

AGENCY CONTRACT REVIEW BOARD

SPECIAL MEETING

18 May 1982, 1330 hours, [redacted]

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A special ACRB will be held to hear the A&E portion of contract for the new Headquarters Building. There will be one case presented:

Docket #R-82-5-47

CRS/Sirrine (Joint Venture)

Presented by [redacted] of Building Planning Staff

STAT

Board Member: DDO

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PMS Questions for Docket #R-82-5-47
CRS/SIRRINE

1. Briefly summarize for the ACRB the selection procedures followed for an A&E contract.
2. The scores of the top 3 bidders ranged from 87.7 to 63.5 points. What were the scores of the other bidders?
3. What is the role of the A&E contractor during the construction stage?
4. In the Statement of Work, page 7, paragraph B1, it is stated floor plans will be developed at a scale of 1/16"-1' or longer. Shouldn't this be more specific?
5. CRS/Sirriner's major stockholder is a foreigner. Dose this present a security problem?
6. Has the Government prepared a detailed independent estimate of the cost of this A&E service as required by DARS?

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EXECUTIVE SUMMARY

Contractor: CRS/Sirrinc (Joint Venture)

Houston, TX

Purpose: Request for authority to proceed with negotiations and contract award for procurement of architectural and engineering services necessary to the design of a new Headquarters Building.

Description of Project: The development of a Master Plan for site development of the Headquarters compound has been completed. The next phase requires detailed design of the improvements contained in the Master Plan. Improvements are a 1.1 million square foot office building containing substantial machine space, a parking structure for 2,500+ cars, a 5,000 square foot visitor reception center, road improvements, and landscape design. Deliverables from this effort will be sufficient to allow fixed-price contracting for actual construction of improvements.

Source Selection: In response to a nationwide advertisement in the Commerce Business Daily, 35 firms submitted letters of interest and qualifications statements. An Agency Evaluation Board using pre-defined criteria (attachments B and C) ranked all submissions and selected three firms for further competition.

The three firms in rank order are:

1. CRS, Sirrine; Houston (Joint Venture)
2. Smith, Hinchman, Grylls; Detroit
3. VVKR, Dewberry & Davis, Everett I.
Brown; Fairfax (Joint Venture)

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Term of Effort: Maximum period of performance is 18 months.

Assuming a start in October 1982, deliveries are to be complete no later than April 1984. Some phases of the project may be accelerated to provide partial completion as early as December 1983.

Specific Deliverables: The numerous deliverables are itemized in Attachment A.

Form of Contract: A fixed price contract, traditional in this industry, is planned. There will be consideration of awards for schedule performance and/or technical performance.

COTR Technical Statement: A quantitative and qualitative statement will be provided.

Audit Report: An audit will be conducted and a report provided to the Negotiation Board prior to negotiation.

Contractor's Proposal: In accordance with Public Law #92-582, a cost proposal is requested only after selection based upon technical qualifications.

Funding: Funds for this project are identified in the FY-83 and FY-84 budgets. Each firm has been advised that contract award is subject to availability of FY-83 funds.

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Recommendation: It is recommended that the OL Building Planning Staff be authorized to proceed with negotiation and contract award for procurement of design services as described in attachment A. Further, should negotiation with the number one ranked firm fail for any reason, authorization to negotiate with second and third ranked firms, in order, is requested.

Attachments:

- A. Statement of Work
- B. Initial A&E Selection Criteria
- C. Final A&E Selection Criteria
- D. Final Ranking
- E. Proposed A&E Selection Procedures

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Statement of Work
(6 May 1982)

I. Background

When the CIA Headquarters Building was designed and constructed (1955 to 1962), funding constraints made it impossible for the Agency to be consolidated in one location. In order to plan for additional consolidation, the Agency prepared a Master Development Plan and an Environmental Assessment which were accepted by the National Capital Planning Commission (NCPC) on 21 January 1982.

Professional architectural and engineering (A&E) services are now required to implement Phase I for the current Master Development Plan. These services include project design, preparation of construction documents, cost estimates, and construction administration. Road improvements outside the limits of Agency property will be accomplished by other Government elements.

II. Site Location

The CIA Headquarters site is located on 213 acres in Langley, Virginia, and is bounded by the George Washington Parkway on the north, Routes 123 (Dolly Madison Boulevard) and 193 (Georgetown Pike) on the south, Turkey Run Park and Federal Highway Research Station on the west, and residential development on the east.

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III. Design Philosophy

The Building Program will require an economical 30-year-life building design that provides organizational and functional flexibility, enhances the quality of space for people and machines, minimizes operational and maintenance costs, permits efficient and quality security control, allows for efficient logistical support, maximizes the use of energy efficient design, preserves environmental qualities, and presents a low profile of visual exposure to the neighboring properties. The design must also permit continuous operation of the existing buildings during construction. In order to expedite the project and to provide maximum flexibility, the design of the interior partition layout of the office areas will be accomplished after the start of construction.

IV. Project Description

A&E services are required for the design of the following:

- A. New office/computer building of approximately 1.1 million square feet of gross space.
- B. Modification to the existing Headquarters Building as required to accomplish organizational and physical unity with the new building.

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- C. New visitor/reception center of approximately 5,000 square feet of gross space.
- D. New and modified utilities support including, if necessary, the existing power house and the existing distribution systems. Emphasis is placed on highly stable and reliable utilities for support of computer systems and other mission sensitive operations.
- E. New and modified on-site roadway system as indicated in the Master Development Plan.
- F. Parking structure for approximately 2,525 autos.
- G. Relocation and replacement, if necessary, of the existing cooling towers.
- H. Consideration of on-site use for large amounts of earth that will be excavated for the new building.
- I. RFI shielding and other security related features.
- J. Landscaping of buffer areas along the property line and areas disturbed by construction.

V. Scope of Work

The Architect & Engineer shall perform professional services necessary for all phases of this project, including schematic design, preliminary design, construction documents, bidding, and construction administration.

A. Schematic Design

1. Tasks

- o Review the Master Development Plan and the Environmental Assessment prepared by Skidmore, Owings & Merrill dated November 1981.
- o Review the Agency's 1982 Utilities Study.
- o Develop Project Activity Network for the total project showing important milestones, critical decisions, date for all deliverables, review times, and monthly reports.
- o Review the Program Requirements and develop in more detail as required for building shell, special interiors, and site requirements.
- o Develop small-scale floor plans, elevations, and sections for all buildings showing vertical and

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horizontal circulation, usable office and computer space, utility spaces, and exit corridors, delivery areas, floor heights, and existing building connections.

- o Prepare space studies showing development of typical building areas for the adoption of conventional full height partitions and office landscaping.
- o Investigate structural design solutions including column spacing, material alternatives, floor loads, and foundations for all buildings.
- o Develop site plan including roadway modifications, utility support, and modification to existing utilities.
- o Prepare recommendation of systems and construction features that will maximize energy conservation and system availability.
- o Develop alternative methods and cost estimates for total RFI shielding.
- o Prepare outline specifications including material finishes, fire protection, HVAC, and electrical.

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- o Prepare cost estimate showing costs for each building and the site work. Estimate shall show breakdown by each construction division.
- o Propose phasing of construction including parking layout during construction.
- o Develop options to minimize amount of excavated earth to be disposed of off site.

2. Deliverables

- o Three copies of the Project Activity Network Chart
- o Six copies of the Program Document for the building shell, special interiors, and site requirements
- o One mylar reproducible and six copies of the Schematic Design Drawings:
 - Site Plan
 - Building plans, elevations, and sections
 - Concept sketches
 - Typical office layouts
- o Six copies of the Outline Specifications
- o Six copies of the RFI Shielding Report
- o Six copies of the Schematic Design Cost Estimate

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- o Six copies of the Schematic Design Energy Budget
- o Six copies of the Construction Schedule including phasing options
- o One presentation quality typographic site model at 1" = 100'-0"
- o Three presentation quality renderings of the Schematic Design:
 - Bird's-eye view of the total site
 - Two views depicting special features of the design
- o Three copies of monthly progress reports

B. Preliminary Design

1. Tasks

- o Develop floor plans of all buildings at a scale of 1/16" = 1'-0", or larger where applicable.
- o Develop building elevations and sections showing exterior facade, penthouses, connections to the existing building, major entrance details, and special interiors.
- o Develop site plan to show roadway modification, new contours, loading dock access, storm drainage, sanitary sewer and water distribution,

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utilities distribution, and areas of landscaping.

- o Develop schedule for room finishes.
- o Develop structural framing system including depth of structural members.
- o Develop size, location, and number of elevators and moving stairs.
- o Develop schedule for illumination requirements.
- o Develop loading dock details including access to the building distribution system.
- o Develop data, telecommunications, alarm, power, and chilled water distribution grids.
- o Develop requirements and contract for test borings. Actual contract cost for test borings will be a reimbursable expense.
- o Develop cost trade-off proposals for design and program requirements. These proposals shall be developed through life-cycle cost studies and value engineering studies of the major building systems.
- o Develop HVAC system proposal including size and location of major equipment, ductwork

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distribution, air diffuser location, perimeter system, design redundance, and interface with systems serving the existing building.

- o Develop size and location of major utility equipment and distribution from VEPCO substation, distribution within the new facilities, amount and source of proposed emergency power, and interface with systems serving the existing building.
- o Prepare updated cost estimate based upon preliminary design.
- o Prepare updated construction schedule, phasing options, parking layout during construction, and bid strategies.
- o Measure and survey as required areas of the existing buildings and verify size and location of existing utilities. Survey site conditions as required for construction documents. Verify all Agency provided data that impacts or interfaces with this project.
- o Prepare data sheets showing net office area, net computer area, net other area, and gross area.

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- o Verify that the design meets all applicable safety, building, use, and occupancy codes.

2. Deliverables

- o One mylar reproducible and six copies of the Preliminary Drawings:

Site Plan and Utilities

Building plans, elevations, and sections

Special interior details

Finish schedule

Structural foundation and framing plans

Plumbing fixture schedule

Single line HVAC plans

Equipment room layouts

Lighting layout

Fixture schedule

Power, telephone, alarm, and data
distribution

Fire safety details

- o Six copies of Life Cycle Cost Report and Value Engineering Report for major building systems
- o Six copies of the Preliminary Design Specifications

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- o Six copies of the Preliminary Design Cost Estimate
- o Six copies of a Critical Path Method Construction Schedule
- o Building Models
 - Update site model
 - Presentation models to convey building design concepts
- o One presentation quality rendering depicting the exterior design of the office/computer building.
- o Two presentation quality renderings depicting special interior spaces of the office/computer building
- o One presentation quality rendering of the Reception Center.
- o Three copies of monthly progress report

C. Construction Documents

1. Tasks

- o Prepare working drawings and specifications that are developed from the approved preliminary

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design. These Construction Documents shall be suitable for competitive public bidding through the General Services Administration (GSA).

- o Prepare a computer database that contains the following data from the Contract Documents and the as-built conditions:

- (1) Partition layout
- (2) Furniture layout
- (3) Room areas
- (4) Room identification and occupancy
- (5) Structural framing
- (6) HVAC ductwork and diffuser location
- (7) Lighting fixture layout and circuits
- (8) Sprinkler layout
- (9) Electrical outlet layout
- (10) Electrical distribution and panel boards
- (11) Piping layout
- (12) Alarm layout and conduit distribution
- (13) Black telephone distribution
- (14) Secure telephone distribution
- (15) Data distribution

- o Prepare an itemized and detailed cost estimate that accurately reflects the work required by the Contract Documents.

- o Prepare updated Construction Schedule

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2. Deliverables

- o One mylar reproducible and six copies of the Construction Drawings
- o Six copies of the Contract Specifications
- o Six copies of the Final Construction Cost Estimate
- o Six copies of the Final Critical Path Method Construction Schedule
- o Prepare options and alternatives in the Construction Documents as approved or directed by the Agency.
- o Prepare a unit price schedule as required by the program and approved by the Agency.
- o Prepare a schedule of "Allowance" items as directed or approved by the Agency.
- o Guarantee that the construction cost of the Final Design is within \pm 5 percent of the Agency's budget.
- o Guarantee that the design, as approved, meets all applicable safety, building, use, and occupancy codes.

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D. Bid Period

1. Tasks

- o Assist the Government during this time to respond to questions concerning the Contract Documents.
- o Prepare addenda to the Construction Documents as directed by the Agency.
- o Provide professional advice to the Government, if requested, on Contractor bid proposals.
- o Participate with the Agency and GSA in Contractors' pre-bid conference.
- o Revise Contract Documents without additional cost to the Agency to maintain construction costs within the Agency budget.

2. Deliverables

- o One reproducible and six copies of all addendum drawings.
- o Six copies of all written addenda.

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E. Construction

1. Tasks

- o Provide a full-time project representative(s) on the site for the duration of the project.
- o Provide expeditious review and approval of all shop drawings and samples, schedules, etc., submitted by the Contractor.
- o Prepare field drawings or contract revision drawings, as required, to permit expeditious completion of the project. Record all such changes and revisions.
- o Prepare daily field reports on the progress of construction.
- o Review and certify the validity of the Contractor's application for payment.
- o Assist the Government in contracting for testing services and review and approve all reports from such services.
- o Assist the Government in obtaining and reviewing contracts for all Allowance Items.
- o Develop with the Agency, Program Requirements for the office areas of the building. Prepare drawings and specifications for the approved

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design of these areas. Input partition layout, furniture, and component location into computer database program.

- o Prepare color scheme from approved material samples.
- o Upon substantial completion of the project, prepare a "punch list" of incompletd or uncorrected items.
- o Upon final completion, perform final inspection and certify to the Government that the project is complete and in accord with the Construction Documents.
- o Prepare and submit to the Government "as-built" drawings which accurately reflect all changes and revisions to the Construction Documents. Incorporate all changes and revisions into the computer database.
- o Compile operational and maintenance manuals for all building equipment and systems.

2. Deliverables

- o Three copies of a daily field report

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- o One original and three copies of all field drawings and contract change drawings
- o Six copies of each "punch list"
- o Six copies of the Final Inspection Report
- o Two copies of "as-built" drawings and specifications
- o Three sets of all building equipment/systems operational and maintenance manuals
- o One reproducible and six copies of the office partition layout
- o Six copies of office interiors specifications
- o Updated computer database

VI. CIA-GSA Roles in the Project Development

A Memorandum of Agreement for this project has been prepared between the Central Intelligence Agency and the General Services Administration. A copy of this agreement is attached. In general, terms of the agreement stipulate the following:

- A. The CIA will select, award, and administer A&E and Consultant contracts on this project.

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- B. The CIA will take the lead role in the development of the Schematic Drawings, Preliminary Design, and Construction Documents. During this period, GSA will be an active participant providing technical support and assistance as requested.
- C. GSA will coordinate with the National Capital Planning Commission in securing planning and design approvals for this project.
- D. GSA will advertise and award Construction Contract(s) for the project.
- E. GSA will manage and supervise construction of the building, including administration of the Construction Contract. GSA and CIA will have full-time representatives on the site at all times.

VII. Government Responsibilities

- A. Review all material submitted by the Architect & Engineer and provide written direction for corrections and revisions.
- B. Make available to the Architect & Engineer copies of the 1981 Environmental Assessment, Master Development Plan, the Building Program Requirements, and the Agency's 1982 Utilities Reliability Study.

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- C. Make available to the Architect & Engineer appropriate CIA and GSA handbooks, specifications and reference data, test borings, and existing building plans as necessary.
- D. The CIA will conduct all security clearance investigations required by the contract.
- E. The Government will provide secure containers to the Architect & Engineer for the storage of all classified and sensitive material.
- F. The Government will pay for the printing of all bidding documents.

VIII. Architectural & Engineering Responsibilities

- A. Furnish written reports to the Government of the progress of his work on a monthly basis.
- B. Pay for all shipping and reproduction charges for all charts, sketches, drawings, models, manuscripts, and other documents submitted to the Contracting Officer.
- C. Verify all data submitted by the Government concerning size, location, quantities, and age of existing equipment, facilities, and utilities.

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- D. Prepare a Project Activity Network Plan for the total project and update monthly as schedules or activities change.
- E. Conduct project meetings with the Government to ensure that the design is meeting the needs of the Agency and on schedule. These meetings shall be held weekly during the Schematic Phase, biweekly during the Preliminary Design Phase, and monthly during the Construction Document Phase.
- F. Conduct formal presentations to senior Agency management at the completion of the Schematic Design, Preliminary Design, and Construction Documents. These presentations shall be made by Mr. Paul Kennon with support from the Project Director, the Design Principal, and Team Leaders.
- G. Participate with the Agency on formal presentations to NCPC and other local advisory, regulatory, and citizen groups.
- H. Conduct necessary interface with advisory, regulatory, and citizen groups. Notify the Agency prior to all scheduled meetings and prepare written reports to the Agency of all such interface.
- I. Provide prompt and accurate personnel information for CIA security clearance requirements.

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- J. Ensure that all classified and sensitive material is properly stored and controlled.
- K. Utilize, in the performance of the contract, those personnel and additional consultants who have been approved by the Government. Substitutions shall not be made without prior written approval by the Contract Officer.
- L. Provide a one-man project office for Agency within the dedicated project space. Space shall be equipped with desk, table, chair, file cabinet, and telephone.
- M. Provide responsive construction cost control throughout the project to ensure that the lowest acceptable construction bid is within the Agency's budget. If the lowest acceptable bid exceeds the Agency's budget by more than 5 percent, the Architect & Engineer shall, at no cost to the Government, revise the Contract Documents (drawings and specifications) to bring construction cost within the maximum allowable budget. 5 percent requirement.

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Initial A&E Selection Criteria

- I. Organization of Project Team (30 points)
 - A. Evaluate the organization of project team in terms of ability to respond effectively to the Agency's needs
 - B. Evaluate background of key personnel in all design disciplines necessary to successfully complete this project
 - C. Evaluate the capability of the project team to accomplish this project within a critical timetable in terms of manpower and facilities
 - D. Evaluate the firm's interest in the project

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II. Design and Planning Ability (25 points)

- A. Evaluate the firm's expertise in designing a project of this size
- B. Evaluate the firm's ability to successfully incorporate energy conservation, utility reliability, and life cycle costs into the total design
- C. Evaluate the firm's ability for design excellence on the basis of design awards and other professional recognition

III. Experience (25 points)

- A. Evaluate the firm's experience in projects of this size and scope
- B. Evaluate the firm's experience in energy conservation, utility reliability design, and life cycle costs
- C. Evaluate the firm's experience in Federal projects in the Washington area

IV. Security Control (10 points)

Evaluate the capability for all key personnel to obtain security clearances

V. Installed Computer Graphics Capability (10 points)

A. Evaluate the firm's capability to develop and produce a computer software program of the Construction Documents and "as built" conditions for the Agency's space management program and facilities operation and maintenance

B. Evaluate the firm's capability to incorporate computer assisted design in the development of the project

VI. Summary

Part I 30

Part II 25

Part III 25

Part IV 10

Part V 10

Total 100 maximum

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III. Relevant Project Experience

- A. Evaluate the project team's experience in projects of this size and scope
- B. Evaluate experience of key personnel with respect to projects of this size and scope
- C. Evaluate the project team's experience in energy conservation, utilities reliability design, and life cycle costs.
- D. Evaluate the project team's experience in Federal projects in the Washington area
- E. Evaluate the project team's experience in working with local advisory and regulatory groups, and local citizens groups

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IV. Computer Capability

- A. Evaluate the firm's capability to efficiently develop and produce a computer data base of the construction documents and "as built" conditions for use in the Agency's facility management program.
- B. Evaluate the firm's capability to incorporate computer assisted design in the development of the project.

V. Security Control

Evaluate the firm's ability to meet the security needs of the Agency.

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Final A&E Selection Criteria
(Listed in Order of Importance)

I. Project Management Plan

- A. Evaluate the firm's approach and understanding of the project
- B. Evaluate the proposed activity network plan with respect to completeness, clarity, and responsiveness to Agency needs
- C. Evaluate project team organization including the background of all key personnel
- D. Evaluate the firm's capability to complete the project on time with respect to manpower and facilities

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II. Design and Planning Ability

- A. Evaluate the firm's design excellence and its ability to develop a project design that meets the functional needs of the Agency.
- B. Evaluate the firm's ability to develop and present trade-offs between utility requirements and architectural design
- C. Evaluate the firms ability to incorporate energy conservation in the project design.
- D. Evaluate the firm's ability to produce a comprehensive and accurate set of contract documents for a project of this size and scope
- E. Evaluate the firm's ability to maintain effective cost control over the project's construction budget

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Proposed A&E Selection Procedures

1. Since the size, scope, and sensitivity of this project will generate much public scrutiny, it is recommended that the selection procedures be in accordance with Public Law #92-582 and that the Director of Logistics (D/L) be designated as the Source Selection Authority and the Chief of Procurement Division, OL (C/PD/OL) be designated as the Contracting Officer. The Contracting Officer will direct the efforts of an Evaluation Board and a Negotiation Board to produce an architectural & engineering (A&E) selection for approval by the the Agency Contract Review Board (ACRB), the Source Selection Authority, and the Director of Central Intelligence (DCI).
2. Although the Evaluation Board and the Negotiation Board both proceed at the direction of the Contracting Officer, their actions and membership should be separate and distinct as described in the following paragraphs.
3. The Evaluation Board will be chaired by the Deputy Director of Logistics with representatives from Real Estate and Construction Division, OL (RECD/OL); Building Planning Staff, OL (BPS/OL); Office of Development & Engineering, DDS&T; and the General Services Administration. It is recommended that the size of the Board be limited to five or six persons to permit an expeditious review and selection process. Each Agency Board Member will be responsible for reporting on a specific evaluation criteria and may establish a technical panel of two or three persons to assist in this effort.
4. The actions and procedures of the Evaluation Board are outlined as follows:
 - a. Publish notification of the project and the intent to procure A&E services in the Commerce Business Daily (CBD).
 - b. Review qualification data submitted by interested firms in response to the CBD announcement and select three or more firms for further consideration and in-depth interviews. Attachment B is the selection criteria for this initial screening. All firms responding to the CBD announcement will be notified by letter of the Evaluation Board action.

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- c. The selected firms will be provided a copy of the Agency Master Development Plan and Environmental Assessment, a statement of work, non-weighted selection criteria, and a project questionnaire. The firms will be given three weeks to prepare a response to the questionnaire. During this time, the Office of Security will conduct a preliminary security inspection of each firm and submit a report to the Evaluation Board.
 - d. The Evaluation Board will review the completed questionnaire and conduct in-depth interviews with each firm. It is recommended that the interviews be conducted in the offices of the selected firms and that all members of the Evaluation Board be in attendance. It is important to note that Federal Procurement Regulations and Defense Acquisition Regulations do not permit the discussion of A&E costs during this stage of the selection process. Following these interviews, the Evaluation Board will rank the firms in accordance with the predetermined criteria and prepare a report summarizing their actions for the Contracting Officer.
5. Upon conclusion of the firm rankings by the Evaluation Board, actions, procedures, and results will be presented to the ACRB, and the Contracting Officer will request approval to initiate negotiations. Following ACRB approval, the Source Selection Authority will review and approve, and present an informational briefing to the Agency Space Committee.
 6. Approval by the Source Selection Authority will initiate action for a Request for Proposal (RFP) which will be prepared by Procurement Division, OL (PD/OL) and BPS/OL and forwarded by the Contracting Officer to the number one ranked firm. At this time, the Negotiation Board will be established with Larry Badgley, DC/PD/OL as Chairman. The Commercial Systems & Audit Division, Office of Finance will provide audit support to the Board and BPS/OL and RECD/OL will provide technical assistance as required. When the response to the RFP is received, the Negotiation Board will meet with representatives of the A&E firm to reach mutual agreement on scope, timing, construction budget, and A&E costs. If agreement cannot be reached, negotiations will be terminated by written notice and an RFP issued to the second ranked firm. This process continues until successful negotiations are accomplished.
 7. Upon conclusion of successful negotiations, the Source Selection Authority will submit the contract to the DCI for approval. Upon approval, contract award will be made to the successful A&E firm, subject to availability of funds.

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8. The A&E Selection Schedule identifies milestones for specific activities which are required in order to accomplish contract award with early FY-83 funds or yearend FY-82 funds.

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ARCHITECT & ENGINEER SELECTION SCHEDULE

