

to maximize competition. That process can include a Request for Qualifications to identify qualified bidders, a Request for Proposals to develop a short-list of bidders, and a Best and Final Offer Round where the public sector negotiates final terms directly with bidding teams. Agencies also use a “best value” rather than “low cost” criteria to evaluate PFP proposals. “Best value” criteria allows bidders to submit proposals that may have higher initial construction costs but lower life cycle costs from reduced maintenance or longer expected life of the asset.¹⁷

Currently, SIBs are not awarded via competitive procurement because there are few qualified intermediaries and deals must be uniquely structured for each SIB.¹⁸ PFPs face similar constraints, as the PFP market is dominated by a small number of firms and each contract is designed around local and state laws. Agencies encourage competitive procurement for PFPs by compensating bidders in exchange for ownership of the bid proposals. Often, losing proposals can help shape the final project. The House Committee on Transportation and Infrastructure found that compensation encourages competition and recommends states use federal highway funds for PFP bidder compensation.¹⁹ A similar compensation system during SIB procurement could help encourage bidders, strengthen final proposals, and increase the number of intermediaries in the market.

Value-for-Money (VfM) analysis helps governments determine if entering into a PFP results in more value than traditional delivery. Before procurement, the government produces a Public Sector Comparator (PSC) estimate, an assessment of the life cycle cost if the project is delivered solely by the public sector, and a “Shadow Bid,” a life cycle cost estimate if the project is delivered by a private bidder.²⁰ That process gives the agency a rough comparison of traditional and PFP delivery and a cost-estimate of public delivery that can be compared with private bids during the procurement process. The VfM process ensures that agencies consider traditional delivery alongside innovative delivery. The VfM process is a central tool of countries like the United Kingdom, who require VfM analysis to be done at multiple stages of the procurement process.²¹

Agencies interested in SIBs rely on Cost-Benefit Analysis (CBA) to determine the value of SIB delivery. However, CBA determines whether a program is a good use of public resources, but is not appropriate in examining possible delivery methods.²² Conducting a CBA is essential to determine potential benefits of prescriptive programs, but a VfM analysis can help keep public delivery of social services a comparable option throughout the SIB procurement process.

Enabling Legislation is Necessary and Can Help or Hinder Success

PFPs cannot be used for infrastructure delivery without the passage of state-level enabling legislation, which grants the legal authority for agencies to enter into a PFP and provides the legal foundation for PFP contracts. State-level enabling legislation addresses project eligibility, funding regulations, procurement requirements, PFP approval and review, and PFP contract provisions.²³ California was the first state to pass PFP enabling legislation in 1999.²⁴ Since then, 13 states, along with Puerto Rico and the District of Columbia, have passed some form of PFP enabling legislation.

¹⁷ Federal Highway Administration Innovative Program Delivery, *Establishing a Public-Private Partnership Program*.

¹⁸ Social Finance, *A New Tool For Solving Impact: How Social Impact Bonds Can Mobilize Private Capital To Address Social Good* (Boston, MA: Social Finance, 2012).

¹⁹ Special Panel on Public-Private Partnerships, *Findings and Recommendations of the Special Panel on Public-Private Partnerships* (Washington, DC: House Transportation and Infrastructure Committee, 2014).

²⁰ Federal Highway Administration Innovative Program Delivery, *Value for Money: Assessment for Public-Private Partnerships: A Primer* (Washington, DC: U.S. Department of Transportation, December 2012).

²¹ ProcurementCompare, *Public-Private Partnerships: The UK Perspective* (ProcurementCompare, 2016).

²² Federal Highway Administration Innovative Program Delivery, *Value for Money Assessment*.

²³ Eric Cantor for Transportation, *Partnership Financing*.

²⁴ James Ball, James B. Road, and Nicholas J. Fisher, *Public-Private Partnerships for Transportation: A Toolkit for Legislators* (Denver, CO: National Conference of State Legislatures, October 2004).

The Rewards Of Public Service Compensating Top Federal Officials

Mike Jess



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