

# HPTE Unsolicited Proposal Policy

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## 1. Overview

This policy and procedure apply to Unsolicited Proposals received by the Colorado High Performance Transportation Enterprise (HPTE). HPTE is statutorily mandated to aggressively pursue public-private partnerships (P3) and other innovative and efficient means of completing surface transportation infrastructure projects in accordance with the provisions of Section <u>43-4-806</u>, Colorado Revised Statutes, as amended.

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## 2. What is an Unsolicited Proposal?

An Unsolicited Proposal is a written proposal submitted to HPTE on the initiative of the Proposer for the purpose of obtaining a contract with HPTE. It uses unique solutions to offer innovative and efficient means of completing surface transportation infrastructure projects or generates revenue and/or other value that will enable HPTE to better pursue its legislative mandate. It must have the following qualities:

- o Innovative, unique and pragmatic;
- o Independently originated and developed by the proposer;
- Prepared without HPTE or Colorado Department of Transportation (CDOT) supervision, endorsement, direction, or direct involvement;
- o Sufficiently detailed that it supports HPTE's mission and responsibilities; and
- Must address an HPTE and/or CDOT priority, which can include, but is not limited to, projects already identified in HPTE's Express Lanes Master Plan (ELMP), CDOT's 2045 Statewide Transportation Plan as well as other existing Transportation Plans.<sup>1</sup>

An Unsolicited Proposal is not an offer responding to HPTE's previously published expression of need including a Letter of Interest (LOI), Request for Information (RFI), Request for Qualifications (RFQ), or Request for Proposals (RFP).

## 3. Unsolicited Proposal Process Overview

HPTE receives and evaluates Unsolicited Proposals using an initial Threshold Review (see Section 4) followed by a two-phased approach. The purpose of Phase One (Conceptual Proposal - see Section 7)) is for HPTE to receive written, concept-level proposals<sup>2</sup> and to screen those proposals to determine whether HPTE would like to review additional information in Phase Two (Detailed Proposal - see Section 9).

In the event that the Unsolicited Proposal proceeds beyond Phase Two or otherwise involves a competitive proposal or sole-source procurement, HPTE will provide an adequate opportunity for interested parties to comment or submit competing proposals, and/or requests for an opportunity to respond within a time frame (minimum of 30 days) specified by HPTE staff, in accordance with Section 15 of this Policy. HPTE may, at any time, choose not to proceed any further with the Unsolicited Proposal.

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<sup>&</sup>lt;sup>1</sup> Excluding the I-70 East, I-270, and I-25 North from US 36 to Ft. Collins. As of the publication of these Guidelines, a moratorium on these corridors still exists. Please check with HPTE to see if it has been lifted.

<sup>&</sup>lt;sup>2</sup> Concept-level proposals should contain the ideas or concepts needed to understand what it does, how it might address specific transportation objectives, and how it is best used.



All Unsolicited Proposal documentation should be submitted both electronically (<u>HPTE-USP@state.co.us</u>) and in hard copy (HPTE, 2829 W Howard PI, Denver, CO, 80204). Requests for confidentiality should also be submitted electronically and in hard copy (see Section 16).

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## 4. Threshold Review

Before moving to Phase One, HPTE staff will acknowledge receipt of the Unsolicited Proposal and conduct a Threshold Review to confirm:

- I. A Conceptual Proposal Form has been submitted (see Annex A), and all required information is included;
- II. The Conceptual Proposal complies with the procedures for submission of confidential or proprietary information for use and disclosure of data (see Section 16); and
- III. Receipt of the Conceptual Proposal Review Fee (\$5,000) from the Proposer.

HPTE staff will strive to complete the Threshold Review within 20 business days of receipt of the Unsolicited Proposal submission. The HPTE Director may extend the time allowed to complete the Threshold Review if more time is needed.

## 5. Application Fee (Phase One - Conceptual Proposal)

HPTE will only accept the submission of an Unsolicited Proposal if, at the time the Unsolicited Proposal is submitted, the person or consortium submitting the Unsolicited Proposal (Proposer) pays HPTE, via check, a fee of \$5,000 to evaluate the Conceptual Proposal. The check should be made out to "The State of Colorado" and addressed to HPTE 2829, W Howard PI, Denver, CO, 80204. This fee is nonrefundable.

HPTE, at its sole discretion, may waive the fee(s) for an Unsolicited Proposal if the Proposer is from a Disadvantaged Business Enterprise, Women-Owned Business, or Emerging Small Business, and determined to be reasonable and it is in the best interest of the State.

All costs incurred by the Proposer in preparing and submitting an Unsolicited Proposal will be borne solely and completely by the Proposer. Under no circumstances will the State, HPTE, CDOT or any of their agents, representatives, consultants, directors, officers or employees be liable for, or otherwise obligated to reimburse, the costs incurred by the Proposer, whether or not selected for negotiations, in developing the Unsolicited Proposal or negotiating an agreement.

## 6. Governance and Oversight

## HPTE Board of Directors

The HPTE Board of Directors (HPTE Board) provides oversight of HPTE's activities and consists of three members of the Transportation Commission and four members appointed by the Governor from four geographic areas. Information on Unsolicited Proposals is shared with the HPTE Board at every stage of the process. However, it is

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only after completion of the Detailed Proposal Evaluation in Phase Two (see Section 13) that HPTE submits a recommendation to the HPTE Board to forego the Unsolicited Proposal, to proceed to a sole source agreement, or to pursue a competitive solicitation. The HPTE Board meets on the third Wednesday of each month.

## Transportation Commission

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The state's transportation system is managed by CDOT under the direction of the Transportation Commission. The Transportation Commission (TC) is comprised of 11 commissioners who represent specific districts. Under State law, the powers and duties of the TC include formulating general policy with respect to the management, construction, and maintenance of public highways and other transportation systems in the State.

Information on Unsolicited Proposals will be shared with the Transportation Commission on an as-needed basis, specifically when Unsolicited Proposals are addressing a CDOT need or would require joint collaboration, financial commitments, or joint contracting between HPTE and CDOT.

## 7. Phase One: Conceptual Proposal Content

If the Conceptual Proposal meets the Threshold Review Requirements, HPTE staff will take the following steps:

- I. Log the Conceptual Proposal and assign it a number;
- II. Assemble an evaluation team (HPTE Review Team), which could include outside third parties, that are technical and financial subject-matter experts to review the Unsolicited Proposal (if an evaluation by others outside of HPTE and CDOT is deemed necessary by HPTE staff);
- III. If a meeting would be helpful to more fully understand the Conceptual Proposal, HPTE will request a meeting with the Proposer; and
- IV. Facilitate the evaluation process as needed.

Conceptual Proposals should provide an outline of all aspects of the proposed project and will provide the framework to guide discussions with HPTE staff on the Conceptual Proposal. The Conceptual Proposal should be brief (six pages maximum) and include all information identified in Annex A (Conceptual Proposal Form).

HPTE staff will strive to complete the Conceptual Proposal Evaluation within 40 business days of passing the Threshold Review. The HPTE Director may extend the time allowed to complete the Evaluation of the Conceptual Proposal if more time is needed.

## 8. Phase One: Conceptual Proposal Evaluation

During the Conceptual Proposal Evaluation, the HPTE Review Team<sup>3</sup> will evaluate the Conceptual Proposal for the following:

<sup>&</sup>lt;sup>3</sup> Review Team will include (subject to availability and proposal elements) Program Coordinator, Special Projects and Budget Manager, Major Projects Manager, Head of Innovative Project Delivery, Tolling Operations Manager, HPTE Director, other relevant CDOT staff, and outside third parties as deemed necessary by HPTE staff.



- I. Determine if the Conceptual Proposal meets the definition of an Unsolicited Proposal;
- II. Confirm the idea submitted is within HPTE's jurisdiction or control and complies with HPTE's statue;
- III. The Conceptual Proposal offers direct or anticipated benefits to HPTE, CDOT, its customers, and the community;
- IV. The Conceptual Proposal is consistent with HPTE's objectives and goals;
- V. The Conceptual Proposal satisfies a need for HPTE that can be accommodated in HPTE's annual long-term capital and operating budgets without displacing other planned expenditures, placing other committed projects at risk, and significantly increasing the cost of the proposed items;
- VI. The Conceptual Proposal offers unique goods or services that HPTE did not intend to purchase through the normal HPTE contract process; and
- VII. Confirm the inclusion of high-level financial, technical and legal components, or other specific evaluation criteria appropriate for the particular proposal. Detailed financial, technical, and legal components are not required until Phase Two (Detailed Proposal).

The burden is on the Proposer to demonstrate these attributes to HPTE.

Upon completion of the Conceptual Prospoal Evaluation, HPTE staff will notify the Proposer of HPTE's decision. Possible outcomes include, but are not limited to, proceeding to Phase Two, discontinuing the process, or pursuing a competitive procurement. HPTE will provide a reasonable explanation of the reasons for the decision.

## 9. Phase Two: Detailed Proposal Overview

The purpose of Phase Two is for HPTE to receive more detailed technical and financial information to fully understand and evaluate the Conceptual Proposal. At this phase, HPTE will decide whether to forego the Conceptual Proposal, to proceed to a sole source agreement, or to pursue a competitive solicitation.

## 10. Phase Two: Request for Detailed Proposal

If HPTE desires to proceed to Phase Two, HPTE staff will issue a Request for Detailed Proposal that formally tells the Proposer to proceed to Phase Two.

## 11. Phase Two: Detailed Proposal Evaluation Fee

If HPTE desires to proceed to Phase Two, a second payment must be submitted to HPTE to cover costs associated with the Detailed Proposal Evaluation. HPTE will only evaluate the Detailed Proposal if the Proposer pays HPTE, via check, a Detailed Proposal Review Fee of \$50,000 for the Detailed Proposal Evaluation. The check should be made out to "The State of Colorado" and addressed to HPTE, 2829 W Howard PI, Denver, CO, 80204. This fee is nonrefundable.

If HPTE determines that the Detailed Proposal Evaluation costs will be materially greater, the Proposer will be contacted and provided with an additional amount that must be paid by check before the continuation of the Detailed Proposal Evaluation.

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## 12. Phase Two: Detailed Proposal Content

In addition to the information provided in Phase One, a Detailed Proposal must, at a minimum, include the following information:

## Technical information

- I. Names and professional information of the Proposer's key personnel who would be committed to the project;
- II. Type of support needed from HPTE (e.g., facilities, equipment, materials, or personnel resources);
- III. A sufficiently detailed description of the scope of work being offered to allow HPTE to evaluate the value received for the price proposed;
- IV. Proposed price or total estimated cost for the effort and/or the revenue generated in sufficient detail for meaningful evaluation, including an annual cash flow for the project;
- V. A schedule for the implementation including specific details for any property and/or services to be provided by HPTE; and
- VI. Proposed duration of the effort.

## Supporting information

- I. Type of contract preferred;
- II. Description of the organization, previous experience in the field, and facilities to be used;
- III. Required statements, if applicable, about organizational conflicts of interest, and environmental impacts; and
- IV. Information demonstrating to HPTE that the Proposer has the necessary financial resources to complete the project, as determined by HPTE staff. Such information may include (i) financial statements, including an Auditor's Report Letter or an Accountant's Review Letter, Balance Sheets, Statements of Income and Stockholder's Equity, and a Statement of Change in Financial Position; (ii) un-audited balance sheets; (iii) names of banks or other financial institutions with which the proposer conducts business; and (iv) letter of credit commitments.

A written request for confidentiality may be submitted by the Proposer with the Detailed Proposal documents. Refer to Section 16 for further information on the procedures for the submission of confidential or proprietary information.

Depending on the circumstances, the Request for Detailed Proposal may also include a request from HPTE to the Proposer for the following:

- o A further description of the problem or opportunity being addressed;
- o Relevant background, context, parameters, and policies;
- o Functional, technical and legal requirements;
- A cash flow analysis showing capital, maintenance and operating costs and revenues;

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- Requests for other project related information related to scope, budget, schedule, personnel, risks, data, performance measurement, potential impacts, etc.; and
- Requests for specific modifications or clarifications to the scope of the original Conceptual Proposal.

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HPTE may, at its sole discretion, invite the Proposer to present to the HPTE Review Team, ask and answer questions of the HPTE Review Team, and discuss the Detailed Proposal and context.

## 13. Phase Two: Detailed Proposal Evaluation

HPTE staff will strive to complete the Detailed Proposal Evaluation within 60 business days of receipt of a complete submission from the Proposer in accordance with the criteria set out in this Section. The HPTE Director may extend the time allowed to complete the Detailed Proposal Evaluation if more time is needed.

## **Evaluation** Criteria

In the Detailed Proposal Evaluation, the HPTE Review Team will consider the same evaluation criteria set forth in the Conceptual Proposal Evaluation in addition to the following factors:

- I. The Proposer's capabilities, related experience, facilities, techniques, or unique combinations of these which are integral factors for achieving the Detailed Proposal objectives;
- II. The Proposer's financial capacity to deliver the goods or services defined in the Detailed Proposal;
- III. Viability of the proposed schedule and HPTE's ability to meet activities required of HPTE;
- IV. HPTE's capacity to enter into a contract under its enterprise status;
- V. The qualifications, capabilities, and experience of key personnel who are critical in achieving the proposal objectives;
- VI. The specific details of the cost/revenue generated; and
- VII. Other specific evaluation criteria appropriate for the particular Detailed Proposal.

## 14. Phase Two: Detailed Proposal Recommendation

Upon completion of the Detailed Proposal Evaluation, the HPTE Review Team will make a recommendation to the HPTE Board and/or the Transportation Commission to forego the Proposal, to proceed to a sole source agreement, or to pursue a competitive solicitation. The Proposer will be notified of the date of the meeting when the Proposal will be discussed.

## 15. Full and Open Competition Requirements

HPTE's receipt of an Unsolicited Proposal does not, by itself, justify a contract award without full and open competition. Unless the Unsolicited Proposal offers a proprietary concept that is essential to contract performance, HPTE will seek competition by posting on the procurement section of the HPTE website per the requirements set

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forth below. Before entering into a contract resulting from an Unsolicited Proposal, HPTE will take the following steps:

#### Receipt

HPTE will acknowledge receipt of the Unsolicited Proposal and may post information to HPTE's website and in any other relevant trade publications that Page | 8 advertise contracting solicitations. At the time of submission to HPTE, the Proposer must also include an Executive Summary covering the major elements of the Unsolicited Proposal that do not address the Proposer's price, financing plan or other confidential or proprietary information or trade secrets that the Proposer intends to be exempt from disclosure. The Executive Summary will be a public document and may be posted on HPTE's website. The Executive Summary may also be used in connection with seeking competitive proposals. Such publication of receipt could occur at any phase of the process, to be determined by HPTE staff.

#### Adequate Description

HPTE's publication of its receipt of the Unsolicited Proposal will include an adequate description of the property or services offered without improperly disclosing proprietary information or disclosing the originality of thought or innovativeness of the property or services sought.

#### Interest in the Property or Services

HPTE will also publicize its interest in acquiring the property or services described in the Unsolicited Proposal using the same or similar methods provided above.

#### Adequate Opportunity to Compete

HPTE will provide an adequate opportunity for interested parties to comment or submit competing proposals, and/or requests for an opportunity to respond within a time frame (minimum of 30 days) specified by HPTE staff.

#### Contract Award Based on Proposals Received

Finally, HPTE will publicize its intention to award a contract based on the Unsolicited Proposal or another proposal submitted in response to the publication using the same or similar methods provided above.

#### Contract Resulting from an Unsolicited Proposal

Nothing in this policy or otherwise requires HPTE to act or enter into a contract based on an Unsolicited Proposal. HPTE may return and/or reject an Unsolicited Proposal at any time during the process.

#### Sole Source Award

If it is impractical, unreasonable, or not in the best interests of the State to describe the property or services offered without revealing proprietary information or disclosing the originality of thought or innovativeness of the



property or services sought, HPTE may make a sole source award. A sole source award may not be based solely on the unique capability of the Proposer to provide the specific property or services proposed.

## Competitive Procurement

Except as provided above, HPTE may decide to enter into a competitive procurement to obtain all or part of the services or goods incorporated in the Unsolicited Proposal in compliance with the prohibition on the use of confidential information.

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## Prerequisites to Contract Negotiation

The contracting officer or other designated HPTE representative(s) may commence negotiations only after the following prerequisites have been met:

- I. An Unsolicited Proposal has received a favorable comprehensive evaluation including in comparison to any proposals received following publication as provided in this Policy;
- II. HPTE staff furnishes the necessary funds, and provides a sole-source justification (if applicable); and
- III. HPTE Director or HPTE Board approves the Unsolicited Proposal (if required).

## 16. Submission of Confidential Information

HPTE neither requests nor encourages the submission of confidential or proprietary information. Information submitted shall be presumptively open for public inspection and therefore will presumptively be made available for public inspection unless otherwise designated as exempt consistent with this Policy and Law. Written requests for confidentiality may be submitted to the HPTE Director, provided that the submission must be in STRICT accordance with the following procedures. Adherence to these procedures remains the SOLE RESPONSIBILITY of the Proposer.

## Procedures for Submission of Confidential or Proprietary Information

- I. A written request for confidentiality shall be submitted by the Proposer with the Unsolicited Proposal documents both electronically (HPTE-USP@state.co.us) and in hard copy.
- II. The written request will be enclosed in a separate envelope or e-mail marked "REQUEST FOR CONFIDENTIALITY," and attached to the cover of the ORIGINAL copy of the Proposer's Unsolicited Proposal that contains the Proposer's ORIGINAL signature.
- III. Confidential or proprietary information MUST be readily IDENTIFIED, MARKED, and SEPARATED (with Annex B used as a cover sheet) from the rest of the Unsolicited Proposal. Commingling of confidential/proprietary information and other information is NOT acceptable.
- IV. The written request must state SPECIFICALLY AND IDENTIFY BY PAGE NUMBER, what elements of the Unsolicited Proposal are to remain confidential. The request must also IDENTIFY THE BASIS for the claim of



confidentiality, OTHER than a recitation of a SPECIFIC State or Federal statute.

- V. The HPTE Director and HPTE legal counsel will make a written determination as to the apparent validity of any request for confidentiality, and if so, whether the exemption is permanent, or ends on a certain date if HPTE The written Page | 10 decides to further evaluate the Unsolicited Proposal. determination of the HPTE Director will be sent to the Proposer.
- VI. Proposals that are determined to be at variance with this procedure may be: (1) declared non-responsive by the HPTE Director and not given further consideration; and/or (2) subject the record to disclosure under State and Federal statute.

HPTE will use its best efforts to restrict the number of people that have access to the proprietary or confidential material contained in the Unsolicited Proposal, but may disclose this information, if deemed necessary by HPTE, to CDOT personnel, third parties, public agency partners, the Transportation Commission or the HPTE Board through, the use of Non-Disclosure Agreements (NDAs), confidentiality clauses included in third-party contracts, and/or the attorney-client privilege. At the time of submission to HPTE, the Proposer must also include an Executive Summary covering the major elements of the Unsolicited Proposal that do not address the Proposer's price, financing plan, or other confidential or proprietary information or trade secrets that the Proposer intends to be exempt from disclosure. The Executive Summary will be a public document and may be posted on the HPTE website. The Executive Summary may also be used in connection with seeking competitive proposals.

#### 17. Colorado Open Records Act (CORA) C.R.S. § 24-72-201, et seg

Unsolicited Proposals are presumed public records except to the extent HPTE and its legal counsel determine a record constitutes CORA exempt material and, if so, whether the exemption is permanent or ends on a certain date if HPTE determines to consider and further evaluate the Unsolicited Proposal. To the extent practicable, determinations as to whether specific materials contained in an Unsolicited Proposal constitute public records will be made consistent with determinations for other proposal submissions as set forth in Appendix A of the HPTE Open Records Policy relating to public-private partnerships. Proposers shall be responsible for all costs associated with defending any request for disclosure of any record claimed by the Proposer to be exempt from disclosure under CORA.

#### 18. Liability

HPTE recognizes that each Unsolicited Proposal will have its unique characteristics and goals and that tailored approaches to assessing and implementing projects will be required for HPTE's program to be successful. HPTE intends to retain the flexibility to modify or deviate from this Policy as it sees fit and in the interest of the State and the public.

This Policy may be revised from time to time, and such revisions will be promptly posted on the HPTE's website. Those performing work or otherwise relying on this Policy assume all risks related to any revisions. HPTE will not be liable for any



damages sustained by anyone based on a modification or failure to modify the Policy. In addition, the HPTE, at its sole discretion, may waive or deviate from some or all of this Policy where it deems such waiver(s) or deviation to be in the best interest of the State. In no event shall any such waiver or deviation result in any liability for HPTE, the State, or any other party.

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## Annex A: Conceptual Proposal Form

Phase One of HPTE's Unsolicited Proposal process involves submitting all required information and completing each section identified below. The Conceptual Proposal must be no longer than six pages in total. If HPTE determines that the Unsolicited Proposal should proceed to Phase Two, HPTE will issue a Request for Detailed Proposal.

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## 1. Basic Information

Proposer Information: Name: \_\_\_\_\_\_Address:

Further contact information: \_\_\_\_\_\_ Type of organization: \_\_\_\_\_ Technical personnel names & contact information: \_\_\_\_\_\_

Business personnel names & contact information: \_\_\_\_\_

These individuals should be responsible for answering HPTE's technical or business questions concerning the proposal or any subsequent agreement concerning the proposal.

2. Conceptual Proposal Executive Summary

Title of the proposal: \_\_\_\_\_

Executive summary (1/2 page maximum)



## 3. Conceptual Proposal - Key Information

Title of the proposal: \_\_\_\_\_

Key information must include:

- 1. Objectives;
- 2. Method of approach;
- 3. Nature and extent of anticipated results; and
- 4. Manner in which the work will help support accomplishment of HPTE's mission.

\_\_\_\_\_

Technical expertise the Proposer needs from HPTE: \_\_\_\_\_

## 4. Financial Information

Proposed price or total estimated cost: \_\_\_\_\_

Proposed method of revenue generation: \_\_\_\_\_

*Be concise but provide sufficient detail for HPTE to meaningfully evaluate the proposal.* Financial information the Proposer needs from HPTE:

## 5. Procedural Information

Period of time for which the proposal is valid: \_\_\_\_\_\_

## 6. Request for Confidentiality

A request for confidentiality has been submitted with this proposal and is deemed confidential by the Proposer in the event of a request submitted to HPTE under the Colorado Open Records Act (CORA). Proprietary data has been separated, clearly designated, identifies the basis for the claim of confidentiality, and follows all the procedures outlined in Section 16.

Yes No

_		

7. Signature

Name: \_\_\_\_\_

Date: \_\_\_\_\_\_ Title:

The individual who signs this form must be authorized to represent and contractually obligate the Proposer.

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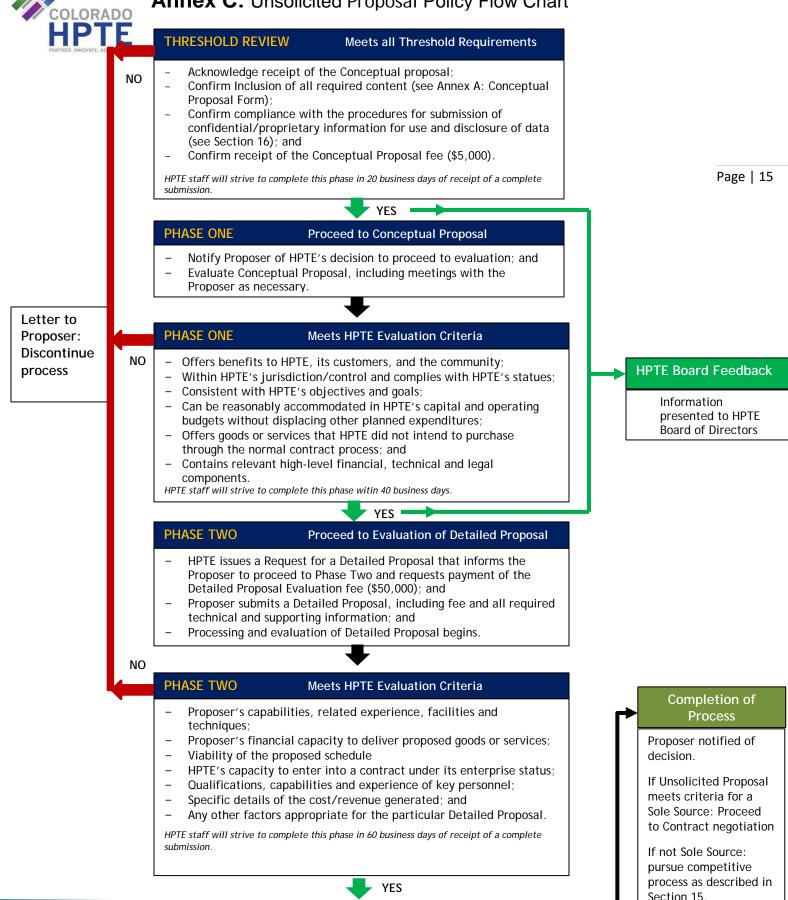
# Annex B: Unsolicited Proposal use of data prior to the contract is prohibited

All HPTE and CDOT personnel must exercise extreme care to ensure that the information in this Unsolicited Proposal is not disclosed to an individual who has not been authorized access to such data and is not duplicated, used, or disclosed in whole or in part for any purpose other than evaluation of the Unsolicited Proposal, without the written permission of the Proposer. If a contract is awarded on the basis of this Unsolicited Proposal, the terms of the contract shall control disclosure and use.

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The Review Team submit recommendation(s) to HPTE Board of Directors for review and approval

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