recommendations. Thornton may subsequently ask questions about the recommendations, request changes to the recommendations, or engage in negotiations regarding the price proposal based upon the vendor's recommendations and Thornton's sole discretion on what to repair, replace, or upgrade regarding the equipment. The vendor will revise the recommendations memo in response to Thornton's requests and furnish a final memo.

The Recommendations phase ends once the final recommendations memo has been delivered to and accepted by Thornton; Thornton has accepted a price proposal from the vendor to repair, replace, or upgrade equipment, including any purchase of existing radios by the vendor, and the purchase order has been revised accordingly; and both parties are ready for implementation. Thornton has sole authority to determine which, if any, of the vendor's recommendations will be implemented.

B.5 RE-NEGOTIATION OF PRICE FOR IMPLEMENTATION PHASE

The price to be established at the time of award of the purchase order for line 2 of the purchase order, *Implementation Phase*, assumes all remote and repeater site radios will be upgraded. At the time of award, this is a placeholder amount only and intended to function as a ceiling amount for the Implementation phase.

As part of Task 6, the vendor will deliver to Thornton a price proposal in line with its recommendations under that task. Once Thornton accepts a price proposal from the vendor to perform Tasks 7-10, the parties will negotiate any necessary changes to the line 2 amount of the purchase order to align to the amount of the vendor's accepted price proposal under Task 6.

Any changes to line 2 of the purchase order will be codified in an amended Purchase Order issued by Thornton to the vendor.

B.6 IMPLEMENTATION PHASE

In the **Implementation** phase, the vendor shall procure and install upgraded radios, repair existing radios, and/or re-configure existing radios based on the vendor's recommendations and Thornton's direction provided in the previous phase (**Task 7**). For any radios where new equipment is to be installed, the vendor is responsible for uninstalling and removing the existing equipment that is to be replaced. For all existing equipment *not* being purchased by the vendor, the vendor shall return the existing equipment to Thornton.

The vendor will also install redundant plug-and-play repeater radio configurations at each of the three repeater sites. The vendor shall upgrade radios for the three repeater sites and provide new redundant radios for each radio at the repeater site locations (**Task 8**). This task includes removing the existing radios installed at the repeater sites. Thornton does not currently have a redundant radio for these locations.

Thornton staff will facilitate access to the remote sites and each repeater location as needed.

The vendor will execute the testing plan for SCADA radios developed in the previous phase to ensure the upgraded network performs as designed (**Task 9**). The vendor shall provide all test results to Thornton staff.

Title to any new equipment installed will not pass to Thornton until after the new equipment is installed and tested to Thornton's satisfaction.

The vendor will furnish training to Thornton staff on the installation and programming of all new radio equipment (**Task 10**) to ensure Thornton staff are able to perform operator-level installation/uninstallation and programming tasks.

The Implementation phase ends once successful testing of the SCADA radio network is complete and Thornton staff have received training on the new radio equipment.

B.7 SUSTAINMENT PHASE

In the **Sustainment** phase, the vendor shall provide annual inspection and testing of Thornton's SCADA radio network (**Task 11**), starting one year after the completion of the Implementation phase.

This task includes performing a site visit to TWTP, WBTP, and all remote sites; inspecting the physical condition of the equipment at each site; and testing each site for signal strength, quality, and reliability.

Following the completion of the inspection of each site, the vendor shall furnish a report to Thornton documenting its findings and identifying any repairs or equipment replacement needed to bring the network back to optimal performance.

The vendor and Thornton shall mutually agree on the timing of the annual inspections and testing. Thornton staff will facilitate access to the remote sites and each repeater location as needed.

Thornton will issue separate purchase orders for Task 11 for each annual inspection and testing period. All future purchase orders are contingent upon annual appropriations being approved by Thornton's City Council for the continuation of this work. Thornton shall *not* be liable to the vendor should funding *not* be appropriated and approved by the City Council.

B.8 MONTHLY MEETINGS

Throughout the initial term for this project, the vendor shall conduct monthly meetings, or more if needed, with Thornton team members to provide progress updates on the project.

B.9 ACCESS TO SCADA GIS

Thornton is providing access to a public-facing application for SCADA-related GIS data maintained by Thornton. The application may be accessed here:

<https://cityofthornton.maps.arcgis.com/apps/instant/sidebar/index.html?appid=fb09b44bca114fe6adf29fbf94c56abe>

The data shown is for general reference only. It does not represent legal boundaries or exact locations and must not be used for legal, engineering, or surveying work. Thornton does not guarantee the accuracy, precision, or completeness of the information displayed. Use of this application indicates your acknowledgment of these limits and your agreement to use the information only for developing a proposal in response to this RFP. Access to this application will terminate following the due date and time for proposals.

B.10 AWARD LENGTH

The length of the initial term for the award resulting from this solicitation will be from the date the Purchase Order is issued – tentatively February 24, 2026, – through December 31, 2026. No further extensions or renewals shall pass this date for service from the awarded vendor, unless otherwise previously authorized in writing by the Thornton Purchasing Division. Following the initial term, there are four (4), one (1)-year renewal terms for the Sustainment phase. These renewal terms will be awarded through future Purchase Orders.

B.11 INVOICING REQUIREMENTS

Thornton's Accounts Payable Division is the only division within Thornton that issues payments to vendors who have submitted invoices. Thornton only issues payments from invoices and will not issue payments to vendors off of quotes.

Thornton's standard payment terms are net thirty (30) Calendar Days after receipt of an invoice. All invoices submitted shall be emailed to AP.Invoices@ThorntonCO.gov. In lieu of email, physical copies may be submitted to City of Thornton – Accounts Payable, 9500 Civic Center Drive, Thornton, CO 80229-4326. Invoices sent to anyone other than Accounts Payable are not considered to be properly submitted and will not be paid until they are properly submitted.

B.12 VENDOR PERFORMANCE MANAGEMENT

Thornton may administer a vendor performance management program as part of this award. The purpose of this program is to create a method for documenting and advising Thornton of exceptional performance or any problems related to the purchased goods and services.

B.13 INSURANCE

The awarded vendor shall procure and maintain the following insurance:

1. Workers' compensation insurance: Statutory limits.
2. Commercial general liability insurance at the following minimum limits:
 - a. Each occurrence: \$2,000,000
 - b. Products/completed operations aggregate: \$1,000,000
 - c. Personal and advertising injury: \$1,000,000
 - d. General aggregate: \$2,000,000
3. Automobile Liability Insurance: Minimum combined single limits for bodily injury and property damage of not less than \$1,000,000 for any single occurrence.

The awarded vendor shall name Thornton, its officers, agents, and employees as additional insureds with respect to the commercial general liability and auto liability coverages.

A Certificate of Insurance shall be completed and forwarded, along with the Additional Insured Endorsements, to Thornton by the awarded vendor's insurance agent(s) as evidence that policies providing the required coverages, conditions, and minimum limits are in full force and effect and shall be subject to review and approval by Thornton prior to the start of work under this project.

B.14 WARRANTY

The vendor shall transfer to Thornton all standard commercial warranties applicable to any furnished radio equipment. The vendor is responsible for completing and submitting all required warranty registrations on behalf of Thornton upon delivery of the equipment. Documentation confirming successful warranty registration must be provided to Thornton within thirty (30) days of equipment acceptance.

B.15 CONFIDENTIALITY OBLIGATIONS

To the extent the vendor requires Thornton to provide confidential reports and other data as may be available to Thornton and reasonably required for the vendor to perform this project, the vendor will keep Thornton's confidential information secret and will not disclose it to any third party, take or misuse any of the Thornton's confidential information, or any other information the vendor acquires or has access to because of its work on this project.

Thornton's confidential information is Thornton's exclusive property, therefore, on Thornton's request or the termination of this project, the vendor will promptly return Thornton's confidential information including all documents, disks or other computer media or other materials in the vendor's possession or control containing any of Thornton's confidential information.

After this project terminates, the vendor will preserve and not disclose directly or indirectly to any third party Thornton's confidential information and will promptly advise Thornton of any unauthorized disclosure or use of its confidential information by any person or entity.

B.16 OWNERSHIP OF WORK PRODUCT

All services, data, drawings, designs, plans, reports, studies, computer programs (nonproprietary), computer input and output, analyses, tests, maps, surveys, or any other materials ("work product") developed by the vendor in conjunction with this project shall be the sole and exclusive property of Thornton. The vendor agrees to transfer the work product's copyright, trademark, or other intellectual property rights for no additional cost to Thornton. However, any reuse of work product other than for the specific intended purpose of this project by Thornton without written authorization by the vendor will be at Thornton's risk.

B.17 COOPERATIVE PURCHASING

Thornton encourages the proper use of cooperative purchasing and reserves the right to make results of this solicitation available to other governmental agencies seeking like equipment, goods, or services. Other agencies using this solicitation must do so according to regulations established by their individual organizations and accept sole responsibility for its use. The terms and conditions of any resulting transaction shall be exclusively between the buyer and the seller. Buyers and sellers from other municipalities and political subdivisions using this solicitation in a cooperative or "piggy-back" fashion, agree to defend and hold harmless Thornton from any dispute or action arising from its use.

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SECTION C: PROPOSAL QUESTIONS TO PROSPECTIVE VENDOR

C.1 INSTRUCTIONS FOR ANSWERING QUESTIONS

Your proposal response must specifically address each of the questions/issues that are listed within this RFP. The **quality and detail** of your responses, along with how closely your firm can meet or exceed Thornton's Scope of Work expectations from Section B, will be considered in the overall evaluation of your proposal. Proposers are encouraged to give examples and provide comprehensive information to support your compliance on each point.

All answers provided by the awarded vendor may be incorporated into the purchase order between the vendor and Thornton as an additional exhibit or as part of a finalized Scope of Work.

C.2 PROPOSAL QUESTIONS

To standardize the format of all proposals for evaluation, proposers are required to respond to all questions **in the order given** and to list the item number and restate the question prior to giving their answer. Failure to comply with this requirement may result in your proposal being declared non-responsive.

A. General Vendor Questions

1) General Vendor Summary

Please provide a brief description of the following:

- a) Full legal company name;
- b) Your headquarters address;
- c) Primary company contact including name, phone number, and email address;
- d) The year your firm was established;
- e) A brief listing of your vendor core competencies; and
- f) A current copy of your firm's W-9 (IRS version October 2018).

2) Experience and References

Please provide five (5) current client references that you have sold and implemented the same or like solutions to in the past five (5) years. Of these references, please list as many as available that are other governmental municipalities as possible.

- a) Include in your reference information:
 - i) Name of the municipality or firm;

- ii) Client's headquarters address;
- iii) Current reference contact information, including the Reference's:
 - (1) Name;
 - (2) Title;
 - (3) Phone number;
 - (4) Email address;
- iv) Project start date (date of signed agreement);
- v) Project end date (project close-out date);
- vi) Project description including all services performed; and
- vii) Contractual value.

- b) Please provide the number of overall clients that you have currently using your proposed solution, including:
 - i) Within the United States; and
 - ii) Within the State of Colorado.

B. Proposed Solution Engagement

1) Vendor Engagement Team

Please provide the following:

- a) Each team member in the project engagement team's role;
- b) The responsibilities for each role; and
- c) Information regarding the team member's professional background.
 - i) Resumes may be included as an appendix but each resume shall not exceed one (1) page in length.

2) Vendor Recommended Roles and Responsibilities of Thornton's Project Personnel

Please provide the following:

- a) Identify the recommended Thornton personnel project team roles;
- b) The responsibilities of each role; and
- c) The estimated weekly hours required of Thornton's personnel over the entire project life-cycle.

3) Engagement Methodology, Initial Project Plan, and Initial Equipment Upgrade List

Thornton's expectation is that the awarded vendor will use their expertise to provide proactive leadership, guidance, and direction to the Thornton team throughout each phase of the project life cycle while working collaboratively to plan and implement the solution.

- a) Please describe in detail, your preferred engagement methodology for this project based on Thornton's Scope of Work.
 - i) Please provide any previous examples and additional documentation to support your methodology, as necessary.
- b) Please provide an initial project plan of no more than 10 (ten) pages outlining how your firm intends to accomplish each of the tasks of this project. For this initial project plan, please assume that *all* remote and repeater site radios will be upgraded to the latest MDS Orbit radio model.
- c) Please provide an initial list of proposed upgraded radios, by remote and repeater site, for *all* remote and repeater sites (including the redundant repeater site radios), assuming that *all* remote and repeater site radios will be upgraded to the latest MDS Orbit radio model. Include the manufacturer name and specific model number, as well as the standard commercial warranty terms applicable to the proposed radio equipment, including coverage details and warranty duration, and the life expectancy of the radio.

4) Project Schedule

Please provide the following:

- a) A **proposed** project schedule via a Gantt chart or other type of chart, in terms of calendar days based upon the RFP Scope of Work and your proposed engagement methodology.
 - i) Use "Day 1" as the date of the purchase order award, with no prior work having been completed prior to the purchase order.
 - ii) Ensure that you list the number of calendar days that are expected for each portion of the project schedule.
 - iii) Ensure that you include all proposed milestones and deliverables that are required to complete this project.

The initial term for the project (through the Implementation phase) must be completed no later than December 31, 2026.

5) Project Success and Acceptance Criteria

Please provide the following:

- a) Your project success and acceptance criteria and note any concerns or comments. Include a description of the approach your firm uses to close out a project.
 - i) Include an example of your firm's Project Acceptance Form, if applicable.

6) Change in Scope

Please provide the following:

- a) A description of your firm's process to determine if a request made by Thornton is deemed as being out of scope for the project.
 - i) Include an example of your firm's Project Change Form, if applicable.
 - (1) **Note:** All potential change orders shall be reviewed and approved by the Thornton Purchasing Division prior to execution of any change orders. The Thornton Purchasing Division may issue an individual purchase order for any particular change order.

Vendors are to note that Thornton retains the right to use Thornton's own Change Order form when performing any change order.

C. Cybersecurity Questions

The follow questions shall be answered based upon the initial list of upgraded radio models proposed by the vendor and their initial proposed configurations and programming.

1) Secure Communication

- a) Do the radios support encryption to keep our communications private?
 - i) What type of encryption is used (e.g., AES-256)?
 - ii) Is encryption enabled by default?

2) Preventing Unauthorized Use

- a) If a radio is lost or stolen, how do you prevent it from being used by unauthorized people?
- b) Can radios be remotely deactivated or blocked?

3) Tamper Protection

- a) How do you protect radios from being reprogrammed by unauthorized users?
- b) Are passwords or access controls in place for settings changes?

4) Firmware Security

- a) How do you protect radios from software-based attacks or vulnerabilities?
- b) Are firmware updates digitally signed?
- c) How are updates delivered and verified?

5) Cloning and Duplication Prevention

- a) Can someone clone one of our radios and impersonate a real user?
- b) Are radio IDs or credentials protected from duplication?

6) Physical Security of Stored Data

- a) Is stored information on the radio (IDs, settings, encryption keys) protected if the device is stolen?
- b) Is data at rest encrypted?

7) Interoperability Security

- a) Are there security risks when these radios connect to our existing radio system?
- b) Can older systems lower the security of these radios?

8) Security Support and Lifespan

- a) How long will these radios receive updates and security support?
- b) How do you handle newly discovered vulnerabilities?

9) Standards and Compliance

- a) Do the radios meet any recognized standards for secure communications? E.g., P25 compliance, FIPS 140-2/3, TIA-102, ISO standards.

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SECTION D: PRICING AND PROPOSAL ITEMS

D.1 PRICING INFORMATION

This section shall include a description of the proposed costs and prices. All pricing information shall be limited solely to this section of your proposal. This section should address all requirements set forth in Section B as well as any other items pertinent to your proposal pricing such as additional discounts for increased quantities, service requirements, etc. The requirements have been developed to allow Thornton to uniformly evaluate prices submitted for the work. Accordingly, you should follow these instructions carefully and provide all data requested in the formats specified herein and in any referenced attachments.

Any omissions in this solicitation shall be identified by the vendor and incorporated into their proposal including any omissions for hardware, service, support, software, travel, shipping, etc., which is necessary to the success of the project. All items must be identified as a separate line item with pricing and included as part of this RFP, unless otherwise requested by Thornton. Thornton will not increase any subsequent agreement or purchase order (neither dollar amount or time) for items not included in the submitted proposal documents. Thornton reserves the right to purchase part or the entire proposal.

D.2 BEST AND FINAL OFFER

Thornton reserves the right after review and evaluation of vendors, including after any interviews or demonstrations that have been conducted, to go back to the “short list” of vendors to conduct a Best and Final Offer (“BAFO”). If issued, the BAFO may be included as a final pricing evaluation tool by Thornton to aid in the award decision process.

D.3 PRICING

Vendors shall submit pricing using the Pricing Form provided under separate cover as a Microsoft Excel spreadsheet. The form shall be submitted in Microsoft Excel format.

Vendors shall propose pricing for this project on six (6) line items – one (1) line item for the Design and Recommendations phases together, one (1) line item for the Implementation phase, and four (4) line items for the Sustainment phase (one [1] for each of the four [4] years).

On the first tab, vendors shall enter their company name in cell A2.

On the second tab, *Design & Recommendation*, vendors shall provide (1) a firm-fixed-price to accomplish Tasks 1-6 in Table 1 (cell C5), and (2) optionally, a milestone schedule in Table 2.

The milestone schedule is a payment schedule that provides for fixed payments to be made by Thornton to the vendor upon successful completion of vendor-identified milestone events (e.g., completion of the kick-off meeting, completion of the comprehensive report for each radio). The milestones proposed by vendors should be meaningful and significant, and the payment amount corresponding to each milestone event should be in proportion to the significance of, and work

required by the vendor to achieve, the milestone event. Thornton shall have the sole discretion as to if a milestone and task have been successfully completed by the vendor prior to payment being issued by Thornton to the vendor.

Vendors proposing a milestone schedule shall complete the fields for the associated task number (i.e., Tasks 1-6, in column A), milestone event (column B), estimated date (of reaching the milestone, in column C), and payment percentage (as a percentage of the total price proposed in Table 1, in column D). The payment amount (column E) will be calculated automatically based upon the percentage amount entered.

If a vendor does not propose a milestone schedule, the full amount entered in Table 1 would only become due once Tasks 1-6 are each successfully completed and accepted by Thornton.

On the third tab, *Implementation*, vendors shall provide (1) prices to upgrade *all* remote and repeater site radios, including the redundant radios for the repeater sites, to the latest MDS Orbit radio model under Tasks 7 and 8, and (2) a breakdown of non-radio equipment costs to perform Tasks 7-10.

In Table 3, vendors shall list the initial proposed radio upgrade model for each site (column F) and the unit price for the upgraded radio (column H). The extended price (column I) will be calculated automatically.

In Table 4, vendors shall provide a breakdown of all labor (by labor category), any travel, non-radio equipment and materials costs (by item of cost), and any other items of cost to perform all aspects of Tasks 7-10. Vendors shall include the costs to uninstall existing radios and assume that there will be *no* offset from the vendor's purchase of existing radios. Vendors shall complete the labor category or other cost description (column A), quantity or hours (column B), and unit price (column C). Extended price (column D) will be calculated automatically.

Thornton is requiring the data in Table 4 to assess the realism of the vendor's proposed price to perform the Implementation phase, and to provide a baseline for future negotiations between Thornton and the vendor for the Implementation phase. As noted in section B.5, the amount for line item 2 is a placeholder amount assuming all remote and repeater site radios will be upgraded, and it is intended to function as a ceiling amount for the Implementation phase.

On the fourth tab, *Sustainment*, vendors shall provide a firm-fixed-price in column C for each year of the Sustainment phase in Tables 6, 7, 8, and 9. This is the price to perform the inspection and testing task, Task 11, in calendar years 2027, 2028, 2029, and 2030.

Information on the fifth tab, *Proposal Summary*, will populate from the preceding tabs. The total evaluated price in Table 10 (cell C11) is the price that Thornton will use in its evaluation of proposals.

D.4 PROPOSAL ITEMS

The Pricing Form has been provided under separate cover as a Microsoft Excel spreadsheet and is titled ***“112-26 RFP Appendix No. 2 Pricing Form”***. Proposing vendors must complete and submit the Pricing Form as part of their proposal submission.

The remainder of this page has been left blank intentionally.

SECTION E: PROPOSAL INSTRUCTIONS, EVALUATION, AND AWARD

E.1 RFP POSTED LOCATIONS

This Request for Proposals (RFP) has been posted publicly to the following locations:

- BidNet® Direct: www.BidNetDirect.com
- Thornton's Purchasing website: <https://solicitations.thorntonco.gov/solicitations>

Thornton currently uses BidNet Direct® and its own website to distribute official records for all copies of publicly posted solicitations for viewing. Both websites operate as a free to view and download option for prospective vendors.

Upon request by an interested vendor, the Purchasing Division will also make this solicitation available for viewing at the Contracts and Purchasing Division office. The address for the office is located on the cover page of this RFP.

E.2 PRE-PROPOSAL CONFERENCE

A virtual Pre-Proposal Conference will be conducted at the date and time listed in the Schedule of Events on the cover page. The Scope of Work and solicitation process will be reviewed and discussed at this time.

The Pre-Proposal Conference will be held via a Microsoft Teams virtual meeting. Vendors who wish to attend the Pre-Proposal Conference must register at the link below prior to the start of the meeting:

<https://events.gcc.teams.microsoft.com/event/21784b18-ccf2-4b2b-be8a-feb42a66939f@ec30b327-c593-4218-99ab-8a0897497964>

E.3 PROPOSAL QUESTIONS

Thornton shall not be bound by, and the vendor shall not request or rely upon, any oral interpretation or clarification of this RFP. Therefore, any questions regarding this RFP are encouraged and shall be submitted in writing by email to the Purchasing Analyst of Record listed within this RFP.

Questions received up to deadline to submit question in the Schedule of Events will be answered in writing per the Schedule of Events. Answers to questions from any vendor will be provided to all vendors via a written addendum.

E.4 ADDENDA

In the event it becomes necessary to revise, change, modify or cancel this RFP or to provide additional information, addenda will be issued and made available on BidNet® Direct and on Thornton's website. Changes, clarifications, and answers to RFP questions that have been posted in a written addendum that affect or change the RFP's Scope of Work shall be considered as to have replaced and superseded the original proposal's Scope of Work.

It is the responsibility of the vendor to confirm that they have acquired all addenda related to this proposal and they have reviewed and complied with the requirements therein.

E.5 SUBMISSION OF PROPOSALS

Submission of proposals for this RFP may be done electronically through a vendor portal (currently done via BidNet Direct®). Proposals can be submitted at www.bidnetdirect.com, but shall not be submitted later than the date and time indicated in the Schedule of Events.

If you experience problems with BidNet Direct®, please call 1-800-835-4603 for assistance. There is no charge by BidNet Direct® for this service.

Vendors who are unable to submit a proposal through BidNet®, may submit an electronic copy of their proposal by email to the Purchasing Analyst of Record. All emailed proposal submissions shall be submitted and received by Thornton no later than the date and time indicated in the Schedule of Events.

E.6 DOCUMENTS FOR FINAL VENDOR SUBMISSION

Proposing vendors are solely responsible to ensure that their submission is complete and responsive prior to a final submission. As a reminder, this RFP contains the following documents that will require completion by the proposing vendor to be considered as initially responsive:

- 1) Section C.2 – Proposal Questions – Answers provided by the proposing vendor;
- 2) Appendix No. 2 Pricing Form (submitted in Microsoft Excel and exempted from the page count in section E.7);
- 3) Any additional technical information in support of your proposal;
- 4) Section F.1 – Acceptance and Addenda Acknowledgement Form;
- 5) Section F.2 – References and Authorization Release Form.
- 6) If submitted, redlines to the Vendor Commitment Statement (section E.16) or other contractual documents (section E.17), both of which are exempted from the page count in section E.7.

It is not necessary for a proposing vendor to submit this entire RFP document that has been provided by Thornton with the vendor's response. Only the above-mentioned items are required with your proposal submission. Thornton reserves the right to request any clarification, ask any questions, or request additional documents that may aid in the evaluation of your proposal.

E.7 PAGE LENGTH FOR PROPOSALS

Excluding (1) the Pricing Form, which shall be submitted in Microsoft Excel format, and (2) redlines to the Vendor Commitment Statement (section E.16) or other contractual documents (section E.17), if submitted, proposals are limited to a collective total of thirty (30) pages or less. Proposals may be submitted in either Microsoft Word or Adobe PDF format, and in one (1) or multiple files so long as the collective page count does not exceed thirty (30) pages for all components of the proposal except (1) the Pricing Form and (2) redlines to the vendor commitment statement (section E.16) or other contractual documents (section E.17), if submitted. There are no page formatting requirements (e.g., margins, font, etc.).

E.8 CONFIDENTIAL AND PROPRIETARY INFORMATION

As a Colorado home rule municipality, Thornton is subject to and must comply with the Colorado Open Records Act (“CORA”), C.R.S. § 24-72-201 *et seq.* All vendor submitted documents are subject to requests for public records pursuant to CORA. **Proposing vendors must clearly identify within their submissions any information that is confidential and proprietary by marking such information as “Confidential” or “Proprietary” information.** Any information a vendor marks as confidential or proprietary shall comply with CORA and any other applicable statute(s).

Prior to a final award and agreement, vendor submitted information that is contained within the proposal may be held by Thornton as confidential and proprietary at Thornton’s sole discretion. **In accordance with CORA, upon the conclusion of a final award and agreement, Thornton may, in its sole discretion, release any and all portions of vendor submissions not marked as confidential or proprietary.** Thornton shall be held harmless from any claims arising from the release of confidential and proprietary information not clearly designated as such by the proposing vendor within their proposal documents to Thornton that are submitted to Thornton as part of their final submission package or any subsequent clarification documents during Thornton’s evaluation of the vendor’s submitted proposal.

In general, it is not acceptable to Thornton for a proposing vendor to mark information other than the following items as confidential or proprietary:

- 1) Financial statements;
- 2) Project financing data;
- 3) Litigation history;
- 4) Tax audit history; and
- 5) Client lists and references.

Thornton does not generally find it acceptable to mark proposal pricing, nor the entirety of your proposal, as confidential or proprietary. Failure to adhere to these restrictions may result in your proposal being deemed non-responsive.

For more information about Thornton's processes related to CORA, including using Thornton's Public Records Request Form or for submission of a CORA request, please visit the website of the office of Thornton's City Clerk at <https://www.thorntonco.gov/government/city-clerk/Pages/default.aspx> or you can reach the Clerk's office by email at Clerk@ThorntonCO.gov or by phone at (303) 538-7615.

E.9 LATE PROPOSAL SUBMISSIONS

Proposing vendors are expected to allow adequate time to upload and submit a complete submission for consideration through the electronic vendor portal (currently BidNet Direct®) or by email. The vendor portal will not allow a vendor to modify, save, nor upload their proposal after the submittal date and time have passed. It is **highly recommended** that as a proposing vendor you do not wait until the last minute to submit your proposal.

Late proposals will not be accepted. Sole responsibility rests with the proposing vendor to ensure that its proposal is completely uploaded through the vendor portal or is received by email by the Purchasing Office prior to the submission deadline. Proposals that are left in a "Draft" status in the vendor portal will not be accepted by Thornton for consideration.

E.10 AWARD

Award will be made on an "all or none" basis. Prices must be shown for each item listed on the Pricing Form. Proposals submitted without individual item prices listed will be considered as non-responsive and rejected.

E.11 ACCEPTANCE PERIOD

Submissions in response to this RFP shall remain valid until an award has been made to a proposing vendor or at a minimum of one hundred twenty (120) calendar days from the time of submission, whichever date comes last.

E.12 EVALUATION OF PROPOSALS

All proposals will be evaluated by a Selection Committee assigned by the City Manager, or their designee. Proposals shall be evaluated on the basis of qualifications, experience, and the applicability of the solutions offered to meet Thornton's needs as they pertain to the Evaluation Criteria noted herein and in the context of best value received for the required goods and/or services. Note that any tools utilized by the Selection Committee in their evaluation process are only intended to facilitate the understanding of the submissions received and facilitate the member's ability to weigh the merits of each proposal. Therefore, any tools utilized by the Selection Committee have no binding effect on their vote or the final award made by Thornton as a result of this RFP.

In addition, other pertinent information which becomes available during the evaluation, interview, or negotiations may be considered in the evaluation. The committee may make a selection on the basis of the Proposals received, or may choose to "short list" prospective firms for further

consideration, which may include interviews and or negotiations. The firm selected for the Award will be chosen on the basis of the apparent greatest operational and financial benefit to Thornton, and not necessarily on the basis of lowest price. The City Manager, or their designee, shall make the final determination of the firm selected.

E.13 EVALUATION CRITERIA

Evaluation criteria for this RFP may include, but is not limited to, the following items:

- 1) Responsiveness to the needs of Thornton, including the time required to complete the implementation of the awarded vendor's solution.
- 2) Responsibility of the proposing vendor.
- 3) The written responses provided by the proposing vendor to the Proposal Questions – Section C.2, and all clarification questions asked by Thornton during the RFP evaluation.
- 4) The proposing vendor's submitted pricing. Thornton may consider the realism of the pricing proposed for the Implementation phase (line item 2) to ensure the proposed costs are realistic to perform the work required. Thornton may disqualify a proposal that is found to propose unrealistic pricing for the Implementation phase.
- 5) The results of the vendor's reference checks.
- 6) The degree to which the vendor's proposal meets or exceeds the needs as defined in the RFP, including any additional value-add items.
- 7) The results of any interviews from this RFP.
- 8) The agreeability of the vendor to Thornton's terms and conditions and the ability to contract with the awarded vendor.
- 9) All other applicable information and documents submitted by the vendor and received by Thornton in the evaluation of the proposal.

E.14 VENDOR INTERVIEWS AND NEGOTIATIONS

Following the submission and evaluation of proposals, Thornton may elect to short-list a limited number of the most highly evaluated vendors and conduct interviews with the short-listed vendors. The purpose of the interview is to clarify aspects of a vendor's proposal and permit the vendor to answer additional questions from Thornton. All interviews, if conducted, will be held virtually. Thornton shall not compensate a vendor for any costs incurred by the vendor that are related to an interview conducted by Thornton as part of this RFP.

Thornton reserves the right to negotiate with one or more vendors following the evaluation of proposals, including requesting Best and Final Offers (BAFOs), in order to obtain the best value from this procurement.

E.15 POST AWARD PURCHASE ORDER

For the initial term, the resulting award from this RFP will be in the form of a purchase order (PO) generated by Thornton's Contracts and Purchasing Division. The PO will incorporate Section B, *CURRENT STATE, SCOPE OF WORK, AND SPECIAL CONSIDERATIONS*, from this RFP; vendor pricing; and, optionally, material from the vendor's proposal (as agreed to by the vendor and Thornton).

Thornton POs are subject to the terms and conditions provided under separate cover and titled ***"112-26 RFP Appendix No. 3 PO Terms and Conditions"***. These terms and conditions will be printed on the last page of the Purchase Order.

E.16 VENDOR COMMITMENT STATEMENT

A sample Vendor Commitment Statement (VCS) has been uploaded with this RFP document under separate cover and titled ***"112-26 RFP Appendix No. 4 Sample Vendor Commitment Statement"***.

The VCS is intended to govern the vendor's work during the Sustainment phase. It will include the vendor's pricing for line items 3, 4, 5, and 6; a description of the work to be performed; and, optionally, material from the vendor's proposal (as agreed to by the vendor and Thornton).

Vendors do *not* need to complete or submit any of the information within the sample VCS as part of the proposal process. Thornton will negotiate the final language of the VCS with the awarded vendor before the award is made. The awarded vendor shall then sign the VCS as part of its acceptance of the award.

If a vendor desires to propose changes to the sample VCS, those changes shall be submitted in redline and included as part of the vendor's proposal. Thornton may disqualify a proposal if changes to the sample VCS are submitted and contain terms which Thornton is unable to accept.

E.17 OTHER CONTRACTUAL DOCUMENTS

Thornton does not anticipate signing any separate vendor contractual documents, including separate general or online terms and conditions, vendor agreements, vendor quotations with separate terms and conditions, etc. Vendors who have such documents and would require Thornton to sign such documents to provide their solution must submit these documents for Thornton's review as part of their proposal. Thornton may disqualify a proposal if other contractual documents are submitted and contain terms which Thornton is unable to accept.

E.18 STANDARD PROPOSAL CONSIDERATIONS

Thornton maintains a standard set of RFP considerations and terms and conditions for RFPs that are non-federally funded and are not awarded through a cooperative process. These considerations are static between each RFP process. It is the sole responsibility of the proposing vendor to have read all RFP considerations. A copy of these standard RFP considerations has been uploaded with this RFP document under separate cover and titled ***“112-26 RFP Appendix No. 5 RFP Standard Proposal Considerations”***.

The remainder of this page has been left blank intentionally.

SECTION F: REQUIRED VENDOR SIGNATURE FORMS**F.1 ACCEPTANCE AND ADDENDA ACKNOWLEDGEMENT FORM**

1) Vendor indicates acceptance of the following conditions:

City of Thornton Charter Section 7.4 prohibits Thornton from issuing a Purchase Order to firms which employ certain family members of employees unless the Thornton Council determines it is in Thornton's best interest. For the purposes of this Charter Section, a domestic partner shall be considered equivalent to a family member. The Vendor attests to the following:

No City Council Member, member of a board or commission, Municipal Judge, City Manager, City Attorney, or employee of the City of Thornton, or any such person's family member, domestic partner, or person assuming a relationship being the substantial equivalent of the above, has an existing or pending, direct or indirect, financial, pecuniary or personal interest in the proposing firm or this Invitation for Bid, except as follows: (list, if any) _____

2) The undersigned Vendor, having examined the Proposal Documents, and having full knowledge of the product and/or services requested and described herein, hereby proposes that it will fulfill the obligations contained herein specifications set forth; and that it will furnish all required products and pay all incidental costs all in strict conformity with these Proposal Documents, for the stated prices as payment in full. Yes No

3) I acknowledge receipt of any and all published addenda and a copy of the Sample Agreement as provided by Thornton : Yes No

4) I acknowledge that I have submitted all items and documents as required of the final proposal submission Yes No

Proposing Vendor's Name: _____

Date: _____

Submitted By (Printed): _____

Submitted By (Signature): _____

Title: _____

Telephone Number: _____

Email: _____

F.2 REFERENCES AND AUTHORIZATION AND RELEASE FORM**REFERENCE AUTHORIZATION FORM**

By: _____, A Corporation
(Proposing firm) A Partnership whose address is _____
An Individual (Circle One)

Proposing firm has submitted a sealed Proposal to the City of Thornton (Thornton) for this solicitation.

Proposing firm hereby authorizes Thornton to perform such investigation of proposing firm as Thornton deems necessary to establish the qualifications, responsibility, trustworthiness, and financial ability of the proposing firm. By its signature hereon, the proposing firm authorizes Thornton to obtain reference information concerning the proposing firm and releases the party providing such information named above and Thornton from any and all liability to the proposing firm as a result of any reference information provided.

Proposing firm further authorizes Thornton to discuss and release any and all information regarding the Proposing firm's performance on its forthcoming services related to this project or other past projects upon receiving a request for such information. Proposing firm releases Thornton from any and all liability associated with such a release of information.

Proposing firm further waives any right to receive copies of reference information provided to Thornton. A copy or facsimile of this executed Reference Authorization and Release Form may be used with the same effectiveness as an original.

Proposing Vendor's Name: _____

Submitted By (Printed): _____

Submitted By (Signature): _____

Title: _____

Date: _____

SECTION G: AUTHORIZATION FOR SOLICITATION POSTING**G.1 PURCHASING MANAGER FORM**

All communications regarding this solicitation shall be directed to the Purchasing Analyst of Record listed within this solicitation in Section A.2 – Purchasing Analyst of Record.

This solicitation has been reviewed and approved for a public posting by the Thornton Purchasing Manager.

Andrew Miskell, CPPB
Purchasing Manager