



**EFFICIENCY MAINE TRUST  
REQUEST FOR PROPOSALS (RFP)  
FOR**

**SERVICES TO ASSESS COST-SAVING ENERGY OPPORTUNITIES IN  
MAINE STATE BUILDINGS**

**RFP EM-004-2023**

**Date Issued: July 22, 2022**

**Proposals Due: September 2, 2022 11:59 p.m. EST**

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**Separate attachments:**

Attachment A – Project Cost Proposal Form

Attachment B – Standard Agreement

Attachment C – Team Commitment Form

Attachment D – Confidentiality, Non-Disclosure and Protective Agreement

## SECTION 1 – RFP INFORMATION AND INSTRUCTIONS

### 1.1 Purpose

The Efficiency Maine Trust (the Trust) seeks a qualified contractor or team of contractors to work with the Trust and Bureau of General Services (BGS) to conduct an energy survey of state buildings. The selected bidder will work with BGS directly to develop a database of state building energy use and costs. Additionally, the selected bidder will provide technical analysis as requested on capital projects for energy efficiency and clean energy related concepts. The contractor is expected to conduct studies, determine feasibility, and provide cost estimates.

A major goal of the project is to identify buildings that are good candidates for heat pump retrofits through the Trust’s Initiative called “Moving Towards Net Zero Carbon in State Buildings.”<sup>1</sup>

### 1.2 Designated Contact Person for this RFP

Jesse Remillard  
Senior Program Manager  
Efficiency Maine Trust  
168 Capitol Street, Suite 1  
Augusta, ME 04330-6856  
Phone: (207) 368-2558  
Email: jesse.remillard@efficiencymaine.com

### 1.3 Schedule

	<b>Milestone</b>	<b>Date/Deadline</b>
1	RFP Issued	7/22/2022
2	Questions Due	8/12/2022
3	Responses to Questions Posted	8/19/2022
5	Proposals Due	<b>9/2/2022, 11:59 p.m. EST</b>
6	Anticipated Award Date	9/30/2022
7	Anticipated Contractor Start	10/31/2022

Schedule changes: The Trust reserves the right to modify this schedule at its discretion. Any changes or additional information regarding the RFP schedule and pre-bid activities, including responses to questions, will be posted on the RFP EM-004-2023 webpage at <https://www.efficiencymaine.com/opportunities/rfp-em-004-2023/>.

### 1.4 Anticipated Contract Term

The Trust anticipates awarding a contract for a two-year duration covering a period from October 31, 2022 through October 31, 2024

### 1.5 Anticipated Contract Budget

The total budget available for this 2-year contract is \$250,000. This request seeks a time and materials bid.

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<sup>1</sup> In the context of this initiative, net zero carbon refers to a scenario where the building uses no fuel and electricity is provided from renewables such as solar PV. It should be noted that it is not an objective of this initiative to make buildings “net zero carbon” at this time, but rather to move them significantly in that direction.

### **1.6 Proposal Submittal Deadline**

All proposals must be submitted electronically via the online Submission Form on the RFP EM-004-2023 webpage (<https://www.energymaine.com/opportunities/rfp-em-004-2023/>). Proposals must be received by the due date and time specified in section 1.3. Bidders will receive a time-stamped confirmation email when their proposals are submitted. (Note: There may be a delay of a few minutes between submission and this confirmation email). Any proposal received after the deadline will not be considered. Proposals must be complete when submitted; changes or additions will not be accepted after the specified due date and time, except for any clarifications requested of bidders by the Trust. The Trust encourages bidders to submit their proposals with sufficient time to account for any technological challenges (e.g., Internet disruptions).

### **1.7 Submitting Questions**

It is the responsibility of all bidders and other interested parties to examine the entire RFP and to seek clarification, in writing, if they do not understand any information or instructions. Questions regarding this RFP must be submitted by email to the Designated Contact Person listed in section 1.2 prior to the due date for questions noted above in section 1.3. The subject line of the email should be: Services to Assess Cost-Saving Energy Opportunities in State Buildings Responses to questions will be posted on <http://www.energymaine.com/opportunities/rfp-em-004-2023>, as will all clarifications and amendments released in regard to the RFP. It is the responsibility of all interested parties to check this website periodically to obtain clarifications and amendments. Only those clarifications and amendments posted on this website are considered binding.

### **1.8 Proposal Confidentiality**

Bidders should be aware that information provided to the Trust is subject to the Maine Freedom of Access Act (FOAA), 1 M.R.S. §§ 401 et seq., unless there is a specific confidentiality exemption in the Efficiency Maine Trust Act, 35-A M.R.S. §10106. Bidders should assume that all information submitted in response to this RFP will be considered public records available for public inspection pursuant to the Maine FOAA following announcement of an award decision.

### **1.9 Contract Award**

The Trust will notify all bidders of the contract award decision by email. The Trust, in consultation with BGS, reserves the right to negotiate the final terms and conditions of the contract award with a winning bidder whose proposal is selected by the Trust, and to reject any winning bidder with whom the Trust cannot agree to terms and conditions meeting the Trust's needs, in the Trust's sole judgment. The Trust reserves the right to reject any proposal that does not meet these requirements.

### **1.10 Contracting Process**

The selection process is governed by the Efficiency Maine Trust Rule Chapter 1: Contracting Process for Service Providers and Grant Recipients, which can be found on the Trust's website: <http://www.energymaine.com/docs/Chapter-1-Contracting-Process-for-Service-Providers-and-Grant-Recipients.pdf>.

### **1.11 RFP Process – Reservation of Rights**

The Trust reserves the right to cancel or extend the RFP process at any time, and to issue clarifications and amendments to the RFP. The Trust also reserves the right to reject noncompliant submissions in response to this RFP. The Trust, in its sole discretion, reserves the right to recognize and waive minor informalities and irregularities found in proposals received in response to this RFP. Issuance of this RFP does not

commit the Trust to make an award. The Trust will not pay any costs or expenses incurred by a bidder in connection with preparation of a proposal or response to this RFP.

#### **1.12 Contract Agreement**

A copy of the Efficiency Maine Trust Standard Agreement appropriate to this RFP is provided as **Attachment B – Standard Agreement**. This is the standard document that will complete the agreement for services between the winning bidder and the Trust. The winning bidder and its agents and subcontractors will be required to execute a nondisclosure agreement. Information regarding a customer that has participated or that may participate in a Trust program is deemed confidential by the Efficiency Maine Trust Act. See <http://legislature.maine.gov/statutes/35-A/title35-Asec10106.html> for additional information on related confidentiality restrictions.

#### **1.13 Project Billing**

The Trust will pay contract invoices directly to the winning bidder. Invoices must provide details of hours worked, by individual, including notes indicating activities.

#### **1.14 Request for Reconsideration**

An aggrieved person may request a hearing for reconsideration of a contract award decision by filing a written petition with the Executive Director of the Trust within 14 calendar days of the notification of the contract award. Each petition to reconsider must meet the requirements specified in Efficiency Maine Trust Rule Chapter 1, Contracting Process for Service Providers and Grant Recipients, Section 5(B), which can be found on the Trust's website under Documents and Services:

<http://www.efficiencymaine.com/docs/Chapter-1-Contracting-Process-for-Service-Providers-and-Grant-Recipients.pdf>

## SECTION 2 – BACKGROUND INFORMATION

### 2.1 Efficiency Maine Trust

The Trust is the independent administrator for programs to improve the efficiency of energy use and reduce greenhouse gases in Maine. The Trust does this primarily by delivering financial incentives on the purchase of high-efficiency equipment or changes to operations that help customers save electricity, natural gas, and other fuels throughout the Maine economy. The Trust is a quasi-state agency governed by a Board of Trustees with oversight from the Maine Public Utilities Commission.

### 2.2 Background and Context

This RFP is the result of collaboration with the Bureau of General Services (BGS), the Governor's Energy Office (GEO) and the Governor's Office of Policy Innovation and the Future, and directly supports efforts for the state to Lead by Example (LBE) in the context of Maine's 4-year climate action plan, "Maine Won't Wait."

The winning bidder will complete a baseline energy assessment of state buildings. The bidder will also provide technical input as requested on early planning of capital projects. BGS is responsible for management and coordination of state facilities, leased space and the maintenance, renovation, or construction of state-owned buildings. BGS owns and manages nearly 1.9 million square feet of office space. Its mission is to establish and maintain a physical environment that supports a safe and productive experience for state government employees and all who visit any State of Maine facility.

### 2.3 Project Goals

The primary goals for this contract are:

1. Develop a detailed database of state building energy use and costs with general supporting information on the age and make of primary mechanical systems. The project should produce a database that a future state energy manager employee can maintain and keep up to date with minimal effort. The work will focus on two areas. The first is to review currently collected data and collect any missing data for state owned buildings in the Augusta area. The second area is agency-owned buildings outside of the Augusta campus where there is currently minimal data available. Reviewing how data is collected and recommending improvements to that process will also be a deliverable
2. Identify state agency buildings that are good candidates for energy upgrades using the Trust's initiative "Moving Towards Net Zero Carbon."
3. Assist BGS in working towards the Lead by Example goals of "Maine Won't Wait" through input in early phases of design.

### 2.4 Management and Communications

The winning bidder will collaborate directly with BGS to complete the energy survey and database and will be expected to update the Trust on progress at a monthly stakeholder check in meeting. In addition to once monthly stakeholder meetings, the winning bidder will also provide monthly update emails to document activities and progress to the Trust and BGS.

### 2.5 Additional Sources of Information

Following are links to additional information that bidders may find helpful in preparing a response to this RFP:

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TITLE	LOCATION (link)
Moving Towards Net Zero Carbon in State Buildings Initiative	<a href="https://www.energymaine.com/lead-by-example/">https://www.energymaine.com/lead-by-example/</a>
Bureau of General Services	<a href="https://www.maine.gov/dafs/bgs/home">https://www.maine.gov/dafs/bgs/home</a>
Maine State Agencies	<a href="https://www.maine.gov/portal/government/state-agencies/">https://www.maine.gov/portal/government/state-agencies/</a>
Maine Climate Council	<a href="http://climatecouncil.maine.gov/">http://climatecouncil.maine.gov/</a>

## SECTION 3 – SCOPE OF WORK

Following is a task-by-task description of the work covered by this RFP. As explained in section 4.3, below, bid proposals must reflect the bidder's plan, approach, capacity for each task and describe related experience.

### Task 1: Project Kickoff Meeting

The winning bidder will organize and facilitate a Project Kickoff Meeting to be held at the BGS offices with virtual participation as appropriate. The purpose of the meeting is for the Trust, BGS and the contractor to establish a common understanding of the deliverables, the management protocols, and to provide the foundation for development of the work plan. At a minimum, this meeting should include discussion of the proposed statement of work and schedule, initial data requests, and communication expectations.

### Task 2: State Building Energy Survey and Database

A primary task of the project is to develop a database of state-owned building energy use, energy systems in use, and costs that can be maintained by BGS after the contract ends with minimal effort. As time and budget allows, state leased buildings may also be included as a secondary task. The Trust expects that the database infrastructure will be developed and approved by BGS and the Trust prior to soliciting energy data in order to limit the number of requests to state agencies. At a minimum, the database should include:

- Electric and fuel use and cost by month for each building and organized by agency
- Visuals to show energy use and costs over time

If possible and where easily obtainable, the database should also include:

- Description of the HVAC configuration and age/condition of the building envelope
- Approximate age of primary mechanical systems

The Trust and BGS desire a database structure that can be updated in the future on a regular basis by BGS or the agencies, using in-house resources, either using a template or other means that require minimal effort. Initially, we are envisioning an Excel-based database but are open to other approaches as long as it meets the above criteria. Database proposals that rely on costly or restrictive software will not be looked upon favorably unless there is a strong case for their use.

The primary goals of the database are:

1. Create a lasting infrastructure to track state agency building energy use, cost and carbon emissions
2. Assess energy consumption and cost trends
3. Identify buildings with the best opportunity for energy and emission reductions
4. Provide energy and emissions data as one input into the capital planning process.

A final goal for the energy survey is to identify buildings that are good candidates for beneficial electrification through the Trust's *Moving Towards Net Zero Carbon in State Buildings* Initiative. This will be done by identifying existing buildings that (1) use oil or propane for heating needs and (2) have a structure and use that are conducive to being fully served by heat pump-based systems. Candidates for the Initiative should be triaged based on those having the highest heating fuel costs per square foot.

As noted above, BGS owns and manages nearly 1.9 million square feet of office space.

**Task 3: Scoping Audits and Site Visits**

The winning bidder may also be asked to conduct ASHRAE level 1, 2 or 3 scoping audits of agency buildings. The audits should provide recommendations for how the State can most cost effectively reduce greenhouse gas emissions as well as energy costs. Any building capital projects in the concept phase of design or earlier should be included, and the reports should provide recommendations as well as supporting technical analysis of replacement equipment options, estimated project costs, and project economics. It is expected that the level of rigor applied will be appropriate to the ASHRAE level requested of the provider and specific project needs.

**Task 4: Capital Planning**

Any remaining funds from the \$250,000 budgeted for this project will be used to support capital projects under consideration by BGS. These tasks could include, but are not limited to:

- Providing detailed technical and economic analysis of equipment options for capital projects
- Determining the applicability and suitability of new technology in repair or replacement of existing mechanical systems
- Reviewing plans, specifications, or design analysis prepared by Architect-Engineers for technical adequacy, conformance with best engineering practices and compliance with state energy/emissions goals.

All tasks must be accomplished with minimal or no delay to project schedules.

**Project Deliverables**

The winning bidder must complete all requirements specified in the Scope of Work in a timely manner.

Specific deliverables must include:

1. State owned building energy use and cost database
2. Triaged list of leads for energy improvements that EMT and BGS may pursue consistent with EMT's initiative, "Moving to Net Zero Carbon in State Buildings," funded with VW Settlement funds
3. Monthly update emails on activities and progress

Additional deliverables may include the following, subject to BGS request and available funds:

4. ASHRAE level 1 or 2 scoping audits
5. Energy-related input into Capital projects
6. State leased building energy use and costs

The winning bidder must commit to completing all tasks within the time frames established in the proposal (see item 3 under section 4.3, Statement of Work) and as approved by the Trust. The contractor(s) must provide electronic copies of all deliverables in Microsoft Office software format or other appropriate format approved by the Trust and BGS.

## SECTION 4 – PROPOSAL REQUIREMENTS

### 4.1 Proposal Submission

Proposals must be submitted electronically via the online Submission Form on the RFP EM-004-2023 webpage (<https://www.energymaine.com/opportunities/rfp-em-004-2023/>.) All proposals must adhere to the instructions and format requirements outlined in this RFP, in the online Submission Form instructions, and in the written supplements and amendments issued by the Trust.

The online Submission Form will request the following documents:

- RFP response, including Appendices A-B (References, Resumes)
  - *PDF format file named "Proposal\_Bidder\_Name\_RFP\_010\_2022"*
- Attachment A - Project Cost Proposal Form
  - *Excel format file named "Project\_Cost\_Bidder\_Name\_RFP\_010\_2022"*
- Suggested redlines to Attachment B - Standard Agreement (if applicable)
  - *Word format file named "Standard\_Agreement\_Bidder\_Name\_RFP\_010\_2022"*
- Attachment C – Team Commitment Form [if proposal involves any subcontractors]
  - *PDF format file named "Team\_Commitment\_Bidder\_Name\_RFP\_010\_2022"*
- Any additional relevant documents (Word, PDF, or Excel format, as appropriate) [if applicable]

### 4.2 Format Requirements

Proposals will be evaluated for adherence to the following format requirements:

- Proposals must be typewritten.
- Pages must be numbered.
- Unnecessary attachments (e.g., any attachments beyond those sufficient to present a complete, comprehensive, and effective proposal) will not be considered in the evaluation of the proposal.
- Proposals must adhere to prescribed page limits specified in this RFP. The Trust values concise proposals.

### 4.3 Content and Organization Requirements

The proposal must include the following contents, which should be presented in the following order:

#### 1. Table of Contents

Provide a table of contents for the proposal.

#### 2. Introduction (1 page maximum)

Summarize understanding of the services requested in the RFP and proposed approach to fulfilling the requirements of this RFP. Briefly describe the proposed project team and qualifications.

#### 3. Statement of Work (10 pages maximum)

Provide a detailed plan that specifies the overall approach, schedule, and proposed database infrastructure. Each task described in section 3 should be addressed with a plan for how the work would be completed.

#### 4. Qualifications, Staffing and Management (5 pages maximum)

##### a. Corporate Qualifications

Describe the bidding team's qualifications, including brief descriptions of past experience on contracts of similar scope and size. For each, provide the client name, the results achieved, and how the work is relevant to the current RFP.

**b. Individual Qualifications**

For each staff member that is bid on the project, please provide a brief narrative that includes a description of the individual's role on this project and a summary of his or her relevant education, training, experience and expertise. Include resumes in Appendix B.

**c. Organizational Chart**

Provide an organizational chart of the proposed team for the program. The chart should identify key team members where identified, their roles, and relationships between staff and organizations (the Trust, the contractor, and any subcontractors). Clearly indicate the day-to-day primary point of contact for the Trust as well as the lead executive contact.

**d. Financial capability**

Disclose and provide details regarding any bankruptcy petition (whether voluntary or involuntary), receivership, insolvency event, or similar adverse financial circumstance suffered or incurred by bidder (or any predecessor entity) within the three years preceding the date of submission of this proposal. Disclose and provide details regarding any litigation, arbitration, or administrative proceedings involving bidder within the three years preceding the date of submission of this proposal in which the amount claimed or adjudged against bidder exceeded \$50,000.

**5. Cost Proposal (use Attachment A - Project Cost Proposal Form provided)**

**Narrative:** Provide a brief narrative explanation of the project cost proposal, including an explanation of hourly rates for each staff member assigned to the project and an estimate of the total cost needed to complete the 1) energy use and cost database, and 2) triaged list of leads for energy improvements.

**Cost Form:** Provide a completed Project Cost Proposal Form (Attachment A) detailing the hourly rates for all personnel, including any subcontractors. All related expenses must be included and itemized on this form.

This contract will be for time and materials up to \$250,000 for the tasks described in Section 3. The winning bidder will be bound by the labor rates specified in the contract.

**6. Appendices****a. Appendix A - References**

Provide a list of references for the lead bidder and any subcontractors included in the bid. At least three references must be provided for each organization included in the bid. For each reference, please provide current contact information (name, company, telephone number, and email address) and a brief description of the work conducted for the reference and its relevance to the current RFP. If evaluations of bidder's programs are available, please provide a list of them that includes the report title, author/independent evaluator, publication date, and URL (or filename if provided electronically) for accessing the report.

**b. Appendix B - Resumes**

Provide resumes of key project team members. Key project team members identified in the proposal must be dedicated to the proposed project in the role proposed. Any substitutions of key project team members must be approved by the Trust.

## SECTION 5 – PROPOSAL EVALUATION CRITERIA

Proposals that meet the requirements established in the RFP will be evaluated by a proposal review team. The Trust reserves the right to decide whether a proposal is acceptable in terms of meeting the requirements of this RFP and to accept or reject any or all proposals received.

In evaluating proposals, the Trust reserves the right to take any of the following steps, with respect to either all of the proposals received or to a subset of proposals selected as superior to the others: (1) consult with prior clients on the performance of the bidder or of particular persons proposed for this bid; (2) schedule presentations or interviews with representatives of the bidder or persons proposed for the project; (3) conduct a review of past performance, including a review of reports, analyses, or other materials that would reflect the bidder's performance; and, (4) request additional data or supporting material.

### 5.1 Evaluation Criteria

In evaluating proposals submitted in response to this RFP, the proposal review team will use the following criteria:

Scoring Category	Maximum Points
<b>1. Statement of Work</b> <ul style="list-style-type: none"> <li>a. Does the Statement of Work present a comprehensive, sound approach for accomplishing the requirements of this RFP?</li> <li>b. Is the Statement of Work thorough, specific and responsive to the requirements and details specified in the RFP?</li> <li>c. Does the proposal demonstrate a clear understanding of the Statement of Work and the expectations?</li> </ul>	30
<b>2. Staff and Organization Qualifications</b> <ul style="list-style-type: none"> <li>a. Is the proposed project staffing plan clear, well-defined, appropriate and realistic for the scope of the services requested?</li> <li>b. How qualified are the proposed personnel in terms of skills, expertise and experience relevant to this RFP?</li> <li>c. How qualified are the proposed organizations (lead bidder and subcontractors) in terms of demonstrated experience and capacity to execute this type of work?</li> </ul>	30
<b>3. Project Cost/Budget</b> <ul style="list-style-type: none"> <li>a. Are appropriate resources being devoted?</li> <li>b. How do the quoted hourly rates compare to other proposals?</li> <li>c. Is the proposed budget consistent with the requested Statement of Work?</li> </ul>	30
<b>4. Overall Quality and Responsiveness</b> <ul style="list-style-type: none"> <li>a. What is the overall quality of the proposal submission, including: completeness, clarity, attention to detail, adherence to instructions and lack of errors?</li> <li>b. Does the proposal reflect and respond to the RFP priorities?</li> <li>c. Does the proposal seek changes or exceptions?</li> </ul>	10
<b>Total</b>	<b>100</b>