

CITY OF THORNTON

REQUEST FOR PROPOSALS

FOR

CONSULTING SERVICES

FISCAL ANALYSIS

PROJECT NO. 26-113

AUGUST 2026

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III. NOTICE

REQUEST FOR PROPOSALS

The City of Thornton, CO (“Thornton”) respectfully requests separate sealed Proposals for Consulting Services for **Fiscal Analysis, Project No. 26-113** (hereinafter referred to as “Project”). Proposals will be received until **12:00 noon**, local time, **September 4, 2026** in the Contract Administration Office, 9500 Civic Center Drive, 2nd Floor City Hall, Thornton, CO 80229-4326.

Approved Methods for Submission of Proposals:

- Electronic proposals shall be submitted/uploaded to BidnetDirect.com website in response to this solicitation;
- Or Physical proposals may be submitted by mail or courier service;
- Or Physical Proposals will be received in the Contract Administration Office, 9500 Civic Center Drive, 2nd Floor City Hall, Thornton, CO 80229-4326.

Late Proposals will not be accepted under any circumstances.

Project Description: Develop a fiscal analysis tool to examine a full range of planning, development annexation, zoning, and land use planning actions for their long-range fiscal implications on the city. The Agreement shall terminate on December 31, 2027, unless sooner terminated by Thornton’s issuance of a Termination Notice.

Vendor’s submitting proposals for this Project must be registered and in good standing on SAM.Gov and meet the requirements of SAM.Gov. Grantees must comply with standard EPA General Terms and Conditions alongside program-specific requirements. Budget for project is approximately one hundred seventy-five thousand dollars (\$175,000.00).

Appendices A, and B are provided for Consultant reference during execution of Project for guidance reference of the grant requirements during performance of scope. By submitting a proposal, if awarded, the bidder agrees to abide by all mandatory state and federal contract terms and conditions, including but not limited to EPA’s General Terms and Conditions, 2 CFR 200, 2 CFR 1500, 40 CFR 33, Clean Air Act Sec 137, which shall be incorporated into and govern any resulting contract.

Thornton utilizes the BidNet Direct System at www.BidNetDirect.com to distribute official copies of the Request for Proposals (“RFP”) for use in preparing Proposals. Proposing firms will be required to register with the website to download the RFP documents and addenda. There is no charge by BidNet Direct for this service. If you experience problems with the BidNet Direct website, please call 1-800-835-4603 for assistance. Proposing firms are required to acknowledge all addenda with their Proposal and are encouraged to either register with the website or to request to view the addenda posted on the Contract Administration bulletin board prior to submission of a Proposal. Proposing firms that do not acknowledge all addenda may be considered non-responsive. Upon request, the RFP documents, including addenda, are also available for viewing on the City of Thornton

Website, <https://solicitations.thorntonco.gov/solicitations> or at the Contract Administration office located on the 2nd floor of City Hall at 9500 Civic Center Drive, Thornton, CO. Proposing firms that do not have download and/or printing capability in-house may contact a commercial reprographics company for assistance with downloading and printing the RFP.

Late Proposals will not be accepted under any circumstances. Any Proposal(s) received after the scheduled deadline for submitting Proposals will be returned to the proposing firm unopened. Sole responsibility rests with the proposing firm to see that their Proposal is received on or before the deadline.

Thornton reserves the right to reject any and all Proposals, in part or in whole, and to award the Project to the most responsive and responsible firm(s) as deemed in the best interest of Thornton; further, the right is reserved to waive any formalities or informalities contained in said Proposal(s).

An optional Pre-Bid Conference to discuss the Project will be conducted via web broadcast with Zoom video at 2:00 p.m., August 18, 2026. If possible, please hold all questions concerning this RFP until that time.

Physical proposals shall be submitted in a sealed envelope plainly marked on the outside with the proposing firm's name and address and **"Request for Proposals, Fiscal Analysis, Project No. 26-113"**. Proposals delivered by mail or courier service shall be in the sealed envelope inserted into a separate mailing envelope. On the outside of the mailing envelope note **"Proposal Enclosed, Fiscal Analysis, Project No. 26-113"**.

Proposals submitted electronically shall be uploaded to the Vendor's portal through the BidNetDirect.com website and shall follow the process/guidelines identified on the website and this solicitation.

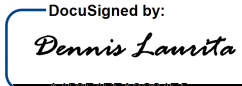
All questions shall be directed in writing to Keith Griess, Sr. Contract Administrator, 9500 Civic Center Drive, Thornton, CO 80229-4326, fax 303-538-7556, or e-mail – Keith.Griess@ThorntonCo.gov, 8:00 a.m. to 5:00 p.m., local time, Monday through Friday, excluding holidays.

Published at: BidNet Direct, COT Website, and the Contracts & Purchasing Bulletin Board.

First Publication: August 13, 2026, Northglenn-Thornton Sentinel

Second Publication: August 20, 2026 , Northglenn-Thornton Sentinel

Last Publication: August 27, 2026 , Northglenn-Thornton Sentinel

BY:  7/29/2026
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Dennis Laurita
Contracts Supervisor

IV. PROPOSAL INSTRUCTIONS AND INFORMATION

Thornton is soliciting written Proposals from qualified firms for Consulting Services for **Fiscal Analysis, Project No. 26-113**. To be eligible for consideration, the proposing firm must be capable of supplying the Services as described herein, and must meet all other criteria outlined in this RFP.

A. INQUIRIES AND CORRECTIONS

All inquiries relating to this RFP shall be addressed in writing to:

City of Thornton

Attention: Keith Griess, Sr. Contract Administrator

9500 Civic Center Drive

Thornton, CO 80229-4326

E-mail: Keith.griess@ThorntonCo.gov

If a proposing firm, subsequent to the Pre-Proposal Conference, finds discrepancies in or omissions from the RFP, or requires additional clarification of any part thereof, a written request for interpretation shall be submitted to the Contract Administrator. Any interpretation of or change made to the RFP will be made by written addendum to each proposing firm, and will become part of the RFP and of any Agreement awarded. Thornton will not be responsible for the accuracy of any other ORAL EXPLANATIONS, INTERPRETATIONS, OR REPRESENTATIONS. All inquiries shall be made in writing and all responses will be provided in writing, with responses being made available to all proposing firms. To be given consideration, inquiries must be received no later than 5:00 p.m. on the tenth (10th) Calendar Day prior to the date established for the submission of the Proposal. It shall be the responsibility of each proposing firm to verify that every addendum has been received prior to submitting a Proposal.

B. SUBMITTAL DATE AND LOCATION

All Proposals must be received in the Contracts and Purchasing office located at Thornton City Hall, City of Thornton, 9500 Civic Center Drive, 2nd Floor City Hall, Thornton, CO 80229-4326 or submitted via the BidNetDirect.com vendor portal **prior to 12:00 Noon local time on September 4, 2026**. Physical proposals must be submitted in a sealed envelope plainly marked on the outside with the proposing firm's name and address and **"Request for Proposals, Fiscal Analysis, Project No. 26-113"**, and addressed to the Contracts Manager. Proposing firm's name and address shall also appear on the outside of the sealed envelope containing the Proposal. If the Proposal is sent by U.S. mail or courier service, the Proposal shall be contained in a sealed inner envelope or box, which is then inserted into the mailing envelope or box. Indicate **"Proposal Enclosed, Fiscal Analysis, Project No. 26-113"**, on the outside of the mailing envelope or box.

C. LATE AND ELECTRONIC PROPOSALS

Late Proposals will not be accepted under any circumstance, and any Proposal so received shall be returned to the proposing firm unopened. In addition, proposals received via electronic devices other than the BidnetDirect.com website (i.e. e-mail) are

not acceptable and will be rejected upon receipt. Proposing firms will be expected to allow adequate time for delivery of their Proposals either by airfreight, postal service, or other means.

D. CONFIDENTIAL AND PROPRIETARY INFORMATION

Prior to Award, any information contained within the Proposal may be held confidential and proprietary by Thornton as solely determined by Thornton. After Award, the information within the Proposal becomes public information with the exception of information that has been clearly marked as confidential and proprietary by the proposing firm. Any information marked confidential shall comply with Colorado's Open Records Act (CORA) and other applicable statutes. 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 firm or which does not comply with CORA. In general, it is not acceptable to Thornton to mark information other than financial statements, project financing data, litigation history, tax audit history, or client lists as confidential and proprietary. Further, it is not acceptable to mark price proposal information as confidential and proprietary. Failure to adhere to these restrictions may result in the entire Proposal being deemed non-responsive.

E. DEFINITION, CONTEXT, AND GENDER

Unless otherwise specified in this document, all words shall have a common meaning unless the context in which they are used clearly requires a different meaning. Words in the singular number include the plural, and in the plural include the singular. Additionally, words of the masculine gender include the feminine and the neuter, and when the sense so indicates, words of the neuter gender may refer to any gender.

F. CONDITIONS OF PROPOSAL SUBMITTAL

1. All proposing firms shall comply with all conditions, requirements, and specifications contained herein, and any departure from such conditions, requirements, or specifications may constitute sufficient cause for rejection of the entire Proposal.
2. The Proposal must be signed by a duly authorized official of the proposing firm submitting the Proposal.
3. No Proposal will be accepted from any person, firm, or corporation that is in arrears for any obligation to Thornton, or that otherwise may be deemed irresponsible, unresponsive, or untrustworthy by Thornton staff or Thornton City Council.
4. Only one (1) Proposal will be accepted from any person or corporation. If multiple options are requested or offered, each option must be submitted under a single Proposal and in a single envelope or box.

5. All terms and prices quoted must be firm for a period of forty-five (45) Calendar Days from the Proposal submittal date or until Award, whichever is sooner.
6. Thornton reserves the right to reject any and all Proposals, or any part thereof. Thornton further reserves the right to waive any formalities, or informalities contained in any Proposal, and to award the Agreement to the most responsive, responsible, and trustworthy proposing firm as deemed in the best interest of Thornton.
7. All Proposals shall be prepared in a comprehensive manner as to content, but no necessity exists for expensive binders or promotional materials.
8. All costs, including travel and expenses incurred in the preparation of the Proposal, shall be borne solely by the proposing firm.
9. Section 7.4 of the Thornton City Charter prohibits Thornton from entering into any contracts involving an amount in excess of one hundred dollars (\$100) in which an elective or appointive officer or any member of the officer's family has any pecuniary interest, direct or indirect, in the proposing firm or this RFP. Certain other restrictions may also apply to contracts in which an employee, member of a board or commission, City Council member or member of their family has an existing or pending financial or personal interest. For the purposes of this Charter Section, a domestic partner shall be considered a family member. Therefore, the proposing firm shall submit with the Proposal the following declaration contained in Exhibit 1, Acceptance of Conditions Statement.
 - i. 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 RFP, except as follows (list, if any): _____

10. Thornton reserves the right to negotiate final terms with the selected firm, which terms may vary from those contained in this document.
11. Thornton reserves the right to request a client list from the proposing firm, for the purpose of determining potential conflicts of interest. Such list shall be considered proprietary.
12. Thornton will not return Proposals, or other information supplied to Thornton, to the proposing firms.

G. EVALUATION OF PROPOSALS

All Proposals will be evaluated by a Project Committee assigned by the City Manager, or and their designee. Proposals shall be evaluated on the basis of the Evaluation Criteria set forth herein. In addition, any other pertinent information which becomes available during the evaluation, interview, or negotiations may be considered in the evaluation. The committee may make a recommendation for award 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 proposing firm selected for the award will be chosen on the basis of the apparent greatest benefit to Thornton, and not necessarily on the basis of lowest price. The City Manager, and their designee, shall make the final determination of the firm selected.

H. EVALUATION CRITERIA

Proposals shall be evaluated on the basis of the following criteria:

1. Responsiveness to the needs of Thornton and the degree to which the Proposal meets or exceeds the requirements of the RFP, including the time required to complete the Project, the proposed solutions offered, the means and methods of accomplishing the Services, and the Scope of Services offered.
2. Responsibility and trustworthiness of the proposing firm, including financial capability to perform the Project and claims and litigation history.
3. Past performance of the proposing firm for Thornton and other owners and results of reference checks.
4. Experience of the proposing firm in dealing with municipal or other governmental agencies in projects of similar size, scope, and nature.
5. The proposing firm's engagement team, including the experience and resumes of key personnel assigned to the Project.
6. The proposing firm's fee (not-to-exceed price) structure based on the Services to be provided.

I. GENERAL REQUIREMENTS OF THE SUCCESSFUL PROPOSING FIRM

1. The successful proposing firm shall enter into a written Agreement with Thornton in the form attached hereto as Exhibit 2 and incorporated by reference herein.
2. The successful proposing firm shall be required to maintain insurance coverages as set forth in Exhibit 2.
3. The successful proposing firm shall be prohibited from assigning or subcontracting the whole, or any part of the Agreement, without the prior written consent of Thornton.

4. The successful proposing firm shall not hire, discharge, promote, demote, or otherwise discriminate in matters of compensation, terms, conditions, or privileges of employment against any person otherwise qualified solely because of race, color, creed, religion, national origin, ancestry, gender, physical or mental disability, or age.
5. The successful proposing firm and its employees will operate as an independent contractor and will not be considered employees of Thornton.

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V. PROPOSAL PREPARATION

- A. Proposals submitted shall contain all information as requested herein, and any additional information necessary to evaluate the overall benefit of the Proposal to Thornton.
- a. If your firm is submitting a physical proposal submission and **not** through the Vendor portal of BidNet (if allowed), then the following items shall also be included:
 - i. One (1) original paper copy of the proposal submission with the proposal stamped as "Original".
 - b. One (1) electronic copy on a flash drive of the proposal submission. All envelopes containing these items shall be clearly marked.
 - i. **Note:** Vendors submitting confidential information shall only submit one (1) copy of such information. When submitting electronically through the BidNetDirect.com vendor portal, confidential information shall be submitted in a separate PDF format file and marked confidential in both the file name and on the individual pages. When submitting a physical proposal, confidential information shall be placed in a separate sealed envelope and inserted into the main proposal submittal envelope or box. Any information not marked as confidential will be considered public record.
- B. Proposals shall include the following:
- 1. A cover letter stating the name, address, and telephone number of the proposing firm, and bearing the signature of the person having the authority to make the Proposal for the proposing firm, and bind the firm in a formal Agreement with Thornton.
 - 2. An executed Exhibit 1, Acceptance of Conditions Statement, which:
 - a. Affirms the acceptance of all conditions and requirements contained in this RFP;
 - b. Contains acknowledgement of all addenda issued; and
 - c. Lists the names of any of the proposing firms' employees who are family members of Thornton employees, officers, board or Council members.
 - 3. The proposed Exhibit B, Consultant's Personnel and Subconsultants Listing, which is in Exhibit 2, Agreement, showing all personnel and sub personnel proposed for assignment to the Project team.
 - 4. The proposed Exhibit C, Schedule of Charges, which is in Exhibit 2, Agreement, containing the billable hourly rate schedule of the proposing firm including the

hourly rates for all personnel assigned to the Project team, subconsultant's, and rates for proposed reimbursable expenses such as mileage, equipment, printing, postage, courier service fees, etc. Reimbursable expense categories identified in the Reimbursable Expense Schedule must include all expenses for which the proposing firm will expect separate reimbursement. Expense categories not identified will not be reimbursed separately but are assumed to be included in the billable hourly rates or the fixed fee, whichever is applicable. Reimbursable expenses are reimbursed at cost. The proposed Schedule of Charges will be the sole basis of payment.

5. A Project timeline outlining the major tasks, phases, timeframes, and milestones necessary to complete the Project. Identify the specific employees and subconsultants that will be involved in each task. The anticipated Project duration is approximately twelve (12) months from contract execution to delivery of the final tool.
6. A list of what portion of the Services, if any, will be subcontracted.
7. A list of at least three (3) references for which similar services have been provided. Include current contact names, addresses, and telephone numbers.
8. An executed Exhibit 3, Reference Authorization and Release Form.
9. Litigation and claims history over the past five (5) years in which the proposing firm or any of its principals were named in a claim or lawsuit related to the proposing firm's provision of goods or services. Include a list of any ongoing or settled claims, mediations, arbitrations, lawsuits, and judgments during the time period. List must contain a description of the type of claim or suit, the general nature of the dispute, whether it is ongoing or settled, and the general outcome if settled, but need not reveal the other parties' names if it is not in the public record. The history shall be placed in a separate sealed envelope labeled with the firm name and the notation "CONFIDENTIAL LITIGATION AND CLAIM HISTORY". The sealed confidential envelope shall be placed inside the envelope or box containing the proposing firm's proposal.
10. Any other information deemed necessary by the proposing firm.

Submittal of a Proposal shall be taken as prima facie evidence that the proposing firm has full knowledge of the scope, nature, quality, and quantity of the Services to be performed, and the detailed requirements and conditions under which the Services are to be performed.

VI. EXHIBIT 1
ACCEPTANCE OF CONDITIONS STATEMENT

A. Proposing firm indicates acceptance of the following conditions:

1. City of Thornton Charter Section 7.4 prohibits Thornton from making Contracts with firms which employ certain relatives of Thornton employees unless the City Council determines that the making of such a Contract is in Thornton's best interest.

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 Request for Proposal, except as follows (list, if any, or if none so state): _____

2. I/we hereby agree to all instructions, terms and conditions, and specifications contained herein.

B. I/we acknowledge the following addenda (list, if any, or if none so state): _____

Proposing Firm Name: _____

Address: _____

Telephone Number: _____

Submitted By: _____

(Print)

(Signature)

Title: _____

Date: _____

Attest (by officer if corporation) or Notary (if individual): _____

My Commission Expires (if notarized): _____

VII. EXHIBIT 2

AGREEMENT FOR PROFESSIONAL CONSULTING SERVICES

Fiscal Analysis, Project No. 26-113

This Professional Consulting Services Agreement for Fiscal Analysis, Project No. 26-113 ("Agreement") is made and entered into this _____ day of _____, 20__, by and between the **City of Thornton**, a Colorado home rule municipality, whose address is 9500 Civic Center Drive, Thornton, CO 80229 ("Thornton") and **Business Name** whose principal place of business is located at **Business Address** ("Consultant, or may be referred to as Service Provider") each may be referred to collectively as, the ("Parties") or individually as the ("Party").

I. RECITALS

- A. Thornton requires Professional Consulting Services in connection with Fiscal Analysis, Project No. 26-113 (the "Project").
- B. On or about **[Date]**, Thornton selected Consultant as the most qualified firm to provide the services described in this Agreement.
- C. Consultant selected by Thornton represents it has the requisite expertise and professional experience to perform the services this Project requires as described herein and Thornton needs during the term of this Agreement.

In consideration of the promises stated herein, the Parties agree as follows:

II. TERMS AND CONDITIONS

- A. **Definitions, Interpretation.** Capitalized terms not defined below shall have the meanings given them in the Contract Documents where they are defined. Further, otherwise consistent with the context, the singular shall include the plural and the plural shall include the singular. The titles of articles and sections used in this Agreement are primarily for the convenience but may be used as aids in interpreting any provision herein.
 - 1. **Agreement** means the Agreement between Thornton and Consultant, including Amendments, Change Orders, and exhibits made part of the Agreement upon or after its execution.
 - 2. **Contract Documents** consist of those documents identified in the Agreement, and Change Orders and Amendments issued after execution of the Agreement.
 - 3. **Day** in any Contract Document refers to a calendar day of 24 hours measured from midnight to the next midnight.

4. Commencement Date is the designated date on which it becomes effective, but if no such date is designated, it is the date on which Thornton signs the Agreement.
5. Including shall, unless otherwise specifically stated, mean ***including, but not limited to*** and words such as ***hereby, herein, and hereunder*** and words of similar import shall be construed to refer to this Agreement in its entirety.
6. Subconsultant (“Subcontractor”) is a person or entity retained by Consultant as an independent contractor to provide labor, materials, equipment, and/or services necessary to complete a specific portion of the Work; or any other party supplying labor and material or only labor for Work under a separate contract or agreement with Consultant. Moreover, the terms “Subconsultant” and “Subcontractor” are interchangeable herein and will, at all times, have, express or convey the same meaning. The term does not include a Separate Consultant or a Separate Consultant’s subcontractors.
7. Work (“Services”) is the various elements identified and required by the Contract Documents and includes and is the result of performing or providing all labor, services, and documentation necessary to produce, furnish, install, and incorporate all materials and equipment necessary to complete the services in accordance with the Contract Documents. Moreover, the terms “Work” and “Services” are interchangeable herein and will, at all times, have, express or convey the same meaning.

B. Contract Documents.

1. The following documents, including all exhibits and attachments listed, contained, or referenced in this Agreement, by this reference are incorporated verbatim into this Agreement:
 - a. Thornton Approved Amendments to this Agreement.
 - b. The Consultant agrees to abide by all mandatory state and federal contract terms and conditions, including but not limited to [EPA’s General Terms and Conditions](#), [2 CFR 200](#), [2 CFR 1500](#), [40 CFR 33](#), [Clean Air Act Sec 137](#), which are incorporated by this reference into this Agreement.
 - c. This Agreement for Professional Consulting Services (together with Exhibits);
 - i. Exhibit A Consultant’s General Scope of Services
 - ii. Exhibit B Personnel and Subconsultants Listing
 - iii. Exhibit C Schedule Of Charges
 - d. Purchase Orders.

2. In the event there is a conflict between any of the above-listed documents, the provisions of the document listed first in order shall govern over those documents listed in descending order in subparagraph B.1 above after the first listed document
 3. Consultant may need additional documents to perform the required Work and Services, or to clarify certain aspects of the Work and Services, that are not listed in Section B.1 above. Such documents, unless specifically identified as such, are not Contract Documents. These documents, by way of example include, but are not limited to:
 - a. The Request for Proposals (including Addenda);
 - b. The Consultant's response to the Request for Proposals;
 - c. Other Thornton policies and procedures as applicable.
 4. Consultant shall perform the Services with the staff identified in the attached **Exhibit B**, unless otherwise authorized in writing by Thornton.
- C. **Project Description.** Project is to develop a comprehensive long-range municipal fiscal analysis tool capable of evaluating the fiscal impacts of land use and development scenarios over an extended planning horizon, including the potential expansion into a new county.
- D. **Consultant's Scope of Services.** Upon receipt of a written Notice to Proceed from Thornton, Consultant acknowledges that its scope of services includes furnishing all of the technical, administrative, professional, and other labor; all supplies and materials, equipment, printing, vehicles, local travel, office space and facilities, testing and analyses, calculations, and any other facilities or resources required to perform and complete the Services described in the attached **Exhibit A**. ("Scope of Services" or "Services").
- E. **Term; Commencement and Termination Dates.** This Agreement shall commence on the date written above and shall terminate at such time when all of the Scope of Services in **Exhibit A** up to, and through the end of the Warranty Phase are complete, or upon Thornton providing Consultant with seven (7) Calendar Days advance written notice, whichever occurs first. In the event this Agreement is terminated by Thornton for convenience, Thornton shall issue a written Notice of Intent to Terminate and Thornton shall pay Consultant for all Services previously authorized and completed prior to the date of the Notice of Termination and Consultant shall not be entitled to profit or overhead on uncompleted Services. If, however, Consultant has substantially or materially breached the terms of this Agreement, Thornton shall have any remedy or right of set-off available at law and equity.

F. **Compensation.**

1. **Federal and State Grants.** This Project is funded through the Colorado Energy Office's Local Impact Accelerator Grant, via the EPA's Climate Pollution Reduction Grant.
2. **Remuneration.** Thornton agrees to pay Consultant's billable hourly rates and approved reimbursable expenses as set forth in the attached **Exhibit C, Schedule of Charges**, provided, however, the maximum amount Thornton will pay Consultant under this Agreement is not to exceed _____ dollars (\$) without a written amendment executed by the Parties.
3. **Invoicing.**
 - a. Consultant shall prepare and send by electronic format a detailed monthly invoice to ap.invoices@ThorntonCo.gov.
 - b. Invoices become due and payable thirty (30) days after date of receipt by Thornton of a complete and correct invoice.
 - c. Invoices shall reference the Purchase Order Number assigned by Thornton, and be itemized showing hourly breakdowns for personnel, and other charges.
 - d. Each invoice will show the total amount from the date of the original Agreement, and any subsequently issued Purchase Orders and amendments that change the amount of the Agreement. In addition, invoices must include billing and payment summaries up to the date of the submitted invoice. Thornton reserves the right to withhold final payment until the Services are complete. Consultant shall not perform any Services without receiving a Purchase Order issued by Thornton.
 - e. Consultant shall break down invoices by the phases specified in the Scope of Work. Each phase shall be further itemized by cost for each completed task performed for that phase. Consultants will only invoice Thornton for work that is performed to Thornton's satisfaction, or the percentage of work satisfactorily performed for that phase, unless Consultant has Thornton's written approval in advance. Under no circumstances will Consultant submit an invoice for work for more than the total amount specified for any given phase. Furthermore, under no circumstances may Consultant bill or otherwise invoice for work not specifically authorized.

G. Changes to Consultant's Scope of Services.

1. A change in the Consultant's Scope of Services shall constitute any change or amendment of Services, which is different from or additional to Consultant's Scope of Services as defined in **Exhibit A** of this Agreement. No change to the General Scope of Services, including any requested changes to contractually established billable/unit rates, shall be effective or paid unless authorized by a written Amendment executed by Thornton's City Manager ("Manager") or Manager's designee(s) with the same formality as this agreement.
2. Except as expressly provided herein, no agent, employee, or representative of Thornton has the authority to change or modify - directly or by an implied course of action, the Scope of Services or the terms of this Agreement.
3. If Consultant proceeds without such written authorization, then Consultant shall be deemed to have waived any claim for additional compensation, including a claim based on a theory of promissory estoppel, unjust enrichment, quantum meruit, or implied Agreement.

H. Consultant's Personnel, Subcontracting.

1. Approval of Key Professionals. Consultant shall perform the Services with the persons, personnel, subconsultants and named entities identified in the attached **Exhibit B**, unless otherwise authorized in writing by Thornton. All of Consultant's key professional personnel identified in **Exhibit B** shall be assigned by Consultant or its subconsultant (including any subcontractors) to perform the Services under this Agreement. If Thornton requires Consultant to identify certain subcontractors, other entities, personnel or individuals ("Key Professionals") before the Agreement's commencement date for Thornton's review and acceptance, Consultant shall submit a list of Key Professionals, along with their résumés and information, describing each one's abilities to perform their assigned tasks no later than thirty (30) days before this Agreement's commencement date. If Thornton does not respond within 15 days from receiving Consultant's list, all listed Key Professionals will be deemed approved by Thornton.
2. Replacement of Key Professionals. The Parties understand that Key Professionals will be engaged to perform their specialty Services required by this Agreement, and Consultant and its subconsultant shall retain Key Professionals for the term of this Agreement to the extent practicable and to the extent their specialties maximizes the quality of Services performed hereunder. If Consultant decides to replace a Key Professional, it shall notify Thornton in writing of the changes it desires to make. Thornton will respond to Consultant regarding replacement of a Key Professional within fifteen (15) days from the date Thornton receives Consultant's request. Consultant shall not replace any Key Professional without Thornton's written approval, which will not be withheld unreasonably.

3. Performance by Key Professionals. If, during the term of this Agreement, Thornton determines that a Key Professional's performance is unacceptable, they will notify Consultant and give Consultant the time that Thornton considers reasonable to correct such performance. Thereafter, if a Key Professional's performance is still unacceptable, Thornton will notify Consultant to reassign the Key Professional and Consultant shall use its best efforts to obtain an adequate substitute within ten (10) days from the date of the notice.
4. Consultant's Subconsultants.
 - a. Thornton's Approval Required. Consultant may retain and subcontract with subconsultants listed in **Exhibit B, Consultant's Personnel and Subconsultants Listing**; however, Consultant shall not execute a final agreement with any other subconsultant without obtaining written approval from Thornton first. For Thornton's approval, Consultant must submit a written description of the nature and extent of the Services a subconsultant will provide, and the subconsultant's name, address, professional experience and qualifications and any other important information. Thornton's approval of the subconsultant shall not relieve Consultant of any obligations under this Agreement. Since Consultant's representations and professional qualifications are the consideration for Thornton to enter into this Agreement, Thornton, for any reason, has the right to reject any proposed subconsultant it deems unqualified or unsuitable to perform the proposed Services, and to limit the number of subconsultants retained by Consultant.
 - b. Conflict of Interest Prohibited. No Consultant shall retain any subconsultant to perform any Services under this Agreement if Consultant, by making a reasonable inquiry, knows or should know is connected with the sale or promotion of equipment or material used to perform any Services that would be a conflict of interest. However, in unusual circumstances, Thornton may waive in writing a conflict of interest provided Consultant has fully disclosed the conflict of interest beforehand. If at any time, the Consultant becomes aware of a potential conflict of interest, it shall immediately notify Thornton in writing of the potential conflict. The notification shall contain all pertinent information to fully and accurately describe the conflict of interest. Thornton, in its sole discretion, shall determine the existence of a conflict of interest and may terminate this Agreement in the event such a conflict exists after it has given Consultant written notice describing the conflict.
5. Approval, Rejection of Consultant's Key Professionals, Personnel and Subconsultants. Thornton may, in its reasonable discretion, approve or reject any person or persons at any time working for Consultant. No

acceptance by Thornton of any Key Professional, subcontractor, supplier, or other individual or entity, whether initially or as a replacement, shall constitute a waiver of any right of Thornton to reject defective Work.

6. Waiver. Consultant shall be fully responsible to Thornton for all acts and omissions of its subcontractors, Key Professionals and other persons performing or furnishing any Work or Services on behalf of Consultant just as Consultant is responsible for Consultant's own acts and omissions. Any agreement between Consultant and its approved subconsultant(s), Key Professionals and other persons must have a legally binding provision whereby they agree to waive all rights to make a claim of liability or payment against Thornton arising out of the performance of the Services under this Agreement. Nothing in the Contract Documents shall create any contractual relationship or obligation to pay any monies due to the same, except as the law may require.

I. Compliance with All Laws and Regulations.

1. All of the Services performed under this Agreement by Consultant shall comply with all applicable laws, rules, regulations, and codes of the United States and the State of Colorado and with the charter, ordinances, and rules and regulations of Thornton.
2. All applicable state and federal laws, county and city ordinances, licenses and regulations of all authorities having jurisdiction over this Agreement and the Services shall apply to this Agreement throughout and will be deemed to be included in this Agreement the same as though written out in full.

J. Confidentiality of Thornton's Information.

1. Thornton will provide Consultant with reports and such other data as may be available to Thornton ("Project Information") and reasonably required by Consultant to perform the Services.
2. No Project Information shall be disclosed by Consultant to third parties without prior written consent of Thornton or pursuant to a lawful Court Order directing such disclosure.
3. All Project Information provided by Thornton to Consultant shall be returned to Thornton at the end of the Project upon Thornton's request. Consultant is otherwise authorized by Thornton to retain copies of Project Information at Consultant's expense.

K. Ownership, Use of Work Product.

1. All Services, data, drawings, designs, plans, reports, studies, computer programs (nonproprietary), computer input and output, analyses, tests, maps, surveys, aerial photography or any other materials ("Work Product")

developed for this Project by Consultant are and shall be the sole and exclusive property of Thornton. Aerial photography supplied by Thornton to Consultant shall not be utilized by Consultant for any purpose other than the Project.

2. Consultant hereby transfers any copyright, trademark, or other intellectual property rights of Work Product to Thornton. However, any reuse of Work Product by Thornton without prior written authorization by Consultant other than for the specific intended purpose of this Agreement will be at Thornton's risk.
3. Consultant shall provide Thornton with ten (10) days of advance written notice that it has Project Information and Work Product it intends to dispose of, during which time Thornton may take physical possession of such documents.

L. Compliance With Patent, Trademark and Copyright Laws.

1. Consultant warrants that all Services performed under this Agreement shall comply with all applicable patent, trademark, and copyright laws, rules, regulations, and codes of the United States. Consultant shall not utilize any protected patent, trademark, or copyright in performance of the Services unless Consultant has obtained proper permission and all releases and other necessary documents. If Consultant specifies or uses any material, equipment, process, or procedure, that is protected, Consultant shall disclose such patents, trademarks, and copyrights in Consultant's deliverables.
2. Consultant releases, indemnifies, and holds harmless Thornton, its officers, agents, and employees from any and all claims, damages, suits, costs, expenses, liabilities, actions, or proceedings of any kind or nature whatsoever, including attorneys' fees and costs, of or by anyone whomsoever, in any way resulting from, or arising out of, directly or indirectly, the performance of Services under this Agreement which infringes upon any patent, trademark, or copyright protected by law.

III. GENERAL CONDITIONS

- A. **Indemnification.** To the fullest extent permitted by law, Consultant agrees to defend, indemnify and hold harmless Thornton, its officers, agents and employees, from and against all liability, judgments, damages or losses which arise out of, result from, or are in any manner connected with the Services to be performed under this Agreement, to the extent it is determined such liability, judgments, damages or losses were caused by the negligent acts, errors, or omissions of Consultant, any subconsultant of Consultant, or any officer, employee or agent of Consultant, or anyone else employed directly or indirectly by any of them or anyone for whose acts any of them may be liable and will pay to Thornton any

expenses incurred by reason of such liability, judgments, damages or losses, including, but not limited to, court costs and reasonable attorneys' fees incurred in defending or investigating such claims. Such payments on behalf of Thornton shall be in addition to any and all other legal remedies available to Thornton and shall not be considered Thornton's exclusive remedy.

B. **Insurance.** Consultant agrees to procure and maintain in force during the term of this Agreement, at its own cost, the following coverages:

1. **Workers' Compensation Insurance.** Workers' Compensation Insurance as required by the Labor Code of the State of Colorado and Employer's Liability Insurance. Statutory limits are required. Evidence of qualified self-insured status may be substituted.

2. **Commercial General Liability Insurance** **(MINIMUM LIMITS)**
 - a. Each Occurrence \$2,000,000
 - b. Products/Completed Operations Aggregate \$2,000,000
 - c. Personal and Advertising Injury \$2,000,000
 - d. General Aggregate \$4,000,000
 - e. This policy shall include coverage protecting against bodily injury, property damage, and personal injury claims arising from the exposures of:
 - i. Premises-operations;
 - ii. Products and completed operations including materials designed, furnished, and/or modified in any way by Consultant;
 - iii. Independent subcontractors or subconsultants;
 - iv. Contractual liability risk covering the indemnity obligations set forth in this Agreement; and
 - v. Where applicable, liability resulting from explosion, collapse, or underground exposures.
 - f. If the above insurance is written on a claims-made form, it shall continue for three (3) years following termination of this Agreement. The insurance shall provide for a retroactive date of placement prior to or coinciding with the effective date of this Agreement.

3. **Professional Liability Insurance** **(MINIMUM LIMITS)**
 - a. Each Claim \$2,000,000
 - b. Aggregate \$2,000,000

- c. If the above insurance is written on a claims-made form, it shall continue for three (3) years following termination of this Agreement. The insurance shall provide for a retroactive date of placement prior to or coinciding with the effective date of this Agreement.
4. Automobile Liability Insurance. Automobile Liability Insurance with minimum combined single limits for bodily injury and property damage of not less than one million dollars (\$1,000,000) for any one (1) occurrence. This insurance will insure against bodily injury and/or property damage arising out of Consultant's operation, maintenance, use, loading or unloading of any auto including owned, non-owned, hired, and employee autos.
5. Additional Insured. Consultant shall name Thornton, its officers, agents, and employees as additional insureds with respect to the commercial general liability and auto liability coverages required herein. A Certificate of Insurance shall be completed and forwarded, along with the Additional Insured Endorsements, to Thornton by Consultant'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 commencement of any Services under this Agreement.**
6. Certificates of Insurance. The initial completed Certificates of Insurance and Additional Insured Endorsements shall include Consultant's e-mail address for future inquiries and updates, and shall be sent to:

City of Thornton
Keith Griess, Sr. Contract Administrator
9500 Civic Center Drive
Thornton, CO 80229-4326

Subsequent Certificates of Insurance, along with the renewal Additional Insured Endorsements, indicating renewal of coverage(s) shall be sent to Thornton's Risk Management office at certificatesofinsurance@ThorntonCo.gov no later than thirty (30) days prior to the expiration date and shall indicate "Renewal COI" and the Project Number in the e-mail subject line.

Thornton further reserves the right to request and receive a certified copy of any policy and any endorsement. Consultant agrees to execute any and all documents necessary to allow Thornton access to any and all required insurance policies and endorsements.

7. Failure to Insure. Failure on the part of Consultant or a subconsultant to procure or maintain policies providing the required coverages, conditions, and minimum limits **shall constitute a material breach of Agreement**

upon which Thornton may immediately terminate this Agreement, or at its discretion, Thornton may procure, or renew any such policy, or any extended reporting period, and may pay any and all premiums in connection therewith, and all monies so paid by Thornton shall be repaid by Consultant to Thornton upon demand, or Thornton may offset the cost of such premiums against any monies due or that become due to Consultant from Thornton.

8. Other Insurance Requirements.

- a. From time to time, Thornton, by mutual agreement with Consultant, may require Consultant to obtain other insurance with varying limits against other insurable hazards relating to the Services.
- b. Consultant shall procure and maintain the minimum insurance coverages listed herein. Such coverages shall be procured and maintained with forms and insurers acceptable to Thornton. All coverages shall be continuously maintained to cover all liability, claims, demands, and other obligations assumed by Consultant pursuant to this Agreement. In the case of any claims-made policy, the necessary retroactive dates and extended reporting periods shall be procured to maintain such continuous coverage.
- c. Consultant shall cause any subconsultants to procure and maintain adequate levels of insurance coverage for Workers' Compensation, Commercial General Liability, Automobile Liability, Professional Liability and other coverages as Contractor may require.
- d. Every policy required above shall be primary insurance and any insurance carried by Thornton, its officers, or its employees shall be excess and not contributory insurance to that provided by Consultant. Consultant shall be solely responsible for any deductible losses under the policies required above.
- e. Consultant shall not be relieved of any liability, claims, demands, or other obligations assumed pursuant to this Agreement by reason of its failure to procure and maintain insurance, or by reason of its failure to procure or maintain insurance in sufficient amounts, durations, or types.
- f. All policies shall include a provision that the coverages afforded under the policies shall not be canceled or materially changed prior to the natural termination date until at least thirty (30) days prior written notice has been sent to Thornton. The Certificate(s) shall indicate the form used, if any, under which this provision is included.

C. **Governmental Immunity.** The Parties understand and agree that Thornton, its officers, and its employees are relying on, and do not waive or intend to waive by any provision of this Agreement, the monetary limitations or any other rights, immunities and protections provided by the Colorado Governmental Immunity Act, C.R.S. 24-10-101 et seq., as from time to time may be amended, or otherwise available to Thornton, its agents, officers, or employees.

D. **Independent Contractor.**

1. It is understood and agreed by and between the Parties that the status of Consultant shall be that of an independent contractor and of a person retained on a contractual basis to perform professional and/or technical services for limited periods of time and it is not intended, nor shall it be construed, that Consultant is an employee or officer of Thornton under Chapter VII of the City Charter, or Chapter 54 of the City Code, or for any purpose whatsoever.
2. Without limiting the foregoing, the Parties hereby specifically acknowledge that **Consultant** or any employee, agent or subconsultant of Consultant **is not entitled to unemployment insurance benefits unless unemployment compensation coverage is provided by Consultant or some other entity besides Thornton, that Consultant is not entitled to Workers' Compensation benefits from Thornton and that Consultant is obligated to pay federal and state income tax on any monies earned pursuant to this Agreement.** The Parties further acknowledge that the provisions of this paragraph are consistent with Consultant's insurance obligations which are set forth in this Agreement.

E. **Termination.**

1. **Termination for Convenience.**
 - a. Thornton shall have the right to terminate this Agreement at any time upon seven (7) days advance written notice to Consultant ("Notice of Termination").
 - b. Should Thornton terminate this Agreement for convenience, in accordance with subsection E.1.a above, Thornton shall pay Consultant for all Services previously authorized and properly completed prior to the date of termination set forth in the Notice of Termination. Consultant shall not be entitled to profit or overhead on uncompleted Services.
 - c. In any event, the terms and conditions of this Agreement shall survive the termination date of the Agreement and continue until the Services are complete to Thornton's satisfaction.

2. Termination for Cause. Thornton shall have the right to terminate this Agreement immediately upon notice to Consultant if Consultant has materially breached the terms of this Agreement. In such event, Thornton shall pay Consultant for all Services previously authorized and completed prior to the date of termination in compliance with the terms of this Agreement and to Thornton's satisfaction, provided that there shall be no limitation of Thornton's right to exercise any and all available legal and equitable remedies.
3. Termination for Non-Appropriation. In the event that the Thornton City Council fails to appropriate funds for the continuation of this Agreement for any fiscal year beyond the initial fiscal year hereof, Thornton may terminate this Agreement without penalty as of the end of the fiscal year for which funding was appropriated and shall be released of further obligations.

F. **Venue / Law / Statute Of Limitations.** This Agreement shall be governed by the laws of the State of Colorado, notwithstanding its choice of law principles. Any legal action concerning the provisions hereof shall be brought in the District Court, County of Adams, State of Colorado. Any action arising out of or relating to this Agreement or the Services asserted by Consultant against Thornton shall be brought within two (2) years from when the action accrued, pursuant to C.R.S. § 13-80-102(h).

G. **Notice.** Any notice or communication between Consultant and Thornton which may be required, or which may be given, under the terms of this Agreement shall be in writing, and shall be deemed to have been sufficiently given when directly presented or sent pre-paid, first class United States Mail, addressed as follows:

THORNTON:

City of Thornton
 Attention: Contracts Supervisor
 9500 Civic Center Drive
 Thornton, CO 80229-4326

CONSULTANT:

Company Name

Attention:

Address

H. **Exhibits.** All documents marked and referred to as "Exhibits" in this Agreement are incorporated by this reference and are made a part of this Agreement.

I. **Assignment of Agreement Not Permitted.** Consultant shall not be entitled to assign, pledge, or transfer its duties and rights, in whole or in part, under this

Agreement, or any Work, Services, or its rights to any payment from Thornton without the prior written consent of Thornton, which Thornton may withhold in its sole discretion. Any approved assignee of Consultant's interest in this Agreement, any Work or Services shall execute a written acknowledgement in a form satisfactory to Thornton expressly agreeing to be bound by all of its terms. No assignment shall relieve Consultant of primary liability under this Agreement. In this regard, Consultant understands that the performance of the scope of work is considered personal services under this Agreement.

- J. **General Warranty.** Consultant will faithfully perform the services required under this Agreement in accordance with standards of care, skill, training, diligence, and judgment provided by competent professionals who perform services of a similar nature as described in this Agreement.
- K. **No Waiver of Rights.** No assent, expressed or implied, to any breach of any one (1) or more of the terms and conditions of this Agreement shall be deemed to be or taken to be by Thornton a waiver of any subsequent breach of any such terms and conditions.
- L. **Inspection of Records.** In connection with the Services performed hereunder, Thornton and any of its duly authorized representatives shall have access to all of Consultant's and subconsultant's books, documents, papers, and any other records of Consultant and subconsultants that relate to the Services. Consultant further agrees that such records shall contain information concerning the personnel who performed the Services, the specific tasks they performed and the hours they worked. Consultant shall retain these records for three (3) years after termination of this Agreement.
- M. **Conflict of Interest.** Consultant agrees that it and its subsidiaries, affiliates, subconsultants, principals, or employees shall not engage in any transaction, activity, or conduct which would result in a conflict of interest. Consultant represents that it has disclosed any and all current or potential conflicts of interest. A conflict of interest shall include transactions, activities, or conduct that would affect the judgment, actions, or Services of Consultant by placing Consultant's own interests, or the interest of any party with whom Consultant has a contractual arrangement, in conflict with those of Thornton. Thornton, in its sole discretion, will determine the existence of a conflict of interest and may terminate this Agreement in the event such a conflict exists after it has given Consultant written notice, which describes the conflict. Consultant shall have twenty (20) days after the notice is received to eliminate or cure the conflict of interest in a manner acceptable to Thornton.
- N. **Coordination of Services.** Consultant shall fully coordinate its Services with other consultants, contractors or other entities performing services on the Project that interfaces with or is affected in any way by Consultant's Services, and with any interested Thornton or other governmental agencies.

- O. **Non-Discrimination.** Consultant, its agents, employees, contractors, and subconsultants shall not discriminate on the basis of race, color, creed, national origin, ancestry, age, gender, religion, or mental or physical disability in any policy or practice.
- P. **Advertising and Public Disclosures.** Consultant shall not include any reference to this Agreement or to the Services performed hereunder in any of its advertising or public relations materials without first obtaining the written approval from Thornton. Any oral presentation or written materials related to Consultant's Services shall include only presentation materials, Work product, designs, renderings, and technical data that have been accepted by Thornton. Thornton shall be notified in advance of the date and time of any such presentations. Nothing herein, however, shall preclude the transmittal of any information to officials of Thornton, including without limitation, the Mayor or member or members of City Council.
- Q. **Other Project Work.** Consultant and its subsidiaries and affiliates shall not bid upon or otherwise attempt to perform any other work associated with this Project. Consultant shall require in its contracts with its subconsultants that they and their subsidiaries or affiliates shall not bid upon or otherwise attempt to perform any work associated with this Project other than the Services described in their written agreements unless specifically approved in writing by Thornton.
- R. **Time is of the Essence.** The Parties agree that in the performance of the terms and requirements of this Agreement by Consultant that time is of the essence.
- S. **Inurement.** The rights and obligations of the Parties set forth herein shall inure to the benefit of and be binding upon the Parties and their respective successors and assigns permitted under this Agreement.
- T. **Headings.** The headings contained in this Agreement are for reference purposes only and shall not in any way affect the meaning or interpretation of this Agreement.
- U. **Joint Venture.** If Consultant is a Joint Venture, participants shall be jointly and severally liable to Thornton for the performance of all duties and obligations of Consultant set forth in this Agreement.
- V. **Taxes and Licenses.** Consultant shall promptly pay, when they are due, all taxes, excises, license fees, and permit fees of whatever nature applicable to the Services, and shall take out and keep current all required municipal, county, state, or federal licenses required to perform the Services. Consultant shall furnish Thornton, upon request, duplicate receipts or other satisfactory evidence showing or certifying to the proper payment of all required licenses and taxes. Consultant shall promptly pay, when due, all bills, debts, and obligations it incurs performing the Services and to allow no lien, mortgage, judgment, or execution to be filed against land, facilities, or improvements owned by Thornton.

- W. **Severability.** In the event any of the provisions, or applications thereof, of this Agreement are held to be unenforceable or invalid by any court of competent jurisdiction, the validity and enforceability of the remaining provisions, or applications thereof, shall not be affected.
- X. **No Third Party Beneficiaries.** The enforcement of the terms and conditions of this Agreement and all rights of action relating to such enforcement, shall be strictly reserved to Thornton and Consultant and nothing contained in this Agreement shall give or allow any such claim or right of action by any other or third person on such Agreement. It is the express intention of Thornton and Consultant that subconsultants and any other persons other than Thornton or Consultant receiving any benefits from this Agreement shall be deemed to be incidental, and not intended, beneficiaries only.
- Y. **Electronic Signatures And Electronic Records.** The Parties consent to the use of electronic signatures. The Agreement, and any other documents requiring a signature hereunder, may be signed electronically by the Parties in the manner specified by any applicable City regulation, rule, and/or ordinance. The Parties agree not to deny the legal effect or enforceability of the Agreement solely because it is in electronic form or because an electronic record was used in its formation. The Parties agree not to object to the admissibility of the Agreement in the form of an electronic record, or a paper copy of an electronic document, or a paper copy of a document bearing an electronic signature, on the ground that it is an electronic record or electronic signature or that it is not in its original form or is not an original.
- Z. **Entire Agreement.** The Parties acknowledge and agree that the provisions contained herein constitute the entire Agreement and that all representations made by any officer, agent, or employee of the respective Parties unless included herein are null and void and of no effect. No alterations, amendments, changes, or modifications to this Agreement, except those that are expressly reserved herein, shall be valid unless they are contained in an instrument, which is executed by the Parties with the same formality as this Agreement.

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This Agreement is expressly subject to and will not become effective or binding on Thornton until it is fully approved and executed by Thornton.

APPROVED AS TO LEGAL FORM:
FOR: Tami Yellico, City Attorney

CITY OF THORNTON, COLORADO:

By: _____
Michael J. Hickman
Senior Assistant City Attorney

Kimberly Newhart, Finance Director

ATTEST:

CITY OF THORNTON, COLORADO:

Kristen N. Long, City Clerk

Sean Saddler, PE
Interim Executive Director of
Management Services

ATTEST FOR FIRM SIGNATURE: (If corporation)	INSERT FIRM NAME (ALL CAPS):
_____ Signature	_____ Signature
_____ Print Name	_____ Print Name
_____ Title	_____ Title

EXHIBIT A

CONSULTANT’S GENERAL SCOPE OF SERVICES

Municipal Fiscal Impact Analysis Tool Development

1. Project Overview

The City of Thornton (“City”) seeks the services of a qualified consulting firm to develop a comprehensive long-range municipal fiscal analysis tool capable of evaluating the fiscal impacts of land use and development scenarios over an extended planning horizon, including the potential expansion into a new county.

Thornton is a rapidly-growing municipality located in the northern portion of the Denver metropolitan area. The city currently has an estimated population of approximately 155,000 residents within roughly 35 square miles and anticipates continued growth at approximately 1.5 percent annually through buildout. The city’s population is expected to reach approximately 240,000–250,000 residents, with the incorporated area potentially expanding to approximately 50 square miles.

Currently located entirely within Adams County, Colorado, the City anticipates future annexation and development within growth areas extending into the southwestern portion of Weld County, Colorado.

As Thornton grows, the City must carefully and critically evaluate the long-term fiscal implications of Future Land Use amendments, annexations of all sizes, rezonings, and development proposals including a wide range of possibilities. The City, therefore, intends to develop a robust analytical tool that will allow staff to assess the long-term fiscal effects of development proposals, development implementation timing, and land use decisions, including both municipal revenues and service costs over time.

The City seeks a consultant with demonstrated expertise in municipal fiscal impact modeling, land use economics, and decision-support software development to design and implement this tool in close collaboration with City staff.

2. Project Objectives

The primary objective of this Project is to develop a comprehensive, adaptable fiscal impact analysis tool capable of:

1. Evaluating the long-term fiscal impacts of land use and development scenarios of all magnitudes.

2. Assessing service, infrastructure, and other relevant City costs for expanding into Weld County. This fiscal impact analysis tool will be used to establish a fiscally-sound land use plan and general order of development for Thornton's consideration of expanding into the identified Growth Area in the southwestern portion of Weld County.
3. Comparing "status quo" and "proposed" development and land use scenarios.
4. Projecting municipal revenues and expenditures over a 50-year horizon.
5. Calculating net present value (NPV) of projected fiscal impacts.
6. Incorporating infrastructure lifecycle costs and long-term maintenance, repair, and replacement obligations.
7. Allowing for periodic adjustment of assumptions and variables as economic and policy conditions evolve.
8. Providing a clear, user-friendly interface and output dashboard suitable for staff analysis, presentations to elected officials, and decision-making guidance.

The tool will serve as a decision-support resource for planning, development review, annexation evaluation, infrastructure projections, and long-range land use and development planning.

3. Project Context

Weld County Expansion Consideration

Thornton anticipates the possibility of a wide range of development types to take place within the Weld County Growth Area in the years to come, including:

- Retail and restaurants;
- Professional office and medical facilities;
- Manufacturing and research uses;
- Educational and institutional uses;
- Mixed-use and transit-oriented development;
- High-, medium-, and low-density residential development; and
- Redevelopment of existing properties.

Development within the City generates municipal revenues through sources including, but not limited to:

- Development and building permit fees;
- Building use taxes;
- Sales taxes;
- Property taxes;
- Traffic tickets;
- Court fees and fines;

- Water and sewer tap fees; and
- Fees for municipal services such as water, wastewater treatment, garbage, and recycling.

The City also incurs costs associated with development, including but not limited to:

- Police services;
- Fire and emergency medical services;
- Parks, recreation and active adult infrastructure, facilities, and staffing;
- Transportation infrastructure maintenance and repair;
- Water distribution and treatment infrastructure;
- Drainage infrastructure;
- General administration and municipal court services; and
- Recreation facilities, sports fields, trails, and open space.

Road infrastructure is generally constructed by developers and subsequently deeded to the City for long-term maintenance, repair, resurfacing, and upgrades. Thornton provides water distribution and treatment services but sends wastewater to a regional treatment facility.

Future growth into Weld County will also require coordination with county-provided services such as courts, jail services, human services, and coroner functions.

Transportation Demand Management

Thornton also intends to work toward the development of a Transportation Demand Management (TDM) policy intended to have the effect of reducing the number of single-occupancy vehicles (SOV) from Thornton roads. The fiscal impact analysis tool will be used to assist the City in developing options for such as policy.

4. Scope of Consultant Services

The selected consultant will work closely with the City of Thornton to design, develop, rigorously test, and implement a municipal fiscal analysis tool capable of modeling long-term fiscal impacts associated with land use and development scenarios.

The consultant's responsibilities will include, but are not limited to, the tasks described below.

5. Task 1 – Project Initiation and Work Plan

The consultant shall initiate the Project through coordination with City staff to refine project scope, confirm expectations, and establish the Project work plan.

Activities may include:

- Conducting a project kickoff meeting;
- Confirming project goals and requirements, adjusting as needed;
 - Thornton expansion into Weld County.
- The fiscal analysis tool should also have utility and functionality as it pertains to potential land use, zoning, annexations, and other significant development-related changes within the Adams County portion of Thornton;
- Identifying key City departments and stakeholders to interact with and gather information from;
- Developing a detailed Project schedule;
- Establishing communication protocols with the Thornton project management team; and
- Identifying required data inputs and sources.

Deliverable:

- Project Work Plan and Schedule.

6. Task 2 – Data Collection and Existing Conditions Assessment

The consultant shall work with City staff and relevant departments to gather and review data necessary for the development of the fiscal analysis tool.

Relevant departments may include, but are not limited to:

- Planning;
- Economic Development;
- Finance;
- Public Works;
- Parks, Recreation, and Community Services;
- Thornton Arts and Culture;
- Police;
- Fire;
- Infrastructure and Utilities; and
- City Manager's Office.

Outside agencies may include, but are not limited to the following:

- Weld County;
- Metro Water Recovery;

- Colorado Department of Transportation;
- Regional Transportation District;
- Smart Commute; and
- Relevant special districts.

Data to be collected shall include, but is not limited to the following:

- Municipal revenue structures;
- Service delivery costs;
- Utility and transportation infrastructure lifecycle costs;
- Capital improvement planning information;
- Staffing levels and service standards;
- Development fee structures;
- Property tax and sales tax structures;
- Infrastructure maintenance costs;
- Anticipated cost inflation; and
- Appropriate discount rate for net present value calculations.

Data collection shall cover the City's entire future growth area as indicated in the City's Comprehensive Plan.

Deliverable:

- Data Inventory and Assumptions Framework.

7. Task 3 – Fiscal Modeling Framework Development

The consultant shall develop the core analytical framework for the fiscal impact model.

The model must be capable of evaluating the full range of municipal revenues and expenditures associated with development, including:

Revenue Sources

The tool should be capable of incorporating all possible revenue sources, including:

- Development-related fees;
- Potential future Development impact fees;
- Building use taxes;
- Sales tax revenues;
- Property tax revenues;
- Utility service fees;
- Utility Tap fees;

- Municipal court revenues;
- Traffic enforcement revenues; and
- Other municipal charges or fees.

The model must also account for applicable local sales tax rules related to destination-based sales tax collection, including sales tax generated from residential delivery of goods.

Cost Components

The tool must account for long-term municipal costs associated with development of the City's entire growth area, including:

- Public safety services and facilities;
- Parks and recreation infrastructure;*
- Transportation infrastructure;
- Water infrastructure;
- Drainage systems;
- Administrative services;
- Long-term maintenance and repair obligations; and
- Necessary City staffing.

Note *: May be district owned and maintained.

The model must incorporate long-term infrastructure lifecycle costs, including maintenance, rehabilitation, and replacement where applicable.

8. Task 4 – Tool Architecture and User Interface

The consultant shall design and develop the fiscal analysis tool to include three primary components:

A. Input Interface

The tool shall include a user-friendly input interface that allows City staff to enter data describing both existing conditions and proposed development scenarios.

Inputs should accommodate variables such as:

- Site size;
- Existing Future Land Use category;
- Zoning classification (city or county);
- Annexation status;
- Development type;

- Development scale;
- Residential unit counts;
- Employment estimates;
- Construction values;
- Property assessment details and projections;
- Property tax projections; and
- Other relevant variables.

The interface must support comparison of “status quo” and “proposed” development scenarios.

B. Model and Assumptions Engine

The tool shall include a restricted-access component where authorized users may adjust underlying assumptions and variables.

Examples of adjustable parameters may include:

- Property tax mill levies;
- Sales tax rates;
- Fee schedules;
- Service cost assumptions;
- Salary and benefit growth assumptions;
- Inflation rates;
- Infrastructure construction costs (including transportation and utilities);
- Capital equipment costs;
- Discount rates for net-present-value calculations; and
- Other relevant fiscal parameters.

The consultant shall design this component so that authorized users can update assumptions as conditions change over time.

C. Output Dashboard

The tool shall include a clear, user-friendly output dashboard displaying results of the fiscal analysis.

Outputs shall include:

- Comparison of status quo vs. proposed scenarios;
- Projected revenues and costs associated with both scenarios;

- Net fiscal impact to the City of each scenario;
- Net present value calculations over the analysis horizon; and
- Relevant charts, summaries, and visualizations.

The dashboard should be designed for clarity and ease of interpretation by City staff and elected decision-makers.

9. Task 5 – Testing and Calibration

The consultant shall conduct a rigorous testing and validation process to ensure the functionality and reliability of the tool.

Testing shall include:

- Evaluation of multiple example land use scenarios and development proposals;
- Verification of model logic and outputs;
- Calibration using historical data where appropriate;
- Applicability specific to the following major project components:
 - Thornton Growth into Weld County.
- Adjustment of assumptions as needed; and
- User testing with City staff.

Deliverable:

- Model Validation and Testing Report;
- Comprehensive Fiscal Analysis and Report which considers the complete development of Thornton's Weld County Growth area based on development scenarios, residential densities, land uses, and other relevant details; and
- A discussion about how the tool could be used to assess the effectiveness of a TDM policy proposal.

10. Task 6 – Training and Documentation

The consultant shall provide training and documentation to ensure that City staff can effectively utilize the tool.

Training should include:

- Instruction on use of the input interface;
- Explanation of model outputs;
- Clearly-stated instructions on adjusting assumptions; and
- Scenario analysis techniques.

Deliverables:

- User Manual;
- Administrative/Technical Documentation;
- Specific instructions pertaining to adjusting variables within the limited-access Assumptions Engine component of the tool; and
- Staff Training Sessions.

11. Tool Qualities

The consultant shall design and develop the fiscal analysis tool to include the following key qualities:

A. Transparency and Documentation

The tool must be sufficiently transparent so that City staff can understand:

- Key assumptions;
- Calculation logic;
- Data inputs; and
- Output interpretation.

All components must be documented to ensure long-term usability and maintainability.

B. Data Compatibility

The tool should be capable of integrating with commonly used municipal data formats and systems where appropriate. Proposing firms should describe compatibility with typical municipal data platforms such as:

- Spreadsheet-based data systems;
- Geographic information systems (GIS); and
- Financial management systems.

C. Longevity and Maintainability

The tool must be designed to remain usable over the long term and adaptable to changing conditions. Proposing firms should address:

- Software longevity;
- Ease of updates;
- Long-term maintainability; and
- Ownership of the final product by the City.

12. Task 7 – Final Tool Delivery

At the conclusion of the Project, the consultant shall deliver the completed fiscal analysis tool along with all supporting documentation.

Deliverables shall include:

- Analysis report for the City's Weld County growth area that identifies findings and assumptions on costs of services, infrastructure, etc.;
- Fully functional fiscal analysis tool which is useful in the following ways:
 - Developing a fiscally-responsible land use plan for the Thornton growth area in Weld County;
 - Guiding the timing of development within the Thornton growth area within Weld County so that the progression of development takes place in a way that is fiscally-responsible on an ongoing basis; and
 - Helpful in providing guidance in the process of developing a Transportation Demand Management policy.
- All underlying data and assumptions;
- User manual and documentation; and
- Training materials and other support documentation.

13. Accessibility and Artificial Intelligence Requirements

Work products and deliverables must comply with the following requirements of the State of Colorado:

- **Accessibility Standards.** All public-facing work products and deliverables must comply with the [State of Colorado technical standards](#) related to technology accessibility and with Level A and AA of the most current version of the Web Content Accessibility Guidelines (WCAG), currently WCAG 2.1.
- **Artificial Intelligence (AI) Disclosure and Use.**
 - *AI Disclosure.* The consultant shall disclose in writing, prior to delivery of any major deliverable, whether and how artificial intelligence tools, including generative AI, machine learning, or automated analysis systems, were used in creating or contributing to the deliverable.
 - *Human Oversight Requirement.* All deliverables shall be reviewed, verified, and approved by qualified personnel with relevant subject matter expertise prior to submission.
 - *Data Protection and Confidentiality.* Consultant shall not input confidential state data, personally identifiable information (PII), or non-public information into any public or consumer-grade AI system. Any AI tools used must have appropriate enterprise-level data protections. State data

shall not be used to train, fine-tune, or improve any AI model without prior written approval from the State.

- *Quality and Accuracy Standards.* AI-generated content must be clearly distinguishable from original research and analysis where appropriate. Reports shall cite primary sources and shall not rely solely on AI-generated summaries or conclusions for factual claims.

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EXHIBIT C**SCHEDULE OF CHARGES****BILLABLE HOURLY RATES AND ESTIMATED TOTAL COST:**

Category	Billable Hourly Rate		Estimated Total Hours		Estimated Total Cost
		X		=	\$
		X		=	\$
		X		=	\$
		X		=	\$
		X		=	\$
		X		=	\$
		X		=	\$
		X		=	\$
		X		=	\$
		X		=	\$
TOTAL					\$

(Use additional page if necessary.)

REIMBURSABLE EXPENSES:

Reimbursable expenses include, but are not necessarily limited to, copying, printing, postage, local mileage, out of town travel and living expenses, courier expenses, owned or rented equipment costs, subconsultant costs, and subcontractor costs, if any.

All categories of reimbursable expenses for which Consultant will expect compensation are listed below. Categories of expenses not listed shall not be reimbursed separately and shall be considered to be included in Consultant's personnel billable hourly rates, or if a NTE amount was converted to a lump sum fee, to be included in the lump sum fee.

Listed expenses incurred by Consultant from outside vendors such as printers, courier services, rental equipment, subconsultants, or subcontractors will be reimbursed at cost without further mark up. Consultant's management of outside subconsultants and or subcontractors will be reimbursed at the Billable Hourly Rates for Consultant's personnel involved in the management and not through a percent fee mark up. Detailed documentation (vendor invoices) must be supplied for an outside expense to be eligible for reimbursement.

Expenses incurred by Consultant from in-house operations, such as in-house printing, copying, Consultant owned equipment, etc., will be reimbursed at the rates indicated below. Detailed unit prices for all in-house expenses for which Consultant will expect compensation are listed below. Vehicle mileage in connection with the performance of the Services will be reimbursed at the rate currently allowable under IRS rules for passenger vehicles, and at rates herein defined for specialty vehicles, such as survey trucks.

REIMBURSABLE EXPENSE CATEGORIES AND RATES:

In-house Expense Category	UOM	Rate		Outside Expense Category	UOM	Rate
Passenger Vehicle	Mile	IRS		Postage	LS	Cost
Copying ___" x ___" BW				Courier	LS	Cost
Copying ___" x ___" Color				Subconsultants	LS	Cost
Printing ___" x ___" BW				Subcontractors	LS	Cost
Printing ___" x ___" Color				Rental Equipment	LS	Cost
Equipment						

Use additional sheet if necessary

VIII. EXHIBIT 3

REFERENCE AUTHORIZATION AND RELEASE FORM

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

Proposing Firm has submitted a sealed proposal to the City of Thornton (Thornton) for _____ Services for the _____, Project No. _____ (Project).

Proposing Firm hereby authorizes Thornton to perform such investigation of proposing firm as it deems necessary to verify the qualifications, responsibility, trustworthiness and financial ability of Proposing Firm. By its signature hereon, the proposing firm authorizes Thornton to obtain reference information concerning the proposing firm. Proposing Firm further agrees to release and hold Thornton and the firm or agency providing reference information harmless from all liability resulting from providing the requested reference information to Thornton about the Proposing Firm.

Proposing Firm further authorizes Thornton to discuss and release reference information regarding Proposing Firm's performance as it will relate to this upcoming Project upon receiving a request for such information. Proposing Firm agrees to release and hold Thornton harmless from all liability associated with releasing such information about Proposing Firm.

Proposing Firm further waives its right to receive copies of reference information provided to Thornton. By signing below, Proposing Firm agrees with the terms of this Reference Authorization and Release and authorizes Thornton to obtain reference information concerning Proposing Firm.

A copy or facsimile of this executed Reference Authorization and Release Form may be used with the same effectiveness as an original.

Signature Date

Print Name

Title

APPENDIX A

Frequently Asked Questions for Build America, Buy America Act

[Office of Air and Radiation Climate Pollution Reduction Grants Program BABA FAQs](#)

APPENDIX B

CPRG and EPA Terms & Conditions

[eCFR :: 2 CFR 200.1 -- Definitions.](#)

[eCFR :: 2 CFR Part 200 -- Uniform Administrative Requirements, Cost Principles, and
Audit Requirements for Federal Awards](#)

[eCFR :: 2 CFR Part 1500 -- Uniform Administrative Requirements, Cost Principles, and
Audit Requirements for Federal Awards](#)

[COMPS-8160.pdf](#)

[EPA General Terms and Conditions effective October 1, 2024 or later](#)

[https://www.epa.gov/sites/default/files/2018-
05/documents/recipient_guidance_selected_items_of_cost_final.pdf](https://www.epa.gov/sites/default/files/2018-05/documents/recipient_guidance_selected_items_of_cost_final.pdf)

(CEO's federal provisions) & Exhibit D (State of Colorado federal
provisions)

(Provided under separate cover)

Environmental Cross Cutter

- An Environmental Cross Cutter refers to federal laws, regulations or executive orders that apply across federally funded programs.
- Cross-cutting requirements ensure projects comply with broader environmental standards (Endangered Species Act, National Historic Preservation Act, etc.).
- Applicability depends on project type. Check with CEO to confirm!

1.0 General Information	
Grantee Name:	
Grant Program (CHDV, CPP-ZE, CPRG-I):	Grant No.:
Project Name:	
Contact Information for Individual(s) Completing Questionnaire:	
Date Completed:	
EPA Project Officer:	
Project Description:	
Project Location: Please answer the questions below about each project location. Attach or provide project maps of the entire project, each project component and ArcGIS project shapefiles, as applicable. Project location includes where on-site activities will occur, as well as those areas where materials, tools, equipment, and vehicles are staged or stored. Please provide a location for each project component or subproject outlined in the Work Plan. Create additional tables for all components/subprojects. Attach documentation as necessary.	
Select all of the checkbox(es) that best describe the project: ☐ Within an existing facility, easement or right(s)-of-way. ☐ Outside of an existing facility, easement or right(s)-of-way. ☐ Site previously undisturbed ☐ Site previously disturbed	
When are on-site activities anticipated to commence? (Month-Yr) Please include any sampling, test borehole drilling, or similar design-related activities as well as site preparations that may occur before construction. Enter text here.	
Please attach a construction schedule, if available.	
Describe the current site use, landcover, and/or vegetation: Enter text here.	
Street address or nearest intersection: Enter text here.	
Site coordinates (Latitude/Longitude, or Decimal Degrees): Enter text here.	

Example Cross Cutter form

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