Chapter 5

PROCUREMENT

5.01 INTRODUCTION

The Designer, following the Owner's approval of the Construction Documents, shall assist the Owner in obtaining bids or negotiated proposals, and in awarding and preparing construction contracts. It is the practice of the State Building Commission to solicit competitive sealed bids. Most of the material in this Chapter is in regard to competitive bidding.

5.02 ALTERNATIVE DELIVERY METHODS

A. State Building Commission may authorize an Alternative Delivery Method that uses a Request for Proposal (RFP), instead of the standard Design / Bid / Build method.

B. Proposals are scored by a committee of State employee evaluators, with the Designer typically being an advisor, receiving a set of proposals from the Owner for personal review and scoring, then attending the evaluation committee meeting(s) to share opinions. The median of evaluator scores determine the proposal score; and, advisor scores are not applied.

C. Designer's broader involvement:

1. Best Value Option 1 – prequalify then bid:
   a. Designer has been contracted for standard full basic services.
   b. Design prior to RFP is nearly ready to bid, and will be by the time the short list is set.
      1) Prior to receipt of proposals, bidding documents or pre-bid design information is issued through Owner.
      2) After short-listing, bidding documents are issued directly to bidders.
   c. Proposal evaluations:
      1) Initial evaluation of quality of proposers to develop a short-list of bidders;
      2) Later, a standard bid evaluation and recommendation.
   d. Award determined by low bid from among the invited short list of bidders.

2. Best Value Option 2 – weighing quality and bid, with trade-off analysis when authorized:
   a. Designer has been contracted for standard full basic services.
   b. Design prior to RFP is ready to bid. Addenda are issued through Owner, because proposals include quality info and bid simultaneously.
   c. Proposal evaluations:
      1) Initial evaluation of quality of proposers, while simultaneously submitted bids remain sealed.
      2) If a Trade-Off Analysis has been authorized; then, after bids are opened, the committee will re-convene and have the opportunity, with knowledge of the bid results, to again refine scores.
   d. Award is determined by combined scores of quality and bid.
      Bid will have been submitted with quality, opened immediately after initial quality evaluation, and scored based on how low compared to other proposed costs.
3. **Best Value Option 3** – pre-qualifying option, then weighing quality and bid, in a hybrid of options 1 and 2, with trade-off analysis when authorized:
   a. Designer has been contracted for standard full basic services.
   b. Design prior to RFP is ready to bid. Addenda are issued through Owner.
   c. Proposal evaluations:
      1) Initial pre-qualifying review like for Option 1 to develop a short-list.
      2) Later, a technical evaluation like for Option 2, and depending upon whether bids are required simultaneous or not.
      3) If a Trade-Off Analysis has been authorized; then, like Option 2, the committee will re-convene with knowledge of bids, and refine scores.
   d. Like Option 2, Award is determined by combined scores of quality and bid.

4. **Construction Manager / General Contractor (CM/GC):**
   a. Designer services are standard full basic services.
   b. Design prior to RFP may be only at an early phase. A brief schematic narrative, and illustrations if available, will be used in the RFP.
   c. Proposal evaluations:
      1) A single evaluation of quality factors to create a preference ranking to weigh against cost factors.
      2) After selection, and as design process allows development of full or partial construction Services Agreement (CSA) or Amendment, an evaluation of cost factors for a recommendation to Owner regarding the CM/GC’s guaranteed maximum price (GMP), much like for bidding and change orders.
   d) Award of a pre-construction services Master Contract is determined by combined scores of quality and cost. CM/GC participates in design similar to a consultant until design is ready for the CM/GC to take trade bids and develop a GMP.
   e) When ready for construction, Trade bidding packages may be issued as RFP(s) for a portion of the scope or the entire scope. Once a GMP is proposed by the CM/GC, the Designer will provide specific cost advice on the self-performance itemization (similar to a change order recommendation), and general recommendations as to the suitability of the entire proposal for award (similar to a bid award recommendation).

5. **Design/Build:**
   a. Designer services might be limited to any or all of:
      1) Program development and documentation;
      2) Acting as a non-voting advisor for proposal evaluations;
      3) Monitoring delivery.
   b. Design prior to RFP is typically limited to programming.
   c. Proposal evaluations:
      1) Initial evaluation of quality of proposers to develop a short-list.
      2) Later evaluation of quality of designs submitted by short-list proposers.
   d. Award is determined by combined scores of design and cost.
      Cost will have been submitted with design, opened immediately after design evaluation, and scored based on how low compared to other proposed costs.
5.03 PLACE, DATE, AND TIME OF BID OPENINGS

A. Administrative Forms F545 Bid Opening Regions
   Six bidding regions have been established within the state. Each has a standard bid opening location for receipt and opening of bids for the projects located in the region. A map of the regional boundaries is provided as Administrative Forms F545 Bid Opening Regions. Maps to the individual bid opening locations are provided as six versions of document 00 22 20 Bid Opening Location in the standard Bidding Documents. Single bid openings involving multiple sites in different regions will be assigned to one of the regional locations.

B. The Office of Facilities Development (OFD) will establish the place, date, and time for receipt and opening of bids and Alternative Delivery Method proposals.

5.04 NOTIFICATION TO DESIGNER

A. When a Bid Date is established, OFD will send the Designer formal written notification. If a construction bid, formal Bid Envelopes will be provided. For non-construction, the bid envelope is replaced with a form in the bidding documents. Unofficial notification may also be passed along by way of a phone call.

B. The Designer should discuss with OFD the remaining aspects of the Work, the Bidding Documents, and the Bidding Phase, which may still require particular attention, as soon as possible, prior to placing advertisement or ordering final printing. The Designer will obtain Owner's prior approval for printing costs, if printing will exceed the standard allowances.

5.05 PUBLIC ADVERTISEMENT FOR BIDS

OFD will advertise by posting to the OFD Bid List on the OFD website. This advertisement runs continuously, normally starting approximately four (4) weeks prior to the bid date.

5.06 DOCUMENT DISTRIBUTION

A. As soon as Bidding Documents are available, provide one (1) complete set directly to:
   1. The Owner:
      a. OFD (Attn: Bidding Coordinator)
      b. the OFD field Construction Representative assigned to the project. (The OFD Project Manager will give the Designer a name and address.)
      c. the third-party Construction Scheduling Consultant, when Owner-Assisted Scheduling applies (The OFD Project Manager will give the Designer a name and address.)
      d. each representative of the institution, as agreed during Construction Document Phase review.
   2. Each Plan Room and web-hosting service listed in the Invitation to Bid, as agreed during Construction Document Phase review.
   3. Bidders of Record, if any yet registered.

B. As "Bidders of Record" register for a construction bid, provide each a "Bid Pack" consisting of a complete set of Bidding Documents, a separate Bid Form identical to the one currently in effect for the Bidding Documents, and a Bid Envelope. For non-construction bids, distribution is virtual, and the Bid Envelope is replaced with a form in the bidding documents.
5.07 INFORMATION AVAILABLE TO Bidders

A. Information Available to Bidders consists of information outside of the Bidding and Contract Documents which is available for review by prospective bidders, such as preliminary scheduling data, geotechnical data, and the like.

B. Reference in Project Manual:

1. Such information should not be released unless it is identified in Bidding Requirements of the Project Manual as described in the Project Manual Guide discussion of 00 30 Available Information.
2. When such information exists but the Project Manual does not include the appropriate acknowledgment and requirements, add these to the Bidding Documents by addendum prior to entertaining any requests by bidders to see such information.

C. Procedure for dissemination:

1. By prior arrangement with the Owner, information may be available for inspection by appointment, and may be disseminated free of charge with Bid Packs or on request.
2. It is not necessary to obtain signed waiver forms. A waiver has been included in the Bid Form.
3. Limit conversations with bidders requesting to see such information to the business of providing and identifying the information, and securing the signed waiver. Do not interpret the information, as such may confer special knowledge and be contrary to the competitive process.

5.08 PRE-BID CONFERENCE

A. A Pre-Bid Conference will be held unless expressly waived by OFD. To establish time, place, and requirements, consult with the OFD Project Manager and Construction Representative, either or both of whom may wish to attend. Notify Bidders and other official plan-holders in writing of time and place of conference, ideally by providing a section 00 25 13 in the project manual or by addendum.

B. In Alternative Delivery methods through RFP, a similar pre-proposal conference will be called and managed by the Owner; however, on CM/GC Trade bidding, it will be a pre-bid conference called and managed by the CM/GC.

C. The following is a suggested agenda for a Pre-Bid Conference:

1. Confirm that Bidders have full Bid Pack and addenda to date.
2. Labor regulations:
   a. Verify whether Wage Rates are applicable; and, if they are, that they have been properly incorporated in bidding documents.
   b. Point out the prohibition of illegal immigrants.
3. Review sequence & timetable for questions & addenda, and remind bidders that no changes are binding and no clarifications are reliable unless confirmed in writing by addenda.
4. Review special bid structures, if applicable, such as Alternates and Unit Prices.
5. Review special administration, if applicable, such as Scheduling and Commissioning.
6. Review briefly the scope of work and Contract Time, emphasizing structured Time Phases, site access restrictions, and Roof Bond and Warranty, if applicable.
7. Remind bidders that conditional or qualified bids are unacceptable.
8. Confirm bid date and place.
9. Tour the site and take questions.
5.09 ADDENDA AND MODIFICATIONS

A. Make needed interpretations, clarifications, or changes to the Bidding Documents by means of addenda, prepared according to the CSI format guide. Addenda shall:

1. be identified by a sequential number and date;
2. identify the project by its full title, including the SBC project number;
3. identify the Designer as source, and be signed and sealed;
4. include an appropriate introductory statement, identifying the previously issued Bidding Documents by date, and instructing bidders to acknowledge it in the Bid Form; and,
5. be self-descriptive as to number of pages and attachments.

B. Addenda should detail the specific changes to the Bidding Documents, and follow the organizational order of the Bidding Documents under headings identifying each affected section of the project manual and each drawing.

C. If an addendum changes the Bid Form, the addendum should identify the changes, and an entire replacement Bid Form reflecting the changes should be issued as an attachment to the addendum.

D. Pre-Bid Conference minutes, Q&A lists, and other like documents are not suitable for inclusion in addenda. Such information is to be organized into proper addendum format, per B above.

E. Pre-Bid Conference attendance sheets can be issued in addenda as a Section 00 35 13 Available Information on Pre-Bid Conference Attendance.

F. Provide addenda automatically and simultaneously to all plan holders (per 5.06 above).

G. On CM/GC procurements, addenda issued by the Designer affect the documents that will form the agreement between Owner and Contractor, and are not to include procurement documents between the Contractor and its prospective subcontractors. The CM/GC must produce and disseminate such documents itself.

5.10 FORMS FOR USE AT THE BID OPENING

A. Administrative Forms F551 Bidder Licensing Expectations Report
   Sitting in a bid opening is no time to try and decide if a bidder has shown adequate license information. Evaluate the Work to determine what license classifications and dollar limits will be required, and record the minimum requirements on document F551 Bidder Licensing Expectations Report for your future reference at the bid opening.

B. Administrative Forms F555 Bid Tab
   1. Prepare a preliminary bid tabulation abstract form (bid tab) prior to the bid opening. Use the standard Administrative Forms F555 Bid Tab. See the following pages for guidance in preparing the form and using it to record the apparent results of a bid opening.
   2. Inform the OFD Bidding Coordinator of the names of prospective bidders by emailing a copy of the preliminary bid tab late Friday or early Monday before the Wednesday bid date. If the bid location is outside Nashville, and the Location Coordinator is known, copy the Location Coordinator on the same email; otherwise, include in the email a request that the OFD Bidding Coordinator forward it to the Location Coordinator.
5.11 PREPARE THE BID TAB

Do NOT fill in:

[1b] Target
[1c] M.A.C.C.

The amounts for project Target and MACC should be filled in only after any copies for spectators have been made. These figures are not to be released prior to the scheduled opening of bids.

[1d] Page number of total pages (if all goes well, this fills itself in)

Fill in:

[1] General Information

[1a] Bid opening location (city)
[1e] Number of addenda issued
[1f] Contract Time in calendar days (if in phases, just put the overall Time)
[1g] Liquidated Damages amount (if in phases, just put the biggest rate)

[2] Bid Tab Identification

[2a] Project Title
[2b] “Bid Date” deadline time and date

[3] Bidders of Record

[3a] Names alphabetically
[3b] city
[3c] license number (if known)

[9b, c, d, & e] Bid Abstract is divided into columns for Base Bid and Alternates. Put “n/a” if no such alternate is being solicited as part of the bid.

Bid Tab is an Excel™ workbook with 5 rows for each of 6 bidders. If adding more bidders, add all 5 rows for each additional bidder, and force a page break between sets of 5 rows that represent each bidder. Job Bar and Header will repeat on pages, and page numbers should update themselves.
5.12 PRESIDING OFFICIAL FOR BID OPENING

The Designer will act as the presiding official at bid openings unless otherwise approved by OFD. Many different persons thus serve in this capacity. The presiding official is responsible for the bid opening, including preparations therefor, smooth conduct thereof, making a proper record, and associated actions delegated to others. The guidelines in this Chapter are to be followed in order to promote consistency in the conduct of bid openings and in the method of recording apparent results.

5.13 LAST THINGS TO DO PRIOR TO A BID OPENING

A. Be sure that a Bidder Licensing Expectations Report and a preliminary Bid Tab have been prepared (See 5.10 and 5.11). Do not write the Target and MACC for the project on the Bid Tab yet. There shall be only one original and official Bid Tab; however, have a sufficient number of copies of the preliminary Bid Tab form to accommodate participants and spectators.

B. Review applicable provisions of the Bidding Documents, particularly the Instructions to Bidders.

C. Arrive at the Bid Opening Location (preferably one-half hour) in advance to take command of the proceedings. The Location Coordinator holds bids which arrive by mail, and turns them over to the Designer when the Designer arrives. The Presiding Official (normally the Designer or a representative) officially receives bids at the standard location indicated.

D. Receive bids (See also Instructions to Bidders.)

1. Contractors Licensing law (TCA § 62-6-101 et seq) requires that license numbers, expiration dates, and classifications be provided on the Bid Envelope for the Bidder and the Bidder’s Plumbing, HVAC, and Electrical subcontractors.

2. Review the bid envelope informally to see if it appears properly completed and sealed. If submitted in person by a bidder with sufficient time available, point out apparent problems to the bidder for their correction before officially "receiving" the bid. (See also 5.13.I)

3. Record the time and date of receipt and by whom it was received on the face of the Bid Envelope. This marks the point at which the Bid Envelope is officially received. After this, keep the Bid Envelope and its contents secure, and do not return it to the bidder.

4. Fill in the Bid Tab (in spaces [3] and [8] of the illustration in 5.15) with bidder and subcontractor names and license information, which are provided on the face of the bid envelope, to the extent not already filled in in advance. This is best done as each bid is received, rather than during the opening. Verify names of bidders already listed.

E. If a modification or request to withdraw is received prior to the deadline, record time and date of receipt and by whom it was received on its face, and keep it secure with the Bid Envelope. Do not return a withdrawn bid at this time, but do not open it in the Bid Opening either.

F. Bids and modifications received after the deadline are not acceptable for consideration. Requests to withdraw a bid after the deadline may only be considered if made in accordance with the Instructions to Bidders.

G. Provide copies of the Bid Tab, as prepared for the bid opening, for spectators to use.

H. Fill in Target and MACC amounts on only the copy used for official record of results. If the Administrative Form F551 Bidder Licensing Expectations Report has been prepared as instructed in Paragraph 5.10.A, these amounts will be indicated there. Do not reveal these amounts prior to Bid Opening, except as instructed in Paragraph 5.14.B when alternates are used.
I. The Designer, prior to the opening of a bid, will review the information given on the Bid Envelope to ascertain that it appears properly completed and submitted in accordance with the *Instructions to Bidders*; and, if found so, will **sign in the space provided at the bottom of the envelope**. No Bid Envelope should be opened if not so approved.

1. **Administrative Form F551 Bidder Licensing Expectations Report** (See paragraph 5.10.A of this chapter) can be very helpful to the Designer in evaluating whether a Bid Envelope should be opened when there is missing information about subcontractors or licensing.

2. **Evaluating the Bid Envelope:**
   a. Failure to use the **standard bid envelope** is a waivable informality; however, such a bidder increases its risk of error, omission, mishandling, and rejection.
   b. **Identification** of Project and Bidder must be satisfactory to the Presiding Official.
   c. **Bidder’s license information** is required, but accuracy need not be verified yet. If left blank or the bidder has indicated itself as unlicensed, designer must determine whether the bid might reasonably be under the licensing threshold (varies by trade).
      1) If a determination cannot be made, or the bid could be under the threshold, allow the lack of information subject to later rejection if over the threshold. When no license is required, failure to provide license information is a waivable informality.
      2) Otherwise, the bid should not be opened.
   d. **Subcontractors must be named** for Electrical, Plumbing, HVAC, Geothermal, and Masonry, regardless of work value or applicability of licensing law. If a subcontractor identification space is left blank, designer must determine whether there is such work.
      1) If a determination cannot be made, allow the defect subject to a later determination and possible rejection.
      2) If there is no such work, allow the defect subject to later possible rejection.
      Failure to fill in “none required” is a waivable informality.
      3) Otherwise, the bid should not be opened.
   e. **Subcontractor license information is required** by statute if work of the trade is over the statutory threshold set for that trade (thresholds vary). If the information has been left blank, the designer must determine if the value of such work might reasonably be under the licensing threshold.
      1) If a determination cannot be made, allow the defect subject to a later determination and possible rejection.
      2) If a licensed subcontractor is not required, no license information is required.
      3) If the bidder has indicated itself as its own subcontractor and has provided sufficient information in the bidder license spaces, allow the omission.
      Failure to provide duplicate information here is a waivable informality.
      4) Otherwise, the bid should not be opened.

3. **Modifications to bid** may be written on the Bid Envelope or submitted separately (Look for them.), and must be signed and indicate amount of increase or decrease (not the result).
5.14 CONDUCTING A BID OPENING

A. At the appointed time and place, announce the project title, the close of bidding, and the commencement of the bid opening. This can be accomplished by reading the paragraph in the top center portion of the Bid Tab (See illustration with Article 5.15, following).

B. If alternates are a part of the bids, announce the Bid Target as required by the "Consideration of Bids" paragraph in the Instructions to Bidders. If the Administrative Form F555 Bid Tab has been prepared as instructed in Paragraph 5.13.H, the Bid Target will be indicated on it. Failing that, if the Administrative Form F551 Bidder Licensing Expectations Report has been prepared as instructed in Paragraph 5.10.A, the Bid Target will be indicated on it. If alternates are a part of the bids, do not open bids until the Bid Target has been determined, announced, and accurately indicated on the Bid Tab.

C. Take bids in order as listed on Bid Tab, with unlisted bidders added last. For any listed Bidder of Record who has not submitted a bid, announce that they have given “no response”.

   1. Bid Envelope:
      a. Verify that the Designer has approved the bid for opening per paragraph 5.13.I above.
      b. Announce Bidder’s name (and city if not on prepared Bid Tab) and license number.
      c. Announce listed subcontractors.

   2. Bid Form (first pass):
      a. Announce whether Contract Crime Status declaration is filled in.
      b. Announce which, if any, addenda are acknowledged.

   3. Bid Security:
      a. Obligee/payee should be "State of Tennessee".
      b. Guarantee/amount should be 5% of bid (including alternates).
      c. If a check, it should be certified or cashier’s.
      d. If a Bid Bond, it should identify the project, the Bidder, and the Surety, be signed by the Surety’s attorney-in-fact, and have certified, current power-of-attorney attached from same Surety, empowering the same attorney-in-fact, with no limitations affecting the bid.
      e. Announce whether Bid Security is enclosed; and, if enclosed, announce the form (Bond or Check), the amount, and any observed irregularities.

   4. Bid Form (back to finish up):
      a. Check unit prices and bid breakdown, if required, and announce whether complete.
      b. Announce amounts for Base Bid and alternates as given in words and in figures.
         1) If words and figures differ, point it out. In most cases, the words will prevail as the bid amount.
         2) For modified bids, announce original amount, amount of modification, and resultant amount.

D. After bids have been opened and recorded, announce that bids will be taken under advisement and their disposition determined later. Make no statements as to implications or results of apparent non-conformance.

E. Make any other notations needed on the Bid Tab, and (in space [10] of the illustration in 5.15) sign it, and fill in names of those who represented Designer (probably yourself) and Owner.
5.15 **COMPLETE THE BID TAB**

by filling in during bid opening:

[3] Bidders of Record (*)
   - [3a & b] Name and city
     may be pre-filled for those who registered in advance. Others are evident on their Bid Envelope, so may be filled in prior to opening of bids.
   - [3c] License number
     If not filled in, write “NFI”
     (evident on the Bid Envelope, so may be filled in prior to opening of bids)

[4] Regulated Subcontractors
   are evident on the Bid Envelope, so may be filled in prior to opening of bids.

   - √ if completed
   - or fill in “yes” or “no” as bidder provided
   - or “NFI” if not completed

   - “n/a” if none were issued
   - √ or “All” if all acknowledged
   * otherwise, with notation in area [9f]

[7] Bid Security
   - B if Bid Bond
   - C if proper check
   * otherwise, with notation in area [9f]

[8] Unit Prices
   - “n/a” if none were solicited
   - √ if all provided
   * otherwise, with notation in area [9f]

[9] Bid Abstract
   - [9a, b, c, d, e, & f] Amounts, etc.
     □ If words and figures differ, fill in amount by words (normally prevails) and add note in area [9f].
     □ If a Bidder submits a modification, in the applicable space indicate result and add note in area [9f].
     □ Write “No Response” in the “Other Notations” column for any Bidder of Record not bidding.
     □ Make a brief note in area [9f] regarding extra enclosures, discrepancies, notations, qualifiers, defects, or irregularities, if any.

[9] Signature of Presiding Official,
   and names of one person present representing each:
   Designer (normally the Presiding Official) and Owner.
As shown in the example above, if the Bid Tab is filled out as a live electronic spreadsheet, the yellow-shaded areas under the alternate bid amounts provide a running total of the bid. We could have gotten more complicated, but that would just make more opportunity for goofs. In this sample, the low bid is shown in green; but the real spreadsheet will not do that on its own. Also, clearing the yellow shading is recommended for better printing.
5.17 COMMUNICATING APPARENT RESULTS

A. Notify OFD Bidding Coordinator of apparent results in person, or by emailing a scanned copy of the bid tab, before end of day (4:30 pm Central Time). Deliver or transmit bids and Bid Tab to Bidding Coordinator by next working day. Express mail or common courier charges for this are reimbursable. Bidding Coordinator will review original bid material, make notations if necessary, and send copy of Bid Tab to Designer.

B. Notify appropriate plan rooms and trade organizations of apparent results, subject to further review of bids and determination of low bidder.

5.18 DISPOSITION OF BIDS

A. Make an evaluation of the results and provide a written recommendation to the Project Manager as to the appropriate disposition of bids as soon as practicable after the receipt of bids. A copy of such correspondence should be directed to the Bidding Coordinator and Facility Coordinator.

B. TIE BIDS

1. Definition: A "tie bid" exists when two or more responsive bids submitted by responsible bidders are evaluated as equal and lower than all other bids (if any) for base bid plus alternates (if any) considered in order up to, but not to exceed the Bid Target.

2. Resolution (See Instructions to Bidders): Designer should not attempt to resolve a tie bid situation at the bid opening. Refer this matter to the Bidding Coordinator. If chance is to rule, each tying bidder will be invited to send a representative to witness a lot or coin toss conducted by OFD.

C. AWARD OF CONTRACT: The Agreement form and related documents will be prepared and presented to the proposed Contractor by the Bidding Coordinator, received back, reviewed, and once in good order and ready for execution, processed for the appropriate signatures.

5.19 FORFEITURE OF PLAN DEPOSIT

A. If the successful bidder fails to return documents, hold the deposit until a contract is awarded, and then return the deposit. The successful bidder is not required to forfeit the plan deposit.

B. Should any other bidder fail to comply with requirements stated in Instructions to Bidders for return of deposit, send the deposit check to the Bidding Coordinator with a short letter stating the fault, and send a copy of the letter to the bidder.

5.20 Administrative Forms F566 Designer Evaluation for Design & Bid Phases

Toward the conclusion of a successful Bidding Phase while the construction contract award is being pursued, the Owner will begin the process of making an evaluation of the design and bidding services rendered by the Designer. A copy of the form used is included in the Administrative Forms as Document F566. A copy of the completed evaluation will be provided to the Designer, with a request that the Designer sign and return the form as acknowledgment that this information has been shared. The Designer may make and keep copies if desired, and may add a letter when returning the form in order to add its own comments.

CHAPTER 5 END