

**TIGARD-TUALATIN SCHOOL DISTRICT NO. 23J  
RESOLUTION NO. 1718-05**

**RESOLUTION GRANTING EXEMPTION FROM COMPETITIVE BIDDING TO AUTHORIZED THE USE OF A COMPETITIVE REQUEST FOR PROPOSAL PROCESS THAT CONSIDERS BOTH THE CONTRACTOR'S QUALIFICATIONS AND THE BID PRICE TO SOLICIT THE CONSTRUCTION CONTRACT TO BUILD THE DURHAM EDUCATIONAL CENTER.**

WHEREAS, the Tigard-Tualatin School District No. 23J ("District") acts as the local contract review board for the District, and in that capacity, has authority to exempt certain contracts from the competitive bidding requirements of ORS Chapter 279C; and

WHEREAS, ORS 279C.335(2) provides a process for exempting certain contracts from competitive bidding and authorizes the selection of a contractor through the request for proposal ("RFP") process; and

WHEREAS, draft findings ("Findings") addressing competition, operational, budget and financial data, public benefits, specialized expertise required, market conditions, technical complexity, public safety and funding sources recommended by the District were available 14 days in advance of the public hearing on this Resolution; and

WHEREAS, the District determines that the **Tigard-Tualatin Durham Education Center Project** should be constructed using a process that considers both the Contractor's qualifications and the bid price. NOW THEREFORE,

The District finds as follows:

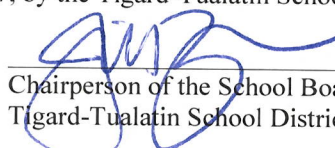
1. The District adopts the Findings set forth in Exhibit A to this Resolution.
2. The exemption of the Durham Educational Center contract from competitive bidding will promote competition and will not encourage favoritism, because the Contractor will be chosen by the request for proposals process using both the Contractor's qualifications and the bid price.
3. The exemption of the Durham Educational Center contract from competitive bidding is likely to result in cost savings to the District, for the reasons set forth in the adopted Findings.

NOW, THEREFORE, IT IS HEREBY RESOLVED by the District as follows:

The contract for construction of **Tigard-Tualatin Durham Education Center Project** shall be exempt from competitive bidding, and shall be selected by the use of a competitive Request for Proposal process that considers both the Contractor's qualifications and the bid price in accordance with the District's public contracting rules and the process described in the Findings.

This Resolution shall take effect on 8/14/17.

ADOPTED this 14<sup>th</sup> day of August, 2017, by the Tigard-Tualatin School District No. 23J.

  
\_\_\_\_\_  
Chairperson of the School Board  
Tigard-Tualatin School District No. 23J

ATTEST:

  
\_\_\_\_\_  
Superintendent

**TIGARD-TUALATIN SCHOOL DISTRICT NO. 23J  
RESOLUTION NO. 1718-05  
EXHIBIT A**

**FINDINGS OF FACT**

**IN SUPPORT OF AN EXEMPTION FROM COMPETITIVE BIDDING TO  
AUTHORIZE THE USE OF A COMPETITIVE REQUEST FOR PROPOSALS  
PROCESS THAT CONSIDERS BOTH THE CONTRACTOR'S QUALIFICATIONS  
AND THE BID PRICE TO SOLICIT THE CONSTRUCTION CONTRACT TO BUILD  
THE DURHAM EDUCATIONAL CENTER**

**1. General**

ORS 279C.335(2) permits a local contract review board to exempt contracts from traditional competitive bidding upon approval of findings of fact showing that an alternative contracting process is unlikely to encourage favoritism or diminish competition and that the process will result in cost savings to the School District. The Tigard-Tualatin School District ("District"), through its School Board, acts as the Local Contract Review Board ("LCRB") for the District.

ORS 279C.400 – ORS 279C.410 describe the Request for Proposals method of solicitation as an alternative to traditional competitive bidding. Pursuant to ORS 279C.410(8), a public Agency using the Request for Proposals method may award a contract to the responsible proposer "whose proposal is determined in writing to be the most advantageous to the contracting agency based on the evaluation factors set forth in the request for proposals and, when applicable, the outcome of any negotiations authorized by the request for proposals."

ORS 279C.330 defines "Findings" and identifies specific information to be provided as a part of the District justification. Under ORS 279C.335(5) a public hearing must be held before the findings are adopted, allowing an opportunity for interested parties to comment on the draft findings.

**PURPOSE OF THESE FINDINGS: The Tigard-Tualatin School District will hold a public hearing as required by ORS 279C.335 and to consider the following findings with respect to the issue of whether Tigard-Tualatin Durham Educational Center Project ("Project"), as defined herein, should be exempt from competitive bidding to authorize the use of a competitive request for proposals process that considers both the contractor's qualifications and the bid price ("Qual + Bid") to solicit the construction contract to build the Durham Educational Center**

**2. Background**

Tigard-Tualatin School District serves 12,534 students in 17 schools.

A committee of staff and community members spent 2015-16 studying the district's existing school facility needs, projected enrollment growth and bond measure options and costs. The bond measure of \$291 million will pay for the Project.

A part of these bond measure funds will be used to construct a new addition at the Durham Educational Center (the "Project") which will bring together students enrolled in Durham Center's many programs including ABLE, the Hub drop-out recovery program, and TTOA (Tigard-Tualatin Online Academy). The facility will feature state-of-the-art systems that allow it to produce as much energy as it uses (A Path to Net Zero facility). The Construction Cost estimate is approximately \$6.5M.

The nature of this Project will require strategic planning, complicated scheduling, clear and concise accounting and documentation between the funding sources, and critical coordination of construction and target value design integrated with necessary safety measures. This Project will be at a higher risk and have a high level of technical complexity due to the amount of work adjacent to both this facility and the Durham Elementary School, will be governed by significant schedule constraints with security and safety concerning children occupying the sites during much of the construction, and will contain budget limitations that require close monitoring of this Project budget. Therefore, it becomes critical to maintain both the schedule and budget of this Project.

In consideration of these facts, an alternate method of construction of these public improvements should be considered. Therefore, the following findings support an exemption from competitive bidding and the use of the Request for Proposal based upon Qual+Bid as an alternative method of construction contracting.

## FINDINGS OF FACT

### SUMMARY FINDINGS

Use of the Qual+Bid process for the Project complies with the criteria outlined in ORS 279C.335(2):

1. It is unlikely the exemption will encourage favoritism or substantially diminish competition. The request for proposals selection process will be competitive based upon relevant selection criteria including qualifications and bid price and will open to all interested proposers as described in the findings below.
2. The exemption could result in substantial cost savings to the District. The District has found several areas in which substantial cost savings to the District might be achieved. Also, value will be added to the Project that could not otherwise be obtained by ensuring a qualified contractor that is experienced with this unique type of facility and net zero construction.

**SPECIFIC FINDINGS** which substantiate the summary findings are as follows:

1. **The Contractor will be selected through a competitive process in accordance with the qualifications-based selection process authorized by the District that will include bid**

**price. Therefore, it is unlikely that the awarding of the construction contract for the Project will encourage favoritism or substantially diminish competition. This finding is supported by the following:**

**A. SOLICITATION PROCESS:** Pursuant to ORS 279C.360, the Qual+Bid solicitation will be advertised at least once in the Daily Journal of Commerce, and in as many additional issues of publication as the District may determine.

**B. FULL DISCLOSURE:** To ensure full disclosure of all information, the Request for Proposals solicitation package will include:

- a. Detailed Description of the Project
- b. Contractual Terms and Conditions
- c. Selection Process
- d. Evaluation Criteria
- e. Role of Evaluation Committee
- f. Provisions for Comments
- g. Complaint Process and Remedies Available

**C. COMPETITION:** As outlined below, the District will follow processes which maintain competition in the procurement of a Qual+Bid Contractor.

- a. The District anticipates that competition for this contract will be similar to that experienced in other Projects of this type. The competition will remain open to all qualifying proposers.
- b. The District has been communicating with the construction contracting community as well as the engineering consulting community about the Qual+Bid contracting method.
- c. The evaluation and solicitation process employed will be open and impartial. Selection will be made on the basis of final proposal scores derived from qualifications, price and other components, which expand the ground of competition beyond price alone to include experience, quality, innovation factors, etc.

**D. SELECTION PROCESS:** Other highlights of the selection process will include:

- a. A pre-proposal vendor conference will be announced and held. This conference will be open to all interested parties. During this pre-proposal conference, as well as any time prior to ten (10) days before the close of the solicitation, interested parties will be able to ask questions, request clarifications and suggest changes in the solicitation documents if such parties believe that the terms and conditions of the solicitation are unclear, inconsistent with industry standards, or unfair and unnecessarily restrictive of competition.
- b. The evaluation process will determine whether a proposal meets the screening requirements of the RFP, and to what extent. The following process will be used:

- Proposals will be evaluated for completeness and compliance with the screening requirements of the RFP. Those proposals that are materially incomplete or non-responsive will be rejected.
  - Proposals considered complete and responsive will be evaluated to determine if they meet and comply with the qualifying criteria of the RFP. If a proposal is unclear, the proposer may be asked to provide written clarification. Those proposals that do not meet all requirements will be rejected.
  - Proposals will independently be scored by the voting members of the Evaluation Committee. Scores will then be combined and assigned to the proposals.
  - The bid price will be one of the factors that is considered as part of the evaluation.
  - The Evaluation Committee will convene to select from the highest-scoring proposers, a finalist(s) for formal interviews.
  - The Evaluation Committee will conduct the interviews.
  - The Evaluation Committee will use the interview to confirm the scoring of the proposal and to clarify any questions. Based upon the revised scoring, the Evaluation Committee will rank the proposers, and provide an award recommendation.
  - The Tigard-Tualatin School District will negotiate a contract with the top-ranked firm. If an agreement cannot be reached, the District will have the option to enter into an agreement with the second-ranked firm, and so forth.
- c. Competing proposers will be notified in writing of the selection of the apparent successful proposal and will be given seven (7) calendar days after receipt of the notice to review the RFP file and evaluation report at the District Office. Any questions, concerns, or protests about the selection process will be subject to the requirements of the OAR 137-049-0450, must be in writing, and must be delivered to the Tigard-Tualatin School District within seven (7) calendar days after receipt of the selection notice. No protest of the award selection shall be considered after this time period.

**2. FINDING: The awarding of construction contract(s) for the Project using the Qual+Bid method will likely result in substantial cost savings to the District. This finding is supported by the following information required by ORS 279C.335(2)(b) and ORS 279C.330.**

**A. PERSONS AVAILABLE TO BID.** Based upon our outreach to the contracting community, the District does not expect that the pool of interested contractors will

materially affected by this process.

**B. OPERATIONAL, BUDGET, FINANCIAL DATA**

- a. **BUDGET:** The District has a fixed budget available for the “Project” that cannot be exceeded. The completion date cannot be exceeded.
- b. **SAVINGS:** Under the Qual+Bid method the District will enjoy the savings associated with competitive bidding in an active market because price will be one of the evaluation factors.
- c. **FUNDING SOURCE:** The Project will be funded by the sale of general obligation bonds, and additional funding through the aggregation of 1.5% for Green Technology to support the design for Path to Net Zero.

**C. PUBLIC BENEFITS** The District will benefit from QUAL+BID by ensuring that the selected contractor has a complete understanding of the District’s needs, the architect’s design intent, the scope of the Project, and the operational needs of the Project and that has experience in constructing this type of project.

**D. VALUE ENGINEERING.** The QUAL+BID process will ensure that the selected contractor has experience and qualification to construct this specialized net-zero building and will be to suggest alternatives or improvements that will save District funds while achieving the goals of the project.

**E. SPECIALIZED EXPERTISE:** Selection of a contractor using a QUAL+BID framework will ensure that the selected contractor will the experience and expertise to construct the project. The consideration of the bid price as a factor in the selection will ensure that the District obtains this expertise at the best price. .

The construction Project is highly complex because it involves significant and specialized construction over a short mandated period of construction.

**F. PUBLIC SAFETY:** All work must be coordinated to avoid safety and security risks to the students, employees, and the general public and to ensure efficiency in construction. The coordination between the District, designer and an experience QUAL+BID contractor will assure coordination of work and consideration for the safety of vehicular and pedestrian paths crossed by the Project. In addition, QUAL+BID contracting of the Project will ensure that public safety and security is being effectively managed by a qualified contractor.

**G. REDUCTION OF RISK TO THE CONTRACTING AGENCY AND THE PUBLIC.** Innovative design such as the Green Technology/Path to Net Zero plans for the project can present risks to a contracting agency through lack of a product tract record and contractors that are not familiar or have little experience with the construction or installation of such components. Consideration of experience and expertise through a request for proposals process will ensure that the facility will be constructed a contractor

who understands these issues and has experience addressing them.

H. **SOURCE OF FUNDING.** The District intends to fund the Project with the sale of general obligation bonds providing the available funds of \$291,315,000, as provided from the 2016 Bond Election last November. Use of the Qual+Bid RFP process will not affect this funding source.

I. **MARKET CONDITIONS:** As well as the multitude of construction market factors that exist today in Oregon (e.g., competition of other Projects, environmental issues that limit construction materials, variable bid market, high unemployment, etc.), the difficulty in establishing the best work sequence complicates our ability therefore, to accurately estimate the cost of this Project. The economy today makes it necessary for many contractors to bid for jobs for which they might not be qualified. Alternative contracting methods will be more likely to result in a more experienced and better suited contractor for this Project than the usual competitive procurement. The complexities which need to be addressed to accomplish the tasks are not well served by the usual competitive procurement. The lowest bidder may not be the best suited for this particular Project.

J. **TECHNICAL COMPLEXITY:** Technical expertise will be required for environmental management, quality management, scheduling, estimating, meeting sustainable/net zerofacilities standards and guidelines, and ensuring energy efficiency. The complexity and scheduling issues discussed in the Background section above will require special expertise. However, the Project will draw upon existing skills and capabilities available in the construction community, as the Project present overall challenges similar to those faced on many public works Project. A high level of coordination among the District and all the design and construction entities is required and facilitated by an experienced contractor. As noted above, the request for proposals method of selection will enable the District to ensure that the selected QUAL+BID has the necessary skills and experience to address this technical complexity.

K. **NEW CONSTRUCTION/RENOVATION/OCCUPATION STATUS.** As noted above, the Project is an addition to existing facility that will be occupied during construction, requiring a contractor with expertise in school construction safety measures.

L. **PHASING.** The Project will be constructed in one phase.

M. **DISTRICT EXPERTISE.** District staff has substantial expertise with construction. In addition, Staff's consultants Day CPM and Miller Nash Graham & Dunn LLP have years of experience with alternative contracting methods, including selection by competitive requests for proposal.