

REQUEST FOR PROPOSAL (RFP)

RFP No. 241-26

Housing and Homelessness Strategy and Implementation Toolkit

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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	07/16/26	
Pre-Proposal Conference	07/30/26	9:30 A.M.
Deadline to Submit Additional Questions	08/06/26	04:30 P.M.
Thornton's Response to Written Questions	08/12/26	
Written Proposal Due Date	09/01/26	04:30 P.M.
Start of Virtual Presentations	09/03/26	
End of Virtual Presentations	09/10/26	
Negotiations Start	09/14/26	
Negotiations End (tentative)	09/25/26	
Award Date (tentative)	10/01/26	

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 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 (hereafter, “Thornton” or “the City”) is seeking the services of a qualified consultant to develop a comprehensive Housing and Homelessness Strategy (hereafter, the “Strategy”) and furnish an Implementation Toolkit (collectively, the “Project”).

The Strategy will assess current housing and homelessness conditions, evaluate existing City programs and processes, identify housing and service gaps, and provide actionable, data-driven recommendations to expand housing options, strengthen homelessness response, improve access to and administration of housing financing, leverage public and private funding opportunities, enhance regional partnerships, promote organizational effectiveness, and eliminate redundancies and duplicative efforts.

This Project will also produce practical implementation tools, funding strategies, performance measures, and prioritized action plans that position Thornton to effectively administer housing initiatives, attract investment, and pursue future funding opportunities.

SECTION B: BACKGROUND, PURPOSE, STATEMENT OF OBJECTIVES, AND SPECIAL CONSIDERATIONS

B.1 BACKGROUND:

Thornton is a home-rule city in Adams County, Colorado, located ten (10) miles northeast of Denver. Like the rest of the Denver metropolitan region, Thornton faces challenges with rapid population growth, a shortage of affordable housing, increasing housing cost burdens for residents, and a growing need for coordinated services to prevent and address homelessness. While Thornton has long-standing programs for the distribution of limited funds both to low-income residents and developers, this funding has not been allocated using outcomes-based funding priorities.

Amidst these challenges, the City is undertaking this Project to develop a comprehensive Housing and Homelessness Strategy and Implementation Toolkit to guide future policy, investment, financing, and program decisions by the City related to housing and homelessness.

This Project is being undertaken amidst a City-wide re-organization effort to realign functions between new and existing departments and improve processes and collaboration. As part of this process, the City has formed a number of Strategic Plan Operation Teams (SPOTs), cross-functional teams of Thornton employees assigned to develop and execute actions related to the City's Strategic Plan. Several of these SPOTs are working on topics related to housing and homelessness.

There are several existing planning documents, studies, policies, recommendations, and strategies about housing and homelessness (collectively, "existing planning documents"). These include:

- City of Thornton 2025-2029 Strategic Plan. See *Exhibit A*.
- City of Thornton 2024-2029 Housing Needs Assessment. See *Exhibit B*.¹
- City of Thornton 2025-2029 Community Development Block Grant (CDBG) Consolidated Plan. See *Exhibit C*.
- City of Thornton 2024 Analysis of impediments to Fair Housing. See *Exhibit D*.²

¹ The Housing Needs Assessment is being updated for 2026 and is anticipated to be available later this year. The current Strategic Plan (adopted 2025) identifies multiple short-term implementation actions related to this Housing Strategy and assembles interdisciplinary teams across the city to ensure accountability. These actions will be in-progress or complete by the time this Strategy is finished. This Strategy should document the progress, anticipated completion date, and anticipated deliverables for the following actions:

- Under Vibrant and Purposeful Development:
 - Develop an education campaign for the community on the needs and benefits of diverse housing choices.
 - Develop a targeted residential development review Rapid Response Team including both internal and external partners.
 - Identify priority areas using criteria (ex: density, transit, innovation) for attainable housing and engage the community to partner on buy-in.
- Under Safe, Supported, and Livable Community: Complete a comprehensive review of homelessness initiatives and develop a strategic plan to support the homeless population in the City.

² This exhibit is not provided with the initial issuance of the solicitation; it will be provided at a future date.

- Denver Regional Council of Governments (DRCOG) 2024 Regional Housing Needs Assessment. See *Exhibit E*.
- DRCOG 2024 Boomer Bond Assessment Tool report. See *Exhibit F*.

B.2 DESIRED END STATE:

The desired end state of this Project includes:

- A comprehensive Homelessness and Housing Strategy.
- Established shared priorities across City departments and community partners.
- Implementable recommendations supported by data and a practical toolkit to enable the City to put the Strategy into action.
- Measurable actions the City can take over short-, medium-, and long-term horizons.

B.3 STATEMENT OF OBJECTIVES:

Below, Thornton provides a statement of objectives (SOO) that describes the City's desired outcomes and objectives of this Project. These objectives are organized into five focus areas:

- Strategic Foundation and Policy Alignment.
- Housing Strategy, Housing Production, and Implementation Tools.
- Homelessness Response and Service Delivery.
- Funding, Programs, and Organizational Effectiveness.
- Community Engagement, Implementation, and Performance.

As explained further in Section C, offerors are to develop and submit a statement of work (SOW) that describes how they intend to achieve the objectives identified in this SOO, including the tasks to be performed by the consultant and the deliverables to be furnished to Thornton.

Focus Area B.3.1: Strategic Foundation and Policy Alignment

Desired Outcome: Develop a unified Housing and Homelessness Strategy that integrates existing planning documents and community priorities into a cohesive framework to guide future decision-making.

Objectives:

- B.3.1.a Integrate and reconcile recommendations from existing planning documents into a comprehensive Housing and Homelessness Strategy.
- B.3.1.b Incorporate applicable state of Colorado statutory definition(s) related to affordable housing and recommend clear and specific local definitions for affordable housing, attainable housing, and naturally occurring affordable housing (NOAH).
- B.3.1.c Coordinate efforts with relevant SPOTs working on housing, homelessness, and related matters, including deliverables being produced by SPOTs.

- B.3.1.d Define the City's strategic role in addressing housing and homelessness within the context of regional partnerships, Adams County, adjacent municipalities, and community needs.

Focus Area B.3.2: Housing Strategy, Housing Production, and Implementation Tools

Desired Outcome: Develop data-driven recommendations and practical implementation tools that expand housing opportunities, improve affordability and attainability, streamline development processes, and strengthen the City's ability to implement housing initiatives.

Objectives:

B.3.2.a Housing Inventory and Needs Assessment³

- B.3.2.a.i Inventory the City's existing housing stock by housing type, tenure, affordability level, age, general condition, and geographic distribution.
- B.3.2.a.ii Assess current and projected housing needs based on demographic trends, employment growth, workforce needs, and adopted land use and economic development goals.
- B.3.2.a.iii Evaluate whether the City's existing housing inventory adequately supports current and future community needs.
- B.3.2.a.iv Identify quantitative gaps in housing supply by housing type, affordability level, and target population.
- B.3.2.a.v Assess current and projected housing needs for older adults, including opportunities for aging in place, accessible housing, downsizing options, and supportive housing.
- B.3.2.a.vi Evaluate housing needs for other populations with unique housing challenges, including people with disabilities, workforce households, and individuals transitioning from homelessness.

B.3.2.b Housing Supply and Policy Recommendations

- B.3.2.b.i Develop strategies and recommendations to increase overall housing supply.
- B.3.2.b.ii Develop strategies and recommendations to preserve existing affordable housing.
- B.3.2.b.iii Develop strategies and recommendations to expand attainable housing opportunities.
- B.3.2.b.iv Develop strategies and recommendations to promote equitable housing outcomes.

³ The consultant is not expected to perform data collection to achieve these objectives but rather integrate and build on the existing data and assessments contained in the existing planning documents, especially the 2024-2029 Housing Needs Assessment (Exhibit B).

- B.3.2.b.v Identify barriers to housing production, affordability, and preservation, including regulatory, financial, infrastructure, organizational, and market constraints.
- B.3.2.b.vi Recommend policy, regulatory, and operational changes to address identified barriers.

B.3.2.c Development Processes

- B.3.2.c.i Evaluate the City's Fast-Track Review process and Housing Choice implementation efforts.
- B.3.2.c.ii Evaluate application requirements, permitting processes, public-facing resources, and relevant code updates.
- B.3.2.c.iii Recommend improvements that streamline development review.
- B.3.2.c.iv Recommend strategies to attract high-quality affordable and attainable housing development.

B.3.2.d Housing Implementation Toolkit

Develop practical tools that enable efficient administration of housing programs and implementation of the Strategy, including recommendations for:

- B.3.2.d.i A consolidated or universal application process for City housing funding and incentive programs.
- B.3.2.d.ii Standardized program guidelines and eligibility criteria.
- B.3.2.d.iii Coordinated review processes across City departments.
- B.3.2.d.iv A centralized online resource for developers, nonprofit organizations, and property owners.
- B.3.2.d.v Decision-making frameworks for evaluating funding requests and development proposals.
- B.3.2.d.vi Standardized performance measures and reporting requirements for City-funded housing initiatives.
- B.3.2.d.vii Administrative tools that improve customer experience and reduce unnecessary process complexity.

Focus Area B.3.3: Homelessness Response and Service Delivery

Desired Outcome: Evaluate the City's homelessness response system and develop actionable recommendations that improve prevention, coordination, service delivery, housing stability, and long-term outcomes.

Objectives:

B.3.3.a Current System Assessment

- B.3.3.a.i Evaluate the effectiveness of current City resources, programs, and organizational efforts addressing homelessness.

B.3.3.a.ii Analyze service delivery, customer experience, program outcomes, and organizational coordination.

B.3.3.a.iii Identify gaps, redundancies, and opportunities to improve effectiveness.

B.3.3.b Regional Coordination

B.3.3.b.i Evaluate homelessness programs and services provided by Adams County, adjacent municipalities, and other regional partners.

B.3.3.b.ii Assess coordination among City departments, County agencies, nonprofit organizations, and other service providers.

B.3.3.b.iii Benchmark the City's homelessness response against comparable communities to identify gaps in Thornton's programs and identify best practices.

B.3.3.b.iv Recommend opportunities to strengthen regional collaboration and coordinated service delivery and reduce duplicative efforts.

B.3.3.c Homelessness Strategy

B.3.3.c.i Identify unmet service needs and priorities across the continuum of homelessness response, including prevention, diversion, outreach, emergency shelter, transitional interventions, permanent housing, supportive services, and long-term housing stability.

B.3.3.c.ii Recommend the City's appropriate role in addressing homelessness in coordination with Adams County, adjacent municipalities, and regional partners.

B.3.3.c.iii Develop measurable goals, performance indicators, and implementation priorities for homelessness initiatives.

Focus Area B.3.4: Funding, Programs, and Organizational Effectiveness

Desired Outcome: Evaluate City programs, organizational capacity, and funding strategies to maximize effectiveness and support long-term implementation of housing and homelessness initiatives.

Objectives:

B.3.4.a Program Evaluation

B.3.4.a.i Evaluate programs currently serving the community administered or implemented by SPOTs and Thornton City departments, including but not

limited to Community Connections,⁴ City Development,⁵ Infrastructure,⁶ and other relevant City departments.

- B.3.4.a.ii Assess program outcomes, customer experience, operational effectiveness, and organizational alignment of programs currently serving the community.
- B.3.4.a.iii Identify service delivery gaps, redundancies, and opportunities for improved coordination.
- B.3.4.a.iv Evaluate whether existing program priorities remain appropriate and recommend adjustments to program structure or resource allocation where warranted.

B.3.4.b Funding Strategy

- B.3.4.b.i Inventory existing funding sources supporting housing and homelessness initiatives.
- B.3.4.b.ii Evaluate how current funding is utilized and identify opportunities to improve effectiveness.
- B.3.4.b.iii Research and recommend additional funding mechanisms, including grants, public-private partnerships, revolving loan funds, gap financing, impact fees, dedicated taxes, and other innovative financing approaches.
- B.3.4.b.iv Evaluate opportunities to reduce development costs through fee reductions (e.g., applications fees, use tax, tap fee), process improvements, or other incentives.
- B.3.4.b.v Recommend improvements that simplify funding application and administration processes.
- B.3.4.b.vi Identify strategies that position the City to successfully compete for future state, federal, and regional funding opportunities.

Focus Area B.3.5: Community Engagement, Implementation, and Performance

Desired Outcome: Produce a community-supported Strategy with clear implementation priorities, measurable outcomes, and a framework for ongoing evaluation and continuous improvement.

Objectives:

⁴ Thornton's Community Connections, currently a division of Parks, Recreation, and Community Programs, and soon to be a division of the new Community Programs Department, is a central resource center for community assistance services, including food, clothing, shelter, social/mental health support, homeless resources, and employment assistance, among others.

⁵ Thornton's City Development Department is Thornton's planning, permitting, and land development agency.

⁶ Thornton's Infrastructure Department is Thornton's public works and utility department, including streets, traffic engineering, water and wastewater, trash & recycling, and engineering services.

B.3.5.a Community and Stakeholder Engagement

- B.3.5.a.i Conduct meaningful and inclusive engagement with residents, people with lived experience of homelessness, affordable housing providers, developers, nonprofit organizations, business representatives, neighborhood organizations, County and regional partners, City staff, and elected officials.
- B.3.5.a.ii Ensure engagement activities inform priorities, recommendations, and implementation strategies.

B.3.5.b Implementation Planning

- B.3.5.b.i Develop prioritized implementation actions with recommended sequencing.
- B.3.5.b.ii Identify responsible parties and partnership opportunities.
- B.3.5.b.iii Recommend short-, medium-, and long-term implementation priorities.
- B.3.5.b.iv Identify organizational, policy, and resource requirements necessary to implement the Strategy.

B.3.5.c Performance Measurement and Accountability

- B.3.5.c.i Establish measurable goals, performance indicators, and implementation targets to track implementation and success of the Strategy.
- B.3.5.c.ii Develop a framework for monitoring progress and evaluating outcomes.
- B.3.5.c.iii Recommend processes for periodic review, reporting, and updates to the Strategy.

B.4 DESIRED DELIVERABLES

The primary deliverable from this Project is the Housing and Homelessness Strategy. Thornton expects to receive as part of this deliverable:

- Draft documents for review and feedback ahead of the final document.
- Final Strategy document, including an executive summary.
- Supporting files and datasets pertaining to analysis conducted.
- Materials for presentations made to the staff steering committee and Thornton City Council.

Deliverables for the Implementation Toolkit could potentially include (and are not limited to) forms, process flows, templates, playbooks, financial models, roadmaps, dashboards, fact sheets, and GIS layers.

All deliverables shall be provided electronically in a Microsoft Office editable format. All documents, spreadsheets, and presentations shall be in Microsoft format. If the native program is not Microsoft for a given file, it shall be provided in the native program format. Wire diagrams are acceptable implementation tools; it is not expected that the consultant will code or develop software.

All reports provided by the Vendor to Thornton shall be in an electronic format that is usable to Thornton (e.g., Adobe PDF, Microsoft Office, etc.) either through email or download, which shall become the property of Thornton. All reports generated and submitted by the awarded Vendor to Thornton shall adhere to the State of Colorado's Anti-Discrimination Act ("CADA"). As of 2021, House Bill 21-1110 (CADA) law requires all technology and electronic documents (e.g., reports generated in Adobe PDF, etc.) to meet or exceed the Website Content Accessibility Guidelines ("WCAG") standards, regardless of if the product/information is external facing or internal only. The State of Colorado has put their Office of Information and Technology ("OIT") in charge of developing and distributing the standards for this compliance.

Proposing Vendors are to note that Thornton does not govern or have oversight over these requirements. For more information on the CADA and WCAG guidelines, please follow this hyperlink to the State of Colorado's Office of Information Technology website:
<https://oit.colorado.gov/hb21-1110-faq>.

B.5 MEETINGS WITH STAFF STEERING COMMITTEE AND THORNTON CITY COUNCIL

Thornton will establish a staff steering committee to serve as the consultant's main point of contact with the City. The staff steering committee will be cross-functional, with representatives from departments/divisions with significant responsibility for housing and homelessness issues. The consultant may propose a desired meeting cadence with the staff steering committee.

The consultant will be expected to brief and meet with the City Council as a body twice during the development of the Strategy to update Council and receive feedback on Strategy development. These meetings will take place during the City Council's planning sessions. The first meeting will take place on the evening of Tuesday, December 8, 2026. The second meeting will take place in February or March 2027, date to be determined. All meetings with the Council will be in person at the Thornton Civic Center.

B.6 GRANT ADMINISTRATION AND REPORTING SUPPORT:

The consultant shall provide documentation reasonably necessary for the City to comply with reporting and administrative requirements associated with external grant funding, including Proposition 123 funding, if Thornton is awarded it.

The consultant's responsibilities may include:

- Monthly or quarterly progress summaries.
- Status of completed and upcoming tasks.
- Deliverable tracking.
- Budget and invoice detail tied to completed work, including labor hours expended per task.
- Participation in grant monitoring meetings, if requested.
- Documentation supporting completion of grant milestones.
- Timely responses to requests for information from the City related to grant administration.

- Cooperation with grant audits or records requests.

B.7 BUDGET ESTIMATE:

Thornton has a budget of between \$100,000 and \$125,000 for this Project. Thornton may make an award below or above this range at its discretion if Thornton determines the award is in the best interests of the City.

B.8 AWARD LENGTH:

The award resulting from this solicitation will be from the date of the final signature of the agreement, anticipated to be on or about **October 5, 2026**, until **March 31, 2027**. No further extensions or renewals shall pass this date for service from the awarded Vendor, unless otherwise authorized in writing by the Thornton Purchasing Division.

B.9 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.10 VENDOR PERFORMANCE MANAGEMENT:

Thornton may administer a Vendor performance management program as part of this proposal and resulting agreement. 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.11 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.

SECTION C: PROPOSAL INSTRUCTIONS, EVALUATION, AND AWARD

C.1 PROPOSAL POSTED LOCATIONS:

This Request for Proposal (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 proposals for viewing. Both websites operate as a free to view and download option for prospective Vendors.

Upon request by a Proposing 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.

C.2 PRE-PROPOSAL CONFERENCE:

A virtual Pre-Proposal Conference will be conducted on the date and time listed in the Schedule of Events on the cover page.

The Pre-Proposal Conference will be held via a Microsoft Teams webinar. Vendors who wish to attend the Pre-Proposal Conference shall sign up at the link below:

<https://events.gcc.teams.microsoft.com/event/5da9854c-dd6b-4e83-8d8c-508df3b241d1@ec30b327-c593-4218-99ab-8a0897497964>

When registering to attend the Pre-Proposal Conference, Vendors shall indicate whether they wish for their company name and contact information to appear in a Pre-Proposal Conference Vendor List that Thornton will distribute after the conference. Thornton recognizes that the breadth of this requirement may require the awarded consultant to work with subcontractors or teaming partners. The intent of the Pre-Proposal Conference Vendor List is to facilitate the forming of these relationships among Vendors interested in this work.

C.3 PROPOSAL QUESTIONS:

Thornton shall not be bound by, and the Vendor shall not request or rely on, 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 questions 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.

C.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 requirements shall be considered as to have replaced and superseded the original RFP's requirements.

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

C.5 SUBMISSION OF PROPOSALS:

Vendors shall submit a written proposal (see Section C.6) and provide a virtual presentation (see Section C.7). Both elements are required.

Submission of written proposals for this RFP may be done electronically through BidNet Direct®. Proposals can be submitted at www.bidnetdirect.com, but shall not be completely 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.

Proposing Vendors who are unable to submit a proposal through BidNet®, may request to submit a physical copy of their proposal for consideration. A proposing Vendor shall email the Purchasing Analyst of Record prior to the question due date listed in the Schedule of Events, for instructions on where and how to submit their physical proposal. All physical proposal submissions shall be submitted and recorded no later than the date and time indicated in the Schedule of Events.

C.6 WRITTEN PROPOSAL REQUIREMENTS

Proposing Vendors are solely responsible to ensure that their submission is complete and responsive prior to a final submission. Written proposals shall be submitted in six (6) parts:

C.6.1 Part 1: Slide deck for virtual presentation

The Vendor shall submit the slide deck that it will use for its virtual presentation in .ppt or .pdf format for review by Thornton ahead of the virtual presentation. See Section C.7 for the requirements of the presentation. There are no page count limitations or page formatting requirements.

C.6.2 Part 2: Vendor statement of work (SOW)

Thornton provided the SOO in Section B.3 to define the desired outcomes and performance objectives for this Project.

Each Vendor shall submit a proposed SOW that describes the tasks, methodologies, deliverables, and management approach necessary to achieve the objectives identified in the SOO. For the awarded Vendor, the Vendor-proposed SOW will become the requirements document used in the agreement between Thornton and the awarded Vendor (and *not* the Thornton-produced SOO in this solicitation).

Vendors shall include a table in their SOW showing a cross-walk between Thornton's objectives in the SOO and where those objectives are addressed in the Vendor's SOW.

Vendors may use their own format and content for the SOW. The following is a recommended list of contents:

- Understanding of the Project.
 - Understanding of City's objectives.
 - Cross-walk table between the Vendor's SOW tasks and the City of Thornton's SOO objectives.
 - Key challenges identified.
 - Assumptions.
 - Critical success factors.
- Technical approach.
 - Overall methodology.
 - Analytical framework.
 - Decision-making process.
 - Quality assurance approach.
- Work plan.
 - Tasks and subtasks.
 - Deliverables.
 - Milestones.
- Schedule.
 - Project timeline.
 - Gantt chart.
 - Milestones.
 - Review periods.
 - Deliverable dates.
- Stakeholder engagement plan.
 - Stakeholder identification.
 - Engagement methods.
 - Public engagement.
 - Equity considerations.
 - Documentation approach.
- Deliverables.
 - Description.
 - Contents.
 - Format.
 - Review process.
 - Revision process.

- Acceptance criteria.
- Staffing plan.
 - Project organization chart.
 - Key personnel.
 - Roles.
 - Responsibilities.
 - Time commitment (both for Vendor personnel and requested of Thornton personnel).
 - Subconsultants, if proposed.
- Project management.
 - Communication plan.
 - Meeting schedule.
 - Status reporting.
 - Risk management.
 - Issue resolution.
 - Quality control.
 - Change management process.

The SOW shall be submitted in editable .docx format and is limited to a maximum of 30 pages. There are no page formatting requirements.

C.6.3 Part 3: Price proposal

Vendors shall price their proposal on a firm-fixed-price basis per deliverable. Payment would be due from Thornton to the Vendor once the corresponding deliverable is accepted by Thornton. Thornton is not contemplating providing advance payments to the Vendor. The Vendor may propose milestone payments for achieving interim deliverable milestones, such as the production and delivery of draft documents.

For each deliverable, include a basis for the price, including, as relevant, proposed labor categories, labor rates, estimated labor hours, non-labor costs, itemized travel costs, and total price. Vendors should submit sufficient detail to permit Thornton to conduct a cost analysis to determine the reasonableness of the Vendor's price proposal. Your proposal may be rejected if this supporting cost information is not included.

Thornton will not reimburse the awarded Vendor for expenses incurred during the performance of this Project, including items such as, but not limited to, travel time, fuel, hotel and lodging accommodations, meals, photocopying, and printing. These costs shall be accounted for in the firm-fixed-price amount for each deliverable.

All pricing information shall be limited solely to this part of your proposal. This part should account for the price of all requirements and tasks set forth in your proposed SOW.

The price proposal shall be submitted in editable .xlsx format. There is no page count limitation or specific formatting requirement.

C.6.4 Part 4: Staff resumes

Resumes of the Vendor's staff who are proposed to carry out this Project. Vendors may submit resumes for staff of proposed subcontractors/teaming partners if the proposed subcontractor/teaming partner has a clearly defined, relevant role in the Project and will contribute meaningfully to the outcome of the Project. Resumes shall be submitted in .ppt or .pdf format. Each resume is limited to a maximum of two (2) pages. There are no page formatting requirements.

C.6.5 Part 5: Past performance 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.

- Include in your reference information:
 - Name of the municipality or firm;
 - Client's headquarters address;
 - Current reference contact information, including the Reference's:
 - Name;
 - Title;
 - Phone number;
 - Email address;
 - Project start date (date of signed agreement);
 - Project end date (project close-out date);
 - Project description including all services performed; and
 - Contractual value.
- Please provide the number of overall clients that you have currently using your proposed solution, including:
 - Within the United States; and
 - Within the State of Colorado.

Vendors may submit up to three (3) past performance references for proposed subcontractors/teaming partners if the proposed subcontractor/teaming partner has a clearly defined, relevant role in the Project and will contribute meaningfully to the outcome of the Project.

Past performance references shall be submitted in editable .docx format. This part is limited to five (5) pages. There are no page formatting requirements.

C.6.6 Part 6: Administrative volume

This volume shall include completed copies of the following:

- Cover page, including:
 - Full legal company name.
 - Your headquarters address.
 - Primary company contact including name, phone number, and email address.
 - The year your firm was established.
 - A brief listing of your Vendor core competencies.
- Section E.1 – Acceptance and Addenda Acknowledgement Form.
- Section E.2 – Sample Agreement Acknowledgement Form, including any proposed redlines to Thornton's Sample Agreement.
- Section E.3 – References and Authorization Release Form.
- Section E.4 – Disclosure of Generative Artificial Intelligence (A.I.) Usage Form.
- Your firm's W-9.

The administrative volume shall be submitted in .pdf format. There is no page count limitation or specific formatting requirement.

Written proposals shall be submitted by the date and time indicated in the Schedule of Events.

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 currently 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.

C.7 VIRTUAL PRESENTATION:

Following the submission of written proposals, each Vendor shall participate in a one (1) hour virtual presentation to Thornton. All virtual presentations shall occur on and between the dates indicated in the Schedule of Events. Virtual presentations will be held through a Microsoft Teams meeting.

Vendors shall sign up for a one (1) hour time slot using the following booking link:

<https://bookings.cloud.microsoft/bookwithme/user/4c380346b334402ba5c9dd3103d13a4b@thorntonco.gov/meetingtype/c5m7NO112UaWc9M-NSBQQg2?bookingcode=cb180af1-6c8f-4259-97eb-7bb6d4fb32e4&anonymous&ismsaljsauthenabed&ep=mLinkFromTile>

Time slots are on a first-come, first-serve basis. Vendors must sign up for a time slot by the due date and time for the written proposal. Vendors who sign up for a virtual presentation time slot but do *not* submit a written proposal will have their virtual presentation session cancelled. Vendors *must* submit a complete written proposal in order to participate in the virtual presentation.

Presentations shall address (but are not limited to) the following:

- Vendor's capability to perform the work and experience completing similar housing and homelessness strategic planning projects and implementation plans.
- Vendor's understanding of the requirement and technical approach to meet Thornton's objectives as described in the SOO.
- The Vendor's approach to staffing this Project, including the skill set, background, and qualifications of proposed personnel.
- The Vendor's approach to project management.

Thornton will begin each virtual presentation session by briefly introducing the Thornton team. The Vendor will then be asked to share their screen and will control the presentation for the remainder of the session. The slide deck used during the presentation must be the same as the slide deck submitted with the Vendor's written proposal.

Vendors are encouraged to leave time within the one (1) hour window for Thornton's questions following the presentation.

Vendors are not restricted in the number of briefers that are used to deliver the virtual presentation or respond to Thornton's questions. The Vendor's proposed project manager/lead must attend the oral presentation. The Vendor's breifier(s) must be an employee of the Vendor or a proposed subcontractor. A Vendor may only attend one virtual presentation, whether for itself as the proposed prime contractor or as a proposed subcontractor for another Vendor.

Thornton shall not compensate a proposing Vendor for any costs incurred by a Vendor that are related to the written proposal or virtual presentation during this RFP process.

C.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.

C.9 NEGOTIATIONS

Thornton intends to negotiate with one or more Vendors following the virtual presentation sessions. The number of firms engaged in negotiations is at Thornton's sole discretion.

Thornton reserves the right after review and evaluation of Vendors to go back to a "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.

C.10 LATE PROPOSAL SUBMISSIONS:

Proposing Vendors are expected to allow adequate time to upload a complete submission for consideration through the electronic Vendor portal (currently BidNet Direct®). 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 in 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.

All physical proposals received in the Purchasing Office after the submittal date and time will be immediately rejected without consideration.

C.11 AWARD:

A single award will be made on an "all or none" basis.

C.12 ACCEPTANCE PERIOD:

Submissions in response to this proposal 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.

C.13 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.

C.14 EVALUATION CRITERIA:

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

- 1) Responsiveness to Thornton's needs.
- 2) Responsibility of the proposing Vendor.
- 3) Demonstrated understanding of Thornton's housing and homelessness challenges, project goals, and desired outcomes.

- 4) The Vendor's demonstrated experience:⁷
 - a) Success completing comparable housing and homelessness strategic planning projects for municipalities or other public agencies of similar size and complexity.
 - b) Success developing actionable implementation plans, performance measurement frameworks, funding strategies, governance recommendations, and implementation toolkits that have been adopted by prior clients.
- 5) The skill sets, qualifications, and background of the personnel proposed to carry out the work, including:⁸
 - a) Political acumen and understanding, including the ability to interact effectively with elected officials, executive leaders, community leaders, nonprofits, and the public to build consensus and navigate sensitive issues.
 - b) Background in state and federal housing policy.
 - c) Analytical skills using quantitative and qualitative data to develop evidence-based recommendations and performance measures.
 - d) Understanding federal, state, regional, local, and private funding opportunities for affordable housing, homelessness response, housing finance, and community development.
 - e) Broad experience evaluating, designing, and implementing human services programs at the state or local level.
- 6) The completeness, technical merit, creativity, innovativeness, and feasibility of the Vendor's proposed technical approach and SOW, and its ability to satisfy Thornton's stated objectives.
- 7) Vendor's approach to stakeholder engagement, including the use of creative approaches and effective strategies.
- 8) Vendor's project management approach, including communication plan, risk management, quality control, scheduling, and change management.
- 9) The results of the Vendor's past performance reference checks.⁹
- 10) The agreeability of the Vendor to Thornton's terms and conditions and the ability to contract with the awarded Vendor.
- 11) Price.

⁷ Vendors may receive evaluation credit for the experience of proposed subcontractors/teaming partners if the proposed subcontractor/teaming partner has a clearly defined, relevant role in the Project and will contribute meaningfully to the outcome of the Project.

⁸ Vendors may receive evaluation credit for the skill sets, qualifications, and background of the personnel of proposed subcontractors/teaming partners if the proposed subcontractor/teaming partner has a clearly defined, relevant role in the Project and will contribute meaningfully to the outcome of the Project.

⁹ Vendors may receive evaluation credit for the past performance of proposed subcontractors/teaming partners if the proposed subcontractor/teaming partner has a clearly defined, relevant role in the Project and will contribute meaningfully to the outcome of the Project.

C.15 POST AWARD PURCHASE ORDER:

The resulting award from this proposal will be a Purchase Order (PO) generated by Thornton's Contracts and Purchasing Division.

C.16 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 through a cooperative awarded 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 as a separate cover under *Exhibit G*.

The remainder of this page has been left blank intentionally.

SECTION D: SAMPLE AGREEMENT

D.1 SAMPLE AGREEMENT:

A sample General Services Agreement has been provided under separate cover as part of this solicitation in *Exhibit H*. This Sample Agreement has been provided to inform the proposing Vendor of Thornton's terms and conditions expectations for the awarded Vendor from this solicitation. This Sample Agreement is subject to change at Thornton's sole discretion.

The Sample Agreement that has been provided by Thornton shall serve as the overarching agreement for this Project and all work performed by the Vendor and if applicable, their subcontractors for the duration of the entire agreement period. The opportunity for a prospective Vendor to provide any proposed redlines to Thornton's Sample Agreement is during the submittal process and all Vendor proposed redlines shall be submitted with the Vendor's final proposal. This Sample Agreement is subject to change at Thornton's sole discretion.

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 that are required for their solution must submit these documents for Thornton's review and potential incorporation into the final agreement between both Parties as part of their final proposal submission.

The Vendor does not need to complete any of the information within the Sample Agreement as part of the initial proposal submission process. At Thornton's sole discretion and as part of a final evaluation process by Selection Committee, the Purchasing Analyst of Record may contact a proposing Vendor for any clarifications.

The remainder of this page has been left blank intentionally.

SECTION E: REQUIRED VENDOR SIGNATURE FORMS**E.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: _____

Submitted By (Printed): _____

Submitted By (Signature): _____

Title: _____

Telephone Number: _____

Email: _____

Date: _____

E.2 SAMPLE AGREEMENT ACKNOWLEDGEMENT FORM

Regarding Thornton's Sample Agreement, the undersigned Vendor acknowledges the following:

- 1) The proposing Vendor has received a copy of Thornton's Sample Agreement.
Yes ☐ No ☐
- 2) All proposed exceptions to Thornton's Sample Agreement and all proposed Vendor agreements may be included as part of Thornton's final evaluation process.
Yes ☐ No ☐
- 3) All proposed exceptions or redlines to Thornton's Sample Agreement by the Vendor, and all proposed terms and conditions have been uploaded with the Vendor's final proposal as a separate file and has been clearly marked as so.
Yes ☐ No ☐
- 4) If chosen for award, that Thornton may accept, reject, or negotiate all proposed changes to the terms and conditions of the Sample Agreement and all other Vendor proposed terms and conditions.

Should an Agreement be unable to be reached between Thornton and my firm, I acknowledge that Thornton retains the sole discretion to reject the award made and move to another Vendor for award and contractual negotiations.

Yes ☐ No ☐

Proposing Vendor's Name: _____

Submitted By (Printed): _____

Submitted By (Signature): _____

Title: _____

Date: _____

E.3 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: _____

E.4 DISCLOSURE OF GENERATIVE ARTIFICIAL INTELLIGENCE (A.I.) USAGE FORM:

Generative Artificial Intelligence (“Gen AI”) is a technology that can create content, including text, images, audio, or video, when prompted by a user. Generative AI systems learn patterns and relationships from large amounts of data, which enables systems to generate new content that may be similar, but not identical, to the underlying data.

The Proposing Vendor shall inform the City of Thornton (Thornton) within this form if it has used Gen AI, including Gen AI from third parties, to complete all or a portion of the submitted proposal, including but not limited to, responses to proposal questions, technical specifications, pricing, etc. The Proposing Vendor shall also clearly identify and inform Thornton of any clarifications and additional information requested by Thornton during this solicitation process of submitted information that contains Gen AI content (as applicable).

Select One:

- ☐ On behalf of the Proposing Vendor identified below, I hereby certify that I have read this form and affirm that all documents submitted by the Vendor in response to this proposal do NOT contain any content derived from a Gen AI platform or equivalent.
- ☐ On behalf of the Proposing Vendor identified below, I hereby certify that I have read this form and affirm that all documents submitted by the Vendor in response to this proposal DO contain content derived from a Gen AI platform or equivalent. Gen AI is contained in the following documents/sections/exhibits. The Vendor may attach a detailed list of the requested Gen AI disclosures on your company’s letterhead if there is insufficient space to list these items below and additional space is needed by your firm.
- 1)
- 2)
- 3)

By signing below, the Proposing Vendor acknowledges that the information submitted within their proposal has been reviewed and submitted and that Thornton shall not be held liable by the Vendor for any mistakes or misrepresentations by the submitting Vendor regarding Gen AI.

Proposing Vendor’s Name: _____

Submitted By (Printed): _____

Submitted By (Signature): _____

Title: _____

Date: _____

SECTION F: AUTHORIZATION FOR SOLICITATION POSTING**F.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