



## **Sandy RFP - 0131**

### **General Management and Operations Study of the Sandy City Public Utilities Department**

Issue Date:

Questions Deadline:

Response Deadline:

### **Contact Information**

Contact: Ashlee Radcliff

Address: Purchasing Department  
10000 Centennial Parkway  
Sandy, UT 84070

Email: [aradcliff@sandy.utah.gov](mailto:aradcliff@sandy.utah.gov)

## Event Information

Number: Sandy RFP - 0131  
Title: General Management and Operations Study of Sandy City Public Utilities  
Type: Request for Proposal  
Issue Date:  
Question Deadline:  
Response Deadline:

## Bid Activities

---

### PRE-PROPOSAL MEETING

10/24/2025 10:00:00 AM (MT)

A pre-proposal meeting will be held on Friday, October 24, 2025 at 10:00am. This will be a remote bid opening done via Teams. Please send an email to [aradcliff@sandy.utah.gov](mailto:aradcliff@sandy.utah.gov) if you would like the meeting invitation sent to you. You can also call in at:

+1 929-229-5981,,61948808#

Phone Conference ID: 619 488 08#

\*Please note, if you call in it is audio only.

## Bid Attachments

---

### Requested Attachments

---

#### Proposal

*(Attachment required)*

Please attach your proposal documents. Keep the Cost Proposal separate.

#### Exhibit B - Certification or Proposal and Agreement to Terms and Conditions

*(Attachment required)*

Document in attachments. Please fill out and sign.

#### Cost Proposal

*(Attachment required)*

Upload the Cost Proposal separately. Cost should not be included in your proposal document.

## Bid Attributes

### 1 REQUEST FOR PROPOSAL

All sealed proposals will be opened privately by the Purchasing Agent and the associated department. Proposals will be reviewed to determine that the functional requirements of the City are met. Proposals should reflect the best and most competitive offers according to our specifications. However, Sandy City reserves the right to negotiate best offers prior to a final award. An award will be made after the appropriate approvals are received.

### 2 SANDY CITY'S RIGHT TO REJECT

THE RIGHT IS RESERVED TO REJECT ANY/OR ALL PROPOSALS RECEIVED, TO WAIVE ANY INFORMALITY OR TECHNICALITY IN PROPOSALS RECEIVED WHEN DEEMED IN THE BEST INTEREST OF SANDY CITY CORPORATION.

### 3 GENERAL INFORMATION

#### A. Bid Information

All bid documents and addenda will be available on Sandy City's IonWave website. <https://sandycity.ionwave.net/Login.aspx>

#### B. Inquiries

All inquiries relative to this request for proposal (RFP) must be submitted via IonWave and will be answered through IonWave up to the Q & A deadline.

#### C. Addendum to RFP

If it becomes necessary to revise this RFP in whole or in part, an addendum will be posted on Sandy City's IonWave Website. Proposers who obtained this RFP will be notified of any addenda.

#### D. Oral Presentation

An oral presentation by a Vendor to clarify a proposal may be required at the sole discretion of Sandy City. However, Sandy City may award a contract based on the initial proposal received without discussion with the Vendor. Oral presentations will be scheduled after the submission of proposals and oral presentations will be made at the Vendor's expense.

#### E. RFP Award

When the award is made, all Vendors that have submitted a proposal will be notified via IonWave. In the event that the bid is canceled after the closing date, that information will be sent to all vendors who submitted a proposal.

#### F. Written Agreement

The selected Vendor must enter into a contract with Sandy City Corporation. The contract must be performed in accordance with the Standard Terms and Conditions and this RFP.

#### G. Termination

The City may terminate the contract at any time it deems such termination to be in the public interest or for public convenience or necessity by giving written notice to the contractor at least thirty (30) days prior to the desired termination date.

#### H. Laws of the State of Utah and Sandy City Ordinance

All contracts pursuant to acceptance of the offeror's proposal will be interpreted, construed, and given effect according to the laws of the State of Utah and the Ordinances of Sandy city. No contract will be assigned, in whole or in part, without the written consent of the City.

#### **4 SUBMITTING YOUR BID**

- A.** The proposal and supplemental information must be submitted/accepted on Ion Wave by the due date and time listed.
- B.** Exhibit B - Certifications of Proposal and Agreement to Terms and Conditions must be signed by an authorized representative of the vendor named thereon. The signature on this bid shall be interpreted to signify the vendor's intent to comply with all the terms, conditions, and specifications set forth in this solicitation, unless specific exemptions are noted on the face of the bid.
- C.** Delivery means and methods for the submittal of the proposal are the sole responsibility of the Vendor. In order to be considered for award, all information requested must be completed and submitted by the date and time listed on Sandy City's Ion Wave website. Proposals received after that will be deemed non-responsive. Neither faxed nor emailed bids will be accepted.
- D.** Each vendor shall submit only one (1) proposal. Alternate or multiple proposals from a single Vendor are prohibited. Where multiple proposals are submitted, that item may be deemed non-responsive.
- E.** Prices shall NOT include tax. All prices should be rounded to the nearest cent. Where using Utah State Contract pricing, please reference contract number.
- F.** Any proposer may designate those portions of the submittals which contain trade secrets or other confidential matters that the Governmental Records and Access Management Act (GRAMA) would allow to be a protected record. Any disclosure of submittals or portions thereof shall be in accordance with GRAMA and State law (63G-2-305).
- G.** Rejection of Proposals: The City reserves the right to reject any or all proposals, to accept any proposal in total or in part unless the offeror clearly states in its proposal that acceptance must be on an "all or none" basis, to waive any minor irregularity or technical error in the form of bids or in compliance with the instructions to offeror, and to stop the selection process at any time it is considered to be in the best interests of the City. Any proposal containing significant deviations from the specifications of the RFPs will be rejected as non-responsive. Offerors claiming minor irregularities or technical errors must assume the burden of identifying them and justifying them to the City in order for the proposal to receive consideration.

#### **5 INSURANCE**

Proposer shall be required to submit a Certificate of Insurance to verify they carry insurance in the amounts and ratings stated in the "Exhibit A" attached. This certificate of insurance coverage must be submitted with the proposal package. Failure to meet the insurance requirements may result in cancellation of the proposal acceptance.

#### **6 INTRODUCTION**

The Sandy City Council is soliciting proposals from qualified consulting firms to conduct a general management and operations study of the Sandy City Public Utilities Department. This Request for Proposal provides background information about Sandy City, the Department, the scope of work, proposal requirements, selection criteria, and other related information.

## 7 SANDY CITY - BACKGROUND

Sandy City is Utah's sixth largest city. The nearby Wasatch Mountains provide water, recreational opportunities, and a scenic backdrop. The I-15 corridor and TRAX light rail line on the west side of the City provide both access to downtown Salt Lake City (approximately 15 miles to the north) and the opportunity to be a commercial center for the south end of the valley.

Sandy is home to several cultural, recreational, and entertainment venues, namely, the Sandy Amphitheater, the Sandy Museum, Hale Centre Theater, and America First Field, home of Real Salt Lake soccer. Also, world-class ski resorts, such as Alta and Snowbird, are located just minutes away from Sandy's borders.

Sandy experienced tremendous growth both in land area and population during the past fifty years. Annexation of previously unincorporated land has resulted in growth from 6.6 square miles in 1970 to over 24 square miles today. Annexations combined with new construction resulted in population growth from 6,438 to an estimated 93,022 in that same period. Many of the new homes built during the 70's and the 80's were brought by young families, which resulted in one of the lowest median ages in the nation. In recent years, the population has aged as many of the children in these young families have grown and left home. The median age of Sandy City changed from 20.3 years in 1980 to 35.9 years in 2020. This demographic shift has impacted the City budget in such areas as a reduced rate of growth in both sales tax revenue and state road funds which are based partially on population.

Commercial growth, however, continues along the I-15 corridor which in turn continues to fuel a strong economy and tax base and provides job opportunities for residents.

Sandy City operates under a Council-Mayor form of government. The seven (7) member Council sets city policy and authorizes all budgetary actions. Council members are elected on a non-partisan basis with four members elected by voters in their respective municipal districts and three elected at-large. The Mayor is responsible for all administrative operations of the City and, with the assistance of the Chief Administrative Officer (CAO), manages nine (9) departments: Fire, Police, Administrative Services, Legal, Parks and Recreation, Public Works, Public Utilities, Community Development, and Economic Development.

### Sandy City Public Utilities Department

The Sandy Public Utilities Department provides Water, Storm Water and Street Lighting Services for residents, businesses, and visitors to Sandy City.

**A. Organizational Structure.** Public Utilities is a large department in the City with sixty-seven (67.00) FTE's across all divisions.

\*The Department organization is in the attachments.

**B. Department Description.** Sandy Public Utilities Department serves a population of over 105,000 citizens living in 24.13 square miles along the Wasatch Front. Our 67 employees presently provide water service to over 25,000 utility accounts.

**C. Department Mission:** Proudly working together to provide quality utility service for our customers.

**D. Budget.** Our Public Utilities Department is funded across 3 separate funds. The Water Fund is an Enterprise Fund with a Fiscal Year 2025-26 budget of \$28 Million Dollars. The Storm Water and Street Lighting Funds are Special Revenue Funds with Fiscal Year 2025-26 budgets of \$6 Million and \$1 Million respectively.

## 8 SCOPE OF WORK

### 1. General Description

The study shall analyze the efficiency and effectiveness of the policies, procedures, management, facilities, and operations of the Sandy Public Utilities Department, to respond to the issues outlined below. The analysis shall include

comparisons with similar-situated cities in the United States, especially those located in Utah and the Intermountain West. Criteria such as city size, department size, demographics, large central city, age of city neighborhoods, form of government, etc., should be used in the comparisons wherever possible.

The study should focus on the management structure, staffing levels, efficiency and effectiveness of day-to-day operations, utility rate structures, and the sufficiency of supporting equipment, facilities, facility security, technology and data tools used by Public Utilities to complete its mission.

## 2. Management and Performance Review

- **Operations Review**

- Review departmental procedures and objectives for adequacy, appropriateness, and effectiveness.
- Outline recommended strategies for achieving departmental missions and objectives and provide time-specific, results oriented objectives stated with enough specificity for implementation.
- Identify any missing critical issues facing the Public Utilities Department over the next five to ten years.
- Analyze the impact of utility rates and conservation for long term department sustainability.
- Provide review and analysis of existing department master plans, water rights, water rights planning and asset management plans.

- **General Management Review**

- Provide a review and analysis of organizational structure, staffing levels, and staffing requirements by function and make recommendations for improvements.
- Review the number, type and purpose of the department's various organizational components and interrelationships that exist between them. Determine if similar or compatible functions are assembled in logical groupings and the extent to which authority and responsibility is properly allocated between them.
- Determine whether the allocation of resources in the department is efficient and adequate to meet the needs of the city. Review infrastructure replacement plans and timelines for adequacy.
- Analyze the organizational structure of the Public Utilities Department as it relates to accepted standards of organizational theory and practice. Consider enhancements that may be justified in the future in the event of additional staffing and/or modification to the organizational structure.
- Review trends in providing municipal water service and utility rate structures. Compare best practices in communities of similar size and demographics with Sandy's approach.
- Identify tasks that can be completed in a more efficient and/or economical method such as reassigning staff, consolidating functions, making technology upgrades, or providing additional resources.
- Identify the optimal level of in-house design, engineering, planning and construction relative to the costs of outsourcing these tasks.
- Review administrative functions for effectiveness and efficiency; coordination and scheduling of training; the current state of fleet, equipment and facility needs; and planning for future capital needs; utilization and implementation of available funds.
- Review Sandy Public Utilities' communications, billing, and outreach effort to determine if these serve the needs of the Community.

## 3. Facilities, Equipment and Technology

- Provide a detailed review and analysis of facilities, facility security, source contamination risks, vehicle, and equipment needs (including fleet and facility plan suggestions, prioritizations, and consolidation or expansion evaluations according to appropriate national standards). **\*An in-depth review and analysis of fleet policies and procedures is not required.** Provide a review and analysis of personnel equipment needs.
- Evaluate the effects of emerging trends in GIS and SCADA technology on the range of services and delivery provided by the Public Utilities department.

#### 4. Other Related Items

- Provide projections, inferences, or recommendations for managing any increased workload impact to other City departments resulting from changed operations.
- Evaluate the current Street Lighting plan for best practices relative to undesirable light pollution.
- Recommend any other organizational improvements that can be made to enhance overall service.

#### 9 DELIVERABLES

- Consultant will document all study findings, conclusions, and recommendations in a formal study report. The consultant will identify opportunities for improvement in all areas identified in the Scope of Services and develop specific recommendations for implementation of those improvements.
- Recommendations should be given a time frame for completion (e.g., immediate implementation, next fiscal year, within three years, etc.) to provide direction for the Department in incorporating the changes. Budgetary constraints on implementation should be taken into consideration.
- Consultant will provide information describing the purpose of the study, methodology, time frame, and introduce the consultant staff to Public Utilities employees, elected officials, Project Manager (Council Office Staff) and other necessary City employees in an orientation meeting. Meeting(s) may be conducted in person or through a web-based access format.
- Consultant may, if deemed appropriate, conduct anonymous surveys of Public Utilities employees regarding their perception of the Department's mission, goals and objectives, workload, information, supervision, training, policies and procedures, promotion, resources, equipment, status of infrastructure and facilities etc. The results of the anonymous surveys will be included and outlined in the final report.
- Consultant will provide monthly status reports to the Project Manager including a summary of all costs incurred and work performed by project team members during the period.
- Consultant will make oral presentations of the results of the study to the City Council at a regularly scheduled Council Meeting. This presentation will assist the Council in understanding the implications of the report and the consultant's recommendations.
- Consultant will make an oral presentation of the results of the study to Public Utilities employees so that they may hear the recommendations directly from the consultant.
- Consultant will provide twelve (12) hard copies of the final report and any attachments to the Project Manager. Consultant will also provide a copy of the final report in an electronic (PDF) format.

**PROPOSED SCHEDULE**

- Sandy City will follow the timetable below. Sandy City reserves the right to modify the dates due to unforeseen circumstances. Revision of dates, specifically the RFP response deadline, will result in an RFP amendment. Amendments will be published on the City's Purchasing webpage at [sandycity.ionwave.net](http://sandycity.ionwave.net).
- For any questions, please contact the Purchasing Office at (801) 568-7148 or [aradcliff@sandy.utah.gov](mailto:aradcliff@sandy.utah.gov)

EVENT	TARGET DATE
Pre-Proposal Meeting viaTeams	Friday, October 24, 2025 at 10:00am
Last day for Q&A	Friday, October 31, 2025 at 10:00am
RFP Response Deadline	Wednesday, November 5, 2025 at 11:00am
Committee Review and Selection process	November 2025
Contract Start Date	To Be Determined

- Services required must be commenced by (January 15, 2026), and be completed no later than (June 30, 2026), unless another date is negotiated by the successful consultant prior to award of the contract.



**PROPOSAL - RFP RESPONSE**

To assist the selection committee, proposals from consultants should be submitted in the sequence shown below:

- A statement indicating whether your organization is national, regional, or local.
- A description of your organization's professional qualifications. State your experience in evaluating municipal utility providers.
- A statement indicating the number of employees, by level, that will contribute to completion of the study.
- A separate listing of current and prior clients, indicating the following:
  - Type (s) of services performed.
  - Names, addresses and telephone numbers of people who may be contacted by the selection committee as references. Governmental clients are preferred.
  - Provide a brief resume for each study team member, and indicate the experience for each team member who would be assigned to the Sandy City study, including:
    - Name of individual
    - Education/Professional credentials
    - Experience in Water or Public Utility management studies
    - Experience in government or public administration
    - Hourly rates to be charged for each team member
    - Amount of time each member dedicated to each study
    - Position or responsibility on each study
    - Percentage of time senior or executive personnel will be on-site
- A tentative schedule for completing the study within time frames specified herein.
- A quoted price for each area and a "not to exceed" total cost for the study.
- Any additional information, which in the opinion of the consultant, would be relevant to the City's evaluation process.
- A written work plan outlining in detail how the consultant proposes to perform the services required.
- A list of specific exceptions to any items, conditions and/or requirements contained in the RFP.
- The signature of an authorized representative must appear on a transmittal letter of the consultant's proposal. The transmittal letter should include a statement indicating the consultant's willingness to comply with all the terms and conditions set forth in this Request for Proposal unless specific written exceptions are noted.
- A list of any proposed exceptions to the terms and conditions of the attached agreement.
- Information pertaining to any area of Fire administration and operations which are customarily reviewed during such a study which have not been mentioned in the "Scope of Services" section of the RFP.

1  
2

## EVALUATION CRITERIA

Sandy City Corporation will evaluate each proposal submitted based on responsiveness to the city's overall needs. The award of contract, if made, will be to the Vendor who is responsive and responsible to all administrative and technical requirements of the RFP; who has demonstrated competence and qualifications in regards to providing the services required; the cost and prices for the services offered; and who receives the highest rating based upon all of the criteria set forth in the RFP.

The process of award will be by committee. The committee will base their evaluation on the criteria listed below then apply a score based on the weighted value of that criteria, total of 100 points available.

Following the receipt of proposals, the city council appointed joint review team will select finalists for further evaluation and in-person or virtual interviews. Additional points will be awarded for these interviews. The finalists will be selected based upon consideration of the following criteria:

1. Availability of national, local, and regional resources. **5 Points.**
2. Demonstrated success on comparable projects for utility management/operations studies for cities of similar size, with client references. **15 Points**
3. Level of expertise and recent experience of personnel in performing this type of study. **15 Points.**
4. Quality of the work plan used by the study team. **10 Points.**
5. Experience, education, and training of personnel as it relates to public utility management and operations studies, particularly local government experience. **20 Points.**
6. Proposed schedule for completion of the required study functions within the specified deadlines. **15 Points.**
7. Hourly rates and a not-to-exceed price for completion of the work outlined in the Scope of Services. **20 Points.**

A joint review team consisting of the seven (7) members of the City Council, Council Executive Director, Council Asst. Director, Chief Administrative Officer, Public Utilities Director, and Deputy Public Utilities Director will evaluate all proposals received. Following evaluation by the review team, a subset of finalists will be selected for further consideration.

The review team will conduct oral interviews with each finalist. The individual designated as the consultants' project manager should attend the interview. Other team members of the consultant may attend at the discretion of the proposing consultant. Interviews will be conducted via Zoom unless otherwise agreed by all Parties.

Proposing consultants should be prepared to discuss all aspects of their proposal. In addition to the criteria for the proposals, finalists will be evaluated based on the following criteria:

1. Professional qualifications and ability to present required information.
2. Previous experience
3. Comments from references.
4. Ability to communicate effectively with the City Council, Department employees, and the public.
5. Willingness and ability to perform in an informal advisory capacity to the City Council.
6. Willingness and ability of the consultant to cooperate and work with the City Council staff in performance of the required study functions.

The selected consultant will be required to meet with the City Council (via Zoom or in person) at one of their regularly scheduled work sessions to present their proposal prior to completing a contract. The City Council must approve the contract prior to commencement. Any costs associated with travel to this interview are the responsibility of the consultant.

1  
3

## NOTICE OF SELECTION

The City Council hopes to select the consultant to perform the Public Utilities Department management study by November 30, 2025. The selected consultant will be notified as soon as possible. If a written agreement cannot be negotiated with the selected consultant within a reasonable period after selection, the City reserves the right to terminate negotiations and select a consultant from among the other finalists.

**1 SANDY PROJECT MANAGER - CITY COUNCIL STAFF CONTACT**

**4** Dustin Fratto, City Council Executive Director, will serve as the project manager and the contact for this project. Mr. Fratto can be reached at the Office of the Sandy City Council, 1000 Centennial Parkway, Suite 231, Sandy, Utah 84070.

**1 COST PROPOSAL**

**5** Cost should be included as a separate document. Do not include pricing in the proposal. If pricing is included in the proposal, we reserve the right to disqualify your proposal.

☐ I Understand  
(Required: Check if applicable)

**1 QUESTIONS AND CLARIFICATIONS**

**6** If proposers have questions, need clarification of provisions, or think the City has omitted anything from this Request for Proposal (RFP) which is necessary to a clear understanding of the work, or should it appear that various instructions are in conflict, then the bidder shall contact and provide the questions or input to the Purchasing Department via Ion Wave by the deadline for questions set forth.

Questions received after the date above may not be considered or receive a response. If questions prompt the need for changes to the RFP document(s), the City will issue an addendum via Ion Wave.

**Supplier Information**

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

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

Address: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Phone: \_\_\_\_\_

Fax: \_\_\_\_\_

Email: \_\_\_\_\_

**Supplier Notes**

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

By submitting your response, you certify that you are authorized to represent and bind your company.

\_\_\_\_\_  
*Print Name*

\_\_\_\_\_  
*Signature*