



## COMMONWEALTH OF VIRGINIA

### DEPARTMENT OF TRANSPORTATION

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RICHMOND, VIRGINIA 23219

**DAVID S. EKERN, P.E.**  
COMMISSIONER

September 1, 2009

Greetings:

I am pleased to inform you the new manual entitled 2009 Manual for the Procurement & Management of Professional Services has been completed and is available at <http://www.virginiadot.org/business/gpmps.asp>. This manual has been accepted as our official policy for procuring and administering professional service consultant contracts.

All future advertisements, selection, award, and management of contracts for professional services must comply with this manual.

The Consultant Coordinating Committee will make changes and update the manual as changes occur. E-mail notices of changes will be sent out. Additionally, you are encouraged to occasionally view the computer site <http://www.virginiadot.org/business/gpmps.asp> for the latest changes.

*Original with Signature on File in the Innovative Project Delivery Division*

Linda M. Cheatham  
Administrative Services Division Administrator

2009 MANUAL  
FOR THE  
PROCUREMENT & MANAGEMENT  
OF  
PROFESSIONAL SERVICES

September 2009



*The 2009 Manual for the Procurement and Management of Professional Services* has been updated to reflect changes in policies and procedures. Listed below is a summary of the updates made to the Manual.

**Preface (page ii)** – included a reference to the Consultant Coordinating Committee (CCC) and Chair and notice for use of Manual

**Section 1.3 (page 1-4)** – included a reference to the form PD-4C when requesting written verification from the funding division

**Section 1.4.1 (page 1-4 and 1-5)** – defined qualifications and training requirements the Selection Committee

**Section 2.1 (page 2-3)** – included the Civil Rights Division review and approval of workload limits, and requirement for a quality assurance check of the Request for Proposals

**Section 2.2.2 (page 2-6)** – deleted the reference to emergency or sole source contracts under eVA Procurement and the entire subsection entitled “Public Notice of the RFP”

**Section 2.2.3 (page 2-6)** – revision to change “should” to “shall” in the second paragraph

**Section 2.4 (page 2-7)** – correction of typo from RFP to EOI

**Section 2.4 (page 2-8)** – added a reference for verification of licensing requirements and clarification on the procurement manager’s role in reviewing the EOIs prior to distribution to the Selection Committee

**Section 3.1.2.3 (page 3-2)** – deleted the reference of “principle”

**Section 3.3 (page 3-6)** – revision to change the “should” to “shall” in the first paragraph

**Section 3.4 (page 3-8)** – included the Civil Rights representative’s responsibility for performing a compliance review of the procurement and removed the reference to non-committee persons and supervisors of the committee members

**Section 3.8 (page 3-13)** – revision to contact the ASD Division Administrator if the ASD Representative is not present at the presentations and to allow presentations to proceed when only two members (from the same division) are present during the interview if the procurement is not multi-disciplined

**Section 3.10.2 (page 3-15)** – revision to define Notice of Intent to Award Letter, to define the protest period, to correct the Title VI Form reference number, and to change the word “will” to “may”

**Section 4.4 (page 4-6)** – revision to add the word “services” to “Professional Engineering” and to increase the threshold amount for determining consultant coverage

**Section 4.5 (page 4-6)** - revision of Title VI Form reference number

**Section 4.6.3 (page 4-9)** - increased the threshold exemption for subconsultants fee for FAR audits

**Section 4.6.4 (page 4-9)** – deleted the word “provisional”

**Section 4.6.8 (page 4-11)** –added the escalation rate of three percent per year

**Section 4.8 (page 4-14)** – revision to reflect the timing of the initiation of negotiations for awards in accordance with the multiple award policy

**Section 5.2.2.1 (page 5-2)** – added a reference for the extension of an existing contract term through a Supplemental Agreement

**Section 5.2.2.1 (page 5-3)** – added “or district” to areas in which a limited services contract may cover

**Section 5.2.2.2 (page 5-4)** – revision to include reference to not issuing LOAs after expiration of the final term

**Section 5.4 (page 5-7)** – added a reference to the written verification of the funding division via Form PD4-C

**Section 5.6 (page 5-8)** – moved reference to consultants protest period to Section 3.10.2

**Section 6.2 (page 6-2)** – deletion of the reference to the C-63 form, which is no longer required to accompany a voucher for payment

**Section 7.1 (page 7-3)** – clarified the timing of six months for consultant performance reports in January and June of each year and upon expiration of the agreement

**Section 7.2 (page 7-3)** –revision to allow the Project Manager discretion in filing additional performance reports beyond the minimum requirement during the year

**Section 7.4 (page 7-5)** – revision of Title VI Form reference number

**Section 9.1 (page 9-2)** – increased the threshold for small purchase

**Section 9.2 (page 9-3)** – revised “should” to “shall” under Single Quotation

**Appendix A (page A-2)** – revision to include the Form PD-4C, CRD review of workload limits, RFP review for quality assurance, review of scope by Division Administrator, verification of licensing requirements

**Appendix B (page B-2)** – updated flow chart

**Appendix D (page D-4)** – revision to include reference to the Form C-63

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# PREFACE



## PREFACE

### Purpose

This Manual has been prepared to promote uniformity in the method of procuring professional services by the Virginia Department of Transportation (“VDOT”) as set forth in VDOT’s Policy Memorandum (DPM) 6-3, Title 2.2, Chapter 43, as know as *the Virginia Public Procurement Act* (“VPPA”), (<http://leg1.state.va.us/cgi-bin/legp504.exe?000+cod+2.2-4300>) and Federal-Aid Policy Guide, 23 CFR 172A, Part 172 – Administration of Engineering and Design Related Service Contracts (Appendix C)

(<http://ecfr.gpoaccess.gov/cgi/t/text/text-idx?c=ecfr&sid=b93449ab4e05c288d518525042392055&rgn=div5&view=text&node=23:1.0.1.2.3&idno=23.>)

This Manual is intended to serve as VDOT’s policy for the procurement and management of professional services related to contracts for environmental, location, design and inspection work regarding highways and bridges by the Commonwealth Transportation Commissioner. It shall be used in conjunction with the Code of Virginia and applicable Federal/VDOT/Divisional regulations. A Consultant Agreement Checklist (Appendix A) and Flow Charts (Appendix B) are provided in the Manual.

The Chairperson of the Consultant Coordinating Committee (CCC), in conjunction with the committee, is responsible for establishing and submitting policy and procedures for the procurement and management of professional services to the VDOT administration. The CCC assists in the support and implementation of this responsibility, and consists of representatives from various VDOT disciplines.

Professional Responsibility - Consultants are responsible for conceiving and designing all types of engineering works and services and for providing the assurance that they are properly and economically constructed. The health, safety, and comfort of the public depend to a considerable extent upon how well the Consultant fulfills this obligation and thereby contributes to the enhancement of human welfare. The Consultant has, therefore, obligations as trustee to the public interest as well as to the private interests of VDOT. Successful fulfillment of these responsibilities requires complete candor, understanding, and communication on the part of the Consultant and VDOT so that mutual trust and respect can be established.

The Consultant is often responsible for planning that may commit VDOT to the expenditure of large sums of money. The benefits of the work to be constructed from this planning, and its suitability for the project's intended function, must often be accepted at face value by VDOT which may be unfamiliar with the technical aspects of such works. By their very nature, then, consultant services must be performed in a competent and efficient manner, on a highly ethical plane, and in an atmosphere of mutual trust between VDOT and the Consultant.

Consulting Engineering Services - "Consulting Engineering," as the term is used in the United States - and this Manual - includes not only consultation, advice, and expert testimony, but also the furnishing of extensive and diversified services by engineering firms especially organized and maintained for that purpose. Such firms draw upon the combined talents of designers, technical analysts, specification writers, technicians, inspectors, surveyors, and other experienced engineers; they also utilize the expertise of practitioners and specialists in other fields.

The various kinds of engineering services offered by Consultants might include: (1) conducting feasibility studies; (2) conducting field investigations and collecting engineering data; (3) considering the environmental impacts of a project and submitting an assessment statement; (4) preparing engineering reports based upon such investigations; (5) preparing cost estimates; (6) furnishing designs, drawings, and specifications; (7) securing bids and assisting in the award of contracts; (8) observing construction; (9) testing and approving equipment and materials for acceptance; (10) making appraisals; (11) serving as expert witness; (12) assisting in claims management; (13) preparing instruction/operating manuals; (14) performing structure safety inspections; and (15) performing construction engineering inspections.

The Federal Acquisition Regulations ("FAR"), Part 2.101, defines architect-engineer services as "those professional services associated with research, planning, development, design, construction, alteration, or repair of real property, as well as incidental services that members of these professions and those in their employ may logically or justifiably perform: including studies, investigations, surveying and mapping, tests, evaluations, consultations, comprehensive planning, program management, conceptual designs, plans and specifications, value engineering, construction phase services, soils engineering, drawing reviews, preparation of operating and maintenance manuals, and other related services."

Professional Services may include:

- Bridge safety inspections
- Building architecture
- Construction engineering
- Construction engineering inspection
- Electrical engineering
- Environmental services
- Geotechnical services
- Hydrologic and hydraulic studies
- Landscape architecture
- Materials testing
- Mechanical engineering
- Preparation of operating and maintenance manuals for systems designed as a professional service
- Project design
- Project management of professional services

- Right of way engineering
- Roadway design
- Roadway lighting design
- Technical Specification writing
- Structural design
- Surveying
- Traffic investigations and studies
- Traffic signs and signals design/inspection
- Transportation planning
- Utility inspections
- Value engineering

VPPA (<http://leg1.state.va.us/cgi-bin/legp504.exe?000+cod+54.1-400>)

states "Professional Services" means work performed by an independent contractor within the scope of the practice of accounting, actuarial services, architecture, land surveying, landscape architecture, law, dentistry, medicine, optometry, pharmacy, or professional engineering. Virginia law states that "Professional Engineer" means a person who is qualified to practice engineering by reason of his special knowledge and use of mathematical, physical and engineering sciences and the principles and methods of engineering analysis and design acquired by engineering education and experience, and whose competence has been attested by the Board through licensure as a professional engineer. The "practice of engineering" means any service wherein the principles and methods of engineering are applied to, but are not necessarily limited to, the following areas: consultation, investigation, evaluation, planning and design of public or private utilities, structures, machines, equipment, processes, transportation systems and work systems, including responsible administration of construction contracts. The "practice of engineering" does not include the service or maintenance of electrical or mechanical systems.

#### Distribution of the Manual

Copies of the Manual may be obtained from the Innovative Project Delivery Division of VDOT or downloaded from VDOT's external website at <http://www.virginiadot.org/business/gpmps.asp>. As revisions, deletions and additions become necessary; they will be incorporated into the Manual.

# CHAPTER 1

DETERMINATION  
OF  
NEED  
FOR  
OUTSIDE  
SERVICES



## CHAPTER 1 - DETERMINATION OF NEED FOR OUTSIDE SERVICES

### 1.1 Determination of Need

VDOT requires outside services to augment its professional staff and to carry out VDOT's goals and mission effectively.

Professional services are generally retained when: (1) a given project needs to be expedited, but the staff is assigned to other important projects and cannot be released without jeopardizing those projects; (2) the division's work program may be substantially larger than normal or anticipated for future years and it would serve no useful purpose to increase the size of the staff for a short period of time; or (3) the unusual character of a project requires specialized knowledge, expertise or experience beyond the every day scope of VDOT staff.

Consulting, professional and individual services may also be used to obtain:

- An opinion, advice or skill which is needed only temporarily and which is not available within the agency or from another state agency.
- Outside expertise to provide a broader perspective or objective opinion on critical or sensitive issues.
- Benefit of developments in industry, university, or foundation research.
- The opinions of experts whose national or international prestige can contribute to the success of important projects.
- A deliverable that is an individually tailored application of a product already developed by an outside firm and is available more economically and expeditiously than a comparable product developed in-house.
- Performance of one-time tasks or activities of limited duration that do not warrant augmentation of permanent staff.
- Performance of one-time tasks or activities of limited duration that requires the augmentation of permanent staff in order to comply with deadlines imposed by third parties.

Each Division Administrator is responsible for determining when outside services are needed to accomplish their work objectives or to assist the districts. This is determined by analyzing the available manpower compared with projected work that has to be accomplished, utilizing the division's Workload Planning System ("WPS") and the Six Year Improvement Program ("SYIP"), and/or the specialized nature of the work.

All procurement of professional services will be managed in the Central Office. Procurement of professional services by the districts is not authorized. Once the procurement has been completed by the Central Office, the Division Administrator may transfer the contract over to district personnel to administer. District personnel administering professional service contracts must be knowledgeable of the requirements in this Manual and the VPPA. The division that the outside services are being procured for ("Lead Division") will provide oversight responsibilities for the contracts.

## 1.2 Determine Scope of Services

If a Division Administrator determines that outside services are needed, the following activities should be performed:

- Assign a procurement manager, who is responsible for professional services procurement activities for a specific project and who is not to be construed as the ASD/District Procurement Manager.
- Notify other divisions in writing that have a need to have services included in the contract.
- Request involved divisions or districts to assign a coordinator to assist in determining the scope of services needed, and to provide an estimate of man-hours and cost for consultants to perform the requested services.
- Conduct a scoping meeting to determine which work tasks should be included in the procurement. A recommendation should be developed at this meeting to determine who will serve on the Selection Committee. (Note may not be warranted if sufficient information is provided to the other divisions for them to fully determine the scope of their involvement in the project). A scoping meeting is not warranted for Limited Services Term Contracts.
- Develop a comprehensive scope of services prior to the project advertisement. This is to ensure that all of the required services are included in the Request for Proposal ("RFP") and to help prevent future supplemental agreements being needed.

If the Scope of Services for all phases or stages of the work cannot be clearly defined until some of the initial work is completed, then a multi-phase professional services contract may be used.

After the development of the comprehensive scope, the Lead Division will be determined. If the Lead division cannot be determined at the scoping meeting, the Division Administrator, who initiated the procurement, shall make the decision.

Early consultation and notification shall be made with Federal Highway Administration ("FHWA") of the procurement when any of the following instances apply:

- Project is defined as a federally funded oversight project.
- Project is a federally funded project with an estimated total cost of \$500,000,000 or more.
- When the consultants are to act in a management role for VDOT on federally funded projects.

## 1.3 Estimated Cost of Services

The procurement manager shall request each involved division to prepare and submit a planning estimate (\*) of cost for the project or assignment. The planning estimate is required from the involved division regardless of how the division chooses to

accomplish their work. The estimated cost and man-hours for in-house reviews, instruction and coordination meetings, etc., should also be provided to the procurement manager. The Project Manager should determine the total Preliminary Engineering, Right of Way, and Construction cost based on the information received from each division involved.

\* Planning estimates of the preliminary engineering, right of way and construction cost may be developed without the full knowledge of the final project/assignment scope, but are based on the best information available, including evaluation of cost for similar work previously performed.

The procurement manager will then notify the funding division of the amount of the estimate. A comparison shall be made with the figures in the SYIP. If an adjustment in the budget cost needs to be made, approval from the appropriate funding division must be obtained in writing and retained in the project file before proceeding. The procurement manager will verify availability of funding. If additional funds are not approved, the determination of the project must be reviewed with the Lead Division's Chief. (Some divisions administer special funds, such as federal State Planning and Research funds, that do not require this procedure to be followed). A planning estimate is not required for Limited Services Term Contracts; however, a determination of the limiting fee should be based on the projected workload.

Notify the funding division in writing and request written verification (Form PD-4C) that funding is available.

Funding Divisions:

Interstate Projects	- Programming Division
Primary Projects	- Programming Division
Urban Projects	- Local Assistance Division
Secondary Project	- Local Assistance Division
Bridge Inspections	- Asset Management Division
CEI Inspections	- Scheduling and Contract Division
Wetland Mitigation Sites	- Environmental Division

## 1.4 Approvals

### *1.4.1 Approval of Selection Committee & Selection Criteria*

The procurement manager will submit a memorandum to the Lead Division Administrator requesting approval of the following:

- Selection Committee, which shall consist of the following:
  - All members of the Selection Committee shall be VDOT employees. These individuals shall be qualified and experienced senior level engineers and above. If the contract is for services requiring licenses, then these individuals should hold a professional engineer license.

- All members of the Selection Committee shall have appropriate training to perform their duty in the procurement process.
- One member from the Central Office Lead Division, however, no more than two members of the Selection Committee will be from the Central Office Lead Division.
- Additional members from the respective discipline depending on the scope of the work and the number of divisions involved.
- Persons who are qualified to evaluate the service being provided and are thoroughly familiar with the objectives of the project.
- It is recommended that the Selection Committee have an odd number of members to eliminate possible tie votes.
- Proposed selection criteria.
- Evaluation categories and weighted factors may, with the approval of the Division Administrator, be adjusted to reflect the important specifics involved in the proposed procurement.
- The proposed procurement schedule.
- The project charge.
- Permission to proceed with the procurement.

The Lead Division Administrator will approve the above items and name a Chairperson for the Selection Committee (“Chairperson”).

#### *1.4.2 Commissioner’s Approval to Use Consultants (“AS-58”)*

Following the acceptance of the Selection Committee and the selection criteria, a request for approval to use a consultant will be made to the Commissioner by the procurement manager using Form AS-58, titled, *Request for Approval to Use Consultants*.

Once approval is obtained, the Lead Division, with assistance from all involved divisions, shall prepare the RFP advertisement for Expressions of Interest (“EOI”).

# CHAPTER 2

RFP and  
ADVERTISING  
PROCEDURES



## CHAPTER 2 – RFP and ADVERTISING PROCEDURES

### 2.1 RFP Development

The written RFP is issued to describe in general terms that which is being procured. The RFP must specify and list specific requirements for certain necessary information be addressed by the firms that will be used in evaluating the proposals. Some of this information includes location of where the work will be performed (if applicable and necessary), key personnel that will be assigned to the project, experience in performing similar work, special qualifications, organizational structure, Disadvantaged Business Enterprises/Small, Women and Minority Owned Businesses (“DBE/SWaM”) percent of work (if applicable), firm data (name, address, DBE/SWaM status, age and annual gross receipts), ability to meet the time schedule, current workload with VDOT, and the United States General Services Administration Forms 254 and 255. It also points out VDOT requirements regarding professional registration, CII/SSI, Criminal History Background Checks (“CHBC”), debarment, the employment of illegal aliens, the method of payment for the contract (See Section 5.3), and submittal requirements.

The Lead Division shall prepare a RFP, using the template RFP located at <http://insidevdot/sites/ConsultantProcurementProgram/default.aspx>.

The RFP should include the following:

- A brief narrative statement concerning the project’s location shall be listed.
- Scope of services required.
- Estimated project cost (use contract value for Limited Services Term Contracts).
- Type of contract proposed (Limited Services Term or Project Specific Contracts).
  - Select Type of Compensation (see Section 5.3).
- If multiple awards are desired, then the RFP shall state that multiple contracts may be awarded for the scope of services being advertised. The multiple awards contracts are best suited for the statewide Limited Services Term Contracts and cannot be used on project specific contracts. In order to establish consistency in awarding multiple contracts and task order assignments to selected firms in a fair and equitable manner, as set forth in Section 4.8 shall be used.
- When completion of the earlier phases is necessary to provide information critical to the negotiation of a fair and reasonable price for succeeding phases, multi-phase professional services contracts satisfactory and advantageous to VDOT for environmental, location, design and inspection work regarding highways and bridges may be negotiated and awarded based on a fair and reasonable price for the first phase only. If a multi-phase professional services contract is used, it shall clearly be stated in the RFP.
- Evaluation criteria.
- Consultant Selection Score Sheets (located in the template RFP).
  - Only one Selection Score Sheet is to be included in the RFP.
  - Select pertinent DBE/SWaM requirements (listed in Appendix D).

- Specify present workload limits to match the size of project (i.e. a small project may warrant lowering the present workload limits to enable small consultants an opportunity for competing).
- When multiple divisions are involved in procurement, the experience categories may be separated into different items by division and each assigned a weight according to its relative importance.
- Estimated start and completion dates.
- A project location map.
- Project scoping reports.
- Appropriate statements shall be made concerning any specialized qualifications and limitations on eligibility for consideration.
- If there is sufficient justification for the firm's location to be a major factor in the selection process, it must be clearly stated in the RFP (see Section 3.1.7).
- Qualifications or performance data required from consultant firms shall be described.
- The name of the responsible procurement officer shall be shown complete with the full address, telephone and fax number.

The RFP will not request that consultants furnish estimates of man-hours or cost for services.

A copy of the draft RFP shall be sent to the Civil Rights Division ("CRD") and all other divisions involved for review and approval. CRD should review and approve the workload limits designated by the procurement manager. Once the CRD and all other divisions have reviewed and approved the draft RFP and changes have been made accordingly, a quality assurance check must be performed by an independent reviewer in the Lead Division before advertisement to ensure the final scope is clear and represents the needs of the division(s). The final scope shall be reviewed by the Division Administrator. A copy of the final RFP shall be sent to the following:

- Administrative Services Division ("ASD").
- CRD.
- Innovative Project Delivery Division

## 2.2 Advertisements and Notifications

VDOT shall make a public announcement in a uniform and consistent manner on each occasion when professional services are required on a proposed project. Multiple consultant selections from a single advertisement shall not be made except for Limited Services Term Contracts. For these contracts, one advertisement may be used with separate EOI required for each Limited Services Term Contract.

After the appropriate approvals to use outside professional services have been obtained, the procurement manager should draft the advertisement for publication in newspapers/websites.

### 2.2.1 Contents of Advertisements

Advertisements should be concise and consist of a general description of the type of work, project location, information on how to obtain a copy of the solicitation, whether or not a pre-proposal conference will be held, and a statement on where to send responses and when they are due. They should exclude detailed job requirements and proposal preparation requirements that are included in the RFP.

Advertisement should, at the minimum, contain the following information:

- Name and address of the Agency.
- Title, brief description and location of the project.
- Estimated total project construction cost (if applicable).
- Brief scope of services required.
- Brief description of any special requirements or unique features.
- Any requirements for non-disclosure agreements or CHBCs. Coordinate with the Security and Emergency Management Division (“SEMD”). (See Sections 5.8 and 7.9.).
- Completion date.
- Location where the RFP may be obtained.
- Due date and time for submitting an EOI.
- If a pre-proposal conference, site visit, or project showing will be conducted, list the date and time.
- The RFP for this project may be accessed through VDOT's Internet site: <http://viriniadot.gov/business/default.asp>.
- Telephone access to the hearing or speech impaired will be provided by the VRC. VRC enables specially trained communication assistants to act as confidential “bridges” between hearing users of standard telephones and text telephone (TDD) users with hearing or speech impairments. Communication Assistants of the VRC are specially trained to translate and relay your conversation. This allows people with hearing or speech impairments to communicate with any VDOT employee. VRC is reached in Virginia by dialing 711 and nationwide by dialing 1-800-828-1120.
- “VDOT Internet File No. \_\_\_\_\_” (VDOT Internet File No. DD##YEAR where DD is an abbreviation for the division, ## is a sequential two digit number and YEAR is the current year. The first Structure and Bridge Division advertisement in 2004 would have the File No. SB012004.).
- VDOT assures compliance with Title VI requirements of nondiscrimination in all activities pursuant to this advertisement.

## 2.2.2 Publications

Public notice of the RFP shall be published a minimum of fourteen (14) calendar days (with the publication date counting as the first day), prior to the date set for receipt of EOIs. To the extent practicable the publications referenced below need to be coordinated so as to be published on the same day. If this does not occur, the time limit starts with the last publication.

To provide a response opportunity to the maximum number of consultants, a four (4) week return date is recommended.

The advertisement, along with the RFP, should be published as follows:

- VDOT Internet Business Center

The RFP will be posted on VDOT Internet Business Center. This should be done prior to the newspaper or Electronic Virginia ("eVA") advertisement being published. The RFP should be prepared in electronic format using Microsoft Word. Location maps are to be scanned and included in the RFP. The file is then converted into an Adobe Acrobat PDF file. RFP's are to be deleted from the Internet after the closing date for receipt of the EOI's. The format and style for posting information to VDOT Internet Business Center are controlled by the Public Affairs Division.

Consultants that write or call for a RFP should be encouraged to use the Internet Business Center to obtain RFPs.

- Newspaper Notification

The procurement manager shall send a memorandum to the Public Affairs Division requesting publication of an advertisement in newspapers of general circulation in the area where the work will be performed. Generally, the advertisement will be placed in the following publications:

- Richmond Times Dispatch,
- Another newspaper of general circulation in the area in which the contract is to be performed, and
- A minority owned newspaper in those areas, when available.
- Special projects may be advertised in the Washington Post, and sometimes trade publications, depending on the scope of services.

The newspaper advertisement requires more lead time to be published than the eVA. Therefore, it should be sent to Public Affairs Division two weeks before the notice is advertised on the eVA. Written evidence of the newspaper advertisement shall be included in the procurement file.

A copy of the newspaper advertisement should be furnished to ASD the same week the eVA notice is published.

- eVA Procurement

All professional services procurement over \$50,000 will be advertised on eVA. The eVA is an electronic procurement site provided by the Virginia Department of General Services (“DGS”), Division of Purchases and Supplies (“DPS”), (<http://eva.virginia.gov>) to notify the general public of the Commonwealth of Virginia's intent to purchase supplies or services. The eVA Internet site allows the RFP to be submitted electronically. Emergency and sole source procurements are exempt from advertisement in the eVA; however, such procurements over \$50,000 require award notices to be posted on eVA. Written evidence of the eVA advertisement shall be included in the procurement file.

The eVA site is one of the consultants' primary means of finding out what work VDOT is advertising. Unless waived, VDOT is prohibited from procuring services from consultants not registered on eVA. Therefore, all consultant firms desiring to perform work for VDOT should be encouraged to subscribe to eVA. VDOT and the consultant will be charged an eVA registration and transaction fee in accordance with the eVA fee schedule published by DGS at (<http://eva.virginia.gov>).

VDOT may, on a case by case basis, waive the advertising requirement if extenuating circumstances. Reasons for the waiver must be documented in writing and approved by the appropriate Chief. The signed waiver shall be included in the procurement file.

### 2.2.3 RFP Inquiries

Consultants interested in providing the requested services may download the RFP from eVA or VDOT's Internet Business Center website, or request, by telephone, in writing, or in person, an RFP from the contact person listed in the advertisement.

Consultants choosing to respond to the advertisement may contact the procurement manager, as named in the RFP, to receive additional information. If any other VDOT staff is contacted, they shall refer the consultant to the procurement manager. The procurement manager shall only discuss or give information of a general nature so that no consultant will have a competitive advantage over another.

If any relevant data is available on the project that is necessary in the preparation of consultants' proposals, an opportunity for consultants to visit should be made available after the short listing. Plans and data regarding the project should be placed at one location for the consultant to independently review without input from VDOT personnel. Information should not be provided to one consultant that is not available to all. Usually, such visitations will supplant a formal project showing. However, VDOT must ensure

that each consultant is treated in a uniformly fair manner with equal access to information and agency personnel.

In order to be short listed, a consultant only needs to have a general idea of the type of expertise required for the project. Once short listed, the consultants will be provided with additional project data in order to prepare for their presentations/interviews.

### 2.3 Project Showing

A project showing may be necessary for unusually complex projects. If held, the project showing should occur between advertising and receipt of EOIs. Its purpose is to help individuals and firms understand the requirements fully and to supply more detail where needed. If a project showing is to be held, it should be indicated in the public notices and in the RFP and it should be indicated whether attendance is mandatory or optional. The project showing should be no sooner than ten (10) calendar days after the public notices are published in order to provide time for the consultants to become aware of the showing and to plan to attend. Representatives from all involved divisions should attend the meeting. An attendance sheet of persons attending the meeting will be kept in the project file. If Critical Infrastructure Information/Sensitive Security Information ("CII/SSI") will be available at the project showing or visiting of Critical Infrastructure ("CI") sites will be required, all attendees will be required to sign non-disclosure agreements (see Sections 5.8 and 7.9).

### 2.4 Receipt of EOIs

Public openings of the EOIs are not required. The EOIs sent by consultants in response to an RFP are to be received by ASD, as indicated in the RFP. ASD will date stamp EOIs, record their receipt, and secure them. No acknowledgment of receipt of the EOI will be sent to the consultant. If the EOI is hand delivered to ASD and a receipt is desired, the consultant must furnish their own receipt which will be date/time stamped by ASD. The cutoff time for receipt of EOIs is 4:00 p.m., prevailing local time, on the designated date. ASD will return late submittals to consultants with a letter stating the date and time the submittal was received and that it cannot be considered.

After the closing date, ASD will notify the procurement manager to pick up the EOIs. The procurement manager retains the date stamped set of EOIs for the project file. ASD only date stamps one set of EOIs. ASD will also retain records of when proposals were received and when late proposals were returned to the consultant, when proposals were picked up by the procurement manager or his/her representative and will identify that person.

When picking up the EOIs, the procurement manager shall immediately make certain all the EOIs are for the correct project.

Prior to distributing the EOIs to the Selection Committee members, the procurement manager shall verify any licensing requirements such as registration with State

Corporation Commission, Department of Professional, and Occupational Regulation's, and any other agencies.

If all required information has not been submitted, the procurement manager shall return the EOI to the consultant with a letter of explanation.

# CHAPTER 3

SELECTION  
PROCEDURE



## CHAPTER 3 - SELECTION PROCEDURE

VDOT uses "competitive negotiation" to select consultants. Competitive negotiation is a selection method defined in the VPPA §2.2-4300. VDOT also adheres to the Brooks Act (Public Law 92-582), also known as Qualifications Based Selection. The Brooks Act establishes a qualifications-based selection process, in which contracts for architects/engineers are negotiated on the basis of demonstrated competence and qualification for the type of professional services required at a fair and reasonable price; price quotations are not a consideration in the selection process.

### 3.1 Selection Factors

Many factors must be considered by the Selection Committee in determining the most appropriate and qualified consultant for a particular project. Among these are:

#### *3.1.1 Administrative Requirements*

.1 The firm must be of a high ethical and professional standing and employees in responsible charge in the firm must be registered professional engineers in their state of residence and also registered professional engineers in the Commonwealth of Virginia. The reputation and character of a consultant can best be determined by inquiries with previous clients and other references.

.2 The consultants businesses must also be registered to do business in Virginia. A listing of professional engineers and professional firms in Virginia may be accessed on the Department of Professional and Occupational Regulation's Internet website at ([http://www.dpor.virginia.gov/regulantlookup/selection\\_input.cfm?CFID=2592070&CFTOKEN=74353020](http://www.dpor.virginia.gov/regulantlookup/selection_input.cfm?CFID=2592070&CFTOKEN=74353020)). The State Corporation Commission maintains an Internet website (<http://www.scc.virginia.gov/division/clk/diracc.htm>) on which you may verify a firm's corporate registration.

#### *3.1.2 Team Experience*

All relevant experience must be considered, not just prior VDOT experience. Prior VDOT experience is not a criterion for getting work with VDOT.

.1 Experience of the consultant in performing specific services related to the procurement.

.2 Specialized experience, and design, and technical competence of the firm, joint venture, or association, regarding the types of services required.

.3 Experience of project manager and key staff engineers proposed for the project.

.4 The education, training and experience of the consultant's professional and technical staff with respect to the magnitude and the requirements of the project.

.5 The consultant's firm is adequately staffed and qualified to perform the work under consideration.

.6 The extent of in-house capabilities of the consultant to perform specialized services required by the project.

.1 Each consultant shall be capable of performing all necessary tasks of his assignment with his own organization and associated consultants.

.2 Should the consultant require the use of outside specialized services, such services should be indicated in the EOI.

The consultant may utilize, with prior written consent by VDOT, other firms to perform supplemental specialized services such as aerial and ground surveys, obtaining geologic borings, making exhibits and other work or services.

### *3.1.3 Understanding of Scope*

.1 Consultant's understanding of the project requirements.

.2 Knowledge and productivity in the technical area(s) relevant to the particular engagement. These skills should be derived both from formal education and training and from successful experience in applying the required technical skills on prior similar projects for similar clients.

.3 Evidence that the individuals have already produced solutions and results that are practical, realistic and useful to clients as they apply or relate to the specific needs of VDOT.

.4 The consultant's approach to the planning, organizing and managing a project effort, including communication procedures, approach to problem solving, data gathering methods, evaluation techniques and similar factors.

.5 Sensitivity to community involvement.

.6 Familiarity of the consultant with applicable federal, state and local regulations, criteria, standards and procedures with respect to planning, design and approval of the project.

### *3.1.4 Quality of workmanship and performance of the consultant*

This may be determined by a review of sample plans and documents, previous work, inquiries with previous clients, and review of VDOT's Consultant Performance Reports.

.1 Past performance on contracts with respect to such factors as control of costs, coordination and quality of work, and ability to meet schedules. How will cost and

quality control be implemented and how will different disciplines/firms be coordinated on our project?

.2 Past performance on prior work with the Department. (See Appendix E).

### *3.1.5 Workload*

.1 The workload of the consultant with all clients which may influence project schedules.

.2 Present Workload with VDOT. The volume of ongoing work previously awarded to the firm by VDOT, with the object of effectuating an equitable distribution of contracts among qualified firms and of assuring that the interest of the public in having available a substantial number of qualified firms is protected.

### *3.1.6 Planned DBE/SWaM Involvement*

Level of planned DBE/SWaM utilization, if applicable. (See Appendix D).

### *3.1.7 Organization Capabilities*

.1 Management Ability - Clear responsibility should be vested in one individual, the project manager, for each project that the team handles. The Department must be assured that this person's attention and participation will actually be devoted to the project. This assurance should be documented in the EOI.

.2 Team organization and previous experience working as a team.

.3 Location of where work will be performed. (If relevant to the type of services being provided). If there is sufficient justification for location to be a major factor in the selection process, it must be clearly stated in the RFP that location is a major consideration. The fact that a firm is not located in state or in the project area is not a legitimate reason for not selecting them. There must be a legitimate reason to use this selection criterion, not just personal preference.

.4 Facilities and equipment owned by the consultant, including computer capability, reproduction and communication equipment, laboratory and testing equipment, or other specialized equipment applicable to the project under consideration.

.5 Financial standing of the consultant. This may be determined by requesting a certified financial statement. (FAR Audit)

### *3.1.8 Ability to Meet Time Schedule*

Whether the consultant can complete the work within VDOT's established schedule.

### 3.2 Present Workload Computation

The present workload for a consultant should be computed by including all work the consultant has with VDOT in each of the following disciplines: Professional Engineering, Landscape Architecture, Land Surveying, Architecture, Accounting, Actuarial Services, Law, and any other discipline allowed by law.

Services being provided under term survey and utility designating/locating contracts, inspection contracts, and operation and maintenance contracts will not be counted against preliminary engineering dollar amounts when a firm is submitting on preliminary engineering work.

Only those disciplines listed above and applicable to the scope of services included in the procurement shall be scored. For example, if procuring an engineering service, only count outstanding engineering workload for that firm. The disciplines have been broken into the following categories: A. term survey and utility designating/locating contracts, B. preliminary engineering contracts, C. inspection contracts, and D. operation and maintenance contracts.

Unless there are obvious errors or omissions, the present workload with the Department and contracts currently being negotiated will be accepted as submitted by the consultant in the EOI and are to be entered in ink on the score sheet by each committee member. Pending work, for which the consultant has been selected but no proposal has been submitted, is the greater of the consultant's estimate for performing the services or the Department's planning estimate.

The RFP closing date will be the date of record for the outstanding dollar balance. For short list recheck, the date will be the day of the final short list evaluation approval.

All of the prime's outstanding dollar balances for current and pending contracts (excluding their sub's contract dollar amounts) should be reported under the prime consultant's workload.

All of the proposed subconsultant's outstanding dollar balances for current and pending contracts should be reported under the subconsultant's workload.

For Limited Services Term Contracts, include the total amount of all task orders executed or under negotiation for the current year of the contract.

The outstanding dollar balances of all primes and subs that have been certified by the Department of Minority Business Enterprise ("DMBE") and the Metropolitan Washington Airports Authority ("MWAA") as a DBE/SWaM will not be counted. When DBE/SWaM firms graduate from the program, their workload incurred while a DBE/SWaM will be exempted for the next three years. Any workload obtained after graduating from the program will be counted.

Any firm claiming that some of its current workload has been exempted must submit a letter from the appropriate Chief or the Division Administrator authorizing the exemption. The exemption letters will be retained in the project file. If a firm has changed its name and is still working on VDOT projects acquired under the previous firm name, this workload will be counted as workload for the new firm. If firms merge and create a new firm, all workload acquired under the previous firm names will be counted as workload for the new firm.

See the Present Workload with VDOT's worksheet in the RFP and the Sample of Determination of Present Workload below.

#### SAMPLE OF DETERMINATION OF PRESENT WORKLOAD

Prime consultant has one present Category B professional contract with VDOT.

Amount of contract/Total value of all task orders:		\$1,400,000
Less subconsultant's amount of this contract:		<u>-180,000</u>
	Subtotal	\$1,220,000
Less prime's approved payment as of RFP closing date:		<u>-500,000</u>
	Subtotal	\$720,000
Approved pending supplement:		<u>+25,000</u>
	Prime's Total	<u>\$745,000</u>

Also, the prime consultant has a Category A district survey contract with an upper limit of \$500,000. This is not included in the total because the contract is for services in a different category.

The DBE subconsultant has a Category B professional contract for \$500,000. Since the firm is a certified DBE, none of this workload is counted.

Another subconsultant with the prime, which is not a DBE or SWaM, has a Category B professional contract and has been selected with a different prime on another project.

Outstanding balance including all supplements:		\$87,000
Under contract negotiation with another prime:		<u>+30,000</u>
	Sub's Total	\$117,000
	Prime's Total	<u>+745,000</u>
	Team's Grand Total	<u>\$862,000</u>

### 3.3 Distribution of EOIs

After the project has been advertised, Selection Committee members shall not individually discuss the project in detail with consultants.

The procurement manager or his/her representative will pick up all EOIs from ASD. The procurement manager will submit the EOIs to the Chairperson, who will perform the following:

- Compile a set of EOI's and score sheets for each Selection Committee member.
- Ensure the EOIs are consecutively numbered, and the score sheets have the corresponding number.
- Add the consultant and subconsultant names.
- Retain the date and timed stamped set of EOIs.
- Furnish a copy of the Firm Data Sheet for each team submitting an EOI to the Chairperson of the Consultant Coordinating Committee. This data will be compiled and will be furnished to the federal Department of Transportation upon request.
- Distribution of the EOIs and score sheets to each Selection Committee member.
- After Selection Committee Members have reviewed the names of all consultants and subconsultants they are required to sign the Certification of Non-Conflict of Interest and return it to ASD. If there is any conflict of interest, the committee member will be removed and another member appointed. ASD will assure that this is done and made part of the procurement file.
- Explain the scope of services the consultant has been asked to provide.
- Explain any special consultant requirements.
- When district personnel are on the Selection Committee, the explanation of the scope of services may be provided over the telephone or by email and the EOIs sent by mail.

#### 3.4 Attendees at Selection Committee Meetings

All Selection Committee members shall be VDOT employees. All persons attending Selection Committee meetings are to be reminded that the meetings are confidential and they are not allowed to discuss anything that happens at the meetings with anyone. Violators may be banned from future Selection Committee meetings.

The following are roles and restrictions for attendees not on the Selection Committee:

- ASD Representative

The ASD representative or designee will provide oversight in a non-voting capacity on the Selection Committee and during interviews/technical presentations. Coordination with ASD will need to be made for the ASD representative to attend the short list meeting and interviews/technical presentations.

- Civil Rights Representative

The role of the Civil Rights representative is a non-voting observer of the procurement process and is responsible for performing a compliance review of the procurement. The CRD shall be notified and invited to the short list meeting and interviews/technical presentations. Any concerns of the CRD representative shall be brought to the attention of the Chief Engineer before panel selections are finalized.

- City/County Representative

It is acceptable for a representative in the employment of a city or county to attend the interviews as a non-voting participant for projects in their jurisdiction.

- General Public

There is no requirement that the general public be admitted to Selection Committee meetings and it should not be allowed.

- Supervisors

Supervisors not on the Selection Committee may attend Selection Committee meetings for the purpose of evaluating their personnel in the consultant procurement area. However, they may not provide any comments or input into the selection process or scoring and may not be present after the interviews for the final deliberations and ranking of the consultants.

- Technical Experts

Non-voting technical experts from VDOT may attend the Selection Committee meetings to offer their comments regarding a firm's qualifications in a special field of expertise.

When projects involve many disciplines, there may be non-voting members that assist the committee in evaluating the consultant's capabilities in a particular specialty area.

Persons not on the Selection Committee, other than invited non-voting VDOT technical experts, may not ask questions directly to the consultants. They may submit questions in writing for the Selection Committee to ask. However, these questions must be asked at all of the consultant interviews, not just one.

After the interviews, technical experts may be allowed to offer comments or technical expertise regarding the qualifications of the consultants. Technical experts must attend every interview or they may not make comments regarding any of the firms. Only the Selection Committee members, the Civil Rights and the ASD representative may be present during the final deliberations and ranking of the consultants.

### 3.5 Short List Meeting

The Chairperson will have a Short List Meeting with the Selection Committee Members, Civil Rights representative, and an ASD representative to combine the individual scores and determine the weighted score for each EOI.

The following will take place during the Short List Meeting:

- The ASD representative is required to bring the electronic spreadsheet to the meeting. The meeting should not commence without the electronic spreadsheet.
- Selection Committee members will meet together to compile short list scores. In cases where this is not feasible, such as a district representative having legitimate business reasons that prevent him/her from being able to attend a meeting in the central office, the score sheets and certification of that individual may be faxed to the ASD representative prior to the start of the meeting. The ASD representative will present the absent member's scores at the meeting. The absent member must be available to be contacted by telephone by the Selection Committee during the committee's meeting. This is necessary in case: questions arise regarding the absent members scores, a review of the Consultant Performance Reports reveals low scores, or the consultant's workload is not verified.
- Each EOI shall be independently evaluated, scored in ink, and dated by each Selection Committee member prior to the meeting. If a change must be made to a score, the original score will be lined through in ink and the new score entered and initialed in ink. The committee member should provide comments in writing as to why the change was necessary for procurement records.
- A recheck on present workload computation should be made effective the day the meeting. The Selection Committee, using the Financial Management System II ("FMS II") (Chapter 6) and any other resources within VDOT, will verify the dollar amount of present workload with the Department for the apparent short listed consultants and subconsultants. Only the short listed teams will have their outstanding workload verified. To facilitate this process, the task of workload verification may be performed by support staff with the results and documentation given to the Chairperson for use by all members in scoring.
- VDOT's Internet website should be checked to see if any of the firms has recently been selected for another project. If the present workload has not been reported correctly, the ranking of the EOI's may change. This could result in a team being dropped from the short list and replaced by another. (The committee may elect to verify workload after the review of the Consultant Performance Reports).
- The Selection Committee Members will rank EOI's in accordance with their numerical weighted score. A determination will be made if further data is needed to make the final ranking of consultants.
- The short list will not be finalized until the ASD representative has all original ink certifications and score sheets.

- The scores should be combined, by the ASD representative on an electronic spreadsheet during this meeting.
- The ASD representative will ensure that any changes in scoring are explained, initialed, and dated in ink by the Committee member(s) whose score is changed.
- The Selection Committee Members will determine how many teams are to participate in the interview/technical presentation phase, which is dictated for state and federal funded projects as follows:
  - On State funded projects, the Code of Virginia requires two (2) or more teams.
  - On Federally funded projects, Federal Regulations, Public Law 92-572, requires three (3) or more teams. If fewer than three offerors submit EOI's, the FHWA must be contacted to determine if the services need to be readvertised or if the Department may proceed with less than three offerors.
- If the top scores are relatively close, then more teams may be invited to make presentations.
- Immediately after this meeting, the ASD representative should provide a printed copy of the combined score sheet for each EOI for verification and signature by the Chairperson.
- The Chairperson will submit the verified and signed combined score sheet(s) to the ASD representative for certification and file a copy in the procurement folder. The ASD representative will ensure that a Certification of Consultant Evaluation is signed and dated by each Selection Committee member after proposals are reviewed and scored.
- The ASD representative will certify that all scoring was done properly. The Certification statement will verify that individual scores have been properly transferred to the combined score sheet and that the scores indicated are those of the scorer and not based on outside influence.
- A copy of the individual and combined score sheets, workload documentation, and Certification Statements on all teams will be retained in the project file by the Chairperson and/or Project Manager with the original copy retained by the ASD representative.
- The Certification Regarding Debarment forms of the apparent short listed consultants and subconsultants should be reviewed by using the federal debarment list on the Scheduling and Contract Division's Internet site (<http://www.vdot.virginia.gov/business/const/resources/debarment-list.pdf>). A copy of this list may be printed prior to the meeting. If a consultant or subconsultant has been debarred, the team should be removed from the short list and the reason noted in ink on their scoresheet.
- The Selection Committee will then access the ASD Consultant Performance Report data base and review the reports (see Appendix E) for all prime consultants and subconsultants that are on the apparent short list. Past performance scores for the last three years will be considered. Any scores over three years old which have not been removed from the data base will not be considered. If a firm is new to VDOT or has no performance reports on file, the

committee will check some of the references shown in the EOI and document their finding as part of the file.

### 3.6 Short List Certification and Notification

The Chairperson will prepare a dated short list summary sheet listing all consultants (including subconsultants and identifying DBEs) and their scores in the order they ranked. This summary sheet will be transmitted to the ASD representative by memorandum stating which firms have been selected for an interview/technical presentation. The memorandum will be certified by ASD and returned to the Chairperson.

Once the short list is certified by the ASD representative, the Selection Committee proceeds with the interviews without requiring the approval of anyone else. Division Administrators are not to have any influence on the short list process.

A list of the short listed firms, arranged in alphabetical order, will be posted on VDOT's Internet Business Center website.

Short listed firms that are selected for interviews/technical presentations will be notified by the Chairperson in writing and may be requested to attend a detailed project briefing meeting. This notification letter should include the schedule of their interview/technical presentation. If the project briefing is not held, the notification letter should inform the consultant as to what points the Selection Committee expects to be covered at the interviews/technical presentations.

The Chairperson should coordinate with ASD for a representative to be present at the interviews/technical presentations.

Typical points for consultant interviews/technical presentations are:

- Understanding of the scope of services
- Approach or innovative solutions to the design or problem
- Tentative work elements
- Work sequence and schedules
- Past experience on projects bearing on the subject project or study
- Identification of person in responsible charge of the work
- Projected office workload and staff availability
- Personnel and time schedules
- Location of offices where the work will be done (if relevant)
- Proposed subconsultants, their qualifications and specific work assignments
- Unique qualifications or work methodology
- Track record for bringing in projects on time and within budget
- Quality control
- Team organization and who will perform each work element
- Public involvement capabilities

- Computer software and equipment
- Budget and cost control methods

### 3.7 Project Briefing Meeting

If a project briefing meeting is held, all short listed teams are to attend at the same time and are to be given the same information regarding the project. This ensures that all teams are on an equal footing. The Chairperson will describe the project and explain the services to be provided by the selected team. The Chairperson will have available for review any relevant existing information available to the consultants (geotechnical, road plans, surveys, etc.). Each of the selected teams will be requested to attend a technical presentation/interview which is scheduled at this meeting. The consultants must ask any questions they have at this meeting. After the meeting, no consultant contact with the Selection Committee is allowed.

The project briefing meeting ensures that all short listed teams have a common understanding of the project, clears up any ambiguities, and resolves any concerns the consultants may have with the scope of services or contractual requirements. Representatives from the other divisions involved are requested to attend as necessary. It is not always possible to answer all questions on the spot and a written response will be provided in such cases. Any question answered or any point clarified at a later date will be sent to all firms. This is intended to prevent one firm from learning new information that is not available to the other firms.

On simple projects or where time is critical, project briefing meetings may not be necessary. The required information may be provided to the consultant with their notice of being short listed. In this case, answers to questions raised by any consultant must be answered in writing with a copy sent to all the short listed firms.

### 3.8 Interview/Technical Presentation Phase

The Selection Committee may elect to compile a list of questions or points of discussion for the consultant interviews/technical presentations concerning the project assignment and the firm's qualifications. If used, questions should be solicited from divisions which have work represented and from data contained in the EOIs and Consultant Performance Reports. The Chairperson will receive, combine, and distribute questions for technical interviews, see Appendix G for a list of example questions. The question sheet will be supplied to each Selection Committee member and the ASD representative. Although the complete answers to these questions will not be recorded, notes will be taken by the Selection Committee members during interviews which summarize the answers. A copy of this material will be retained in the project file with the original retained by ASD at the conclusion of the interview.

Coordination will be made for a representative of ASD to attend the presentations. However, if at the last minute, the ASD representative is not able to attend or elects not to attend a presentation, the presentation will proceed and not be rescheduled. The

Division Administrator of ASD shall be contacted prior to proceeding with the presentation in the absence of the ASD representative.

If a Selection Committee member is late or absent for a presentation, the following options will be considered:

- Delay the start of the presentations while attempting to contact the absent member.
- Allow the presentations to proceed with only two committee members, unless the procurement involves multiple disciplines, in which case one of the two present committee members must not be from the division procuring the services. If the committee is composed of more than three (3) members, no more than one member may be absent. (If this option is exercised, and the absent committee member arrives late, that member cannot vote or participate in the selection process for any of the firms. All voting members must be present for all presentations.)
- At the discretion of the Chairperson (or ASD representative in the absence of the Chairperson), cancel the presentation(s) and reschedule at another time.

Consultants usually only have a short time (1-2 weeks) to prepare for their presentations. When the interviews/technical presentations are held, the teams are allowed appropriate time (usually 30-45 minutes) to make a presentation of their qualifications as well as their personnel's qualifications (as given in the EOI), hand out supplemental EOI information, give specific personnel manning assignments, present project concepts, and any comments they feel will be valuable in evaluating their team, including a brief description of their approach to providing the needed services. Consultants should verify their team members. If there have been any personnel changes since the EOI was prepared, this may be taken into consideration in the final ranking. Consultants should bring their subconsultants to interviews so they may present their qualifications and respond to questions. Previously requested points of discussion and pre-compiled questions related to the project will be asked to each team. Furthermore, each committee member may ask additional questions for clarification. The ASD representative will ensure that any impromptu questions are documented along with the responses.

Changes of firms in a consultant's team will not be permitted between submission of the EOI and the final selection. Should this occur, the consultant team will not be selected. This is to ensure fairness to all teams and to ensure that the team being interviewed is the same as the team that was short listed. Changes in personnel to be used on the project may occur. If it does, this information along with new resumes and organizational charts must be submitted at the presentation/interview. The Department should not make recommendations regarding team changes to the consultants.

### 3.9 Final Ranking

After the interview/technical presentations are completed, the Selection Committee will hold a meeting to discuss and rank the teams using narrative statements of strengths

and weaknesses based on the teams EOI, response to questions and interview/technical presentation. This meeting should be held on the same day of the interview/technical presentations, however, it may be held at a date no later than two (2) days after the interview/technical presentations have occurred. The following activities will occur:

During the meeting:

- The Chairperson should ensure a copy of all EOIs is available at the meeting.
- Each Selection Committee should discuss his/her narrative statements of strengths and weaknesses based on firms' EOI and response to questions and interview/technical presentation.
- After discussions regarding strengths and weaknesses of each firm, the Selection Committee should take a vote to determine the ranking order ("Final Ranking"). The Final Ranking shall be based on a majority decision and does not need to be unanimous.
- Once the Final Ranking for selection has been made, it cannot be changed unless approved by the appropriate Chief. The ASD representative must be present during any discussions regarding changing the ranking. If approved by the appropriate Chief, the reasons for any change will be documented thoroughly in writing and signed by all members of the Selection Committee, the ASD representative and the appropriate Chief.

Once the final ranking has been completed, the Project Manager should prepare a combined narrative statement for the Final Selection Approval as set forth in the steps below.

- There will be one combined narrative statement prepared by all members of the Committee.
- Each team's narrative should be on a separate page. This new evaluation will consist of concise statements as to why a team was or was not selected in relationship to the evaluation criteria and the RFP's scope. Items to be considered in preparing the narrative are noted in the RFP.
- The combined narrative statement form will be typed or completed in ink, and reviewed and signed by each committee member and the ASD representative. A copy will be retained in the project file by the Chairperson with the original copy retained by the ASD representative.
- A Certification of Consultant Evaluation will be signed and dated in ink by each Selection Committee member and retained by ASD with a copy in the project file.
- A numerical score sheet will not be used for the Final Ranking.
- The original of all certifications and other documents identified in these procedures should be retained by ASD. This information must be provided to the ASD representative attending the meetings. Copies will also be retained in the procurement manager's file.

### 3.10 Final Selection

For each RFP that is issued, only one top ranked consultant firm can be selected. However, if the RFP allows for multiple awards, multiple firms may be selected in accordance with Section 4.8.

#### *3.10.1 Final Selection Approval*

The Lead Division Administrator is notified of the final selection in writing. The final approval authorization for the selection of a specific firm rests with the Lead Division Administrator. Letters to the Lead Division Administrator for approval of final selections shall have a copy of the narratives and certifications attached (EOIs are not to be attached).

The Lead Division Administrator will notify the Chairperson in writing when the selection is approved.

#### *3.10.2 Final Selection Notification (Notice of Intent to Award)*

Upon approval from the Lead Division Administrator, a Notice of Intent to Award letter confirming the selection is sent by the Chairperson to the consultant that was the top ranked consultant notifying the consultant of the following:

- Items requiring disclosure.
- Invitation to a meeting to further define the scope of the project and is requested to prepare a proposal.
- The prime and all subconsultants are required to submit their FAR audit data required by VDOT auditors within ten (10) work days of the date of the notification letter or the Department will begin negotiating with the next ranked firm.
- The prime and all subconsultants are required to submit their Title VI Evaluation Report Form (T6-2-3-09) within ten (10) work days of the date of the notification letter or the Department may begin negotiating with the next ranked firm.
- Original Insurance Certificate, General, Workman Compensation, and/or Professional Liability.

The selected firm is also notified by telephone, and a date is established to begin negotiations.

All short listed firms that were not selected are notified by the Chairperson, in writing, of the selected firm. A list of the interviewed firms, in order of preference, will be posted on VDOT's Internet Business Center website with the top ranked firm in red text.

Consultants have ten (10) work days to protest VDOT's intent to award the contract from the date of issuance of the Notice of Intent to Award Letter.

### 3.11 Retention of Records

The procurement manager will keep the original date and time stamped EOIs from all Offerors for at least ten (10) work days after the contract has been executed and then dispose of all but those from the firms that were short listed. If a written protest of the announcement of intent to award a contract is received prior to the end of the ten (10) work days, all EOIs will be retained until the protest is resolved. The original date and time stamped EOIs from firms that were short listed will be retained until three (3) years after the contract is completed.

The procurement manager shall keep a copy of all procurement documents in the project file. ASD shall keep the original copies of the scoresheets of individuals and the combined score sheet, certifications of non-conflict of interest, short list certifications, short list approval, final selection certification, final narratives, and final selection approval.

The ASD representative should be advised of any changes that would affect the consultant selection at any point in the process so that proper documentation will be made.

### 3.12 Consultant Debriefings

VDOT's guidelines for debriefings are as follows:

- Only debrief new consultants that made the short list as a prime consultant for the first time if they request it.
- If a short listed consultant requests a copy of the narrative comments from the selection process, a copy of the narrative for that consultant only can be sent to them irrespective of whether or not they are a new consultant.
- If a consultant wants to know their relative standing from the screening process on any solicitation, they can be provided with a list which indicates their relative standing from the screening process without the associated scores.

If the Chairperson debriefs a consultant, the debriefing shall be provided at the earliest possible time following contract award. Debriefings shall be conducted by the Chairperson who will be familiar with the rationale for the selection decision and contract award. It is essential that debriefings be conducted in a fair, objective, and impartial manner. Debriefing information provided to firms must be factual and consistent with the evaluation and may provide suggestions to an offeror for improving future EOIs and/or interviews. While interviewees may be informed of the areas in which their interviews were weak or deficient, point by point comparison with the interviews of other firms shall not be made. Furthermore, debriefings shall not reveal the relative merits or technical standing of competitors. Debriefings will be documented by a summary kept in the file covering salient points and including dates and attendees.

Prior to finalizing negotiations with the selected consultant, consultants submitting EOIs may only have access to information regarding their firm. After negotiations are finalized, all records (except proprietary information) are open to all offerors. After the contract is signed, all records (except proprietary information) are open to the public.

Any additional information requested by consultants would have to be provided if requested through the Freedom of Information Act ("FOIA"), unless the request is for materials that are identified by a consultant as trade secrets or proprietary information, will not be shown to other consultants. The consultant must invoke the protection of Code of Virginia §2.2-4342F, in writing, prior to or upon submission of the data or other materials, and must identify the data or other material to be protected and state the reasons why protection is necessary. The classification of an entire proposal document as proprietary or trade secrets is not acceptable. As stated in Article 3, Section 2.2-4359(D) of the VPPA, a public body is not required to furnish a statement of reasons why a particular proposal was not selected.

# CHAPTER 4

CONTRACT  
NEGOTIATION



## CHAPTER 4 - CONTRACT NEGOTIATION

### 4.1 General

Virginia law requires state agencies using professional services to acquire the services of consultants by competitive negotiation. The process mandated by the VPPA requires a competitive selection of the consultants based on qualifications, followed by a negotiation process to establish a fee for the desired services. The objective of the total consultant professional services acquisition process is the selection of a well qualified firm at a fee which is fair, competitive, and reasonable to both the state agency and the consultant. Negotiations should be conducted in good faith, recognizing that compromise by both parties may be required in some cases to achieve an equitable contract.

The negotiation portion of the consultant acquisition process consists of establishing agreement between VDOT and the consultant on the following major points:

- Objectives of the project
- Scope of services to be performed
- Schedule requirements and milestones
- Work effort required (both quantity and level of personnel required)
- Distribution of work among levels of personnel
- Delineation of work to be provided by consultant, subconsultants and the Department
- Cost of services
  - Wage rates, overtime, etc. (or billing rates for some services)
  - Direct expenses and subconsultant costs
- Net fee
- Method of compensation and other contract variables
- Quality control requirements
- Required deliverables

### 4.2 Scope of Services Meeting and Invitation to Submit Proposal

After receipt of approval from the Lead Division Administrator of the consultant selection and prior to actual negotiation of a contract, a pre-proposal scoping meeting (Scope of Services Meeting) should be arranged with the top ranked consultant to review all matters pertaining to the scope, schedule, character, complexity, and method of compensation for the proposed services.

The Scope of Services Meeting serves as a general orientation for the consultant in its prospective work with VDOT; and to discuss the consultant's submittal of a comprehensive fee proposal. It is essential that VDOT and the consultant reach a thorough understanding of the scope of services to be provided prior to the consultant preparing their fee proposal. In order to do this, the proposed scope of services and what is anticipated in each major sub-part of the services, and the individual tasks that will accomplish the scope of services must be defined.

Prior to the meeting, the Project Manager should become thoroughly familiar with the data, plans and other supporting information upon which the proposed services are to be based. A checklist, available at <http://insidevdot/sites/ConsultantProcurementProgram/default.aspx>, for presenting proposed work to the consultants should be used to prepare for the meeting and serves as a checklist to follow during the meeting. The checklist covers administrative items, the scope of services, proposal format, the Memorandum of Agreement (“MOA”), materials furnished to the consultant, monitoring of the work, and information required by External and Construction Audit (“E&CA”) Division. A copy of the completed checklist is to be included in the project file.

Representatives of other divisions involved should attend the meeting to present their elements of the scope of services.

The following items and information are provided by VDOT to the consultant at the meeting:

- Available relevant project data (i.e. project description that accurately defines the limits of the work, major work elements, plans, studies, specifications, standards, office practice, survey, survey control, situation plans, geological borings, aerial photographs, mapping, sample existing plans, examples of project deliverables, inspection reports, etc.).
- All relevant VDOT manuals, memoranda, specifications, etc (or the location of where these references may be found on VDOT’s Website).
- Draft copy of MOA prepared for the specific contract.
- If the services involve the relocation of consultant personnel on a long term basis where it is beneficial to VDOT to pay relocation expenses rather than a daily per diem rate, such as resident field engineers or inspectors, furnish the consultant the Guidelines for Consultant Moving and Relocation Reimbursement.
- Overhead for the subject services should be discussed and the consultant advised that VDOT policy requires a pre-award audit evaluation to be made of all firms. As a part of the audit, E&CA Division will determine what the firm's overhead additive rate should be. This will be based on the FAR. The procurement manager will send an Advance Notice of Pre-Award Audit Evaluation letter to E&CA Division stating that the consultant(s) have been selected and will be submitting FAR audit data.

#### 4.3 VDOT's Fee Estimate

Before receipt of the consultant's fee proposal, VDOT shall prepare its own comprehensive independent estimate of the man-hours and costs associated with the consultant providing the services. Information received from the other involved Divisions shall be included in this overall estimate. The estimate prepared by the Project Manager will be used as comparative data during the evaluation of the proposal and the ultimate negotiations with the selected consultant firm. Consideration shall be given to the nature of the services to be rendered, the scope, complexity, and the nature of the project.

VDOT's independent fee estimate shall be revised as required during negotiations to reflect clarifications and changes to the scope of services to be performed by the consultant.

The Project Manager may require assistance during preparation of the estimate. Sources for this assistance are the personnel familiar with the preparation of man-hour and cost estimates, man-hour graphs and data maintained by the divisions, historical consultant fee proposal data, and input from other divisions regarding their work must be obtained.

The estimate will include:

- Manhours to perform each task and subtask identified in the Scope of Services
- Distribution of the manhours to the various employee classes required for the project
- Direct expenses required for the project
- Services provided by subconsultants or vendors
- Number of alternate designs or locations to be evaluated
- Level of detail required
- Numbers and types of meetings to be attended (citizen information meeting, public hearing, public workshop, elected officials, local staff, etc.)
- Numbers of reports and/or presentations required
- Schedule for project services

Most of VDOT's contracts use the Cost Plus Net Fee compensation method. However, Lump Sum may be used on projects with clearly defined scopes of work. Fixed Billable Rates are used on Limited Services Term Contracts. See Section 5.2 for additional information regarding types of contracts and Section 5.3 for types of compensation.

#### 4.4 Consultant's Fee Proposal

The Project Manager will request the selected consultant firm to submit its proposal in the proper format, including subconsultants' proposals, with supporting cost or pricing data. Insurance certifications, listed in Section 3.10.2, should be submitted at the same time as the fee proposal. Fee proposals on federally funded projects are not to be furnished to the FHWA. However, the Scope of Services on FHWA oversight projects will be furnished to the FHWA as set forth in Section 1.2.

The fee proposal must contain sufficient information to support the basis for the costs contained in it and must contain a certification that the costs were proposed in a manner consistent with the requirements of the consultant's accounting system, specifically stating that costs proposed as direct expenses are not included in their overhead. The certification should be signed by the consultant's comptroller, Chief Financial Officer ("CFO"), accountant, or other appropriate person who is knowledgeable of the consultant's normal accounting requirements and with such legal authority.

The consultant should be advised of the following:

- Type of compensation (lump sum, cost plus net fee, fixed billable rate, or other) to use and why.
- The importance of a complete breakdown of all elements of the proposal by individual tasks, stages and alternates (where applicable) should be stressed. Divisions should have a standard Fee Proposal Spreadsheet for the consultant and subconsultants to use.
- Lump Sum fee proposals should be broken down in the same manner as cost plus net fee except that no contingency is allowed. While it is understood that with a lump sum proposal, the total fee is the only negotiable element, the other elements are requested only to aid in the evaluation of the total fee.
- Proposal should contain supporting Data, such as:
  - Description of the scope of the work
  - Proposed schedule
  - Man-hours required for each task, stage or element, by each category of personnel
  - Average hourly rates for each category of personnel with payroll register or similar supporting documentation. (Rates are established using all employees in that classification).
  - Estimated direct costs
  - Subconsultant costs
  - Payroll burden and overhead rates audited in accordance with FAR. Rates should be for a period not older than one year prior to the most recent fiscal year.
  - Total number of contract drawings anticipated to be required for each individual set of plans
  - Proposed project or bridge layout sketches
  - Supporting data for computer/CADD rates
  - Summary of planned SWaM or DBE participation
- Insurance requirements:
  - The consultant is required to carry adequate professional liability insurance throughout the life of the contract and to provide a certificate from the insurance carrier that such a policy is in affect.
  - VDOT will be listed as the certificate holder on the certificate. Insurance Certificates are maintained in the project file and should be updated annually by the consultant. Stipulated insurance shall be obtained prior to commencing work and shall be maintained during the entire term of the contract. Further, the consultant certifies that it will maintain the required insurance coverage's during the entire term of the contract.
  - Since VDOT's contract is with the prime consultant, VDOT does not require subconsultants to have insurance except for worker's compensation insurance. However, it is highly recommended that the prime consultant, to avoid liability, not contract with any subconsultant that does not carry insurance.
  - The amount of professional liability insurance that should be carried by a consultant is based on their firm size and exposure to risk and is a function of

- the complexity and total number of projects or work assignments. An amount should not be specified for the consultant to carry, but the consultant should propose the amount and conditions of the coverage. The amount is reviewed and the consultant advised of its acceptability or insufficiency.
- The consultant coverage for Architecture and Professional Engineering services should usually not be less than \$2 million per occurrence, \$6 million aggregate, but should not be less than the greater of 5% of the estimated construction cost of all VDOT projects which the consultant has under contract or \$1,000,000.
  - The amount of any deductible should not be over an amount which can be covered by the firm's funds on hand or readily available.
  - The consultant will be required to have Worker's Compensation, Employers Liability, Commercial General Liability, and Automobile Liability insurance coverage. Worker's Compensation shall be a Standard Virginia Worker's Compensation Policy with an insurer authorized to transact the business of worker's compensation insurance in the Commonwealth of Virginia with statutory requirements and benefits. Employers Liability shall be for a minimum of \$100,000. Commercial General Liability shall be for a minimum of \$500,000 combined single limit coverage. Automobile Liability shall be for a minimum of \$500,000 combined single limit for bodily injury and property damage per occurrence.
  - The limits mentioned above are minimums and may be increased. The Department of Treasury, Division of Risk Management (804-786-3152), should be contacted when other types of coverage may be required or when in doubt as to the need for other limits.

#### 4.5 Title VI Evaluation Report

The prime and all subconsultants are required to submit their Title VI Evaluation Report Form (T6-2-3-09) within ten (10) work days of the date of the notification letter or VDOT may begin negotiating with the next ranked firm upon receiving approval from CRD. CRD will make its determination for approval or disapproval within three (3) days from submittal. In the event of a finding of non-compliance, the Project Manager may seek resolution with the consultant with the assistance of the CRD. If resolution is not reached, VDOT will go to the next ranked firm to negotiate the contract.

The report is only required when the contract amount equals or exceeds \$10,000. If the firm(s) have a current Title VI Evaluation Report on file with VDOT and it will not expire prior to a contract being executed, then a new report is not required. A copy of the completed Title VI Evaluation Report (T6-2-3-09) will be forwarded to the CRD for review and written approval. Title VI Evaluation Report Forms are maintained in the project file and should be updated annually by the consultant, as set forth in Section 7.4.

## 4.6 Fee Proposal Evaluation

When the consultant's fee proposal is received, the Project Manager will distribute a copy of the fee proposal to each involved division for their review and comment, with a letter requesting that their comments be returned by a certain date, usually within seven to ten work days.

Fee Proposal evaluation is the process of comparing the proposed fee with that of previous projects and that of VDOT's independent estimate for the project.

Any cost, except overhead rate, may be negotiated. These costs include net fee, individual salaries, non-salary direct costs, etc. which are considered to be too high.

The mathematical accuracy of the fee proposal should be reviewed as well as the supporting data to determine if it adequately supports the costs contained in the fee proposal. Any errors, deficiencies, omissions, etc., noted during the review should be immediately brought to the attention of the consultant, and corrective data requested.

The fee proposal is analyzed and evaluated using VDOT's estimate and resources from Section 4.3 to arrive at a position for negotiation or approval. It is important that written documentation outlining the points evaluated and the conclusions drawn be a part of the correspondence file.

The fee proposal is evaluated to determine if it is reasonable and satisfactory using the following criteria as basis for the evaluation:

- Time limits, conditions, scope and description of the services are checked to see that they are correct and satisfactory.
- Compare with fee data of consultants who have previously performed services for VDOT of a similar nature and complexity.
- Comparison of the number of hours the consultant proposes are needed by each personnel category to perform each operation with those normally needed by VDOT personnel to do similar work.
- Comparison with VDOT data curves comparing manhours required for similar services and with WPS data.

### *4.6.1 Contingency*

Since the scope of services may not be totally defined on a cost plus net fee contract, a contingency is usually used on those contracts. This allows for minor changes in the scope of services without a supplemental agreement being prepared. Contingency also provides for adjustment in the overhead rate at the time of final audit. The project manager should review the scope and the cost of additional work including the current stage of project development in determining the use of contingency. Contingency is not used in establishing a lump sum contract. The contingency rate usually will be 5%. Some types of construction services work may warrant the use of a larger contingency.

The scope of construction services work is difficult to define and is dependent on the contractor's schedule. When a project is under construction, VDOT cannot stop a contractor from building a project while a supplemental agreement is negotiated with the consultant. Contingency is calculated on the fee base (Direct Labor + Payroll Burden + Overhead) and non-salary direct cost. Subconsultant contingency is included in its proposal and the prime gets no contingency on the subconsultant's services. Contingency shall not be used by the Prime consultant or subconsultant without written permission from VDOT.

#### *4.6.2 Wage Rates (Direct Salary Cost)*

The average wage rates for each class of employee shall be based on all personnel in a particular employee classification in the offices where the work will be performed. The consultant shall submit actual payroll registers information which identifies employees within the classes and their respective wage rates and an explanation of how the average wage rate was computed. A responsible company official must certify that the rates are actual rates on that particular date. An analysis of the proposed salary or billing rates should be performed by E&CA Division to insure that they are in line with prevailing rates for the class of personnel. Rates may be negotiated for either individual employees or as averages for employee classifications.

Principals, partners, associates, CEO's, and similar titles are considered to be administrative and/or management functions whose costs have been included in the overhead markup of the rates for technical categories and shall not be listed separately. If a principal, etc., chooses to perform technical services on the project, they will bill at the comparable rate to the technical activity or function being performed. This will be at the highest technical rate of personnel in the classification providing the same service or function on all but fixed billable rate contracts. On fixed billable rate contracts, a principal, etc., must use the hourly rate established for the classification without his rate being used in establishing the hourly rate. A principal of a firm may perform the function of a project manager, especially in a small firm. In larger firms, a principal, associate or similar titled person may be assigned this responsibility. Regardless of title, this function is the same and the rate should be comparable to project managers of other firms in Virginia.

Time limits or time to complete the work should be a matter proposed by the consultant using regular, not premium time (overtime). Consultants who choose to work overtime without written permission from VDOT will be reimbursed on a straight time basis.

#### *4.6.3 Overhead Rates*

The allowable overhead rates are determined by pre-award audit evaluation by E&CA Division using FAR audit guidelines. If the consultant and subconsultants have FAR overhead rates which have been approved by E&CA Division within the last year, they are to check with E&CA Division to see if it is acceptable to use those rates. Otherwise, a recent FAR audit, audited in compliance with cost principles contained in the FAR of Part 31 of Title 48, Code of Federal Regulations, must be submitted by the consultant

and all subconsultants within ten (10) work days of being notified of selection. The overhead audit shall be performed by an independent Certified Public Accountant, an agency of the federal government, another state transportation agency or similar independent audit organization. The audit shall be subject to approval by VDOT's E&CA Division. FAR audits are not required on subconsultants whose fees are estimated to be less than \$50,000. If the subconsultant's actual fee proposal is equal to or greater than \$50,000, a FAR audit must be submitted with the fee proposal. VDOT's policy is that overhead rates are not negotiated. The consultant's actual approved overhead rate should be used. Overhead is not allowed on direct expenses nor subconsultant expenses.

The costs for in-house produced consultant services, including printing and copying, which are charged directly to projects, must not be included in overhead and must be consistently charged to all clients.

#### *4.6.4 Field Office*

VDOT generally requires its consultants to perform contracted services from their established home or branch offices; however, on special projects, the consultant may be required to establish a field office at or near the job site. A field office is defined as any office which the consultant/contractor specifically establishes or has furnished to him at or near the project site to be used exclusively for project purposes. The office may be a trailer, building, room or series of rooms established for the consultant personnel. Neither the number of personnel nor their mix by employee classification shall have any bearing on this definition. The establishment of the field office, its manpower staffing and its operational costs will be determined by project needs, economy and efficiency, and negotiated with the consultant. In most cases, the field office operations and staffing will be held to a minimum and the consultant's home or branch office will be expected to provide essential support services. The allowability of costs will be determined in accordance with criteria contained in the Code of Federal Regulations, Titles 23, 48 and 49 and other applicable Federal and State regulations. The decision on whether a cost should be allowed as a direct or indirect cost depends largely on the consultant's normal and customary practices for estimating and accounting. These practices should be outlined in the consultant's annual overhead audit and should be followed during contract pricing and negotiations.

If the proposed services require the establishment of a field office or if the consultant employees will work out of a VDOT provided office (such as Construction Engineering Inspection services), a separate audited field overhead rate must be submitted. If no audited field overhead rate is available, an overhead rate (overhead plus payroll burden) of 75% will be used.

#### *4.6.5 Facility Cost of Capital*

VDOT allows facilities cost of capital for firms owning their own offices. However, it must not be included in the fee base when determining the net fee. These costs are determined by FAR audit and reviewed by the E&CA Division.

#### *4.6.6 Travel Allowances and Meal & Incidental Expense Rates (Direct Non-Salary Cost)*

The State employee travel allowance is used for project related consultant travel, in accordance with the rates specified in the current State Travel Policy. (<http://insidevdot/C11/Policies/Document%20Library/Accounting/FD-4%20Travel%20Policy%20July%202006.doc>). Upon request, consultants may receive a copy of VDOT's current travel policy from the Project Manager. Vehicle allowances should be based on the most economical vehicle class meeting the needs of the project. Parking fees and tolls are reimbursable. Public transportation must be for tourist or coach class accommodations.

The allowable lodging and meal and incidental expense rates to be used should not exceed the rates allowed by Fiscal Division for VDOT employees. Use the rate the consultant proposes unless it exceeds the amount allowable for VDOT employees. Trips that do not involve an overnight stay should not be shown as a full days per diem in the proposal. For a day trip without lodging, no reimbursement will be paid for meals.

VDOT does not pay for consultants to relocate personnel to a Virginia office in order to perform work in a Virginia office. If a consultant is required to furnish on a long term basis a full time Resident Engineer or construction inspectors during the construction of VDOT's project, relocation expenses will be reimbursed in accordance with the Office of the Comptroller's "Moving and Relocation Policies and Procedures." ([http://www.doa.virginia.gov/Admin\\_Services/CAPP/CAPP\\_Topics/20345.pdf](http://www.doa.virginia.gov/Admin_Services/CAPP/CAPP_Topics/20345.pdf)).

#### *4.6.7 Direct Expenses (Direct Non-Salary Cost)*

Sufficient documentation must be provided with the fee proposal to support the basis for all proposed direct expenses. For goods and services, other than professional services, written or telephone quote from a minimum of one (1) DMBE-certified small business, if available, is acceptable as a support for the proposed prices for acquisitions up to \$5,000. Telephone (verbal) quotes are acceptable, if adequate supporting documentation (name and telephone number of the person furnishing the price quote) is provided. The acquisition of any individual item or service costing more than \$5,000, but no more than \$50,000, shall be supported by at least four (4) written quotes from DMBE-certified small businesses, if available. When an acquisition of any individual item or service is expected to exceed \$50,000, competitive sealed bidding or competitive negotiation shall be used. Solicit from a minimum of six (6) valid sources, including a minimum of four (4) DMBE-certified small businesses, if available. Public advertisement is required. See Chapter 9 of this manual for additional information.

Consultants (geotechnical, aerial photography, testing labs, etc.) which normally work on a unit price basis probably cannot provide support for their unit prices for laboratory tests, drilling, flights, etc.; however, they should provide a copy of their standard fee schedule and shall attest that the fees contained thereon are their normal fees for such services.

Normally, consultants are expected to have the necessary equipment, software, computers and tools of the trade to accomplish the services they have been selected to provide. In order for the cost of a non-salary direct cost to be directly billable to a VDOT project, the item must be consumed by the project. Non-consumable items include, but are not limited to, fax machines, computers, software, books, refrigerators, copy machines, beepers, helmets, tape measures and fire extinguishers. Since VDOT has no overhead rate limitations, and the consultant firm may use non-consumable items on other projects that provide no benefit to VDOT, costs of these type items should be recovered in the consultant's overhead.

If a consultant proposes to purchase or lease computer hardware and/or software for use on a project, the proposal must be reviewed by Information Technology Application Division ("ITAD"). If the proposal is acceptable, ITAD will sign the MOA. In this case, include a place for ITAD's signature in the MOA. ITAD will determine any involvement which the Virginia Information Technology Agency ("VITA") may have. The purchase or lease of any hardware and/or software, which a consultant should normally possess to perform the required services, generally will not be allowed.

Consultants must submit documentation to support how their computer rates are calculated. The method of charging CADD costs to VDOT projects is optional with the individual consultant. The costs may be charged as direct or indirect, depending on the consultant's normal accounting practices. However, consistency in charging the costs is required. CADD charges may be billed on an hourly rate, not to exceed the rate set by E&CA Division, as long as the consultant bills every client this way. If the consultant elects to charge CADD costs as direct, their accounting and estimating systems must support this method. The methodology for determining the rates as well as the billing rates must be approved as part of the consultant's independent annual overhead audit. If all clients are not billed on an hourly rate, then CADD charges must be included in their overheads. Regardless of whether CADD is treated as direct or indirect costs, the consultant's accounting system must support the practice. Cost estimates or fee proposals must be prepared in a manner consistent with the consultant's accounting system.

#### *4.6.8 Escalation Rate*

For multi-year contracts, consultants may be allowed escalation of their direct salaries to allow for inflationary increases. For Limited Services Term Contracts, a separate rate for each year of the contract should be established. Consultants must submit certified documentation to support how their salary escalation rates are calculated and to show they are consistent with past increases given to employees. The escalation may not exceed the rate of three percent per year as set by E&CA Division. During the first year of a multi-year contract, half of the annual escalation rate may be allowed.

For Limited Services Term Contracts, a method should be included in the contract to provide for escalation if the completion of providing the services extends past the term of the contract.

For Cost plus Net Fee contracts, the consultant may be paid an escalation on direct salaries at the established rate for the work performed in consecutive or subsequent years beyond agreed upon schedule. However, if the project is suspended or placed on hold for an extended time period (i.e. more than three years) the consultant will be required to submit current FAR audited rate and salary schedule for VDOT's review and approval prior to beginning or restarting the work.

#### *4.6.9 Management of Sub-Consultants*

Prime consultant administrative or management add-on costs for the managing of subconsultants, in addition to the overhead, labor, and fixed net fee which are a normal part of the contract, are not allowed. These administrative costs, or whatever they are proposed under, are costs which the consultant is already being reimbursed for through his overhead and net fee portion of the contract. When VDOT enters into a contract with a consultant, we agree to pay the consultant for his labor, administrative overhead (which includes the operation cost of the consultant's home, branch, or field offices) plus a net fee on his labor and overhead costs. In addition, VDOT also reimburses the consultant for any out of pocket expenses on a dollar for dollar basis. These additional expenses include subconsultants. If VDOT allowed the consultant to include an additional administrative add-on for the handling of subconsultants, we would actually be allowing the consultant to bill us twice for what we are already paying him for in our reimbursement for labor, overhead, and net fee. The same personnel who process the subconsultant's paper work for the prime consultant are either being directly reimbursed as part of the direct labor, or their salary and expense cost are part of the prime consultant's overhead. Any additional administrative add-ons contained in a contract over and above the overhead, net fee, and facilities capital cost of money is not allowed.

#### *4.6.10 eVA*

The eVA one-time transaction fee may be included in the consultant's fee proposal. There is no transaction fee on supplemental agreements.

#### 4.7 Net Fee

Net fee is the dollar amount established by negotiation to cover the consultant's profit, miscellaneous expenses, and other factors that may be considered under the applicable regulations that are not paid for otherwise. Net fee is intended to compensate the consultant for those normal business expenses which are excluded from allowable overhead by Federal Regulation as well as provide the consultant with a reasonable profit. Since cost plus a percentage of the cost contracts are prohibited, the expression of the net fee as a percentage of consultant costs should be used by VDOT only as a test of the prudence of the net fee proposal and not as a substitute for negotiation.

VDOT has established that the net fee shall vary from 8% to 12% of the direct labor plus loaded labor with the actual FAR overhead rate used, but the overhead rate shall not exceed 156% in determining the net fee. The contingency shall be included in the net

fee determination. See Appendix F. The establishment of net fee shall be project specific. The determination of the amount of net fee shall take into account the size, complexity, duration, and degree of risk involved in the work. Net fee is based on the overall scope of services and not on the particular part to be performed by the prime or subconsultant. The following factors should be used as a guide for determining the maximum allowable net fee on a project with the actual net fee being a negotiated amount:

1. Complexity/Relative Difficulty of Work – the extent to which the consultant applies his engineering knowledge, experience, technical skills, and independent judgment as listed below from the simplest to the most complex with the more complex/difficult services receiving the larger net fee percentages.

Projects or structures of simplest, utilitarian character which are without complication of design or detail and require a minimum of detail, design or effort.

Projects or structures of conventional character and detail, requiring normal detail, design or effort.

Projects or structures of moderate complexity requiring a moderate amount of detail, design or effort.

Projects or structures of exceptional character and complexity requiring comparatively large amounts of detail, design or effort.

Monumental projects or structures requiring precise detailing, consummate design skills or extraordinary effort.

2. Size of Job - the larger the contract maximum compensation, the smaller the net fee percentage. Agreements for less than \$1,000,000 may be weighted the same using the larger net fee percentage. Agreements for more than \$5,000,000 may be weighted the same using the smaller net fee percentage. In between these values, the net fee percentage may be proportionally weighted.
3. Duration/Period of Performance - the longer the contract duration, the larger the net fee percentage. Contracts over 23 months are to be weighted the same with the larger net fee percentage. Contracts of 6 months or less are to be weighted the same with the smaller net fee percentage. In between these times, the net fee percentage may be proportionally weighted.
4. Degree of Cost Risk Assumed by the Consultant - where work involves no risk or the degree of risk is very small, the weighting should be low; as the degree of risk increases, the weighting should be increased. Cost plus net fee contracts generally have a lower risk than lump sum contracts. Construction Engineering Inspection contracts generally involve less risk. Other things to be considered: the portion of the services to be done by subconsultants (the more services provided by the

consultant, the lower the factor), nature of the services, where the services are to be performed, low overhead costs, reasonableness of negotiated costs, etc.

One person in each division should be responsible for determining proposed net fee prior to beginning negotiations so that uniformity will exist in the division. Each factor should be evaluated in the 8% to 12% range and a combined average determined. Different weights may be applied to the net fee factors. This will ensure consideration of the relative value of the appropriate factors in the establishment of the net fee. Because of the differences in the types of services among the different divisions, the determination of net fee is the Lead Division's responsibility.

VDOT allows facilities cost of capital for firms owning their own offices. However, it must not be included in the fee base when determining the net fee. These costs are determined by FAR audit and reviewed by the E&CA Division.

Written documentation of how the net fee is determined shall be kept in the project file.

Net fee is not allowed on non-salary direct expenses. A prime consultant may not apply a net fee on a subconsultant's expenses.

For services performed in accordance with the provisions of a cost plus net fee agreement, VDOT agrees to pay the consultant its actual cost, as defined in the agreement, plus the net fee stated in the agreement. The net fee remains fixed regardless of differences between the estimated and actual costs to the consultant except as otherwise stipulated in the agreement or modified by a supplemental agreement.

See Chapter 8 regarding net fee on supplemental agreements.

#### 4.8 Negotiations

The purpose of the negotiations is to negotiate a contract that is acceptable to both parties, using VDOT's estimate and the consultant's proposal, within VDOT's policies. During the entire negotiation process, a written record should be kept in the project file of all the issues raised and their resolution. It is also necessary to document how pre-award audit issues are handled.

Each multiple award contract will be negotiated and awarded sequentially following the same procedures set forth below. For example, VDOT will initiate the negotiations with the highest ranked firm. VDOT will enter into negotiations with the next firm in the ranking order only after contract is awarded to the highest ranking firm, or in case of failure to reach a fair, reasonable and mutually satisfactory contract. The same process will continue until the anticipated awards are made.

Once the proposal is received and evaluated in accordance with Sections 4.6 and 4.7, a meeting is scheduled between VDOT and the consultant, to discuss man-hours and fee

proposal cost. The Project Manager should prepare an agenda in advance of the meeting.

During the negotiations, the project requirements will be discussed in detail with the selected firm. Revisions of the proposal and supporting cost or pricing data may be made as required during negotiations to reflect changes in or clarification of the scope of the work to be performed by the consultant or findings derived from pre-award audits. Changes in the scope to clarify the intent or better define the lines of responsibility will be considered. The objective of both parties will be to efficiently provide a quality project.

VDOT shall conduct negotiations on the scope of services and professional compensation initially with the top ranked firm. Only one consultant may be negotiated with at any one time. If a fair, reasonable and mutually satisfactory contract cannot be negotiated with that firm, VDOT shall formally terminate the negotiations and notify the firm in writing. Negotiations then shall be initiated with the second-ranked firm and this procedure shall be continued until a fair, reasonable and mutually satisfactory contract has been negotiated. Once negotiations are terminated with a firm, VDOT may not enter into further negotiations with the firm at a later date. In most cases, an agreement will be reached with the first consultant; however, on infrequent occasions it may be necessary to go to another firm. If an agreement cannot be reached with any of the firm's that were interviewed, the Lead Division Administrator will decide whether to interview additional firms that submitted an EOI or to re-advertise the project.

If deadlocks occur during negotiations, the consultant firm's management may request a meeting with the Lead Division Administrator to determine if the issues may be resolved prior to negotiations be terminated. The Lead Division Administrator will make all final decisions regarding negotiations.

Upon reaching an equitable solution, the fee proposal is revised and compiled for approval. The agreed upon proposal is furnished to E&CA Division enabling the pre-award audit evaluation to be finalized. Under normal circumstances, pre-award audits are completed within thirty (30) calendar days from the date all required documentation is received from the consultant.

Minutes of the meeting are to be kept to document the file regarding negotiations. Results of the negotiation may be reflected immediately in the proposal or the consultant may elect to study the matter and respond by letter or by submitting a revised proposal.

#### 4.9 Pre-Award Audit Evaluation

As soon as an agreement is reached and manhours and direct costs are finalized in the consultant's revised fee proposal, it is sent to E&CA Division with a request for a Pre-Award Audit Evaluation. The E&CA Manager shall make a pre-award audit evaluation of all proposed agreements to determine if the provisions of the proposed agreement are in compliance with State and Federal regulations. The pre-award audit should, to the

fullest extent possible, determine the financial capability of the firm, the adequacy of the organization's accounting system, propriety of overhead, labor additives, etc. Although it is the responsibility of the Division Administrator to evaluate reasonableness of costs, it is the responsibility of the E&CA Manager to identify elements of costs which are unresolved (i.e. have no basis for the proposed cost) or unallowable. This is accomplished as follows:

- Determine that the Accounting System provides:
  - The ability to record and report financial data in accordance with generally accepted accounting principles and the Code of Federal Regulations, Title 48, FAR, Chapter 1, Part 31 and these Guidelines.
  - The ability to accumulate and segregate reasonable, allowable and allocable costs through the use of a cost accounting system.
  - A system of record keeping to ensure the costs billed to State will be supported by adequate documentation and will be in compliance with the terms of the contract and applicable Federal and State regulations.
  - Procedures to retain accounting records and source documentation as required by the terms of the contract.
  - A system of internal control which provides reasonable assurance that assets are protected; financial data records and statements are reliable; and errors and irregularities are promptly discovered, reported and corrected.

- Direct Labor

Verify labor rates used in the cost proposal match current payroll records. Escalation of salaries at one half of the allowable rate set by E&CA Division will be allowed for the first year of the contract and the full rate for each subsequent year. No allowance will be made for when, during the year, the consultant actually gives salary increases.

- Payroll Burden and Overhead Rates

Determine that the payroll burden and overhead rates utilized in the cost proposal are representative of actual costs of the consultant, less any non-allowable cost items in accordance with the Code of Federal Regulations Title 48, FAR, Chapter 1, Part 31.2 and Attachment C of the VDOT standard MOA. An Internal Control Statement shall accompany the FAR audit prepared by the independent CPA firm.

- Non-Salary Direct Cost

Determine that the non-salary direct costs (i.e.; travel expenses, reproduction, computer rental rate, etc.) proposed are reasonable and necessary for the performance of the contract. CADD and PC rates shall be audited by the consultant's CPA firm and shall not exceed the hourly rate set by E&CA Division.

- Net Fee

Determine that the net fee utilized in the cost proposal is reasonable and within VDOT guidelines. This should be the net fee of the prime consultant and the subconsultant net fees included in their separate fee proposals.

- Contingency

Determine that the contingency utilized in the cost proposal is reasonable and computed properly. Contingency is normally 5% of the loaded labor and direct expenses. The contingency on a subconsultants work is included in the subconsultants fee proposal.

- Total Maximum Compensation

Determine that it includes the total of all costs, net fee, and contingency.

- Agreement

Verify that the net fee, actual costs, and total maximum compensation are carried correctly from the cost proposal to the agreement. The contract amounts should be rounded to whole dollars with no cents.

When the pre-award evaluation is completed, a pre-award letter is sent to the contracting officer detailing the findings. The consultant may be required to furnish additional information for review for unresolved project costs. Final adjustments are made to the fee proposal to include the results of the audit.

Pre-Award Audit Evaluations are not required to be furnished to the FHWA on any project. The final Scope of Services is furnished to the FHWA on FHWA oversight projects.

# CHAPTER 5

MEMORANDUM  
OF  
AGREEMENT



## CHAPTER 5 – MEMORANDUM OF AGREEMENT

### 5.1 General

Once a negotiations are finalized, the Project Manager will draft a MOA, using the template MOA located at <http://insidevdot/sites/ConsultantProcurementProgram/default.aspx>. The template MOA is essentially a sample contract, broadly drafted to encompass a variety of projects and situations. The Project Manager selects those portions of the standard MOA that apply to the current contract and deletes any sections that are not pertinent to the current contract. Standard sections applicable to all MOAs (MOA Attachment A) shall not be deleted or modified.

### 5.2 Types of Contracts

#### *5.2.1 Multi-Phase Contracts*

Unless the MOA for multi-phase professional service contracts include provisions for a future phase, with the fee to be negotiated at a later date, all future phases are considered as a new project. VDOT is not obligated to use the same consultant for all phases of a project. To continue with a consultant, who has completed a previous phase of the project, will depend upon:

- Satisfactory performance by the consultant of the previous work or services.
- A decision by VDOT that it is in the public's best interest to proceed with the consultant for subsequent work or service.
- Negotiation of a mutually satisfactory MOA for the subsequent phase(s).

#### *5.2.2 Limited Services Term Contracts*

##### .1 General

Limited Services Term Contracts may be used for engaging a consultant's services for multiple small projects within an established maximum compensation and over an established time frame. Limited Services Term Contracts are limited to a maximum of \$2,000,000, not to exceed one term. At VDOT's option, the contract may be extended one year at a time for up to two additional terms. A term is defined as one year or when the maximum fee per term is reached, whichever ever occurs first. Any amount not obligated through a Letter of Agreement under the term may not be carried over to future years. The amount obligated in any given contract year cannot exceed the limit on the original MOA. In accordance with §2.2-4309 of the Code of Virginia, VDOT may extend the term of an existing contract, through a Supplemental Agreement, to allow completion of any services undertaken but not completed during the last term of the contract as long as the contract value per term is less than \$2,000,000.

These contracts are utilized on small projects where the cost of advertising the project as an individual contract is high compared to the cost of the project, or where sufficient time does not exist to procure consultant services through the normal procurement process. Typical services which may be contracted for include: surveying, geotechnical, environmental, design, construction inspection and bridge safety inspection, etc. The RFP shall include a description of the nature of the potential projects, the disciplines/expertise required, and the nature of services to be required. A consultant having a Limited Services Term Contract is not prohibited from competing for, and being selected for, regular RFPs issued by VDOT. The total value of task assignments will be included in the consultant's workload with VDOT and properly entered into FMS II to reflect this. The workload attributed to the prime and subconsultant will be based on the commitment made during negotiations. The limit of the contract should be closely tailored to the expected workload.

A limited services contract may cover a specific geographic area, may be on a regional or district basis, or may be statewide. VDOT does not represent or guarantee that the consultant will receive any work under a Limited Services Term Contract.

Payment for services is based on fixed billable rates for each employee classification/discipline established in the MOA. The fixed billable rates will include salary, overhead, net fee and escalation. Individual projects are assigned under these contracts and fees established based on the fixed billable rates for each classification/discipline.

## .2 Letter of Agreement

There must be an individual written Letter of Agreement ("LOA"), signed by the procuring division's Division Administrator or his/her designee, for any services provided under the Limited Services Term Contract. Each LOA will include a scope of services, a fee proposal, and start and completion dates. Work performed under these contracts must be coordinated and tracked by the Central Office divisions and should have a Central Office coordinator assigned to the contract to track and control expenditures.

The individual LOA may be either cost plus net fee or lump sum, depending on whether the scope of services and cost can be reasonably estimated. LOAs only require approval of the Division Administrator or his/her designee. The maximum compensation payable for LOAs will be established using the fixed billable rates and the actual non-salary direct costs. The cost plus net fee letter agreement salary costs will be billed based on the certified record of the number of hours worked times the fixed billable rate for that employee classification/discipline. The lump sum cost will be billed based on the percentage of the services completed. Adjustments to the fixed billable rates will not be allowed for changes in overhead.

Any change to an approved LOA requires a new written LOA. No extra work, time extensions, or increases in the maximum amount payable shall be authorized without an approved new written LOA.

Unless the project is terminated or suspended, VDOT and the consultant are obligated to fulfill the requirements of all individual LOAs issued even though the term for the contract has concluded. In addition, no LOAs can be issued after the final term of the contract expires.

### .3 Limited Services Term Contract with Multiple Awards

In the case of a Limited Services Term Contract with multiple awards, task assignments shall be issued by VDOT as follows:

- Establish the order in which the selected firms are assigned the task orders. The order should be based on the selected firms' ranking at the final decision for selection and award.
- In addition to the above, the following criteria should be considered in the listed order when assigning the task order:
  - Potential Conflict of Interest.
  - Availability of consultant personnel to complete the project within the required timeframe.
  - Workload assigned under current contract.

### .4 Renewal of Limited Services Term Contract

It is recommended when renewing a Limited Services Term Contract, the Project Manager begin the process within 120 days of the expiration date or project fees reach the contract amount. The Project Manager should determine whether it is in the best interest of VDOT to renew the Limited Services Term Contract based on review of the consultant's performance and workload. The findings should be presented to the Lead Division Administrator for approval to renew contract. Upon receiving approval, the consultant should be notified and requested to send a written response acknowledging its desire to renew the contract. The appropriate signature should be obtained on the "Consultant Term Contract Renewal Request Form", available at the Consultant Procurement Program team site: <http://insidevdot/sites/ConsultantProcurementProgram/default.aspx>, prior to the Commissioner's approval. This form should be sent to the Commissioner with attached copies of the original contract AT-1 and AS-58. After receiving the Commissioner's approval, notification along with a copy of the executed "Consultant Term Contract Renewal Request Form" should be sent to the consultant with VDOT's decision. If contract is not to be renewed, notify the consultant that contract will not be renewed.

### 5.3 Types of Compensation

The type of agreement is generally defined by the method of compensation for services. The usual methods of payment are:

- Lump sum
- Cost per unit of work
- Cost plus net fee
- Specific rates of compensation (fixed billable rates)
- Percentage of construction cost

Lump sum and cost plus net fee are the most common methods used by VDOT. All the methods are acceptable except for percentage of construction cost. This type of contract is illegal in Virginia and prohibited by Federal procurement regulations.

**Lump Sum** - By this method, the consultant performs the services stated in the MOA for an agreed amount as prime compensation. This method of payment is appropriate only if the extent, scope, complexity, character and duration of the work to be required can be established to a degree that just compensation can be determined and evaluated by all parties at the time of negotiations. This method may be applicable to the design of small bridges or other designs with well defined scopes. Lump Sum performance periods should not exceed two years and Lump Sum amounts should not exceed \$2,000,000 without E&CA Division's approval. The use of Lump Sum contracts is encouraged whenever feasible. A subconsultant's agreement with the prime consultant may be Lump Sum even when the prime consultant's agreement with VDOT is Cost Plus a Net Fee.

**Cost Per Unit of Work** - By this method, the consultant is paid on the basis of the work performed. This method is appropriate when cost of the work per unit can be determined in advance with reasonable accuracy, but the extent of the work is indefinite. Provisions in the MOA specify what is included in the price paid.

**Cost Plus Net Fee** - By this method, the consultant is reimbursed for incurred costs and receives a predetermined fixed amount as a net fee. This method of payment is appropriate when the extent, scope, complexity, character or duration is not clearly defined or where work is of a nature that VDOT does not have the experience or knowledge to permit an evaluation of the consultant's proposal as required to support a lump sum amount. The consultant is reimbursed for all eligible direct and indirect costs within defined limits plus a predetermined amount as a net fee. This type of MOA shall have appended to it the complete breakdown of costs as required to evaluate the proposal. The MOA requires a statement of the net fee and maximum compensation payable for each major element or stage of design.

**Specific Rates of Compensation (Fixed Billable Rates)** - By this method, the consultant is paid at an agreed and supported specific fixed hourly or daily rate for each employee classification directly engaged in the work. Such rates of pay include the consultant's

estimated costs, overhead and net fee. This method is applicable to Limited Services Term Contracts.

Percentage of Construction Cost - This method is based on a concept of correlation between engineering design cost and construction cost. A fixed agreed upon percentage of the estimated construction cost is set as the total compensation for services. This method of payment is not used in Virginia.

#### 5.4 MOA Development

The standard MOA should be followed as explicitly as possible in so far as it is applicable to the scope of services for which it is to cover.

The draft MOA will be reviewed by all divisions involved in the contract. Drafts of the MOA should be reviewed by one person in the managing division for consistency and content prior to the MOA being transmitted to the Attorney General's Office. The draft MOA should be reviewed with the consultant to assure that it meets with their approval. Any changes that are made to the wording or general content of the MOA, must be specifically identified and reviewed by the Attorney General's Office. Changes in standard wording used in all VDOT contracts should not be revised simply because the consultant does not agree with it.

If the consultant desires for payment to be sent to an address other than the office address given in the MOA, a remittance address must be included in the MOA.

The MOA must be reviewed by the Attorney General's Office. The following information should be in the letter transmitting two copies of the MOA to the Assistant Attorney General:

- Statement indicating compliance with the VPPA.
- Statement indicating that solicitations of EOI were properly sought.
- Statement indicating that the MOA was prepared in accordance with VDOT's *Manual for the Procurement & Management of Professional Services*.
- The number of firms that responded to the solicitations.
- The number of firms selected by the committee for interview or further investigations.
- The firm selected as first choice and reasons to justify the selection.
- Statement indicating that work is within the scope of professional services
- Certification that the MOA has been proof-read.

Also, the E&CA Division is required to review and approve the MOA and proposal. The E&CA Division will not approve the MOA prior to the AG's office review.

After approval has been received from the appropriate divisions or representatives and the review by the Attorney General's Office, all appropriate recommendations are to be incorporated in the final MOA. The results of the Pre-Award Audit evaluation should be reviewed, and corrections should be made to the Fee Proposal, if necessary.

Final approval is now requested from the E&CA Division. All recommendations and comments should have been incorporated in the final MOA.

Two (2) copies of the final MOA are to be sent to the consultant for his review and signature, by the appropriate officer of the firm.

#### Consultant Signature Requirements:

1. Individuals - A contract with an individual shall be signed by that individual. A contract with an individual doing business as a firm shall be signed by that individual, and the signature shall be followed by the individual's typed name and the words, "an individual doing business as \_\_\_\_\_" (insert name of firm).
2. Partnerships - A contract with a partnership shall be signed in the partnership name, followed by the typed name and title of the person authorized to sign. The Project Manager shall ensure that the individual signing for the partnership has legal and binding signature authority for the partnership.
3. Corporations - A contract with a corporation shall be signed in the corporate name, followed by the signature and typed name and title of the person authorized to sign. The Project Manager shall ensure that the person signing for the corporation has legal and binding signature authority for the corporation.
4. Joint Ventures - A contract with joint ventures may involve any combination of individuals, partnerships, or corporations. The contract shall be signed by each participant in the joint venture in the manner prescribed above for each type of participant.

Programming Division or Local Assistance Division must be notified by letter of the consultant's final fees and the current total preliminary engineering cost. For secondary road projects, this information is to be sent to the District Administrator and the Local Assistance Division Administrator. A response verifying the availability of the necessary funds should be received in writing (Form PD4-C). (Some divisions administer special funds that do not require this procedure to be followed).

#### 5.5 MOA Execution

When the MOA is ready for approval, Form AT-1 and the following items are to be sent to the appropriate Chief:

- MOA - 2 originals signed by consultant and reviewed and initialed by E&CA Division. (ITAD approval is also required during negotiations for agreements which include purchase or lease of computer hardware and/or software. ITAD must also initial these MOA's.)
- Copy of approved Form AS-58.

If acceptable to the appropriate Chief, the documents will be forwarded to the CFO requesting approval. If acceptable to the CFO, the documents will be submitted by the CFO to the Commissioner for execution.

## 5.6 MOA Distribution

After the Commissioner has executed the MOA, it is then returned to the Project Manager for distribution and notification of award of the contract. Copies of the executed agreement are sent along with the letter of official notification to:

- The Consultant - one original executed copy of the MOA.
- District Administrator - one copy of the executed MOA (if applicable).
- Fiscal Division - one copy of the executed MOA, Escrow Agreement, consultant notice to proceed letter.
- E&CA Division – one copy of the MOA and consultant’s notice to proceed letter.
- Central File – one original executed copy of the MOA.
- FHWA (FHWA oversight projects) - one copy of the final Scope of Services and the executed MOA.
- Other involved divisions or residency (if they are to administer the contract) - one copy each of the executed MOA.
- Project File - one copy of the MOA.

The original copy of the consultant's insurance certification is to be filed with the executed MOA.

Following execution of the MOA, the current date will be entered on VDOT’s Internet Business Center website.

Manuals, guidelines, information, etc., required by the consultant to accomplish the work, should be provided as required.

## 5.7 Notice to Proceed

A written notice to proceed will be sent to the consultant. The consultant shall not proceed with any work prior to being given a written notice to proceed. A notice to proceed shall not be issued prior to the MOA being fully executed.

Subconsultants - Our agreement with the prime consultant requires that all provisions of the agreement be included in any contracts the prime consultant has or enters into with subconsultants. Since our contract with the prime consultants requires inclusion of certain provisions of our contract in any subcontract, Project Managers should obtain a copy of any subcontracts for professional services and review them prior to giving the prime consultant a notice to proceed.

In some cases, the scope of the service will have been so well defined during negotiations and the consultant is familiar enough with VDOT work, that no start up

meeting is required. In most cases, it is necessary to have a start up meeting with the consultant to discuss the scope of services, format of receivables, lines of communication, project schedules, priorities, milestones, progress reports, vouchers, etc. and to furnish sample plans/reports and any additional information or data that has become available.

#### 5.8 Critical Infrastructure Information/Sensitive Security Information (CII/SSI)

When the required services will involve the handling of CII/SSI material, firms handling CII/SSI material will be required to sign non-disclosure agreements. Individuals with the firm(s) that handle CII/SSI material will be required to sign non-disclosure agreements. Once negotiations have been completed and prior to executing a contract, personnel handling CII/SSI material or visiting CI facilities may be required to pass a fingerprint-based CHBC. Coordinate with the SEMD regarding the requirements. SEMD will handle all non-disclosure agreements and CHBCs. Evidence of current CHBC from the Department of Criminal Justice Services is acceptable in lieu of a fingerprint-based CHBC. An individual employee's failure to successfully pass the fingerprint-based CHBC will not negate the selection and offerors will be allowed to replace those individuals. However, if key personnel fail the fingerprint-based CHBC, the selection may be cancelled and negotiations begun with the next ranked offeror. VDOT reserves the right to conduct fingerprint-based CHBC on all employees of the prime consultant, on any employees of subconsultants or on any proposed replacements during the term of the contract who will be involved in this project. All costs associated with the fingerprint-based CHBC are the responsibility of the prime consultant.

A VDOT issued photo-identification badge is required for each employee of the prime consultant or any subconsultant who will need access to VDOT CI facilities. Based upon the results of the fingerprint-based CHBC, VDOT reserves the right to deny issuance of a VDOT security clearance or a VDOT issued photo-identification badge.

# CHAPTER 6

PAYMENT  
PROCESS/  
VOUCHERS



## CHAPTER 6 - PAYMENT PROCESS / VOUCHER

### 6.1 General

After the agreement has been fully executed, the Project Manager should furnish the consultant with either a paper or electronic copy of the voucher format that is required by VDOT. The consultant is also furnished a paper supply or electronic file of the Consultant Progress Report. These forms may be replicated by the consultant on computer spreadsheets which have the capability to produce a similar format, so long as they are close approximations of VDOT forms and approved by the Project Manager.

After written notice to proceed is given, work can begin on the project. As the project proceeds, the consultant will need to submit vouchers for payment.

### 6.2 Financial Management System (FMS II)

VDOT utilizes a computer program, the FMS II, to track contract data on all consultant work, including supplemental agreements, vouchers and man-hour reports. FMS II also provides data on the value of work each consultant has with VDOT and the amount of funds allocated.

Each division is responsible for entering, updating and maintaining its own pertinent project records, in accordance with the procedure outlined in FMS II User Manuals.

Contracts are to be added to FMS II within seven (7) work days of the contract being executed.

Voucher input on the FMS II needs to be completed prior to a voucher being sent to Fiscal Division. The consultant shall submit FMS II input data with the voucher giving man-hours and dollars spent during the payment period for the prime and all subconsultants. This information along with a copy of the front sheet of the voucher are to be submitted to the division's FMS II data entry person when the voucher is processed.

Supplemental agreement data needs to be added to the FMS II within seven (7) work days of the supplement being executed.

When the final voucher is entered on FMS II, the Contract Final Status box is to be checked.

### 6.3 Consultant Invoice and Progress Report Submissions

As the project proceeds, the consultant will submit vouchers in duplicate: the original for Fiscal Division and one copy for the Project Manager. An extra copy should be submitted for each additional division that will be reviewing the voucher.

The frequency for submittal of vouchers for all contracts is once every thirty (30) days or longer. On other types of contracts, the vouchers shall be submitted in accordance with

the schedule set forth in the MOA. Vouchers are to be submitted only when accumulated charges exceed \$500.00. Amounts entered on pages 1 through 3 of the voucher are to be rounded to the nearest dollar.

When the voucher contains billings from subconsultants, the first sheet of each subconsultant's voucher should be distinctly labeled "SUB-CONSULTANT" in large, bold print.

The consultant is required to submit monthly progress reports, along with its voucher, to show the status of the services. The consultant should use standard VDOT progress report forms. The progress report should show the percentage of work accomplished, a narrative of the actual work performed this period and significant activities anticipated for the next month. These progress reports should note important milestones along the life of the project. If a standard format does not exist, the consultant should submit his progress report format to the Project Manager for approval prior to the first voucher submittal.

#### 6.4 Review of Invoices & Progress Reports

The voucher is to be date stamped when received by the Project Manager, reviewed as expeditiously as possible, and input on the FMS II computer system within ten (10) working days from the receipt of a voucher, so that it can be paid within the thirty (30) calendar day requirement. In instances, where there is an error in a voucher or defect in services received, the Project Manager must immediately notify the consultant upon discovery of the error or defect that would prevent payment. Upon notification, the consultant should submit a revision. A new date received will be stamped on the voucher on the date the revision is received.

The progress of the services is reviewed to verify that the consultant is on schedule and will complete the services on schedule. Should the review show that proper progress is not being made, the consultant shall be notified and reminded of the firm's obligation to meet the time schedule specified in the MOA. No Consultant's Estimate Voucher will be paid without a progress report covering the period of the voucher. No voucher should be approved for payment when the percentage of money requested is more than 10% ahead of the actual percentage of completion of the work.

The Project Manager will review the invoice to determine if the progress claimed by the consultant is reasonable and consistent based on knowledge of the project progress. The Project Manager will also assure the billing is reasonable and in accordance with the MOA and other written authorizations. No consultant is to be allowed to perform or invoice for any services beyond the original or supplemented contract scope of services without a fully justified and properly executed supplemental agreement. The total net fee that is billed with each voucher should match the overall progress of the completed activities for the project, irrespective of the amount of monies that have been expended.

Review primarily consists of verifying the percentages of completion upon which the voucher is based; verifying current overhead rates; reviewing direct labor, net fee and non-salary direct costs; and checking math.

The purchase of items to be used on the project but which are not consumed by the project and are kept by the consultant for use on other projects are not billable to the project. These items include computers, software, specifications or reference books.

VDOT pays reasonable direct costs on cost plus net fee contracts. A consultant spending \$30-\$40 on a single meal is not considered to be a reasonable cost. Per diem rates shall be in accordance with Fiscal Division's guidelines for state employees.

VDOT does not pay for consultants to relocate personnel to a Virginia office in order to perform work in a Virginia office. If a consultant is required to furnish on a long term basis a full time Resident Engineer or construction inspectors during the construction of VDOT's project, relocation expenses will be reimbursed in accordance with the Office of the Comptroller's "Moving and Relocation Policies and Procedures."

[http://www.doa.virginia.gov/Admin\\_Services/CAPP/CAPP\\_Topics/20345.pdf](http://www.doa.virginia.gov/Admin_Services/CAPP/CAPP_Topics/20345.pdf)..

Consultants are not permitted to work overtime unless authorized to do so in writing by the Project Manager. Non-exempt employees may be paid at time and a half. Others are paid at their regular rate. Overtime is generally not allowed except in special cases where VDOT requires the project to be completed on an aggressive or accelerated schedule and where it is the only way the schedule may be met. A consultant's own scheduling problems are not justification for overtime. A copy of the letter authorizing overtime should be sent to Fiscal Division.

Consultants are not permitted to use any of the contingency without the written permission of VDOT.

Common voucher errors made by consultants:

- Salaried payroll costs are not supported with adequate documentation
- Sub-consultant work not clearly distinguished from prime
- All phases/stages of work must be included with each estimate
- Errors in net fee percentage
- Errors in arithmetic
- Previously billed amounts incorrect
- Exceeding allowable hotel and M&IE expenses
- Progress Report not included
- Not using current FAR overheads

When vouchers show a percent complete or stage beyond a point, which by prior agreement, certain reviews should have been completed and have not, payment should not be approved and the consultant should be questioned.

On projects involving multiple bridges, the progress report must indicate the percent completion of each individual bridge.

Consultant Contract Data Tracking information shall be submitted by the consultant with the voucher.

Once the voucher and progress schedule have been checked by the Project Manager and found to be in agreement, Forms FD-AP-01 and FD-AP-02 must be filled out with the correct information from the voucher. The vouchers, FD-AP-01, FD-AP-02 and progress reports are then sent to an individual designated by the Division Administrator for approval and signature. If review and approval by other divisions is required, the voucher and progress report must be sent to the other divisions.

Once the voucher, FD-AP-01 and FD-AP-02 have been approved, a letter must be sent to the consultant, informing the firm the voucher was approved and has been processed for payment. The voucher information and the contract data is then entered into FMS II.

One signed voucher (original), along with a copy of the letter for payment, is sent to Fiscal Division. The FMS II data is to be entered prior to the date the voucher is submitted to the Fiscal Division.

In accordance with the Commissioner's Memorandum dated November 7, 2005, Divisions and Districts are responsible for maintaining records of voucher payments and are subject to review of pertinent Chief or his/her designee.

VDOT does not withhold retainage on consultant vouchers. Prime consultants should be encouraged to not withhold retainage on subconsultants.

When the final voucher is sent to Fiscal Division, the transmittal letter should indicate it is the final voucher and closes out the project. The first sheet of the voucher should be marked "Final Voucher." A letter will be sent to the E&CA Division informing them that the final voucher has been processed on the project and request that they perform the final audit. After current FAR rates are provided to VDOT on cost plus net fee contracts, final audits will be completed within twelve (12) months of satisfactory completion of the contract as defined in the MOA. Lump sum contracts usually are not audited.

#### 6.5 Annual FAR Audits

Upon annual submittal of FAR audit information and the approval of a new overhead and payroll burden rate by E&CA Division, the consultant must start using the new rate on future billings for cost plus net fee contracts. The consultant is not permitted to use the new rate to go back and make adjustments for work previously billed. This adjustment will be made at the time of final audit. New overhead rates do not change the maximum compensation payable in the contract.

## 6.6 Voucher Package Distribution

Voucher	1 - Project File 1 - Fiscal Division (original) 1 - Other Divisions Involved
Cover Letter & Progress Report	1 - Project File 1 - Central File (original) 1 - Other Divisions Involved
FMS II Data	1 - Project File 1 - FMS II Input Person 1 - Other Divisions Involved (if requested)

## 6.7 Interim and Final Audits

VDOT requires a final audit by the E&CA Division after the completion of the project on cost plus net fee and fixed billable rate contracts. This is accomplished as follows:

### *6.7.1 General*

- Prepare a schedule of the consultant's estimate vouchers listing and summarizing the following costs:
  - Direct Salaries
  - Payroll Burden and Overhead
  - Net Fee
  - Non-salary Direct Costs
  - Sub-consultant costs
  - Sub-total of Amount Billed
  - Amount Due Consultant
- Verify the hourly rates used to develop the average rate or fixed billable rate per classification to determine that they were not misrepresented.
- Review contracts to verify that the direct costs billed are allowed in accordance with the terms of the MOA.
- Verify the net-fee billed is in compliance with the MOA and any supplements.
- When the consultant completes the services under a cost plus net fee agreement for less actual costs than provided for in the agreement, the net fee does not change. (The consultant has saved VDOT actual costs on the project and is rewarded for its efficiency by receiving the full net fee.)
- Verify hours billed and labor cost on the estimate voucher by reviewing consultant time sheets and payroll records.

- Verify non-salary direct costs to source documents, i.e., travel expense vouchers, rental agreements, paid invoices, etc. Verify that they are allowable by the terms of the MOA.
- Review all billed costs for reasonableness. Question costs that are not considered reasonable and require justification for the costs from the consultant.
- Verify that the proper rates were billed on fixed billable rate contracts.

#### 6.7.2 *Payroll Burden and Overhead*

Prepare a schedule of provisional overhead rates billed versus audited overhead rates, adjusting any differences in accordance with the terms and conditions of the contract.

#### 6.7.3 *Exit Conference*

Upon completion of the audit, review audit findings with controller or appropriate consultant representative.

#### 6.7.4 *Audit Report*

Report audit findings to the appropriate individual of the consulting firm, with a copy of the report to VDOT contracting officer.

### 6.8 Items Eligible For Reimbursement As Consultant's Costs

- A. When the method of compensation includes payment of the consultant's actual cost, the following items (B thru F) of cost are reimbursable to the extent that they are in compliance with FAR, Part 31 and Federal-Aid Policy Guide 23 CFR 172A.
- B. Direct Salary Costs are the Direct Productive Payroll (actual wages paid all employees of the consultant regardless of job classification when directly engaged in work necessary to fulfill the terms of the agreement) less the premium portion of such wages paid for overtime.
  1. Related costs which are normally paid by the consultant may include items such as:
    - a. Wages paid or accrued for vacation time.
    - b. Wages paid for holidays and for sick, military, jury, and other authorized leave.
    - c. Group and Workmen's compensation insurance costs.
    - d. Bonus, incentive compensation or deferred compensation which is an established practice of the firm and which does not exceed VDOT's policy limiting these costs to what it considers "reasonable" in accordance with the FAR.
    - e. Social Security and Unemployment taxes.

- f. Pension or retirement benefits.
  - g. Group Medical Plan and Life Insurance Premiums.
2. The allocation of the related costs shall be in accordance with the consultant's established policy and with accepted accounting practices. Generally, these costs will be expressed as a percentage of the Direct Salary Costs.
  3. Principals, partners, associates, Chief Executive Officers ("CEOs"), and similar titles are considered to be administrative and/or management functions whose costs have been included in the overhead markup of the rates for technical categories. Salaries of principals of the firm who perform technical services on the project may be included in the Direct Salary Costs for all times they are productively engaged in work necessary to fulfill the terms of the agreement, providing this is the consultant's normal practice and that the cost is not also included in Indirect Salary Costs. The maximum amount of a principal's salary, which VDOT will reimburse either directly or indirectly, shall be as determined by VDOT's policy as to what is considered "reasonable" in accordance with FAR. If principals of the consultant perform routine services, such as standard design and drafting work which could be performed by lesser-salaried personnel, the wage rates billed directly for those services shall not exceed those rates paid to the consultant's salaried personnel performing the same or similar work. A principal of a firm may perform the function of a project manager, especially in a small firm. In larger firms, a principal, associate or similar titled person may be assigned this responsibility. Regardless of title, this function is the same and the marked-up rate should be comparable to project managers of other firms in Virginia.
  4. Premium Wages for overtime paid to employees, in accordance with the consultant's normal practice and directly chargeable to the project, may be reimbursed as Direct Productive Payroll with no surcharge for related costs provided the consultant obtained prior written approval from VDOT to work overtime.
- C. Direct Non-salary Costs are actual and reasonable non-salary costs incurred specifically in fulfilling the terms of the agreement, such as:
1. Travel, food and lodging, including automotive equipment rentals, fuel, maintenance, tolls, mileage or per diem paid by the consultant for personal expenses of only his own employees in accordance with his normal company policy and VDOT limits. Costs of alcoholic beverages are unallowable. Cost for airfare requires advance authorization in order to be reimbursable.
  2. Communications, including telephone, fax, telegraph, postage, parcel post, air freight and package express.
  3. Reproductions including photographs, prints and offset work.

4. Outside professional service and laboratory charges, including, but not limited to, those for surveys, photogrammetry, soils investigations and testing and other charges for engineers, surveyors, lawyers, sociologists, economists, model makers, architects, scientists and other specialists. These charges must be authorized in advance by VDOT to be reimbursable.
  5. Electronic computer charges including those for computers and related equipment operated by the consultant and those for outside computer services, if consistently billed as a direct cost to all clients. Rates for computers and related equipment operated by the consultant shall be in accordance with established rates charged to outside clients (not to exceed \$6.00 per hour) for similar services, except that such rates shall be billed at cost (no profit) since the consultant's profit is used in the consultant's billing.
  6. Special Equipment as authorized in writing by VDOT and materials required for and used solely in the fulfillment of the agreement. The consultant shall deliver all such equipment and material to VDOT upon completion of the work.
  7. Special insurance for the project that is requested in writing by VDOT.
  8. Rental charges for equipment owned by the consultant at the firm's established rates, reduced by the portion of the rate which is profit and less any portion charged elsewhere to indirect costs.
  9. Costs of renting vehicles or equipment. Costs, such as maintenance and minor or running repairs incidental to operating such rented items, that are not included in the rental rate. Costs incident to major repair and overhaul are unallowable.
  10. The eVA one-time transaction fee.
- D. Indirect Costs (or overhead costs) are the remaining costs of the consultant's business operations after the assignment to all his clients of all Direct Costs, exclusive of costs ineligible for compensation such as uncollectible charges, advertising, amusement, entertainment, contributions, donations, interest on borrowed money and the like. The consultant's established practices for allocation of eligible Indirect Costs to each project shall be used if in accordance with generally accepted accounting procedures. In general, these costs will be expressed as a percentage of the Direct Salary Costs charged to the consultant's clients.
- E. Indirect Salary Costs are the actual wages paid to all employees of the consultant for work not directly chargeable to individual clients plus the same related costs as previously outlined in Direct Salary Costs if not included in Direct Cost, such as:
1. Wages paid for preparation of proposals.
  2. Severance wages paid to employees.
  3. Wages paid for negotiating (not promoting) new business.

4. Research and development wages. This cost is primarily the salaries of the consultant's personnel in the development of new computer programs and labor saving devices. Eligible costs will be as defined in Part 31 of the FAR.
5. Training and education wages. This cost consists of the salaries paid employees while attending classes at accredited colleges or universities for post graduate work in subjects related to the consultant's practice. Also included in this category is attendance at meetings and seminars conducted by recognized technical and professional organizations.
6. General office administration and supervisory salaries.
7. Salaries in connection with the recruitment of employees.
8. Salaries paid to furnish access to or copies of records, if not reimbursed by the Client.
9. Salaries of principals for time actively engaged in the preparation of proposals and preagreement negotiation (not promotion) of new business.

F. Indirect Non-Salary Costs are all non-salary costs of the Consultant's business operations eligible for compensation (Section C.) not directly chargeable to individual clients, such as:

1. Travel, food and lodging (see Direct Non-Salary Costs).
2. Communications, including telephone, fax, telegraph, postage, parcel posts, etc.
3. Reproduction costs, including blueprints, photography, photostats, etc.
4. Electronic computer charges including those for computers and related equipment operated by the consultant and those for outside computer services if not consistently billed as a direct cost to all clients. Computer costs in connection with research and development, bookkeeping, new business negotiation and Non-Salary Costs. (Section C.5). Eligible research and development costs will be as defined in Part 31 of the FAR.
5. Professional service costs. This includes costs of professional services rendered by members of a particular profession such as legal and accounting, which are necessary to the proper operation of the business, but who are not members of the consultant's staff.
6. Sundry taxes levied by Federal, State and Local agencies exclusive of Federal Income Tax.
7. Premiums of all business insurance other than those included in direct costs to clients.
8. Office supplies.
9. Rent, heat, power, light and janitorial services.
10. Licenses and dues in technical and professional organizations.
11. Maintenance and repair of office equipment.
12. Rentals of equipment (see Direct Non-Salary Costs).
13. Costs of meetings and conferences.
14. Library expenses, including technical books, magazines, journals and supplies in connection with education and training.
15. Cost of duplicating records as required by the client.
16. Relocation costs for employees.
17. Depreciation.

18. Recruiting expenses including advertising agency fees and travel and subsistence incidental thereto.
19. Life insurance premiums in lieu of additional compensation for key employees and principals, provided the beneficiary is the employee's estate or his relative and is not the consultant or another key employee or principal of the consultant.

#### 6.9 Final Payment

If, as a result of the final audit, the consultant owes VDOT a reimbursement of some payments, E&CA Division will secure the reimbursement. If VDOT owes the consultant additional compensation, the Project Manager will have the consultant submit another Consultant Estimate Voucher to claim the payment. If the project has been closed-out to charges, the Project Manager will have to contact the funding division and have the project opened for additional charges.

# CHAPTER 7

CONTRACT  
ADMINISTRATION/  
REVIEWS



## CHAPTER 7 - CONTRACT ADMINISTRATION / REVIEWS

### 7.1 Contract Administration

VDOT shall assign or designate a Project Manager to oversee the contract and ensure that the consultant performs in accordance with the terms, conditions, and specifications of its contract.

Project Managers are responsible for the control of their assigned projects. They must be fully aware of the project scope, objectives and the proper flow of the work activities. This responsibility includes coordination with the functional work areas to assure the blending of all activities into a quality product produced within the required schedule.

The overall duties of a VDOT Project Manager include, but are not limited to the following:

- Develop overall project goals, plans, and schedules.
- Verify financial aspects of each project regarding work program budgets, construction budgets, and other related funding requirements; and confirm that projects are in the work program and that funds are available.
- Maintain complete project files and satisfy the requirements for record keeping, filing, and reporting.
- Provide liaison with consultants in preliminary stage, design stage and during construction.
- Ensures that no work is done or costs incurred until written authorization is given by VDOT.
- Monitor project progress and compliance with contract requirements.
- Review and approve consultant invoices and status reports. Process invoices for payment in a timely fashion. Ensures project data is input into FMS II.
- Gather, coordinate and transmit information required to complete the contractual services.
- Work with other functional specialists and divisions to coordinate plans and schedules, obtain commitments, and resolve problems.
- Coordinate and provide liaison with other entities such as FHWA, city, county, and State regulatory agencies, environmental resource agencies, citizen groups, and elected and appointed government officials.
- Review preliminary, intermediate, pre-final and final plans and special provisions, etc. prepared by the consultant(s) for accuracy and completeness prior to submitting them for the designated activity.
- Distribute and obtain approval of plans and special provisions from other divisions and outside agencies.
- Answer inquiries relating to VDOT's practices and specifications, including AASHTO modifications and geometric standards.
- Prepare construction cost estimates and process the plans for construction advertisement.

- Prepare Consultant Performance Reports, at a minimum, in January and June of each year and upon expiration of the agreement.
- Assist field personnel in solving construction problems. Coordinate field inquiries regarding the review of shop drawings.
- All internal coordination of the consultant plans, reports, etc. shall be arranged by the Project Manager. Once the plans, reports, etc. have been accepted, the appropriate division will be responsible for making in-house revisions or returning the plans, reports, etc. to the consultant for revisions.
- Coordinate and process plan revisions.
- Identify changes to scope of services, review man-hour estimates and prepare contract amendments (supplemental agreements).
- Participate in the review of consultant claims and time extension requests.
- Provide technical information and report project status to upper management.

Coordination may involve: field survey, aerial photography, traffic, environmental, right-of-way, corridor analysis, hydraulic and hydrologic analysis, geotechnical, value engineering, road plans, structure and bridge plans, public involvement, specifications, FHWA, signs, signals, lighting, utilities, drainage, navigation permit, quality control reviews, etc.

Status meetings and other project reviews are necessary for the Project Manager to satisfactorily control his/her assigned project. These meetings will allow him/her to evaluate the work progress and to determine if any activities should be redirected to meet the goals of the project. Through effective leadership by the Project Manager, these meetings will also provide information and produce decisions for the efficient advancement of the project to the next level of completion.

In addition to the scheduled meetings, the Project Manager must anticipate other meetings or reviews which may be required. Quality Assurance audits, coordination meetings and value engineering reviews may require the Project Manager's participation during the project development. The satisfactory accomplishment of these meetings will be necessary for the success of the project.

## 7.2 Evaluation of Consultant Performance and Services

It will be the responsibility of the Project Manager and each division involved in the contract to evaluate the consultant's performance, including named subconsultants performing any major type of work, at a minimum, in January and June of each year over the duration of the project and upon expiration of the agreement. However, additional performance evaluation reports may be filed at any time over the duration of the project as deemed necessary by the Project Manager. The Project Manager is responsible for ensuring the date of the last report is entered into FMS-II. The Lead Division will be responsible for monitoring and ensuring timely completion of these reports by the Project Manager. The Lead Division should The Consultant Performance Report, AS-415, will be used for the evaluation.

The analysis must be completely fair and honest; personal dislikes and biased opinions of the firm must be set aside. Ratings shall be based on facts and documentation and not personal prejudices. The evaluation should consider only the performance of the consultant during the production of the project. Attention must be paid to the rating values. A consultant that fully meets the terms and conditions of the contract receives a score of three. Scores higher than three must result from exceptional performance from which VDOT realizes some benefit to the schedule or budget and must have supporting comments. Scores less than three without any supporting comments will result in the performance report being returned to the rater for the comments to be added. Attention must be paid to the utilization of DBEs/SWaMs and appropriate scores given.

Each division involved in a contract is responsible for completing performance reports for their portion of the work. The following steps shall be taken with the report for signature and approval:

- Reviewed by the consultant and the consultant given an opportunity to respond back with written comments
- Reviewed and signed by the Division/District Administrator
- Filed with ASD, along with the firm's written comments
- Signed and distributed by ASD

The consultant may appeal the evaluation to the rater's supervisor, Division/District Administrator or the appropriate Chief Administrator. If the report is revised, the Project Manager will make sure that any previously distributed copies of the original report are voided and that the correct information is in the database. Consultant Performance Reports shall be retained by ASD for three (3) years after the date of the report. If requested by the prime consultant, the performance reports of their subconsultants on a project will be furnished to the prime consultant. This will provide feedback to the prime consultant on the subconsultant's performance.

The reports will be used as back-up data for future justification in using that firm for work. The information from the Consultant Performance Reports shall be input by ASD into a spreadsheet for use by Selection Committees. Individual scores for each item rated will be in the spreadsheet, not just the average score. This will allow committee members to see if there are any individual category low scores while the average score is still high. Scoring data for each firm will be kept on a separate worksheet within the spreadsheet. Report data over three (3) years old will be deleted from the database. If requested by a consultant in writing, a copy of the Performance Report spreadsheet will be provided to the consultants on a frequency of not more than twice a year.

If a contract is of such a nature that no useful purpose will be served by periodic reviews, the Division Administrator may exempt the specific contract from the review procedures stated above and substitute other procedures deemed appropriate to accomplish the intended purpose. A record of this exemption should be maintained in the project file. The reasons for exemption and the substitute procedures used must be stated in writing and retained in the project file. This information will be furnished to ASD.

In the event the consultant's performance is unsatisfactory or it is deemed in the best interest of VDOT to cease work on a project, a written notification to stop work shall be issued to the consultant. The consultant may not proceed with work on the project unless a subsequent written authorization to proceed is given. If VDOT decides to terminate the contract, it must be done in compliance with the terms and conditions stated in the MOA.

### 7.3 Final Consultant Performance Report

VDOT requires that a final Consultant Performance Report, AS-415, be completed by the Project Manager from each division that works with the consultant within sixty calendar (60) days after the completion of the work from the prime, sub-consultant and DBE. Work will be considered complete after payment of the final voucher. This report is filed in ASD. If errors are found in the plans during construction, the procedure outlined in the MOA should be followed and an additional Consultant Performance Report should be completed and filed with ASD. The date the report is completed is entered on the FMS II system when the contract is deleted. The report must be reviewed with the consultant and the consultant given the opportunity to submit written comments regarding an unsatisfactory evaluation.

### 7.4 Title VI Evaluation Report

Title VI Evaluation Reports (T6-2-3-09) must be updated annually by consultants whose portion of the contract is \$10,000 or greater, as long as the consultant or subconsultant(s) is performing in accordance with the MOA. A copy is furnished to the CRD for their review and approval. The Project Manager is responsible for ensuring the Title VI Evaluation Reports (T6-2-3-09) is updated annually by consultants and approved by CRD.

In the event of a finding of non-compliance, the Project Manager may seek resolution with the consultant with the assistance of the CRD.

### 7.5 Insurance

Certificates of Insurance evidencing that the insurance coverages required by the MOA are in effect must be submitted annually, from the date of execution of the MOA, by the consultants. The Project Manager is responsible for ensuring the Certificate of Insurance filed with VDOT is up-to-date.

### 7.6 Annual FAR Audits

FAR audit information and new overhead and payroll burden rate must be submitted annually and approved by E&CA Division, The Project Manager is responsible for ensuring this information is submitted and approved on an annual basis.

## 7.7 Plan Errors and Omissions

V DOT's policy is to take all reasonable steps to preclude significant design errors/omissions both by its own designers and by consultants. Upon discovery of an alleged design error/omission, immediate action is mandatory to minimize potential delay costs. This should include communication with the designer unless the solution is immediately obvious without this input. The consultant must be made aware of the circumstances and put on notice as soon as possible that there may be a claim against them for errors/omissions. The consultant must be given an opportunity to help resolve problems that arise during construction as a result of unforeseen conditions or alleged or potential plan errors/omissions. V DOT will seek to recover costs incurred as a result of design errors/omissions determined to be the liability of a consultant. If the error/omission results in additional quantities being added to the project that would have been required anyway, no compensation is sought from the consultant unless obtaining the additional quantities caused a delay in the project and there were other costs associated with the delay or there were premium costs created because new pay items had to be set up to pay for additional quantities. All alleged design errors/omissions relating to this policy and known facts surrounding the alleged error will be carefully and fully reviewed by V DOT personnel and affected consultant as indicated herein. If necessary, a review committee shall establish the official position of V DOT with respect to liability for additional costs incurred as a result of a particular alleged design error/omission. All decisions shall be subject to appeal to the appropriate Chief at the option of the consultant.

At the first indication of a potential design error/omission, the Project Manager shall take the following action; however, an error/omission alleged by a contractor does not necessarily start this process.

- Immediately notify supervisor and consultant. Correspondence regarding errors/omissions must be addressed to an Officer in the firm.
- Alert subordinates that more detailed documentation than that normally required on the work performed shall begin; include all decisions and descriptions of work, photographs, records of labor, materials, and equipment.
- Notify the consultant and offer the consultant an opportunity to participate in a solution.
- Attempt to resolve the issue. This attempt should proceed through channels to the Administrator of the Central Office procuring division as necessary.

Upon notification of an alleged error/omission, the Division Administrator (or designee) shall:

- Review all available information, including costs, and determine the appropriateness of attempting to secure reimbursement from the consultant for the legally recoverable additional costs incurred as a result of the alleged error.

- Request assistance from the Attorney General's Office if legal interpretation is required.
- Drop further action if it would not be appropriate to pursue reimbursement from a cost viewpoint, or proceed to next step.
- If the decision is to proceed, schedule a meeting of a review committee.
- Lead the review committee in its deliberations to determine if the consultant has responsibility for the alleged error/omission, if reimbursement should be pursued, and amount of reimbursement.
- If the review committee determines the Consultant committed an error/omission and the consensus of the committee is to recommend reimbursement, notify the consultant and the appropriate Chief of the decision and outline the options for repayment or appeal.
- Take the following steps when applicable:
  - Negotiate a settlement. Settlements of \$50,000 or larger require approval of the Governor's office.
  - Acceptable methods of settlement include cash payment, installment cash payments, services in kind in lieu of money, and withholding payment from future vouchers.
  - If the consultant agrees to reimburse VDOT through deductions from other payments due, notify Fiscal Division to make appropriate deductions and release the consultant from further liability.
  - If the consultant repays in full, acknowledge receipt and tender release from further liability for the specific error/omission.
  - If the consultant refuses repayment, does not appeal the decision, and has payments due from other agreements, notify Fiscal Division and advise him/her to withhold payments due the consultant.
  - If the consultant refuses repayment, does not appeal the decision, and has no other payments due, notify the Office of Attorney General to proceed with legal action.
  - If the consultant requests an appeal of the decision, notify the appropriate Chief that the consultant wishes to appeal the decision. Provide all pertinent details concerning the alleged error and actions and decisions to date.
  - Notify the consultant of any actions taken.

## 7.8 Ethics in Contracting

Sections 2.2-4367 through 2.2-4377 of the VPPA and Department of Personnel and Training Policy and Procedures Policy 1.60 discuss ethics in contracting.

Governmental business shall be conducted in a manner above reproach and, except as authorized by statute or regulation, with complete impartiality and with preferential treatment for none. Transactions relating to the expenditure of public funds require the highest degree of public trust and an impeccable standard of conduct. The general rule is to avoid strictly any conflict of interest or even the appearance of a conflict of interest in VDOT-consultant relationships.

Accepting unsolicited advertising or promotional items such as calendars, pens, pencils, key rings, golf balls, coffee cups, etc. (Usually costing less than \$10) is acceptable since these would not reasonably tend to influence the discharge of an employee's duties and they are of nominal value. Employees may accept food, drinks and give-away items offered to all participants of consultant sponsored seminars or trade shows.

#### 7.9 Critical Infrastructure Information/Sensitive Security Information (CII/SSI)

Consultants shall be responsible for safeguarding CII/SSI (as defined in VDOT CII/SSI Policy) in their custody or under their control. Individuals are responsible for safeguarding CII/SSI entrusted to them. The extent of protection afforded CII/SSI shall be sufficient to reasonably foreclose the possibility of its loss or compromise. Consultants shall ensure that all employees using this information are aware of the prohibition against disclosing CII/SSI in any manner (written, verbal, graphic, electronic, etc.) that permits interception by unauthorized persons.

Consultants shall protect CII/SSI at all times, either by appropriate storage or having it under the personal observation and control of a person authorized to receive it. Each person who works with protected CII/SSI is personally responsible for taking proper precautions to ensure that unauthorized persons do not gain access to it. The use and storage of CII/SSI shall conform to the following guidelines: During working hours, reasonable steps shall be taken to minimize the risks of access to CII/SSI by unauthorized personnel. After working hours, CII/SSI shall be secured in a secure container, such as a locked desk, file cabinet or facility where contract security is provided.

The reproduction of CII/SSI documents or material containing CII/SSI shall be kept to the minimum extent necessary consistent with the need to carry out official duties. The reproduced CII/SSI material shall be marked and protected in the same manner as the original material. Material containing CII/SSI shall be disposed of by any method that prevents unauthorized retrieval. (e.g. shredding, burning, returning to original source, etc.) CII/SSI shall be transmitted only by US first class, express (US Postal, FedEx, UPS, etc.), certified or registered mail, or through secure electronic means.

The portions of the documents that are marked as CII/SSI are not subject to release under the FOIA (Code of Virginia §2.2-3705.2), and may not be released except with written permission from VDOT. Unauthorized release or reproduction of these documents may result in civil penalty or other legal action.

By copying, downloading, or receiving a copy of any documentation containing CII/SSI, or any part thereof, the consultant or any other recipient acknowledges and agrees to the terms of the MOA and will advise any individual using these documents, or any part thereof, that they too shall be responsible for safeguarding the CII/SSI in their custody or under their control. The Consultant shall include the CII/SSI terms in the MOA in any further dissemination of any contract documents or project materials containing CII/SSI in whole or in part, and in all subcontracts awarded under the consultant's contract.

# CHAPTER 8

SUPPLEMENTAL  
AGREEMENTS



## CHAPTER 8 - SUPPLEMENTAL AGREEMENTS

The MOA provides that supplemental agreements may be needed to amend the services and/or compensation that were agreed upon in the original contract. The additional work required must fall within the original scope and provides for services that are essentially the same as those in the original contract. Supplemental agreements will state the proposed changes of work, extension of time and completion, and adjustment of fees to be paid, if any.

### 8.1 Allowable Uses of Supplement Agreements

Frequently, changes must be made in the services covered by agreements for transportation projects. Supplemental agreements may increase or decrease the consultant's compensation and/or time and are used for the following:

- Increasing or decreasing the scope, character or complexity of the original services to be provided. When VDOT reduces the scope of work and eliminates some consultant services, a supplemental agreement will be executed decreasing the maximum compensation payable and decreasing the net fee payable.
- Adjustment of the project schedule or time of completion.
- Correction of errors or omissions in the wording of the original contract.
- Additional phases of a Multiphase Professional Services Contract.
- Sole source and emergency contracts (are to be awarded only when the circumstances surrounding the original procurement still exist and, therefore, warrant continued use of sole source or emergency services). If these changes require an adjustment of the prime compensation provided in the prime consultant agreement, the authorization to perform the work must include the method to be used in determining the adjustment in the prime compensation and the amount of such adjustment. The Consultant's Estimate Voucher shall be modified to include any changes and the date of the supplemental agreement noted on the first page.

If using a supplemental agreement for a contract with lump sum compensation, the total contract amount cannot be increased by more than the greater of \$50,000 or twenty-five percent of the original contract amount, unless advance written approval of the Governor or his designee is obtained. This does not apply to cost-plus-net-fee type of compensation.

### 8.2 Non-Allowable Uses of Supplemental Agreements

Supplemental agreements cannot be used for:

- Any changes which are outside the general scope of services defined in the RFP and/or MOA. Such changes would have the effect of making the services performed substantially different from the services the parties bargained for at the time the original contract was awarded (i.e. a contract for road design work may not

have a bridge added to it if there was not any bridge design work in the original RFP and MOA).

- Transferring authorized amounts among the consultants working on a project does not require a supplemental agreement as long as the transfer does not change the total maximum compensation. Transfers may be from the prime consultant to subconsultant(s), subconsultant(s) to subconsultant(s), or subconsultant(s) to prime consultant. To document the transfer, a letter agreement must be executed by the involved prime consultant, subconsultant(s), and the Project Manager's Division/District Administrator. A copy of the letter agreement will be furnished to Fiscal Division and E&CA Division.
- Supplemental agreements will not be processed to compensate the consultant for changes in overhead.
- If there is any question as to whether or not the extra work is within the scope of the MOA, the Attorney General's office shall be consulted.

### 8.3 Justification of Supplemental Agreements

In justifying the supplemental services, it is of particular importance that specific reasons are stated why the additional services are not contained in the original agreement; and, that a clear indication is given to show that circumstances would not require the consultant to anticipate the conditions warranting the change.

Evidence to justify a supplemental agreement should, at a minimum, address the following: project continuity, time savings, cost effectiveness, and the learning curve for a new consultant. Proposals will be submitted, reviewed and approved for any supplemental agreement using the same process covered in Chapter 4.

### 8.4 Net Fee

When the consultant provides additional services clearly outside the scope of agreement and at the request of VDOT that require a supplemental agreement, additional net fee will be paid to the consultant. Additional services outside the scope of the original agreement may include providing the same services, but for an extended time past the original contract completion date or in a quantity significantly larger than expected when originally scoped.

The net fee is a negotiated amount and not a set percentage of the contract. The net fee on supplemental agreements will be determined independently of the process used to determine the net fee for the original agreement. This would not be a cost plus a percentage of the cost situation since the net fee on the supplemental agreement is a negotiated amount and not a set percentage.

### 8.5 Execution of Supplement Agreement

The process for executing a supplement is the same as used in the original agreement. The Project Manager must secure approval from the Commissioner to proceed with a supplemental agreement and follow the Consultant Agreement Process Checklist,

Supplemental Agreement (Appendix A). FHWA shall be notified when any of the instances set forth in Chapter 1, Section 1.20, of this Manual apply. It must be verified that funds are available to perform the additional services. The general procedure for negotiating the fee proposal is similar to the original MOA. Supplemental agreements do not have to use the same net fee as the original contract, and the net fee should be a negotiated amount based on the factors in Section 4.60 for the additional services. Once the supplemental fee proposal has been negotiated, and manhours and fees have been agreed upon, the process for approval is the same as with the original MOA. The supplemental agreement will state the proposed changes of work or services, extension of time and completion, and adjustments of fees to be paid, if any. The supplemental agreement is to be submitted to the Attorney General's Office for review and the E&CA Division for their approval. VITA or ITAD approval is also required if computer hardware and/or software acquisition or lease is indicated in the agreement. After these approvals are obtained, the supplemental agreement is sent to the proper authority for their approval. Supplemental agreements must be signed by the same entity as the original agreements of which they are to become a part.

Once approved, the supplement should be sent to everyone who received a copy of the original. The FMS II system will be updated to reflect the current dollar amounts as revised by the supplemental agreement and the funding division should be notified of the increase in cost. A copy of the supplemental agreement will be sent to the E&CA Division.

#### 8.6 Notice to Proceed

The consultant must have an executed supplemental agreement and receive authorization and a written notice to proceed prior to proceeding with the work.

If not feasible, the consultant may be given authorization to proceed, with approval from the appropriate Chief, with the services up to the maximum compensation payable of the current contract. However, the authorization and approval to proceed must not be considered a substitution for the supplemental agreement. The consultant shall submit a proposal to perform the services. The proposal will be negotiated and an agreement reached. The consultant will be given a written notice to proceed with the understanding that a supplemental agreement will be executed as soon as possible. The consultant may not exceed the current maximum compensation payable in the original agreement and any existing supplemental agreements until the new supplemental agreement is executed.

# CHAPTER 9

SMALL  
PURCHASE  
PROCEDURES



## CHAPTER 9 - SMALL PURCHASE PROCEDURES

### 9.1 Small Purchase Procedures for Professional Services

Divisions requiring the use of professional services are authorized to procure such services in the following manner if the anticipated contract amount is expected to be \$50,000 or less. The Division Administrator will:

1. Develop a scope of services and proposed schedule for the project.
2. From a list of firms which have performed similar services over the previous two bienniums or which are available to perform a specialty service, select not less than three (3) firms which appear to be most qualified and suitable to render the required services. Consideration should be given to the current amount of existing work with VDOT and to selecting a business to meet VDOT's overall DBE/SWaM goal.
3. Solicit interest from the selected firms to determine their current personnel's qualifications, experience, workload, capacity, past performance on similar projects, and ability to perform the scope of services and meet the proposed schedule. Written documentation of the interviews must be made a part of the project file. It shall include the names and addresses of the firms contacted, the description of the required services, the names of the persons requesting and receiving the information, and the date the information was obtained. Professional service procurements of \$50,000 or less are not advertised on eVA.
4. Rank the firms in the order deemed most qualified and include written documentation of the reasons for the ranking in the project file. Past performance on VDOT projects will be considered. Consideration should be given to the number and value of previous VDOT contracts awarded to each firm and the work should be spread around to avoid favoritism or the appearance of favoritism.
5. Negotiate a fee for the service with the first ranked firm. If negotiations fail to obtain a satisfactory agreement which is advantageous to VDOT and at a fair and reasonable fee, negotiations shall be formally terminated and the second ranked firm shall be selected for negotiation. This procedure shall be continued until a contract can be negotiated at a fair and reasonable fee.
6. Prepare a MOA using the latest guide agreement approved by the Attorney General's office. The agreement shall be on a lump sum or on a unit cost (hourly rate) basis and the overhead rates, average salary rates and fixed fee shall be within the range normally accepted by VDOT and shall be determined by the Division Administrator to be reasonable. No pre-award audit will be required.
7. The agreement shall be executed by the Division Administrator designated to execute an agreement of this nature.

8. A written notice shall be issued identifying the consulting firm to be hired, the type of work to be performed, and the date the contract was or will be awarded. This notice shall be sent to ASD with a request to post it in a public place for 10 workdays. The notice of award must be posted on the On-Line Bids page of eVA: <http://www.eva.state.va.us>.
9. If the anticipated contract amount is expected to be less than \$5,000, it is only necessary to solicit interest from one firm.
10. The remainder of the procurement process follows that of a regular contract beginning with Chapter 6.
11. See the DGS, Division of Engineering & Building's *Construction and Professional Services Manual* for additional information.

## 9.2 Small Purchase Procedures for Goods and Services Other Than Professional Services

When consultants make small purchases of goods and services other than professional services that are directly billable to the project and are not expected to exceed \$50,000, the consultant should comply with the following procedures:

1. Purchases made pursuant to these procedures do not require public bid openings or newspaper and eVA advertising.
2. Small purchase procedures shall provide for competition wherever practicable.
3. Single Quotation. (Up to \$5,000)

Where the estimated cost of goods or nonprofessional services is \$5,000 or less, purchases shall be made upon the receipt of one (1) written or telephone (oral) quotation from one (1) DMBE-certified small business, if available. Additional sources may also be solicited. A record of the quotation shall be kept to document the name and address of the vendors contacted, the item description or service offered, price quoted, delivery dates and F.O.B. point, names of persons giving and receiving prices, and the date the information was obtained. If more than one quote is solicited, the award will be made to the lowest responsive and responsible bidder.

4. Unsealed Bidding. (Over \$5,000 to \$50,000)

Solicit written bids or quotes for goods and nonprofessional services from \$5,000 to \$50,000. Solicit four (4) valid sources, including a minimum of four (4) DMBE-certified small businesses, if available, in writing or electronically. A record of the solicitation and responses shall be kept. If fewer than the required number of sources are solicited, the reasons shall be documented. The award will be made to the lowest responsive and responsible bidder.

5. Unsealed Proposals (Over \$5,000 to \$50,000)

Solicit written offers for goods and nonprofessional services from \$5,000 to \$50,000 using an informal RFP. The solicitation should include a cover sheet, a general description of what is being sought, the factors and weights to be used in evaluation, any general terms and conditions including unique capabilities or qualifications that will be required. Solicit four (4) valid sources, including a minimum of two (2) DMBE-certified small businesses, if available, by mail, fax, or electronically. All responses must be received at the designated location by the date and hour stated in the solicitation. In lieu of an evaluation committee, the buyer or end user may solely evaluate and rank offers. Upon completion of the evaluation, negotiations shall be conducted with the offeror selected. A record of the solicitation, the responses, and the evaluations shall be kept. If fewer than the required number of sources are solicited, the reasons shall be documented.

When purchases of goods and services other than professional services are expected to exceed \$50,000, it's not considered small purchase procurement. Competitive sealed bidding or competitive negotiation shall be used. Solicit from a minimum of six (6) valid sources, including a minimum of four (4) DMBE-certified small businesses, if available. Public advertisement is required.

See the DGS, DPS's *Agency Procurement and Surplus Property Manual*, Chapter 5, for additional information.

# CHAPTER 10

SOLE  
SOURCE/  
EMERGENCY  
CONTRACTS



## CHAPTER 10 - SOLE SOURCE AND EMERGENCY CONTRACTS

### 10.1 General

Section 2.2-4303 of the Code of Virginia provide for sole source and emergency contracts. Written determination must be made of the need for a sole source or emergency contract and retained in the file. A written notice must be posted for at least ten (10) working days in a designated public area and on the On-Line Bids page of eVA (<http://www.eva.state.va.us>) on the day the contract is awarded or the decision to award is made. The notice must include the determination of need and identify that which is being procured, the contractor selected, and the date on which the contract was or will be awarded. This notice shall be posted on the Scheduling and Contract Division's Bulletin Board on the first floor at 1221 East Broad St., Richmond, VA. In addition, all sole source and emergency contracts shall be posted on the designated bulletin board in the ASD located on the first floor at 1201 East Broad St., Richmond, VA. It will be necessary to furnish a copy of the notice to the ASD for this posting. A copy of the notice may be faxed to the district with a request that it be posted in a public area for at least ten (10) work days. Sole source or emergency procurements are improper if used only for the administrative convenience of VDOT.

### 10.2 Sole Source Contracts

A sole source procurement is authorized when there is only one source practicably available for the goods or services required. Sole source procurements up to \$50,000 are approved by the Commissioner. Sole source contracts exceeding \$50,000 shall be approved by the DGS/DPS. Submissions for approval shall address the following four points in the order given: explain why this is the only product or service that can meet the needs of the purchasing agency; explain why this vendor is the only practicably available source from which to obtain this service; explain why the price is considered reasonable; and describe the efforts that were made to conduct a non-competitive negotiation to get the best possible price for the taxpayer. When sole source contracts exceed \$50,000, forward the request to the Procurement Section of the ASD who will seek the DGS/DPS approval for you. ASD will complete the Sole Source Procurement Approval Request form.

The ASD maintains a central file of all VDOT sole source requests. Ensure that ASD is provided a copy of requests for \$10,000 or less.

Upon the division's receipt of approval to proceed, the public notice will be posted.

Sole source procurements up to \$50,000 are not posted to eVA.

The remainder of the procurement process follows that of the small purchase procedure in Chapter 9 except there are no other firms to select for negotiations if negotiations fail with the sole source firm. The contract may be awarded lump sum or cost plus net fee. The contract shall be reviewed by the Office of the Attorney General, and a Pre-Award Audit Evaluation shall be performed when the contract is greater than \$25,000.

See the DGS/DPS's *Agency Procurement and Surplus Property Manual*, Chapter 8, for additional information.

### 10.3 Emergency Contracts

Divisions requiring the use of professional services for emergency contracts are authorized to procure such services in the following manner. Emergency contracts may be for any amount and are authorized and approved by the appropriate Chief. "Emergency" means a set of unforeseen circumstances beyond the control of VDOT of a serious and urgent nature that either presents a real, immediate threat to the proper performance of essential functions or may result in material loss or damage to property, bodily injury, or loss of life if immediate action is not taken.

The Division Administrator shall:

1. Obtain approval in writing from the appropriate Chief to proceed on an emergency basis. Documented justification which must accompany each emergency request is to include an explanation of the following:
  - Explain the nature of the emergency and the relevant circumstances associated therewith.
  - Describe the threat to the health or safety of individuals, property, or essential state functions if immediate action is not taken. Provide an estimate of the potential material loss or damage.
  - Explain how the services of the consultant will alleviate or eliminate the emergency.
  - Describe what the consequences will be if the emergency action is not taken and the risks associated therewith.
2. Develop a scope of services and proposed schedule for the project.
3. Select a firm which has performed similar services over the previous two bienniums or which is available to perform a specialty service and which appears to be the most qualified to render the required services. The selected firm should have sufficient staff and expertise to rapidly perform the services. The procurement shall be made with such competition as is practicable under the circumstances.
4. Conduct a telephone or personal interview with a representative of the selected firm to determine their current personnel's qualifications, experience, workload, capacity, and ability to perform the scope of services and meet the proposed schedule. Written documentation of the interview must be made a part of the project file.
5. Negotiate a fee for the services. If negotiations fail to reach a satisfactory agreement which is advantageous to VDOT and at a fair and reasonable fee, negotiations shall be formally terminated and another firm selected as indicated in Steps 3 and 4. This procedure shall be continued until a contract can be negotiated

at a fair and reasonable fee. Written documentation of the negotiation process must be made a part of the project file.

6. Prepare a MOA using the latest standard agreement approved by the Attorney General's office. The agreement will usually be on a lump sum basis and the overhead rates, average salary rates and fixed fee shall be within the range normally accepted by VDOT for work performed under emergency conditions and shall be determined by the Division Administrator to be reasonable. Because of the necessity to rapidly proceed with emergency work, Pre-Award Audit Evaluations and Legal Reviews are not required.
7. The agreement shall be executed by the appropriate Chief. The agreement transmittal letter shall include a description of the contractor's qualifications, experience and background to provide the emergency service and the basis on which this consultant was selected over other qualified firms. Also include an explanation of how you concluded that the cost is fair and reasonable since competition was not conducted.
8. For emergency procurements over \$50,000, notices of award must be posted on the eVA website and at a minimum state that the procurement has been declared an emergency, what is being procured, the contractor selected, and the date the contract was or will be awarded.
9. See the DGS/DPS's *Agency Procurement and Surplus Property Manual*, Chapter 9, for additional information.

# CHAPTER 11

CONSULTANT  
ENGINEERING  
INSPECTION



## CHAPTER 11 – CONSULTANT ENGINEERING INSPECTION

### 11.1 General

VDOT utilizes Consultant Engineering Inspection (“CEI”) firms to provide inspection services when VDOT cannot provide the program objectives for roadway construction inspection. The need for CEI is generally determined at the District or Residency level by use of construction manpower management techniques, upcoming project data, and existing inspector manpower levels. The Scheduling and Contract Division, as requested through the Districts, provides inspector needs above existing levels through outsourcing.

In addition to the standard inspection services contract, the Scheduling and Contract Division also procures Bridge Repair and Coatings Inspection Contracts, Maintenance Inspection Contracts, Technical Inspection Services Contracts, Schedule and Constructability Contracts and Finals Preparation Contracts.

In some instances, prior to the EOI return date established in the RFP the District and/or Residency may have an informational meeting with the consultant community to share information on work to be included in the contract and/or to address other issues of concern, pertaining to the requested inspection services. These meetings have been well received by the consultant community. Attendance to these meetings is optional and notification to the consultant is provided through the RFP. However, these meeting should be held a minimum of two weeks prior to the EOI return date.

### 11.2 CEI Services RFP

The Scheduling and Contract Division RFP is unique in many ways from other division RFP’s. The scope of services identifies the type of contract, i.e., Fixed Billable Rate or Cost Plus Net Fee, the number of inspection staff requested, and the need for additional engineering functions such as shop drawing reviews, schedule reviews and analysis, etc. For each classification of staff requested by the RFP, there may be found Staff Functions, Features of Work and Knowledge Skills and Abilities Requirements.

The RFP also requires the submittal of four EOI’s. With the exception of Trainees, a minimum of 20 percent of the proposed staff of each firm named in the EOI shall be currently employed a minimum of three (3) months, with the firm under which they are proposed at the time of submission of the proposal. Team members who are not currently employed by the firm, under which they are proposed, shall have a signed commitment letter attached to their resume, demonstrating their commitment to the firm under which they are proposed. An example commitment letter may be found in the RFP.

Two methods of payment are generally used for CEI contracts: (1) actual cost plus net fee payment, which is used for payment of project specific inspection contracts and (2) actual costs for each project assignment based on fixed billable rates, which is used for payment of district-wide and/or regional contracts.

The Scheduling and Contract Division has established base hourly rates for various staff classifications requested by the RFP. These rates can be found in the method of payment section of the RFP.

For short listing purposes, the submitting firm's experience in the type of service qualifications of the proposed inspection team and the firm's current workload are evaluated with a numerical scoring system based on criteria contained in the RFP. Emphasis is placed on the inspection staff's knowledge, skills and abilities. Prior to scoring, each Selection Committee member is briefed on the use of the RFP's Evaluation Criteria and provided information on other various items found therein, such as the required materials certifications.

The Central Office's Scheduling and Contract Division chairs the Selection Committee, with one of the two remaining members representing the district in which the construction inspection services are to be provided. The remaining member is chosen from another district.

Upon completion of the interview and selection process, the selected firm will often meet with district and residency personnel to better define the scope of services and identify issues of concern associated with the inspection services. At this meeting, notes should be taken and a copy submitted with the consultant's fee proposal. This meeting will define construction time frames, staffing requirements, and direct cost items such as numbers of cell phones and computers. The consultant should also be advised, as general policy, VDOT will not pay per diems for the inspection staff. However, depending on the anticipated inspection needs, two to four weeks of per diem expenses may be included in the fee proposal and noted "for use only when authorized by VDOT." The consultant should understand that these per diems are for use only in the event that an increase in staff is required for a short duration, or when safety is a concern. A short duration is defined as one to two weeks only. Both the Scheduling and Contract Division and the E&CA Division will review cost associated with direct cost items identified during the scoping meeting. Should an Inspector Coordinator position be required the consultant should be informed that supervision and support of the consultant's own inspection staff is not considered billable to VDOT.

### 11.3 Direct and Indirect Cost

VDOT will allow the direct labor costs required for the field office operations as well as home or branch office direct labor costs, which are specifically identified and approved. The job classifications, man-hours, wage rates, etc. will be determined during contract negotiations. As a general rule, the home or branch office direct labor will be limited to only those essential services, which can be provided from the home or branch office more effectively and/or economically.

As a general rule, VDOT will provide a field office with the necessary office equipment for its establishment and the operations associated with it. Should VDOT not own or have access to the required equipment items, the decision as to whether the items should be leased or provided in some other manner will be made during the contract negotiations, consistent with VDOT's normal contracting practices. Payment for

mobilization i.e., the consultant cost for implementation or providing and establishing inspection services is not allowable as a direct cost item.

The consultant should be responsible for providing office supplies to the field office such as pencils, paper etc. as well as, those items commonly used when providing construction inspection.

The list below provides some direct cost items normally associated with consultant inspection. This list is not all-inclusive, but provides a general description of costs, which might be expected and also indicates VDOT's policy on the allowance of such costs. It should also be noted, that VDOT has an option to furnish these items.

1. Survey equipment
2. Nuclear gauge film badges.
3. Specialized test and safety equipment unless one could reasonably expect it to be furnished, such as a respirator and paint test equipment on a task specific contract, such as a bridge painting inspection contract.
4. Computer, imaging and communication equipment only when the district requests it.
5. Inspection vehicles represented in the Fee Proposal should be the two-wheel drive variety, unless another requested by the district. Mileage payment for commuting miles will not be made. Payment for mileage will only be made for inspection related mileage as determined by mileage logs at the reimbursement rate specified in the MOA, for cost related to property taxes, decals, tags, registration, insurance, gas and maintenance. Payment for personal vehicle inspection mileage, as determined by mileage logs, will also be made at the reimbursement rate specified in the MOA for cost related to insurance, gas and maintenance.

The following have been identified as indirect cost and therefore cost for these items should be included in the consultant's overhead expense.

1. "Tools of the Trade" or normal inspector equipment such as rules, manuals, safety vest and normal safety equipment i.e. steel toed shoes, hard hats, first aid kits, flares, fire extinguishers and flashers.
2. Field office supplies such as paper, pens, pencils, paper clips, etc.
3. Supervision and support of the consultant's own inspection staff.

# APPENDIX A

CONSULTANT  
AGREEMENT  
CHECKLIST



CONSULTANT AGREEMENT PROCESS  
NEW AGREEMENT

This checklist has been developed to ensure the procurement process is followed consistently for all VDOT professional services contracts. The Project Manager shall insert the date of completion in the space provided for all of the activities listed below.

Project: \_\_\_\_\_

Chapter 1

- \_\_\_\_\_ Determination if outside services are needed based on Section 1.1.
- \_\_\_\_\_ Procurement manager assigned.
- \_\_\_\_\_ Determine if other divisions are included.
- \_\_\_\_\_ Scoping meeting with other divisions (if applicable).
- \_\_\_\_\_ Develop Comprehensive Scope
- \_\_\_\_\_ Notify FHWA if criteria listed from Section 1.2 applies.
- \_\_\_\_\_ Prepare PE cost estimate and determine if PE funds are available (Form PD4-C).
- \_\_\_\_\_ If PE funds not available, review with appropriate Chief.
- \_\_\_\_\_ Selection Committee appointed.
- \_\_\_\_\_ Rating criteria established to short list (RFP score sheet).
- \_\_\_\_\_ Approval of Division Administrator of selection committee, including rating criteria for short list.
- \_\_\_\_\_ Form AS-58, Request for Approval to Use Consultant, submitted to appropriate Chief (include Form PD4-C).
- \_\_\_\_\_ Form AS-58 returned with Commissioner's approval.
- \_\_\_\_\_ Approval of FHWA to use consultant, if applicable, in accordance with Section 1.4.

Chapter 2

- \_\_\_\_\_ Request for Proposal (RFP) prepared.
- \_\_\_\_\_ CRD review and approve RFP, including the workload limits on the score sheet.
- \_\_\_\_\_ RFP review for quality assurance by an independent reviewer by the Lead Division.
- \_\_\_\_\_ Final scope reviewed by Division Administrator prior to advertisement.
- \_\_\_\_\_ RFP posted on Internet.
- \_\_\_\_\_ Newspaper advertisement sent to Public Affairs Division.
- \_\_\_\_\_ EVA Internet notice posted to DGS/DPS website.
- \_\_\_\_\_ Date public notice to be printed in newspaper.
- \_\_\_\_\_ Date public notice to be printed in eVA.
- \_\_\_\_\_ Newspaper notice and RFP sent to ASD and CRD.
- \_\_\_\_\_ Project information made available for consultant review.
- \_\_\_\_\_ RFP and rating criteria sent to consultants when requested.
- \_\_\_\_\_ Cutoff date for EOI responses to RFP.

- \_\_\_\_\_ Consultant EOIs and signed ASD EOI sign-in sheet picked up from ASD.
- \_\_\_\_\_ EOIs reviewed to ensure all are for your project.
- \_\_\_\_\_ Verify all required information has been submitted including verification of any licensing requirementsChapter 3
  
- \_\_\_\_\_ Distribute EOI's and additional documentation in accordance with Section 3.3.
- \_\_\_\_\_ Copy of Firm Data Sheet from each EOI furnished to Chairman, Consultant Coordinating Committee.
- \_\_\_\_\_ Notify and coordinate short list meeting date with Selection Committee Members, Civil Rights Representatives, and ASD.
- \_\_\_\_\_ Hold short list meeting (ASD must be present at the meeting)
- \_\_\_\_\_ Short listed firms workload verified.
- \_\_\_\_\_ Short listed firms performance reports reviewed/ reference checks made.
- \_\_\_\_\_ Short listed firms debarment status verified.
- \_\_\_\_\_ Short list with scores of all firms evaluated and rating forms for the short listed firms certified by ASD.
- \_\_\_\_\_ Notice of short listed firms posted to VDOT's Internet Business Center website.
- \_\_\_\_\_ Notification of short list to short listed firms in writing.
- \_\_\_\_\_ Notify and coordinate interview/technical presentations meeting date with Selection Committee Members, Civil Rights Representatives, and ASD.
- \_\_\_\_\_ Notice to short listed firms to make technical presentations.
- \_\_\_\_\_ Project Briefing Meeting to give short listed firms the detailed scope of services (if applicable).
- \_\_\_\_\_ Prepare questions for interviews/technical presentations (if applicable).
- \_\_\_\_\_ Short listed firms make technical presentations (ASD requested to be present, but presence is not required).
- \_\_\_\_\_ Short listed firms evaluated and final ranking for selection made, along with combined narrative.
- \_\_\_\_\_ Final Selection to Lead Division Administrator for approval with narratives and certifications for all firms interviewed.
- \_\_\_\_\_ Final Selection approval from Lead Division Administrator.
- \_\_\_\_\_ Notice to selected firm in writing and by telephone.
- \_\_\_\_\_ Written notice sent to consultants not selected.
- \_\_\_\_\_ Notice of final selection posted to VDOT's Internet Business Center website with the top ranked firm in red text.
- \_\_\_\_\_ Receipt of the selected firm's submittal of the Title VI Evaluation Report Form to CRD (if not currently on file).
- \_\_\_\_\_ Send the selected firm's Title VI Evaluation Report Form to CRD or confirmation that the form is currently on file to CRD.
- \_\_\_\_\_ Approval and confirmation received from CRD to begin negotiations.

#### Chapter 4

- \_\_\_\_\_ Scope of Services Meeting held with top ranked firm.
- \_\_\_\_\_ Items and information provided to the top ranked firm in accordance with Section 4.2.

\_\_\_\_\_ Prepare VDOT's fee estimate in accordance with Section 4.3.  
\_\_\_\_\_ Request top ranked firm's fee proposal.

#### Chapter 4 (continued)

\_\_\_\_\_ Fee proposal received.  
\_\_\_\_\_ Ensure required data and forms are submitted with the fee proposal in accordance with Section 4.4.  
\_\_\_\_\_ Distribute fee proposal to involved divisions for review and comment (if applicable).  
\_\_\_\_\_ Analyze the fee proposal in accordance by using VDOT's estimate and resources outlined in Section 4.3  
\_\_\_\_\_ Notify ASD of time and place for negotiations.  
\_\_\_\_\_ Proposal negotiated.  
\_\_\_\_\_ Revised proposal received and analyzed.  
\_\_\_\_\_ Revised proposal negotiated, (if applicable).  
\_\_\_\_\_ Pre-audit evaluation request to E&CA Division with copy of the revised proposal.  
\_\_\_\_\_ Pre-Award Audit letter received.  
\_\_\_\_\_ Adjustments made to the fee proposal to include audit comments.  
\_\_\_\_\_ Consult with and submit to FHWA final Scope of Services in accordance with Section 1.4.  
\_\_\_\_\_ Out-of-state corporation submits registration as professional corp in Virginia and Certificate of Authority.

#### Chapter 5

\_\_\_\_\_ Prepare MOA (Have draft reviewed by Asst. Div. Admin.)  
\_\_\_\_\_ Draft MOA reviewed by other involved divisions.  
\_\_\_\_\_ Draft MOA to consultant for review and comment.  
\_\_\_\_\_ Draft MOA concurrence received from consultant.  
\_\_\_\_\_ 2 copies of the MOA sent to the Attorney General's Office for review. Legal for review.  
\_\_\_\_\_ 2 MOAs to ITAD for review (if computer equipment and/or software in fee proposal).  
\_\_\_\_\_ MOA comments returned by the Attorney General's Office.  
\_\_\_\_\_ MOAs returned by ITAD.  
\_\_\_\_\_ Adjustments made to the MOA to include Attorney General's Office, ITAD, and other divisions comments.  
\_\_\_\_\_ Final approval of the MOA requested from the E&CA Division.  
\_\_\_\_\_ Approval received by E&CA Division.  
\_\_\_\_\_ Send 2 MOAs to consultant for concurrence and execution.  
\_\_\_\_\_ Executed MOA's returned by consultant.  
\_\_\_\_\_ Notify Programming Division or Local Assistance by letter of consultant's final fees and the current total preliminary engineering cost. If secondary, notify District Administrator and Local Assistance.  
\_\_\_\_\_ Signed MOA's returned by firm(check for signatures and dates on all copies).

- \_\_\_\_\_ Letter to appropriate Chief using Form AT-1 for MOA execution in accordance with Section 5.5.
- \_\_\_\_\_ Distribute executed MOA n accordance with Section 5.6.
- Chapter 5 (continued)
- \_\_\_\_\_ Post Award of contract on VDOT's Internet Business Center website.
- \_\_\_\_\_ Expiration of 10 days appeal of award.
- \_\_\_\_\_ Send firm any manuals, guidelines, etc., required for the firm to accomplish the work.
- \_\_\_\_\_ Issue Notice to Proceed in accordance with Section 5.7.

Chapter 6

- \_\_\_\_\_ Project/contract information entered into FMSII.
- \_\_\_\_\_ Voucher supply sent to consultant. Include date of agreement on voucher.

Chapter 7

- \_\_\_\_\_ Furnish agreement data file to Asst. Div. Admin.
- \_\_\_\_\_ District advised regarding review of shop drawings.

Note: Some correspondence may be combined into one letter.

Final Scopes of Work and MOA's are required to be sent to the FHWA only for federally funded NHS oversight projects, federal projects with an estimated total cost of \$500,000,000 or more, or when the consultants are to act in a management role for VDOT on federal projects. (Do not send proposals)

Escrow Agreements must be furnished to E&CA Division prior to submitting any vouchers to them.

CONSULTANT AGREEMENT PROCESS  
SUPPLEMENTAL AGREEMENT

This checklist has been developed to ensure the procurement process is followed consistently for all VDOT professional services contracts. The Project Manager shall insert the date of completion in the space provided for all of the activities listed below.

Project: \_\_\_\_\_

Note: Supplements are approved by the Commissioner.

Chapter 8

- \_\_\_\_\_ Letter to Division Administrator (DA) for authorization to proceed with a Supplemental Agreement.
- \_\_\_\_\_ Form AS-58, Request for Approval to Use Consultant, submitted to appropriate Chief.
- \_\_\_\_\_ Form AS-58 returned with Commissioner's approval.
- \_\_\_\_\_ Approval of the FHWA for Supplemental Agreement if criteria listed from Section 1.2 applies..
- \_\_\_\_\_ Prepare PE cost estimate and determine if PE funds are available.
- \_\_\_\_\_ If PE funds not available, review with appropriate Chief.
- \_\_\_\_\_ Invitation to consultant for proposal.
- \_\_\_\_\_ Meeting with consultant to discuss scope of services.
- \_\_\_\_\_ External & Construction Audit (E&CA) Division Checklist provided to consultant if most recent audit is more than one year old.
- \_\_\_\_\_ Proposal received.
- \_\_\_\_\_ Proposal analyzed by all divisions involved.
- \_\_\_\_\_ Proposal negotiated.
- \_\_\_\_\_ Revised proposal received and analyzed.
- \_\_\_\_\_ Revised proposal negotiated.
- \_\_\_\_\_ Audit request to E&CA Division with copy of final Proposal.
- \_\_\_\_\_ Audit letter received.
- \_\_\_\_\_ Adjust fee proposal to include audit comments.
- \_\_\_\_\_ Final Scope of Services to FHWA on federally funded NHS oversight projects, projects with an estimated total cost of \$500,000,000 or more, or when the consultants are to act in a management role for VDOT.
- \_\_\_\_\_ Prepare Supplement to Memorandum of Agreement ("SMOA") (Supplement to be signed by same person as original Agreement).
- \_\_\_\_\_ Draft SMOA reviewed by other divisions involved.
- \_\_\_\_\_ Draft SMOA to consultant for review and comment.
- \_\_\_\_\_ Draft SMOA concurrence received from consultant.
- \_\_\_\_\_ 1 SMOA to Legal for review.
- \_\_\_\_\_ SMOA returned by Legal.
- \_\_\_\_\_ 2 SMOAs to ITAD for review (if computer equipment and/or software is involved in fee proposal).
- \_\_\_\_\_ SMOAs returned by ITAD.
- \_\_\_\_\_ 2 SMOAs to E&CA Division for review.

Chapter 8 (continued)

- \_\_\_\_\_ SMOAs returned by E&CA Division.
- \_\_\_\_\_ Send 2 SMOA to consultant for concurrence and execution.
- \_\_\_\_\_ Executed SMOA's returned by consultant.
- \_\_\_\_\_ Letter to appropriate Chief using Form AT-1 for SMOA execution - 2 SMOA with final fee proposal, Location Map, Fact Sheet, & previously approved Form AS-58.
- \_\_\_\_\_ Letter to Programming Div. Admin. informing whether or not fee exceeds established preliminary engineering cost. If secondary, use letter to District Engineer instead. If Urban, notify Local Assistance Div. Admin.
- \_\_\_\_\_ Executed SMOAs returned.
- \_\_\_\_\_ Executed SMOA to consultant with notice to proceed (original).
- \_\_\_\_\_ Executed SMOA to Central File (original).
- \_\_\_\_\_ Executed SMOA to Project File (copy).
- \_\_\_\_\_ Prepare Revised Consultant's Estimate Voucher.
- \_\_\_\_\_ SMOA to Fiscal and E&CA Divisions with letter of acceptance/notice to proceed.
- \_\_\_\_\_ 1 SMOA to FHWA on federally funded NHS oversight projects, projects with an estimated total cost of \$500,000,000 or more, or when the consultants are to act in a management role for VDOT.
- \_\_\_\_\_ Add supplement date to consultant voucher.
- \_\_\_\_\_ Supplement entered on FMS II.

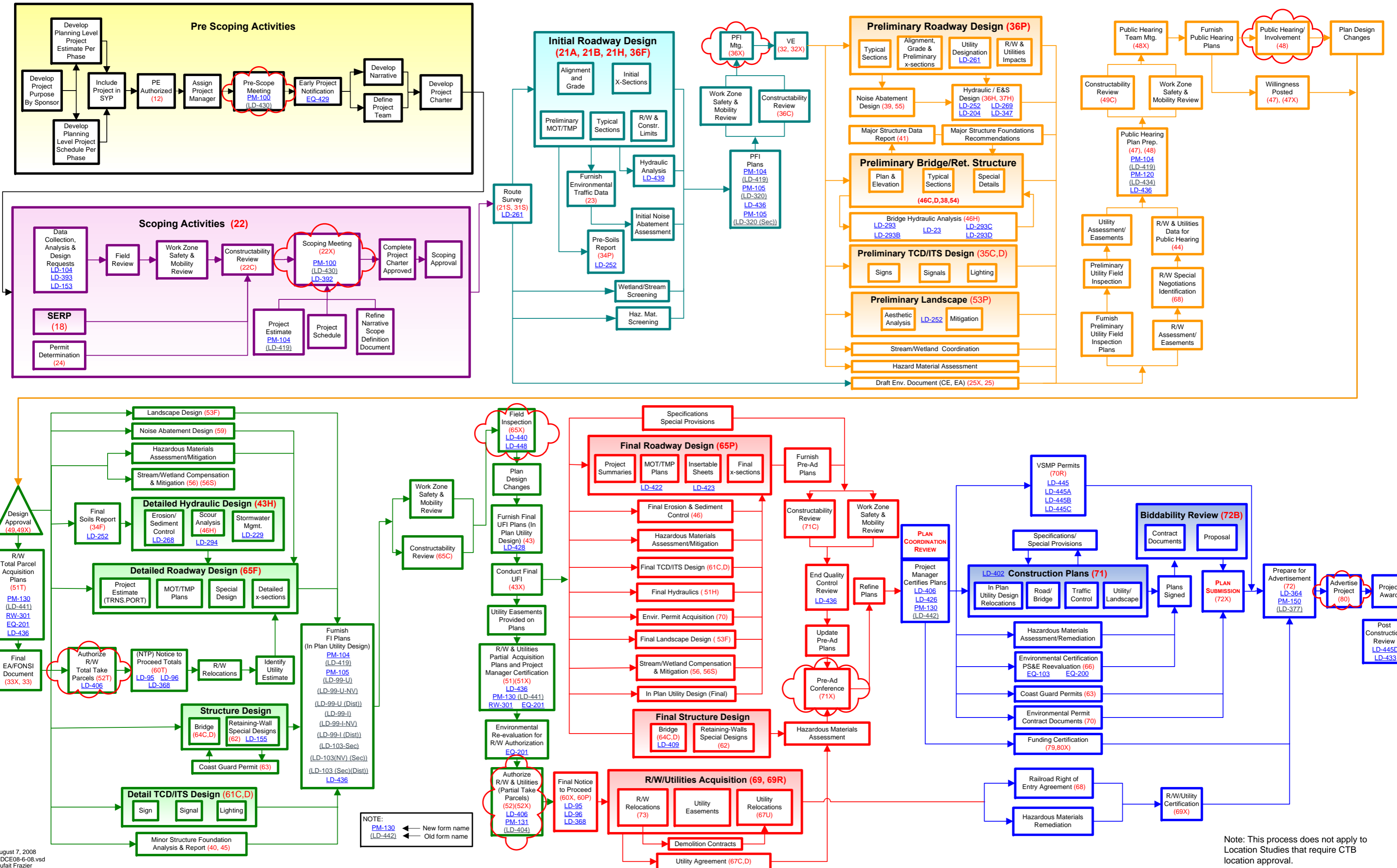
Note: Final Scopes of Work and SMOAs are required to be sent to the FHWA only for federally funded NHS oversight projects, projects with an estimated total cost of \$500,000,000 or more, or when the consultants are to act in a management role for VDOT. (Do not send proposals)

# APPENDIX B

PROJECT  
DEVELOPMENT  
CONCURRENT  
ENGINEERING  
PROCESS



# Project Development Concurrent Engineering Process – August 1, 2008 ( Total & Partial R/W Takes)



Note: This process does not apply to Location Studies that require CTB location approval.

# APPENDIX C

FEDERAL  
AID  
POLICY  
GUIDE-  
172



## PART 172—ADMINISTRATION OF ENGINEERING AND DESIGN RELATED SERVICE CONTRACTS

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**Authority:** 23 U.S.C. 112, 114(a), 302, 315, and 402; 40 U.S.C. 541 *et seq.* ; sec.1205(a), Pub. L. 105–178, 112 Stat. 107 (1998); sec. 307, Pub. L. 104–59, 109 Stat. 568 (1995); sec. 1060, Pub. L. 102–240, 105 Stat. 1914, 2003 (1991); 48 CFR 12 and 31; 49 CFR 1.48(b) and 18.

**Source:** 67 FR 40155, June 12, 2002, unless otherwise noted.

### § 172.1 Purpose and applicability.

This part prescribes policies and procedures for the administration of engineering and design related service contracts under 23 U.S.C. 112 as supplemented by the common grant rule, 49 CFR part 18. It is not the intent of this part to release the grantee from the requirements of the common grant rule. The policies and procedures involve federally funded contracts for engineering and design related services for projects subject to the provisions of 23 U.S.C. 112(a) and are issued to ensure that a qualified consultant is obtained through an equitable selection process, that prescribed work is properly accomplished in a timely manner, and at fair and reasonable cost. Recipients of Federal funds shall ensure that their subrecipients comply with this part.

### § 172.3 Definitions.

As used in this part:

*Audit* means a review to test the contractor's compliance with the requirements of the cost principles contained in 48 CFR part 31.

*Cognizant agency* means any Federal or State agency that has conducted and issued an audit report of the consultant's indirect cost rate that has been developed in accordance with the requirements of the cost principles contained in 48 CFR part 31.

*Competitive negotiation* means any form of negotiation that utilizes the following:

- (1) Qualifications-based procedures complying with title IX of the Federal Property and Administrative Services Act of 1949 (Public Law 92–582, 86 Stat. 1278 (1972));
- (2) Equivalent State qualifications-based procedures; or
- (3) A formal procedure permitted by State statute that was enacted into State law prior to the enactment of Public Law 105–178 (TEA–21) on June 9, 1998.

*Consultant* means the individual or firm providing engineering and design related services as a party to the contract.

*Contracting agencies* means State Departments of Transportation (State DOTs) or local governmental agencies that are responsible for the procurement of engineering and design related services.

*Engineering and design related services* means program management, construction management, feasibility studies, preliminary engineering, design, engineering, surveying, mapping, or architectural related services with respect to a construction project subject to 23 U.S.C. 112(a).

*One-year applicable accounting period* means the annual accounting period for which financial statements are regularly prepared for the consultant.

#### § 172.5 Methods of procurement.

(a) *Procurement.* The procurement of Federal-aid highway contracts for engineering and design related services shall be evaluated and ranked by the contracting agency using one of the following procedures:

(1) *Competitive negotiation.* Contracting agencies shall use competitive negotiation for the procurement of engineering and design related services when Federal-aid highway funds are involved in the contract. These contracts shall use qualifications-based selection procedures in the same manner as a contract for architectural and engineering services is negotiated under title IX of the Federal Property and Administrative Services Act of 1949 (40 U.S.C. 541–544) or equivalent State qualifications-based requirements. The proposal solicitation (project, task, or service) process shall be by public announcement, advertisement, or any other method that assures qualified in-State and out-of-State consultants are given a fair opportunity to be considered for award of the contract. Price shall not be used as a factor in the analysis and selection phase. Alternatively, a formal procedure adopted by State Statute enacted into law prior to June 9, 1998 is also permitted under paragraph (a)(4) of this section.

(2) *Small purchases.* Small purchase procedures are those relatively simple and informal procurement methods where an adequate number of qualified sources are reviewed and the total contract costs do not exceed the simplified acquisition threshold fixed in 41 U.S.C. 403(11). Contract requirements should not be broken down into smaller components merely to permit the use of small purchase requirements. States and subrecipients of States may use the State's small purchase procedures for the procurement of engineering and design related services provided the total contract costs do not exceed the simplified acquisition threshold fixed in 41 U.S.C. 403(11).

(3) *Noncompetitive negotiation.* Noncompetitive negotiation may be used to procure engineering and design related services on Federal-aid participating contracts when it is not feasible to award the contract using competitive negotiation, equivalent State qualifications-based procedures, or small purchase procedures. Contracting agencies shall submit justification and receive approval from the FHWA before using this form of contracting. Circumstances under which a contract may be awarded by noncompetitive negotiation are limited to the following:

(i) The service is available only from a single source;

(ii) There is an emergency which will not permit the time necessary to conduct competitive negotiations; or

(iii) After solicitation of a number of sources, competition is determined to be inadequate.

(4) *State statutory procedures.* Contracting agencies may procure engineering and design related services using an alternate selection procedure established in State statute enacted into law before June 9, 1998.

(b) *Disadvantaged Business Enterprise (DBE) program.* The contracting agency shall give consideration to DBE consultants in the procurement of engineering and design related service contracts subject to 23 U.S.C. 112(b)(2) in accordance with 49 CFR part 26.

(c) *Compensation.* The cost plus a percentage of cost and percentage of construction cost methods of compensation shall not be used.

#### § 172.7 Audits.

(a) *Performance of audits.* When State procedures call for audits of contracts or subcontracts for engineering design services, the audit shall be performed to test compliance with the requirements of the cost principles contained in 48 CFR part 31. Other procedures may be used if permitted by State statutes that were enacted into law prior to June 9, 1998.

(b) *Audits for indirect cost rate.* Contracting agencies shall use the indirect cost rate established by a cognizant agency audit for the cost principles contained in 48 CFR part 31 for the consultant, if such rates are not under dispute. A lower indirect cost rate may be used if submitted by the consultant firm, however the consultant's offer of a lower indirect cost rate shall not be a condition of contract award. The contracting agencies shall apply these indirect cost rates for the purposes of contract estimation, negotiation, administration, reporting, and contract payment and the indirect cost rates shall not be limited by any administrative or de facto ceilings. The consultant's indirect cost rates for its one-year applicable accounting period shall be applied to the contract, however once an indirect cost rate is established for a contract it may be extended beyond the one year applicable accounting period provided all concerned parties agree. Agreement to the extension of the one-year applicable period shall not be a condition of contract award. Other procedures may be used if permitted by State statutes that were enacted into law prior to June 9, 1998.

(c) *Disputed audits.* If the indirect cost rate(s) as established by the cognizant audit in paragraph (b) of this section are in dispute, the parties of any proposed new contract must negotiate a provisional indirect cost rate or perform an independent audit to establish a rate for the specific contract. Only the consultant and the parties involved in performing the indirect cost audit may dispute the established indirect cost rate. If an error is discovered in the established indirect cost rate, the rate may be disputed by any prospective user.

(d) *Prenotification; confidentiality of data.* The FHWA and recipients and subrecipients of Federal-aid highway funds may share the audit information in complying with the

State or subrecipient's acceptance of a consultant's overhead rates pursuant to 23 U.S.C. 112 and this part provided that the consultant is given notice of each use and transfer. Audit information shall not be provided to other consultants or any other government agency not sharing the cost data, or to any firm or government agency for purposes other than complying with the State or subrecipient's acceptance of a consultant's overhead rates pursuant to 23 U.S.C. 112 and this part without the written permission of the affected consultants. If prohibited by law, such cost and rate data shall not be disclosed under any circumstance, however should a release be required by law or court order, such release shall make note of the confidential nature of the data.

#### § 172.9 Approvals.

(a) *Written procedures.* The contracting agency shall prepare written procedures for each method of procurement it proposes to utilize. These written procedures and all revisions shall be approved by the FHWA for recipients of federal funds. Recipients shall approve the written procedures and all revisions for their subrecipients. These procedures shall, as appropriate to the particular method of procurement, cover the following steps:

(1) In preparing a scope of work, evaluation factors and cost estimate for selecting a consultant;

(2) In soliciting proposals from prospective consultants;

(3) In the evaluation of proposals and the ranking/selection of a consultant;

(4) In negotiation of the reimbursement to be paid to the selected consultant;

(5) In monitoring the consultant's work and in preparing a consultant's performance evaluation when completed; and

(6) In determining the extent to which the consultant, who is responsible for the professional quality, technical accuracy, and coordination of services, may be reasonably liable for costs resulting from errors or deficiencies in design furnished under its contract.

(b) *Contracts.* Contracts and contract settlements involving design services for projects that have not been delegated to the State under 23 U.S.C. 106(c), that do not fall under the small purchase procedures in §172.5(a)(2), shall be subject to the prior approval by FHWA, unless an alternate approval procedure has been approved by FHWA.

(c) *Major projects.* Any contract, revision of a contract or settlement of a contract for design services for a project that is expected to fall under 23 U.S.C. 106(h) shall be submitted to the FHWA for approval.

(d) *Consultant services in management roles.* When Federal-aid highway funds participate in the contract, the contracting agency shall receive approval from the FHWA before hiring a consultant to act in a management role for the contracting agency.

# APPENDIX D

SWaM/DBE  
POLICY



## DBE/SWaM PROCEDURES FOR CONSULTANT PROCUREMENT

### 1. RFP Requirements Matrix:

Preliminary Engineering Funding Source	STATE FUNDED PE	FEDERAL FUNDED PE RACE NEUTRAL	FEDERAL FUNDED PE RACE CONSCIOUS
Procurement Procedure	Same on all state funded projects.	Start as race neutral and switch to race conscious if goal not being met. Each division will track DBE utilization separately and make own decision as to whether to use race neutral or race conscious goals. The number of contracts to be advertised may be considered when deciding which method to use.	
Short List Scoresheet	Use RFP Consultant Short List Score Sheet – State Funded Projects.	Use RFP Consultant Short List Score Sheet – Federally Funded Projects.	Use RFP Consultant Short List Score Sheet – Federally Funded Projects with DBE goal.
DBE/SWaM Goal	Coordinate SWaM goal CRD.	Coordinate race neutral participation with CRD	Coordinate race conscious goal with CRD.
DBE/SWaM Workload	SWaM workload is exempt from the calculation of prime’s workload.		
Good Faith Efforts	Not applicable.	Not applicable	Accepted
Prompt Payment of Retainage to Subconsultants	MOA requires prompt payment of retainage and indicates that retainage is not required on subs. Withholding of retainage on subs by primes is to be discouraged.		
Encourage Use of DBE/SWaMs	RFP wording encourages use of SWaMs on state contracts and DBEs on federal contracts.		
Consultant Performance Reports	Consultants failing to utilize DBE/SWaM subconsultants for the amount of work established in the fee proposal, shall receive a low score in Section III.1. Low scores in this area shall be considered on future consultant selections.		
Consultant Data included in EOI. (A count of all firms participating or attempting to participate on contracts)	Data will be collected on a Firm Data Sheet on all firms, both primes and subs, submitting EOIs. Firm name, location, DBE/SWaM status, age, and annual gross receipts will be included in the Firm Data Sheet. A copy of the sheets from all advertisements will be sent to the Chairperson, Consultant Coordinating Committee.		
Additional DBE/SWaM Data Required to be in EOI. Requested in RFP.	<ul style="list-style-type: none"> <li>• Names and addresses of DBE/SWaM firms that will participate in the contract.</li> <li>• Description of the work that each DBE/SWaM will perform.</li> <li>• Percentage amount of the participation of each DBE/SWaM firm.</li> <li>• Written documentation of the prime’s commitment to use DBE/SWaMs.</li> <li>• Written confirmation from the DBE/SWaM that it is participating.</li> <li>• Firm’s age and annual gross receipts.</li> </ul>	<ul style="list-style-type: none"> <li>• Names and addresses of DBE firms that will participate in the contract.</li> <li>• Description of the work that each DBE will perform.</li> <li>• Percentage amount of the participation of each DBE firm.</li> <li>• Firm’s age and annual gross receipts.</li> </ul>	<ul style="list-style-type: none"> <li>• Names and addresses of DBE firms that will participate in the contract.</li> <li>• Description of the work that each DBE will perform.</li> <li>• Percentage amount of the participation of each DBE firm.</li> <li>• Written documentation of the prime’s commitment to use DBEs.</li> <li>• Written confirmation from the DBE that it is participating.</li> <li>• If the contract goal is not met, evidence of good faith effort.</li> <li>• Firm’s age and annual gross receipts.</li> </ul>

## 2. DBE Goals on Federally Funded Projects

The following information has been extracted from 49 CFR Part 26 which replaces 49 CFR Part 23. Text in parenthesis ( ) are comments not contained in the regulation.

- Contract goals are not required on every contract. Goals may only be needed on certain contracts if the overall goal cannot be met through race-neutral measures, like outreach and technical assistance. Race-conscious measures, like contract goals, should only be used to make up the difference.
- The regulation explicitly provides that recipients (VDOT) will not be penalized or sanctioned for failing to meet their DBE goals.
- Recipients (VDOT) must set overall goals to represent a “level playing field” - the amount of DBE participation they could realistically expect in the absence of discrimination. This goal must be based on demonstrable evidence of the availability of ready, willing and able DBEs to participate. Goals are set based on local market conditions. There is no federally mandated 10% goal. If a goal is used, it may be set at any level believed appropriate for the type and location of the specific work involved. (The current overall VDOT DBE goal is determined by the CRD. Project Managers are responsible for obtaining this goal from the CRD.)
- Firms are certified as DBEs by the Department of Minority Business Enterprise (DMBE). A directory listing of certified DBE firms may be obtained from DMBE, [www.dmbestate.va.us](http://www.dmbestate.va.us) MWAA, [www.metwashairports.com](http://www.metwashairports.com). When a firm is certified, it normally stays certified for three years. Firms must inform the recipient (VDOT) and DMBE in writing of any changes that would affect its eligibility and must submit an annual affidavit that such changes have not taken place. Firms leave the program if they grow too large. Individuals leave the program if they become too wealthy.
- Any individual owning a business may demonstrate that he/she is socially and economically disadvantaged, even if that individual is not a woman or minority.
- Recipients (VDOT) must develop and maintain a “bidders” list to be a count of all firms that are participating, or attempting to participate, on DOT-assisted contracts. The list must contain all firms, both DBE and non-DBE, primes and subs. The list must contain the age of each firm and annual gross receipts of the firm. (A Firm Data Sheet has been added to the RFP. VDOT will collect data on all contracts. Each project manager that advertises a project shall submit a copy of these forms to Chairperson, Consultant Coordinating Committee, who will compile this data.)

- Contracts (MOAs) must contain language for prompt payment by primes to subcontractors. The language must also address payment of retainage within a certain number of days after the work has been satisfactorily completed.
- Recipients (VDOTs) should get maximum feasible DBE participation through race-neutral means and only uses race-conscious measures (goals) to get the remainder of the DBE participation it needs to meet the overall goal. The overall goal can possibly be met without setting any contract goals.
- When a recipient (VDOT) sets a contract goal, the basic obligation of bidders is to make good faith efforts to meet it. First, they can meet the goal, by documenting that they have obtained commitments for enough DBE participation to meet the goal. Second, even though they have not met the goal, they can document that they have made good faith effort to do so. Recipients are not to use a “conclusive presumption” approach, in which the apparent successful bidder is summarily found to have failed to make good faith efforts simply because another bidder was able to meet the goal. Recipients (VDOT) are prohibited from denying a contract to a bidder simply because it did not obtain enough DBE participation to meet the goal. (See Good Faith Effort instructions in RFP.)
- When recipients (VDOT) set a contract goal, DBE prime contractors are required to meet goals and make good faith efforts on the same basis as other prime contractors. DBEs work performed with their own forces, as well as the work that they commit to be performed by DBE subcontractors, will count toward the goal.
- When recipients (VDOT) set a contract goal, prime contractors are required to replace a fallen-away DBE (or to demonstrate that it has made good faith efforts toward that end) only to the extent needed to ensure that the prime contractor is able to achieve the contract goal established by the recipient for the procurement. A prime contractor may not terminate a DBE firm for convenience and then perform the work with its own forces without the recipient’s written consent. The prime cannot bump DBE off project and do work itself. Requests to replace or terminate a DBE must be promptly submitted in writing by the contractor and must have the concurrence of the CRD.
- When a DBE prime contractor or subcontractor subcontracts work to another firm, the work counts toward DBE goals only if the other firm is itself a DBE.
- The value of work performed by DBEs themselves is deemed to include the cost of materials and supplies purchased, and equipment leased, by the DBE from non-DBE sources.

- DBEs must be certified before the bid/offer due date, rather than before the issuance of the solicitation. Recipients (Department of Minority Business Enterprise) must obtain a signed and notarized statement of personal net worth from all persons who claim to own or control a firm applying for DBE certification and whose ownership and control are relied upon for DBE certification. These statements must be accompanied by appropriate supportive documentation; e.g., tax returns, where relevant.
- The recipient (VDOT) shall not discriminate on the basis of race, color, national origin, or sex.
- Recipient's (VDOT's) DBE program must also include a monitoring and enforcement mechanism to verify that the work committed to DBEs at contract award is actually performed by the DBE. (Vouchers, Consultant Performance Reports, Form C-63, compliance reviews, etc. Each division will monitor DBE utilization. Prime consultants which do not properly utilize their DBEs, shall be given low performance evaluations scores in this area.)

(VDOT is also required to capture DBE and SWaM payment information on all professional services contracts. The successful prime consultant will be required to complete C- 63 form for both state and federally funded projects on quarterly basis).

- Recipients (VDOT) may not use set-aside contracts.
- If during the course of any year in which you are using contract goals, you determine that you will exceed your overall goal, you must reduce or eliminate the use of contract goals to the extent necessary to ensure that the use of contract goals does not result in exceeding the overall goal. (Division Administrators are responsible for monitoring this.)
- If there is a goal, bidders/offeror will be required to submit the following information to the recipient (Requested by RFP and is included in each EOI. VDOT intends to collect this data on all consultant contracts.):

The names and addresses of DBE firms that will participate in the contract;

A description of the work that each DBE will be performing;  
 The dollar amount of the participation of each DBE participating;  
 Written documentation of the bidder/offeror's commitment to use a DBE subcontractor whose participation it submits to meet a contract goal;  
 Written confirmation from the DBE that it is participating in the contract as provided in the prime contractor's commitment; and

If the contract goal is not met, evidence of good faith efforts. (Race conscious procurements only.)

- If the apparent successful bidder/offeror has failed to submit the above information, you must, before awarding the contract, provide the bidder/offeror an opportunity for administrative reconsideration.
- When recipients (VDOT) set a contract goal and a DBE subcontractor is terminated, or fails to complete its work on the contract for any reason, you must require the prime contractor to make good faith efforts to find another DBE subcontractor to substitute for the original DBE. These good faith efforts shall be directed at finding another DBE to perform at least the same amount of work under the contract as the DBE that was terminated, to the extent needed to meet the contract goal you established for the procurement.
- You must include in each prime contract a provision for appropriate administrative remedies that you will invoke if the prime contractor fails to comply with the requirements. (This has been added to MOA.)
- If a DBE does not perform or exercise responsibility for at least 30% of the total cost of its contract with its own work force, or the DBE subcontracts a greater portion of the work of a contract than would be expected on the basis of normal industry practice for the type of work involved, you must presume that it is not performing a commercially useful function. (Would not count as DBE work.)
- Do not count the dollar value of work performed under a contract with a firm after it has ceased to be certified toward your overall goal.
- If prime submits with a DBE subconsultant that becomes decertified before the contract has been executed, then the subconsultant does not count toward goal. If DBE is decertified after contract is executed, then the prime may continue to use the firm and may continue to receive credit toward its DBE goal for the firm's work. If a contract has been executed and a DBE firm is later ruled ineligible, the portion of the ineligible firm's performance of the contract remaining after you issued the notice of its ineligibility shall not count toward your overall goal, but may count toward the contract goal. Exception: If the DBE's ineligibility is caused solely by its having exceeded the size standard during the performance of the contract, you may continue to count its participation on that contract toward overall and contract goal.

### 3. Good Faith Effort Instructions (Federally Funded Project with DBE Goal)

The short list will be scored accepting what consultants submit in their EOI regarding good faith efforts. If a firm that has submitted good faith effort documentation makes the short list, the procuring Division Administrator (cannot be delegated unless he/she will be out of the office for more than 5 work days)

along with a representative of the CR Division will determine if the good faith effort is acceptable.

When there is a contract goal, a consultant must make good faith efforts to meet it. The consultant can do so either through obtaining enough DBE participation to meet the goal or documenting the good faith efforts it made to do so. These means of meeting contract goal requirements are fully equivalent. 49 CFR Part 26 (the Rule) explicitly provides that the Department must not disregard showings of good faith efforts, and it gives consultants the right to have the Department reconsider a decision that their good faith efforts were insufficient. The Department is prohibited from denying a contract to a consultant simply because it did not obtain enough DBE participation to meet the goal. The Department must seriously consider consultants' documentation of good faith efforts. Consultants must document good faith efforts using Form C-49, DBE Good Faith Efforts Documentation. To make certain that consultants' showings are taken seriously, the Rule requires the Department to offer administrative reconsideration to consultants whose good faith efforts showings are initially rejected.

The Rule also ensures flexibility for consultants by requiring that any contract goal be waived entirely for a prime consultant that demonstrates that it made good faith efforts but was still unable to meet the goal.

When the Department sets a contract goal, the basic obligation of consultants is to make good faith efforts to meet it. They can demonstrate these efforts in either of two ways, which are equally valid. First, they can meet the goal, by documenting that they have obtained commitments for enough DBE participation to meet the goal. Second, even though they have not met the goal, they can document that they have made good faith efforts to do so. A refusal by the Department to accept valid showings of good faith is not acceptable under the Rule.

The Rule makes clear that the Department is not to use a "conclusive presumption" approach, in which the apparent successful consultant is summarily found to have failed to make good faith efforts simply because another consultant was able to meet the goal. However, the performance of other consultants in meeting the contract can be a relevant factor in a good faith effort determination, in more than one way. For example, when the apparent successful consultant fails to meet the contract goal, but others meet it, you may reasonably raise the question of whether, with additional reasonable efforts, the apparent successful consultant could have met the goal. It does not, by itself, prove that the apparent successful consultant did not make a good faith effort to get DBE participation, however. On the other hand, if the apparent successful consultant fails to meet the goal, but meets or exceeds the average DBE participation obtained by other consultants, the Department may view this, in conjunction with other factors, as evidence of the apparent successful consultant having made good faith efforts.

The fact that some additional costs may be involved in finding and using DBEs is not in itself sufficient reason for a consultant's failure to meet a DBE contract goal, as long as such costs are reasonable.

Where the Department upon initial review of the EOI determines the apparent successful consultant has failed or appears to have failed to meet the requirements of a good faith effort and has failed to adequately document that it made a good faith effort to achieve sufficient DBE participation as specified in the RFP, that firm upon notification of the Department's initial determination will be offered the opportunity for administrative reconsideration before VDOT rejects that EOI as non-responsive. The consultant shall address such request for reconsideration in writing to the procuring division's Division Administrator within five (5) days of receipt of notification by the Department and shall be given the opportunity to discuss the issue and present its evidence in person to the Administrative Reconsideration Panel. The Administrative Reconsideration Panel will be made up of VDOT Division Administrators for the Civil Rights, Scheduling and Contract, and ASDs, none of who took part in the original determination that the consultant failed to meet the goal or make adequate good faith efforts to do so. After reconsideration, VDOT shall notify the consultant in writing of its decision and explain the basis for finding that the consultant did or did not meet the goal or make adequate good faith efforts to do so.

If, after reconsideration, the Department determines the consultant has failed to meet the requirements of the contract goal and has failed to make adequate good faith efforts to achieve the level of DBE participation as specified in the RFP, the consultant's EOI will be rejected.

If sufficient documented evidence is presented to demonstrate that the consultant made reasonable good faith efforts, the Department will award the contract and reduce the DBE requirement to the actual commitment identified by the consultant at the time of its EOI. However, such action will not relieve the consultant of its responsibility for complying with the reduced requirement during the life of the contract or any administrative sanctions as may be appropriate.

It is up to the Department to make a fair and reasonable judgment whether a consultant that did not meet the goal made adequate good faith efforts. It is important for the Department to consider the quality, quantity, and intensity of the different kinds of efforts that the consultant has made. The efforts employed by the consultant should be those that one could reasonably expect a consultant to take if the consultant were actively and aggressively trying to obtain DBE participation sufficient to meet the DBE contract goal. Mere pro forma efforts are not good faith efforts to meet the DBE contract requirements. The determination concerning the sufficiency of the firm's good faith efforts is based on the Department's evaluation of the quantity and quality of information submitted.

If DBE is prime, they will be allowed to count toward goals the work they commit to performing with their own forces, as well as the work that they commit to be performed by DBE subcontractors. DBE consultants on prime contracts will be expected to make the same outreach efforts as other consultants.

When a DBE participates in a contract, the Department will count only the value of the work actually performed by the DBE toward DBE goals. When a DBE subcontracts part of the work of its contract to another firm, the value of the subcontracted work may be counted toward DBE goals only if the DBE's subcontractor is itself a DBE. Work that a DBE subcontracts to a non-DBE firm does not count toward DBE goals. Count expenditures to a DBE contractor toward DBE goals only if the DBE is performing a commercially useful function on that contract. If a DBE does not perform or exercise responsibility for at least 30 percent of the total cost of its contract with its own work force, or the DBE subcontracts a greater portion of the work of a contract than would be expected on the basis of normal industry practice for the type of work involved, you must presume that it is not performing a commercially useful function. If a DBE firm loses certification, its work no longer counts toward the DBE goal.

All consultants will be required to submit the following information to the Department with the EOI:

- The names and addresses of DBE firms that will participate in the contract;
- A description of the work that each DBE will perform;
- The percentage amount of the participation of each DBE firm participating;
- Written documentation of the prime consultant's commitment to use a DBE subcontractor whose participation it submits to meet a contract goal;
- Written confirmation from the DBE that it is participating in the contract as provided in the prime contractor's commitment; and
- If the contract goal is not met, evidence of good faith efforts.

The Department has prepared a list based on Federal Regulations of some of the kinds of efforts that consultants may make in obtaining DBE participation. It is not intended to be a mandatory checklist. The efforts must be documented on Form C-49. The Department does not require that a consultant do any one, or particular combination, of the things on the list, nor is the list intended to be exclusive or exhaustive; it merely offers examples. Other factors or types of efforts may be relevant in appropriate cases. In determining whether a consultant has made good faith efforts, it will usually be important for the Department to look not only at the different kinds of efforts that the Consultant has made, but also of the timeliness, quantity, and intensity of these efforts.

The Department offers the following examples of efforts that may be considered:

- A. Soliciting through all reasonable and available means (e.g. attendance at project showings, advertising and/or written notices) the interest of all certified DBEs who have the capability to perform the work of the contract. The consultant must solicit this interest within sufficient time to allow the DBEs to participate effectively. The consultant must determine with certainty if the DBEs are interested by taking appropriate steps to follow up initial solicitations.
- B. Selecting portions of the work to be performed by DBEs in order to increase the likelihood that the DBE goals will be achieved. This includes, where appropriate, breaking out contract work items into economically feasible units to facilitate DBE participation, even when the prime consultant might otherwise prefer to perform these work items with its own forces.
- C. Providing interested DBEs with adequate information about the plans, specifications, and requirements of the contract.
- D. (1) Negotiating in good faith with interested DBEs. It is the consultant's responsibility to make a portion of the work available to DBE subcontractors and suppliers and to select those portions of the work or material needs consistent with the available DBE subcontractors and suppliers, so as to facilitate DBE participation. Evidence of such negotiation includes the names, addresses, and telephone numbers of DBEs that were considered; a description of the information provided regarding the plans and specifications for the work selected for subcontracting; and evidence as to why additional agreements could not be reached for DBEs to perform the work.
- D. (2) A consultant using good business judgment would consider a number of factors in negotiating with subcontractors, including DBE subcontractors, and would take a firm's costs, qualifications and capabilities as well as contract goals into consideration. However, the fact that there may be some additional costs involved in finding and using DBEs is not in itself sufficient reason for a consultant's failure to meet the contract DBE goal, as long as such costs are reasonable. Also, the ability or desire of a prime consultant to perform the work of a contract with its own organization does not relieve the consultant of the responsibility to make good faith efforts. Prime consultants are not, however, required to accept higher quotes from DBEs if the price difference is excessive or unreasonable.
- E. Not rejecting DBEs as being unqualified without sound reasons based on a thorough investigation of their capabilities. The contractor's standing within its industry, membership in specific groups, organizations, or associations and political or social affiliations {for example union vs. non-union employee status) are not legitimate causes for the rejection or non-solicitation of bids in the contractor's efforts to meet the project goal.

- F. Making efforts to assist interested DBEs in obtaining bonding, lines of credit, or insurance as required by the recipient or contractor.
- G. Making efforts to assist interested DBEs in obtaining necessary equipment, supplies, materials, or related assistance or services.
- H. Effectively using the services of available minority community organizations; minority contractors' groups; local, state, and Federal minority business assistance offices; and other organizations as allowed on a case-by-case basis to provide assistance in the recruitment and placement of DBEs.

#### 4. Administrative Reconsideration Panel

Panel Members:     Division Administrator, CRD  
                          Division Administrator, Scheduling and Contract Division  
                          Division Administrator, ASD

#### 5. The Administrative Reconsideration Panel - Understanding the Hearing Procedure

The Administrative Reconsideration Panel will be made up of VDOT Division Administrators for the Management Services, Scheduling and Contract, and ASDs, none of who took part in the initial determination that the consultant failed to make the goal or make adequate good faith efforts to do so. Resource representatives from VDOT's other divisions may attend each panel hearing.

The purpose of the panel is to hear the appeals of consultants who have been notified that their EOI has been rejected or they are to be enjoined from submitting EOI, are to have payments withheld or are to have their contract cancelled because of failure to obtain the required DBE participation either during the solicitation process or at the project completion. These sanctions will be for the period of time specified in the contract provisions.

Panel hearings are held at VDOT offices in Richmond and are open to the public.

The following questions and answers are designed to help in understanding the hearing procedure

**Q. What happens when a consultant is notified that the firm is to be enjoined from submitting EOIs, to have payments withheld or to have their contract cancelled as a result of an administrative review?**

**A.** The consulting firm may request a panel hearing to try to demonstrate that the compliance failure was through no fault of its own and that all feasible means were used to obtain DBE participation.

**Q. How is a request made for a panel hearing?**

**A.** The request must be made in writing to the procuring division administrator and must be received within a specified number of days\* of the letter notifying the consultant of the intention to enjoin the firm from submitting EOIs, to withhold payments or to cancel their contract. The notification letter will include the number of days within which the request must be made. All requests for panel hearings must immediately be forwarded to the CRD for processing. CRD will set up and handle all panel hearings.

**Q. What type of evidence does the panel require and when can it be submitted?**

**A.** The consultant should submit any evidence that shows a good-faith effort to comply, as well as any evidence that shows that failure to comply was due to circumstances beyond the consultant's control. If possible, the consultant should include any evidence from the DBE firms whose participation in the contract was sought. *All evidence the consultant wishes to have considered should be submitted with the request for a panel hearing.*

**Q. Why should documentation be submitted before the hearing?**

**A.** This will give the panel time to review the material. In some cases, the evidence submitted might be sufficient to substantiate the consultant's position. In that event, the panel could decide against a sanction and no hearing would be necessary.

**Q. What constitutes a good-faith effort?**

**A.** The department includes a list of examples of some kinds of efforts that consultants may make in seeking DBE participation in the RFP.

**Q. When will the consultant be notified as to the date, time and place of the hearing?**

**A.** The panel will give such notification within the specified number of days\* after the receipt of the consultant's request for a hearing.

**Q. May the consultant be represented by counsel?**

**A.** Yes, but representation by counsel at panel hearings is not required.

**Q. Will the panel have counsel present?**

**A.** Yes, department counsel will be present but will not have a vote in the proceedings.

**Q. How are panel hearings conducted?**

**A.** Although persons making statements before the panel are sworn and the proceedings are recorded by a court stenographer, these administrative proceedings are more informal and conducted in a more relaxed atmosphere than would be the case in a courtroom procedure. The consultant or counsel representing the consultant may make an opening statement. Such a statement should summarize everything that would tend to show the panel that the consultant has made the necessary effort in seeking to comply with the department's DBE requirements. The opening statement should refer to the documentation sent to the panel. In addition, a request can be made that the panel receive additional documentation at the hearing. It is during this opening statement that persons appearing on behalf of the consultant should be identified. These will be witnesses who can verify assertions made in the opening statement.

**Q. Will the consultant be questioned by the panel?**

**A.** Yes, the questioning of the consultant will begin after the opening statement is concluded. Witnesses for the consultant may also be questioned at this point.

**Q. Is the consultant allowed to ask questions of witnesses appearing on behalf of the consulting firm?**

**A.** Yes, but the questions must pertain to material covered in the opening statement or to questions that have been raised by the panel during its direct examination.

**Q. In the proceedings of the panel, who has the "burden of proof?"**

**A.** Since the information presented to the panel comes from the consultant, it will be the duty of the consulting firm to show that good-faith efforts were made and all feasible means were used to comply with the DBE requirements.

**Q. When can a decision from the panel be expected?**

**A.** The panel will render a decision within the specified number of days\* after the close of the hearing, usually no more than two or three days.

**Q. Can the decision of the panel be appealed?**

**A.** No. Because the hearing is the consultant's appeal from the decision to sanction, there is no further appeal. Therefore, the decision of the panel ends the administrative process concerning DBE compliance.

*Finally, it should be noted that many of the circumstances that lead to a panel hearing may be avoided if any misconceptions or misinterpretations are cleared up along the way. Therefore, if DBE procedural questions arise at any point in the selection or contract process, the consultant is strongly urged to call VDOT Civil Right's coordinator for clarification. Understanding what the department requires concerning DBE participation is vital.*

The time limits referred to in this Appendix may vary according to the time frame in which the contract was awarded and will be stated in correspondence with the consultant.

**APPENDIX E**  
GUIDELINES FOR THE USE OF  
CONSULTANT PERFORMANCE REPORTS  
IN THE SELECTION PROCESS



**GUIDELINES FOR THE USE OF  
CONSULTANT PERFORMANCE REPORTS  
IN THE SELECTION PROCESS**

5-5-99

BACKGROUND

In October 1996, Mr. Browder instructed that a process be developed that would, on a formal manner, bring a consultant's past performance into the selection process. Since then, performance evaluations on firms under contract with VDOT have been collected by the ASD and entered into a database. Starting September 1, 1998, these reports will be considered as you proceed through the short list process.

PROCESS

The following outlines the Selection Committee members' responsibility at the short list meeting. The Guidelines for the Procurement & Management of Professional Services should be referred to for the complete process:

1. The ASD representative will begin the short list meeting by outlining the process to be used during the meeting.
2. The individual committee members will read their scores. Their scores will be consolidated into one score sheet by the ASD representative.
3. Each committee member will verify their score has been accurately recorded. The math will be performed and checked, establishing a tentative short list.
4. The committee will next verify the current workload and the debarment status of the apparent short listed firms. (The committee may elect to do this after reviewing the Consultant Performance Reports)
5. The committee will then access the ASD Consultant Performance Report database and review the reports for all prime consultants and subconsultants that are in the tentative short list. Past performance ratings for the last three years will be considered. If a firm is new to VDOT or has no performance reports on file, the committee will check some of the references shown in the EOI and document their finding as part of the file.
6. If ratings less than 3 are discovered in the database, the committee will review the actual performance reports for that firm. Ratings below 3 that are not supported with written comments must be discussed with the rater before they may be used to adjust the score. After this review, all committee members will have the opportunity to adjust their scores, if they find sufficient justification exists to do so. All changes on the score sheet will be made in ink and include the reason for making the change. A copy of the Consultant Performance Report with low ratings that justified the change in score will be attached to the score sheet.

7. If changes in scores result in a firm being removed from the short list, the next ranked firm will be added to the short list, the workload and debarment status verified, and the performance reports reviewed.
8. The ASD representative is not a member of the Selection Committee and will at no time in the process attempt to influence the committee's decision. However, if after observing the selection proceedings and reviewing the performance reports with the committee, the ASD representative, in his/her opinion, finds the committee has not made a decision in accordance with these guidelines or they have not properly documented their decision, the ASD representative will submit the documentation and reasons for not approving the short list to the contracting Division Administrator for review. In most cases, it is expected that the concerns will be resolved with the Division Administrator. However, if after review by the Division Administrator, the ASD representative still feels the decision is not in accordance with the guidelines or has not been properly documented, the ASD representative will ask for a review by the Chief Engineer. The Chief Engineer's decision will be final. The reason for the decision made by the contracting Division Administrator or the Chief Engineer will be included in the selection documentation.

## CONSIDERATIONS

As the Selection Committee goes through the process of reviewing the Consultant Performance Report data, the following should be considered:

1. It is not the intent of the process for a single rating less than 3 to remove a firm from consideration to provide services for VDOT. A firm's total work performance history will be taken into consideration prior to any score being changed. It is important that we remain mindful that it is the Chief Engineer's desire that we should not be using firms that perform poorly.
2. There is no set rule for the number of low ratings that requires a firm's short list scores to be changed. This is an individual decision of each Selection Committee member.
3. Low ratings may exist in areas on other projects which are not relative to your project and the committee may choose to rate this information accordingly. The consultant may also be using different personnel on your project. However, the general guidance is the Chief Engineer wants firms to consistently perform well in all areas.
4. The Selection Committee need only review the performance reports in the same disciplines of work being procured. If a procurement is solely for bridge design, only the Structure and Bridge Division performance reports need to be reviewed. When surveying work is included as part of a road design contract, the term surveying and Location and Design Division reports will be reviewed. When a bridge design consultant is required to provide construction inspectors on unique types of

construction, both the Structure and Bridge Division and construction inspection reports will be reviewed. A consultant's performance with other divisions within the same category may be considered if determined to be relevant to the current procurement. If a firm has no performance reports on file related to the requested services, the committee will check some of the references shown in the EOI and document their findings as part of the file.

5. A rating of 3 indicates the consultant met the terms and conditions of their contract and is not considered to be a bad rating. Fractional ratings less than three may be given to indicate that a firm did not totally meet expectations, but their work was not of such poor quality for them not to be considered for future work. Committee members need to refer to the rater's comments. Any rebuttal comments by the consultant should also be considered.
6. The quality of the final product is of utmost importance; however, the amount of time and effort spent by the Department's staff in the management and supervision of the consultant during the project life must be considered. A consultant may submit a good final product, but it required a tremendous effort by Department personnel to make the consultant achieve the end results. This should be reflected in the performance reports and considered by the committee.
7. Low ratings of subconsultants should be weighed according to their scope and value to the effort, keeping in mind the Chief Engineer expects subconsultants to perform consistently well.
8. The short list scores may be adjusted as the Selection Committee deems appropriate based on the numerical ratings and significance of the rated category to the project being considered. If a firm's score is adjusted and the firm remains in the short list, the performance reports may be cited in the narrative prepared to document the selection recommendation as a reason for not ranking as high as the other firms.
9. Sometimes, it may be necessary for the Selection Committee to communicate with the rater that completed a Consultant Performance Report. This may occur from the rater not giving clear enough comments to appropriately support a low score or from the consultant's rebuttal to the rating in their comment section.

# APPENDIX F

COMPUTATION  
OF  
COST  
PLUS  
NET  
FEE



COST PLUS NET FEE CONTRACT  
Computation of Fee \*

A. Direct Labor, Estimated Est. Man-hrs X Current Hourly Rates	\$1,000,000.00
B. Escalation Approved Escalation Rate X A	\$60,000.00
C. Total Direct Labor (A + B)	\$1,060,000.00
D. Overhead (Payroll Burden + Overhead, G&A) Audited Overhead Rate (180%) X C	\$1,908,000.00
E. Total Direct Labor Plus Overhead (C + D)	\$2,968,000.00
F. Direct Labor Plus Overhead Contingency ** Contingency Rate X E	\$148,400.00
G. Negotiated Net Fee *** Based on (E + F) with Overhead Limit of 156%	\$284,928.00
H. Cost of Facilities Capital Audited Rate X C	\$11,660.00
I. Nonsalary Direct Cost, Estimated	\$50,000.00
J. Nonsalary Contingency ** Contingency Rate X (H + I)	\$3,083.00
K. Sub-consultant Cost, Estimated	\$200,000.00
L. Maximum Total Compensation Payable (E + F + G + H + I + J + K)	\$3,666,071.00
M. Amount Not To Exceed Without Written VDOT Approval (L-F-J)	\$3,514,588.00

\* - Round to the nearest dollar with no cents.

\*\* - Contingency is generally 5%, but may vary depending on the difficulty of determining the exact scope of the services. Contingency provides for minor work elements which could not be precisely determined when the contract was written. The contingency may not be used without written permission from the Department.

\*\*\* - Overhead rate is limited to 156% in determining net fee.

# APPENDIX G

INTERVIEW/TECHNICAL  
PRESENTATION

The following are a list of example questions that may be used during the interview/technical presentation:

- What is your firm's current overall workload and your ability to complete the work on this project in the required time?
- What special experience and qualifications does your firm have for the type of work required on this project?
- What work will the subconsultant(s) and/or DBE/SWaM perform? How do you plan to coordinate this work?
- What experience does the project team have on previous projects similar to the one under consideration?
- At what location(s) will the work be performed? (If relevant)
- What computer software will be used and is it available in-house? Will you need to lease any software or contract with an outside computer service?
- Who will be your project manager and what experience does he/she have?
- What will be your concept or approach to the project?
- What experience does your firm have in using GEOPAK? (If road plans involved)
- Who are the key employees that will work on the project and what is their experience on similar types of projects?
- Identify internal methods you use for schedule control?
- How will the engineering disciplines be coordinated?
- How will cost control be implemented and who will be responsible for cost control?
- What would be your approach to preparing preliminary plans and estimates for this project?
- How would you approach preparing any special provisions for this project?
- What are your firm's capabilities for evaluating subsurface exploration data and developing recommendations for substructure designs?
- Who will actually be taking the borings for the project and making the recommendations for the substructure designs? If this work is being subcontracted, how will it be subcontracted and who will be responsible for doing what?
- What innovative or alternate approaches will you use?
- What would be your approach to handling community involvement on this project?