



**ITR CONCESSION COMPANY LLC  
3200 Cassopolis Street  
Elkhart, IN 46514**

**INVITATION FOR BIDS**

**Date: August 21, 2025  
Subject: ITR Roadway Concept of Operations  
Development (Roadway ConOps)**

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## Overview

ITR Concession Company LLC (“ITRCC”) requests bids from responsible consultants for the services detailed in the project overview. Below is a brief description, with detailed requirements in subsequent sections.

ITRCC is a privately owned company that finances, operates, and maintains the Indiana Toll Road. The work for this project encompasses all steps, items, and materials necessary to complete the Scope of Work in accordance with current INDOT standards and specifications, the Special Provisions, and this Invitation to Bid (IFB). The consultant shall provide all Maintenance of Traffic in accordance with IMUTCD, INDOT, and ITRCC standards. ITRCC requests bids from responsible consultants, as applicable, for the required work. ITRCC reserves the right to modify, change, add, or delete any sections of the scope during the solicitation period and up to the issuance of a contract. These changes shall be captured through addenda issued to all participating prime consultants.

Any consultant participating in the bid process must be aware of and meet all applicable requirements set forth in the “Indiana Toll Road Concession and Lease Agreement” (CLA). The CLA can be found on the Indiana Finance Authority (IFA) website at <https://secure.in.gov/ifa/2328.htm>. The consultant selected to deliver this Project will have demonstrated an ability to provide this Project safely, competently, and with a strong focus on the ITRCC’s main drivers for the Project.

## Project Overview:

The Indiana Toll Road Concession Company (ITRCC) is seeking to develop a Concept of Operations (“Con Ops”) to memorialize daily operations of the Roadway Maintenance teams and bring together multiple current playbooks, policies, procedures, and best practices into a single document.

The updated Con Ops will be built on the previous aforementioned documents and supplemented by industrial best business practices known by the awarded consultant. This Con Ops will become a living document used for internal training, document internal and external processes, and be used to train and educate new staff.

Minimum expectations of items to be included in the Con Ops can be found in the Scope of Services Project Overview below. Consultant shall provide a separate or line itemed bid for “Winter” and “Non-Winter” operations sections.

## Schedule and Contract Completion Date

Bidders are required to provide major milestone dates for the Project, which include but are not limited to:

- |  |                   |
|--|-------------------|
| 1. Earliest Date to Begin Work (Anticipated) | <u>09/15/2025</u> |
| 2. First Draft of Winter Con Ops (NLT)       | <u>11/15/2025</u> |
| 3. <u>FINAL Winter Con Ops (NLT)</u>         | <u>12/31/2025</u> |



- |   |                          |
|---|--------------------------|
| 4. First Draft of Non-Winter Con Ops (NLT)      | <u>03/01/2026</u>        |
| 5. <b><u>FINAL Non-Winter Con Ops (NLT)</u></b> | <b><u>05/01/2026</u></b> |

If the consultant can provide a more equitable approach to the above project timeline, an alternative schedule can be provided with the consultant's bid proposal.

## INSTRUCTIONS

### Submit Bids To

Project Title:

Attn:

ITR Concession Company LLC

Chris Norvell

Director of Operations

Email: [cnorvell@indianatollroad.org](mailto:cnorvell@indianatollroad.org)

CC:

ITR Concession Company LLC

Tanya Zent

Procurement Assistant Manager

Email: [tzent@indianatollroad.org](mailto:tzent@indianatollroad.org)

### Due Date & Time for Submission:

Date: September 8, 2025

Time: 12:00 pm ET

### Security

Performance and Payment \$ See sample contract.

### Vendor Conference/Site Visit

Vendor Conference/Site Visit: **Is Required**

Mandatory Attendance: **Is Required**

### Project Specific Questions:

If the documents contain apparent errors, discrepancies, or unclear statements, contact the following representative utilizing the IFB consultant question and answer log found in the appendices.

Questions Attention to:



Attn:  
ITR Concession Company LLC  
Chris Norvell  
Director of Operations  
Email: [cnorvell@indianatollroad.org](mailto:cnorvell@indianatollroad.org)

CC:  
ITR Concession Company LLC  
Tanya Zent  
Procurement Assistant Manager  
Email: [tzent@indianatollroad.org](mailto:tzent@indianatollroad.org)

CC:  
ITR Concession Company LLC  
Operations Department  
Email: [OpsRequest@indianatollroad.org](mailto:OpsRequest@indianatollroad.org)

All questions will be documented and responded to utilizing the IFB consultant question and answer log and/or through an addendum to the IFB.

## Criteria For Evaluation and Award

ITRCC will evaluate how well each bid meets the requirements in terms of “responsiveness” to the IFB specifications. ITRCC also reserves the right to reject any and all bids.

The basis of the award will be the approach to safety, best price (including XBE inclusivity percentage), project delivery schedule, best product, best service, and overall impact on the ITR traveling public.

## Method Of Bidding

The term “Governing Regulations” in this document will henceforth refer to all services provided by the consultant, including but not necessarily limited to construction work performed by the consultant, and all subconsultants shall comply with all applicable Federal Highway Administration (FHWA), INDOT Manuals and Specifications, INDOT, and ITRCC special and unique provisions, Local Ordinances, and the CLA. In correlation with the governing standards, specific sections of INDOT standards have been called out in this document as a courtesy to efficient bidding and understanding.

The consultant shall complete a bid utilizing the document attached and/or referenced within this IFB. Bids/Proposals shall be completed recognizing the following governing regulations:

1. IFB Instructions to Bidders and description of pay items listed in the Schedule of Pay Items
2. Question and Answer Log
3. Unique Special Provisions
4. Contract Plans
5. Recurring Special Provisions INDOT



6. ITRCC Standards
  - a. MOT ITRCC standards
7. INDOT Standards and Specifications
8. Maintenance of Traffic
  - a. IMUTCD
  - b. INDOT

## Bid Format and Content

All bids must be prepared comprehensively as to the content, but there is no need for expensive binders, color displays, or other promotional materials that are not germane to the bid. Unless altered within the "Scope of Work," the Consultant is to complete all the required documents and bid requirements detailed in the following list:

1. Bid documents included in the IFB package.
  - a. Subcontracting Utilization Plan
    - i. Submission shall identify ALL subconsultants using the attached form, "ITR Subconsultant Utilization Plan." This will be used to verify that the bidder is able to meet or exceed the XBE requirement of at least 15% of the contract value. XBE bidders must submit this form to confirm that the company is self-performing at least 15% of the contract value.

XBE participation is a requirement – not a goal.

- b. Completed Schedule of Pay Items Form
  2. Bid Documents to be provided by the Consultant.
    - a. Experience of the company on projects of similar magnitude and complexity, including experience with transportation systems and related issues and familiarity with the operations of the Indiana Toll Road.
      - i. GENERAL MANAGEMENT & APPROACH
        1. Team Organization
          - a. Key Personnel
        2. Safety Plan
        3. Innovative Approach Strategies
    - b. CRITICAL PATH METHOD (CPM) PROJECT SCHEDULE CONSTRUCTION
      - i. Earliest Date to Begin Work
      - ii. Substantial Completion of Project
      - iii. Final Acceptance of Project
      - iv. The consultant must submit a request for any and all lane closures and/or restrictions and receive approval.
3. Submit bids electronically.



## SPECIFIC TERMS AND CONDITIONS

### INDOT Pre-Qualifications

Under most circumstances, it is required that the consultant be an Indiana Department of Transportation (INDOT) pre-qualified consultant who has engaged the services of an INDOT pre-qualified Consultant to perform all the necessary scope of work. If the Consultant, Sub-Consultant(s), Consultant, and/or Sub-Consultant(s) submitted are not pre-qualified, the ITRCC may reject the proposal unless the work being considered does not require pre-qualification.

Pre-qualification required for this Project: \_\_\_\_Yes \_\_\_\_X\_\_\_\_No

### Reservation

ITRCC reserves the right, at its sole discretion, to reject any and all bid proposals.

ITRCC reserves the right, at its sole discretion, to cancel, withdraw, postpone, modify, revise, or extend a bid proposal in whole or in part at any time prior to the execution by ITRCC of the CONSULTANT Contract without incurring any obligations or liabilities.

ITRCC reserves the right, at its sole discretion, to ask the consultant written questions, seek written clarifications, and conduct discussions on their proposals. Such requests will be for purposes of clarification only. The consultant agrees to respond to ITRCC's requests with the appropriate personnel to answer questions necessary to clarify any areas where the intent or meaning of the submittal is in doubt.

### Safety

The number one focus of this project shall be safety. Project must be 100% safe for all parties involved, including but not limited to:

- Customers
- Consultant's Workers
- ITR Concession Company LLC Staff
- Third Party Vendors
- Inspectors
- ISP and First Responders
- INDOT/State Officials

All consultants, prior to NTP (notice to proceed), must contact EHS to schedule ITRCC's Consultant Safety Training. Onboarding for all consultants is a requirement prior to beginning work on the project.

### Compliance With Applicable Law

The Company warrants that it shall comply with all Federal, State, and local laws, statutes, ordinances, rules, and regulations.



### Contractual Requirements

The Consultant will be contractually required to meet all applicable requirements of the CLA, including but not limited to XBE participation of a minimum of 15% and Buy Indiana requirement of 90%. The CONSULTANT shall endeavor to exceed the minimum requirements during the project's duration.

## Equal Opportunity and XBE Program

ITRCC is committed to providing fair and representative opportunities for W/M/V/DBEs (XBE) in all contracts related to the Indiana Toll Road. Neither ITRCC nor its Consultants shall discriminate on the basis of race, color, religion, sex, or national origin in the award and performance of contracts related to the Indiana Toll Road. Furthermore, affirmative action will be taken, consistent with sound procurement policies and applicable Law, to ensure that XBEs are afforded a fair and representative opportunity to participate in ITRCC's contracts related to the Indiana Toll Road.

The requirement for the dollar value of XBE participation in contracts related to the Indiana Toll Road shall be 15% of the contract value. In order to qualify as an XBE, a vendor or sub must be certified with the Indiana Department of Administration (IDOA) or Indiana Department of Transportation (INDOT).

Equal Opportunity and XBE Program: ITRCC is committed to providing fair and representative opportunities for Women, Minority, Veteran, and Disadvantaged Business Enterprises (collectively, "XBE") in all contracts related to the Indiana Toll Road. Neither ITRCC nor its Consultants shall discriminate on the basis of race, color, religion, sex, or national origin in the award and performance of contracts related to the Indiana Toll Road. Furthermore, affirmative action will be taken, consistent with sound procurement policies and applicable Law, to ensure that XBEs are afforded a fair and representative opportunity to participate in ITRCC's contracts related to the Indiana Toll Road.

XBE Participation means the dollar value of XBE spend in contracts related to the Indiana Toll Road. XBE Participation shall be a minimum of **15%** of the contract value, including such amount as may be amended through change orders or otherwise over the term of the contract (inclusive of the supply chain). In order to qualify as an XBE, a vendor or sub must be certified with the Indiana Department of Administration (IDOA) or Indiana Department of Transportation (INDOT).

### **XBE Participation is a requirement – not a goal.**

#### Failure to Meet XBE Requirements

- a. If ITRCC determines that the XBE Participation requirements have not been met, it may withhold from the final payment the amount of the discrepancy between the amount of the contractual minimum participation amount and the achieved amount.
- b. Prior to withholding the amount of the discrepancy specified by this section, ITRCC shall notify the Consultant of its intent to withhold. The Consultant shall have seven (7) days to provide evidence to ITRCC to controvert the fact or amount of the proposed penalty. If the Consultant is unable to provide evidence to controvert the fact or amount of the proposed withholding, the amount will be deducted from the Consultant's final payment.
- c. ITRCC shall use all funds collected from withholdings under this section, exclusively for supporting and developing supplier diversity in northern Indiana.





## Work Limits

If the ROW boundary is in question, the consultant is responsible for researching existing ROW information from all available sources, including, but not limited to, INDOT records, County records, and Local Municipality records, to the extent necessary to provide an accurate basis for establishing the existing right-of-way.

## Permits and Other Related Documents

Unless stated otherwise in the contract documents, the consultant shall obtain, at no cost to ITRCC, all permits, right-of-access, easements, etc., to perform the work. (i.e., utilities, railroad, local, state, and/or federal) Copies of all of these documents shall be provided to ITRCC within sixty (60) days of receipt. Consultant shall notify ITRCC immediately if permit applications are denied and provide all correspondence with the railroad, utilities, local, state, and/or federal agencies. Consultants are responsible for calling in all utility locates in accordance with ITRCC policies, which will be provided in the appendices of the Draft Contract.

## Utility Coordination Responsibilities

At its sole cost and expense, the consultant shall obtain, on a timely basis, all of the authorizations, permits, and licenses necessary to perform and complete their scope as required by applicable law and regulations, as well as the CLA. The consultant shall assume all risks, costs, and expenses arising from the performance of the Project, including with respect to affected services and utilities, including public and/or private services and utilities which are affected by the Project, and all costs and expenses derived from their identification, diversion, or relocation, the obtaining of authorizations, permits and preparation of reports; provided that to the extent necessary, ITRCC shall provide reasonable assistance in obtaining any required permits and/or approvals that the consultant is unable to obtain.

## Sales Tax

The consultant shall be responsible for paying all sales tax on all goods and services liable for sales tax. The consultant shall include the sales tax in the unit prices of the various pay items. No separate pay item will be provided.

## Insurance

Consultant shall submit a bid to include the insurance coverage shown in the sample contract.

## Payment

### Application for Payment

- a. Consultant shall submit to ITRCC a monthly invoice for the work performed within the pay period. ITRCC should receive the invoice no later than the 15th of each month to ensure timely processing. A waiver of lien and a "Sworn Statement of Consultant and Subconsultant to Owner" shall accompany all invoices.
- b. Invoices must contain the following:



- a. Project Title
  - b. Consultant name and address
  - c. Invoice number
  - d. Invoice beginning and ending date
  - e. Date of submission
  - f. Safety reporting requirements
- c. Invoice must be itemized as follows:
- a. Items description
  - b. Quantity
  - c. Unit of Measure
  - d. Unit Cost
  - e. Quantity for current invoice
  - f. Total cost of item to date
- d. All line items must be identical to the schedule of pay items.
- e. Upon request, the consultant must support the quantities with data substantiating their correctness.
- f. ITRCC processes invoices once a month. Failure to submit an invoice in a timely fashion will delay payment.
- g. Consultant shall review the “Scope of Work” for payment requirements, methodology, retainage, and final payments specific to this project.

### **Payment Of Tolls**

Unless specified within the project's specific scope of work, ITRCC will not reimburse the Consultant and all Sub-Consultants for any tolls accrued during the project on the Indiana Toll Road.

### **Work Product**

Each consultant agrees that the company (ITRCC) shall own and be entitled to use all ideas and work products in its proposals and all work products that are not required to be returned to the consultant under this IFB (e.g., written and electronic correspondence, exhibits, photographs, reports, printed material, tapes, disks, designs, concepts, ideas, technology, techniques, methods, processes, drawings, reports, plans, specifications, and other graphic and visual aids generated by or on behalf of consultant) received by the company prior to the cancellation of the procurement and/or contained in its proposals.

All plans, drawings, specifications, and other documents prepared by the consultant, its associated professionals, or other consultants constitute documents prepared for hire and shall become the property of the company upon submittal of the proposal, including the transfer of all rights, title, copyrights, trademarks, licenses, intellectual property rights, and all other tangible and intangible property interests. In the event such documents, or any portion thereof, are not deemed to be made on a “work for hire” basis, the consultant, its associated professionals, and other consultants irrevocably assign all rights, titles, and interests, including copyright and intellectual property rights, in said documents to the company. Consultant agrees to execute such additional documents as may hereafter be reasonably requested by the company to further evidence such ownership by and/or assignment to the company and agrees to include provisions in all contracts with its associated professionals and other consultants that are consistent with and implement the



requirements of this paragraph. As a clarification to the ownership and assignment rights set forth above, the company acknowledges that the plans, specifications, and other documents prepared by the consultant for this project may contain innumerable design details and typical specifications ("standard details/specifications") which, collectively, form part of the design for the project but which, separately, are not project specific, are primarily related to function as compared to design form, are repetitive in nature and were not specifically developed for or identifiable with the project. The company acknowledges and agrees that the standard details/specifications shall remain the property of the consultant or its design professionals (subject to an irrevocable, royalty-free, perpetual license for use in favor of the company) and may be used by a consultant or its design professionals on other projects, in other contexts or for other clients, so long as they are not collectively used in a manner which replicates the overall design concepts of the project.

The company will have the right to inform the preferred consultant regarding the contents of the other proposals after notification of the preferred consultant and that the contract may incorporate the above-described work product, ideas, or concepts based thereon.

### Sample Contract

A sample contract has been included with the IFB. The contract's provisions shall become a part of these special provisions and shall govern the work performed per this invitation for bids.



## Scope of Services:

### PROJECT OVERVIEW:

The selected consultant shall perform the following tasks:

#### Abbreviations Index:

<b>BMP</b>	Best Management Practices
<b>MUTCD</b>	Manual of Uniformed Traffic Control Devices
<b>CLA</b>	Concession and Lease Agreement
<b>ITR</b>	Indiana Toll Road
<b>CBA</b>	Collective Bargaining Agreement
<b>PPE</b>	Personal Protective Equipment
<b>JHA</b>	Job Hazard Analysis
<b>JSA</b>	Job Safety Analysis

Function	Topic	Type of Activity (Winter or Non-Winter)
Winter Operations	<u>Staffing:</u> Review of staffing models under i) routine ii) elevated and iii) critical winter operations as defined by the <b>2020-21 Planned Snow Response Severity Levels</b> to provide a menu of multiple tiers of staffing model to choose from.	Winter Activity
Winter Operations	<u>Routing:</u> Review and memorialize winter snow routes in printable map form, to be placed in trucks during snow events. Routing should be in reference to current building assets and cross-over locations and account for Response Severity Levels as above.	Winter Activity
Winter Operations	<u>Priorities by Severity Level:</u> Define High/Med/Low priorities of both winter and non-winter tasks during the 3 severity levels above.	Winter Activity
Winter Operations	<u>Material Ordering and Usage:</u> Review of ITRCC material purchasing and inventorying process compared to other agencies / municipalities for best business practices. Provide options for material inventory management used in other industries.	Winter Activity
Winter Operations	<u>Incident Response:</u>	Winter Activity



	Provide response review of incident management during winter weather events, focusing on safety for involved, responding, and impacted persons.	
<b>Winter Operations</b>	<u>Mass Event Preparedness:</u> Prepare case studies and lessons learned from recent national events to help safeguard operations during widespread and highly impactful winter events.	Winter Activity
<b>Winter Operations</b>	<u>Equipment and Vehicle Preparations:</u> Review current and future equipment and provide options to enhance the fleet and equipment based on current market availability.	Winter Activity
<b>Winter Operations</b>	<u>Training:</u> What additional training are outside agencies utilizing to bring both fulltime and seasonal snow plow operators to a high standard of safety and functionality.	Winter Activity
<b>Winter Operations</b>	<u>Best Management Practices:</u> Provide and BMPs learned for outside agencies and over arching concepts that dictate winter weather readiness.	Winter Activity
<b>Winter Operations</b>	<u>Storm Protocol:</u> Review and provide insight to current ITR Storm Protocols to assist in identification of a storms starting point for staffing, routing, and salt spread rates.	Winter Activity
<b>Winter Operations</b>	<u>Weather Forecasting:</u> Provide examples of technology used by other agencies that allows for tailored weather pattern in maintenance zones	Winter Activity
<b>Winter Operations</b>	<u>Public Facing Messaging:</u> Review current DMS messaging library and provide a suite a updated options within MUTCD guidelines and BMP to alert the public of impending weather risks and conditions.	Winter Activity
<b>Winter Operations</b>	<u>Media Control:</u> Develop talking points for media inquiries and pre-canned messaging that can be used when working with media personnel before, during, and after a winter weather event.	Winter Activity
<b>Compliance</b>	<u>CLA Timelines and minimum expectations:</u> Memorialize expectations and compliance requirements given in the Concession Lease Agreement (“CLA”).	Non-Winter Activity
<b>Compliance</b>	<u>CLA Annual Report Updates:</u>	Non-Winter Activity

	Capture update frequency, expectations, and ownership responsibilities for all required annual reports.	
<b>Compliance</b>	<u>State of Indiana Inspection Preparation and Deficiency Closeout:</u> Develop BMP in preparation for inspections and means to close out deficiencies within requirements. These should consider staffing needs or contractor options.	Non-Winter Activity
<b>Compliance</b>	<u>CBA Compliance Best Practices:</u> In conjunction with internal ITR resources, provide an easy-to-follow flowchart of CBA compliance targeted towards new supervision consumption	Non-Winter Activity
<b>Compliance</b>	<u>FHWA / MUTCD Compliance:</u> Review current business practices and provide a gap analysis against current and proposed new rule changes.	Non-Winter Activity
<b>Safety</b>	<u>Review of Safety Program:</u> Provide full review of safety program and develop opportunities for improvement against industry and peer best practices for. Review should include, but is not limited to, Equipment, PPE, JHA/JSA, Work Zones, Traffic and Incident Management, and Patrons/Road Safety.	Non-Winter Activity
<b>Incident Response</b>	<u>Documentation:</u> Provide recommended updates to current incident documentation protocols and debriefs with examples and opportunities for use of new technologies.	Non-Winter Activity
<b>Summer Operations</b>	<u>Review of Current Workplan:</u> Review current workplan use and functionality to provide examples of industry best practices or off-the-shelf solutions to plan for and track work accomplishments.	Non-Winter Activity
<b>Fleet and Equipment</b>	<u>Intake Development:</u> Develop task list and flow charts for fleet and equipment life cycles from research through implementation to resale.	Non-Winter Activity
<b>Fleet and Equipment</b>	<u>Maintenance Tracking:</u> Provide examples of tech solutions to aid in maintenance schedules and cost tracking per vehicle to assist in asset life cycle costing.	Non-Winter Activity
<b>Policies and Procedures</b>	<u>Review of Current Policies and Procedures:</u> Review all applicable policies and procedures for improvements and ability to streamline or condense.	Non-Winter Activity



APPENDIX A – Phasing Requirements

Phase	Description	Milestone Timeline
Phase 1	<p><b>Information and documentation gathering.</b></p> <p>This can likely be performed in a virtual environment, allowing the consultant and ITR to review the Roadway Operations structure, work planning, budgeting, and scheduling. Consultant cost should reflect this work to take place virtually.</p>	Within 2 weeks of contract execution
Phase2:	<p><b>On-site formal interviewing.</b></p> <p>Interviewing specific departmental managers within Roadway Operations, Traffic Management Center, Emergency Management, and ITRCC leadership.</p> <p>A focus should be placed on preparation, execution, and relationship management between internal and external stakeholders.</p>	Within 4 weeks on contract execution
Phase 3:	<p><b>Develop and deliver a <u>DRAFT</u> Concept of Operation for winter activities.</b></p> <p>The draft concept of operations should be exclusive to winter activities discussed during Phase 1, and cover all aspects of the operation, including:</p> <ul style="list-style-type: none"> <li>• Winter weather preparations</li> <li>• Winter storm pre-meetings</li> <li>• Fleet deployment strategies</li> <li>• Escalation protocols between supervision/management and management/leadership.</li> <li>• Direct relationships with internal and external stakeholders.</li> <li>• Winter storm material management</li> <li>• Personnel management (full-time and seasonal employees).</li> <li>• Training and skills assessment</li> <li>• Other items listed in Section 1 as relating to winter activities.</li> </ul>	Delivered by November 15, 2025
Phase 4:	<p><b>Develop and deliver a <u>FINAL</u> Concept of Operation for winter activities.</b></p>	December 31, 2025
Phase 5:	<p><b>Develop and deliver a <u>DRAFT</u> Concept of Operation for non-winter activities.</b></p>	March 1, 2026



	<ul style="list-style-type: none"><li>• Annual and reforecasting budgeting process.</li><li>• Best management practices on budget control.</li><li>• Approach to annual work planning and execution.</li><li>• Managing personnel resources to meet the annual work plan.</li><li>• Incident response protocols</li><li>• Internal and external communication protocols.</li><li>• Escalation protocols.</li><li>• Direct relationships between internal and external stakeholders.</li><li>• Other items listed in Section 1 as relating to non-winter activities.</li></ul>	
Phase 6:	<b>Develop and deliver a <u>FINAL</u> Concept of Operation for non-winter activities.</b>	May 1, 2026

APPENDIX B – SAMPLE CONTRACT  
ATTACHED

