



DEPARTMENT OF THE NAVY

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IN REPLY REFER TO

NAVFACINST 4250.1

CHE

31 January 1999

NAVFAC INSTRUCTION 4250.1

From: Commander, Naval Facilities Engineering Command

Subj: ELECTRONIC BID SOLICITATION (EBS) POLICY

Encl: (1) NAVFAC Electronic Bid Solicitation Process

1. Purpose. To promulgate policy for the electronic advertisement and distribution of all construction contract solicitations.
2. Definition. EBS is a paper-free process for advertising and distributing construction contract bid documents. EBS supports EA-21, Electronic Acquisition for the 21st Century. EA-21 is the Department of the Navy's paperless acquisition system requiring implementation by 1 January 2000 in order to comply with the Federal Acquisition Streamlining Act of 1994 (Public Law 103-355) and associated DoD directives. EBS is a component of electronic commerce. Electronic commerce is a process initiated by the private sector and embraced by the Federal government to lower purchasing costs, reduce cycle-time, and improve customer service by leveraging the power of the Internet and associated technologies.
3. Discussion. The NAVFAC policy is to implement EBS at all NAVFAC field activities for all construction projects in accordance with the process and timeline identified in enclosure (1). This process is comprised of several component parts, including the development of contract documents in electronic form, posting the electronic announcement on the Internet, and the electronic distribution of the contract documents and amendments to bidders. It implements a standard DoD business process that integrates the various concurrent efforts that have been successfully developed and implemented at NAVFAC field activities into a unified corporate process. Accordingly, it aligns with corporate EBS policies and procedures that have been instituted by the US Army Corps of Engineers, the US Air Force, the Tri-Service CADD/GIS Technology Center, and other Navy and DoD components.
4. Action. All NAVFAC field activities will implement EBS in accordance with enclosure (1). Full implementation must be completed by 1 October 1999. Training will be available through the Tri-Service CADD/GIS Technology Center on an as-needed, cost reimbursable basis. In order to ensure full DoD compliance by 1 January 2000, addressees should assemble an interdisciplinary process action team to facilitate a coordinated implementation. Primary responsibility for guidance, direction and coordination is assigned to Chief Engineer and Director Planning and Engineering.


C.R. KUBIC
Vice Commander

NAVFACINSTRUCTION 4250.1

ELECTRONIC BID SOLICITATION (EBS) POLICY

Distribution:

FKN1, FKN13, FKN2

FA46, FB54, FT104

FF74, FKN7, FKN3, FT37

Copy to:

NAVFAC Internal List 1

Tri-Service CADD/GIS Technology Center

Headquarters USACE

Air Force Civil Engineer

Headquarters Marine Corps

EA-21 Project Office

**Naval Facilities Engineering Command
ELECTRONIC BID SOLICITATION (EBS) PROCESS**

I. OVERVIEW OF CORPORATE PROCESS

The NAVFAC corporate EBS process implements a standard DoD business process for the electronic delivery and distribution of contract solicitation documents. Prospective bidders are provided a CD-ROM containing all contract documents and the royalty-free software that enables complete utilization of the documents from any Windows-based personal computer. Internet access is also required for the solicitation announcement, and for accessing entire bid packages for small projects.

The total process is comprised of several component parts, including the development of contract documents in electronic form, posting the electronic announcement on the Internet, and the electronic distribution of the contract documents and amendments to bidders. Appendix (A) provides a complete description of the production process; appendix (B) contains a sample A-E Scope of Work; appendix (C) contains a sample *Commerce Business Daily* announcement; appendix (D) provides amplifying information on specific hardware and software issues; and appendix (E) provides a time-phased graphic representation of pre-implementation and post-implementation process flow. In addition, the Tri-Service CADD/GIS Technology Center maintains an EBS Solicitation Network to assist in this process at <http://tsn.wes.army.mil>.

II. IMPLEMENTATION

Effective Dates:

Solicitations: All FY-1999 solicitations, whether paper or electronic, are to be advertised on the appropriate local or regional NAVFAC EBS web site, by 15 March 1999. Web site teaming is encouraged. All construction solicitations are to be offered electronically via CD-ROM and/or the Internet by 1 October 1999.

Documents: Although the scanning of drawings is acceptable throughout FY-1999, EA-21 establishes 1 January 2000 as the implementation date for a paperless production process. Accordingly, in order to ensure a smooth transition, all documents created after 1 October 1999 must be created electronically.

Document Format: Documents shall be directly converted from native file formats to the Adobe Acrobat PDF format. The CALS format is an acceptable drawing format throughout FY-1999. It is recommended that specifications be developed utilizing SPECSINTACT and the format converter that is provided with that product as soon as it is issued, or via Acrobat Exchange.

Certification: Drawings and specifications shall be converted to PDF format and certified by the designer of record as a “direct and accurate copy of the File of Record”. This certification replaces the “Record Drawing” designation. Drawings and specifications must contain an electronic facsimile signature affixed to the documents to "lock" the documents in preparation for distribution. This process is described in detail in appendix D.

Solicitation Types: There are three types:

1. **All paper**, which is discouraged and will be discontinued after 30 September 1999
2. **Web only**, which enables the prospective bidder to download the entire bid package directly from a local or regional NAVFAC EBS web site. This process is applicable to smaller projects with a limited number of drawings (typically less than 5MB of data)
3. **CD-ROM**, which will apply to the majority of the projects. This process enables the prospective bidder to preview the bid package on the Internet, and to receive a CD-ROM with the entire bid package to facilitate the bidding process.

Commerce Business Daily Synopsis: Appendix B provides sample verbiage for both simple and complex projects. Although variations may be necessary in order to conform to local practices, all changes must focus on the goal of reducing the cost and time of the delivery process. Recommended changes should also be transmitted to the Tri-Service EBS Working Group as lessons learned and for universal consideration in future policy. The synopsis shall also be posted on the field activity’s EBS or regional EBS web page, along with applicable amplifying information.

Technical Support: CD-ROM production and distribution support is available through various service providers. This process, which includes scanning and conversion to PDF format, indexing, document linking, and posting to the Internet, can be provided through the local Defense Automated Printing Service (DAPS), Architect/Engineer firms, or other service providers utilizing credit card procurement or Indefinite Quantity contracting vehicle.

Software Downloads: The majority of the software required to distribute EBS is available for downloading from the Tri-Service Solicitation Network at <http://tsn.wes.army.mil>. This includes Adobe Acrobat Reader, Acrobuilt 32, SVReader, SVD Checker, Contract Viewer, CALS Raster ADI Printer Driver, EBS Training Manual, Sample Web Site Files, and Sample CD-ROM files. Appendix (D) provides specific information on all software required to produce EBS.

Training: Each field activity shall be responsible for local training. In addition to acting as an information resource, the Tri-Service CADD/GIS Technology Center provides an Electronic Bid Solicitation Workshop. Attendees should represent personnel from the various functions of the organization involved with the EBS process, who in turn may train other members of the organization. The Center EBS Coordinator may be reached at (601) 634-3140, e-mail rredoe@ex1.wes.army.mil.

Enclosure (1)

Activity POCs: Each activity shall identify an EBS Point of Contact who will be responsible for the local coordination of Tri-Service procedures. EBS Points of Contact are encouraged to participate on the Tri-Service EBS Working Group that will affect future Tri-Service and NAVFAC EBS policy. In addition, NAVFAC East Coast and West Coast Command Points of Contact will be nominated from the current NAVFAC field activity user community for all EBS policy issues. Names of all POC's should be submitted to the NAVFAC Headquarters EBS coordinator at (202) 685-9175, DSN 325-9175, smithdk@hq.navy.mil.

Enclosure (1)

EBS Production Process

Specifications: Adobe Acrobat version 3.0 or later provides several methods for creating the PDF file end-product from traditionally produced specification documents, or directly from SPECSINTACT. Appendix (D) contains amplifying information on procuring these software modules.

Drawings: There are two methods for creating drawings in the PDF format, scanning or direct conversion from the Computer Aided Design Drafting (CADD) application.

Scanning. Scanning is a short-term option for FY-1999 solicitations only. Drawings should be scanned in their full size at 200 dpi resolution or greater, black and white. Greater resolutions will result in substantially larger file sizes. Letter size documents, including specifications, should be scanned at 300 dpi, black and white.

Direct CADD conversion. The preferred method, and the only acceptable method after FY-1999, is to create PDF files directly from the original CADD files. This results in a faster, smaller file size with superior visual and print quality. Any application can create PDF documents directly by using Adobe Acrobat PDF Writer or Distiller drivers.

Electronic signatures. Until EA-21 establishes a Navy software standard for electronic signatures, electronic signatures shall be applied to the PDF files using PenOp technology, which allows the signatures to be "captured", viewed and interrogated. Amplifying information on the hardware and software requirements for this process is contained in appendix (D). The intent is to approve or sign the design and engineering decisions as represented by the "plot" or the PDF of the CADD file, and not the CADD file itself. Although it is possible to apply the image of an electronic signature in the CADD file and have it show up in the PDF, it is not a recommended practice. Due to the multitude of variables associated with plotting or printing a CADD file, the model of using the resulting PDF as the document of record is preferred over using the CADD file. Signing the PDF also maintains the current approval process for engineering drawings.

Bookmarking. Both scanned and direct conversion PDF files shall be bookmarked and visual "thumbnails" created. Various tools are available to automate this process, or it can be accomplished by a service provider such as Defense Automated Printing Service (DAPS). The file should open to the "bookmarks" view with the drawing sheets visible in "fit page" magnification. In addition, a quality review check of the EBS shall be performed by the soliciting agency prior to public release

Password protection. Password protection of the PDF drawing files is not recommended, as it may restrict printing. However, the specification may be password protected to prevent unauthorized document manipulation. This will insure that specifications are passed as a set and not "cut up".

CALS format. The software requirements for the CALS format are provided in appendix (D).

Sample A-E Scope of Work

An Electronic Bid Solicitation (EBS) on compact disk (CD-ROM) will be required at the 100% and Final submittals. The Government will furnish an example EBS CD-ROM from a previous project. This example CD-ROM will also contain the Tri-Service EBS Contract Viewer toolbar software, CONTRACT.EXE.

Project drawings will be (1) converted to PDF file format and signed electronically, the preferred method if the capability is available, or (2) signed drawings, scanned and converted to PDF file format, or (3) signed, scanned and converted to the CALS file format (option 3 will be phased out by FY-2000). Approval by component [EFD, PWC] engineering director must be received prior to using option (3). Project files shall be PDF format compatible with Adobe Acrobat Exchange version 3.0 or later. Individual files shall be produced for each drawing and then each drawing shall be "bookmarked". In addition, the drawing cover page PDF file should be set up with each drawing title "linked" to its related drawing in the set to help ensure the entire set is obtained. If the project files are CALS files, they will be indexed using Dataware Electronics SVAuthor software yielding an SVD format file for viewing by Dataware Electronics public domain SVReader software.

Project Specifications shall be prepared using SPECSINTACT, available at no cost on the NIBS Construction Criteria Base (CCB). SPECSINTACT will soon provide a direct PDF output format, which is the preferred method of production. Regardless of the process, Project Specifications will be in the PDF file format, utilizing Adobe Acrobat Exchange version 3.0 or later. Individual PDF files will be produced for each Specification Division and will then be "bookmarked" to the first page of each section. An "Entire Specification" PDF file will then be assembled and the table of contents "linked" to each division's and section's first page. Between the 100% and Final submittals, the Contracting Officer will furnish the Contract Forms, Clauses and Wage Decision in PDF format to be inserted in front of the project's technical specification "Entire Specification" PDF file by the A/E prior to the Final Submittal.

The EBS CD-ROM's initialization file (.CON extension) will be edited to properly relate the Tri-Service EBS Contract Viewer toolbar software, CONTRACT.EXE to the specific project's PDF, SVD and alternative CALS files. (Depending upon local EFD/EFA procedures, it may be appropriate for the EFD/EFA to produce the EBS CD-ROM).

Submit two EBS CDs at 100% submittal and four at Final submittal.

Sample Commerce Business Daily Announcement

SAMPLE FOR SIMPLE PROJECTS

CBD Verbiage for EBS projects intended for Internet distribution only (files less than 5MB)

“NOTE-. Plans and specifications will be issued on DAY MONTH YEAR over the Internet at address [your Internet EBS Web site] as an Electronic Bid Solicitation (EBS). The response time required by FAR 5.203 will begin on the date of issuance of the EBS solicitation. EBS solicitation packages may be acquired by registration and download at the Internet EBS Web site address listed above. The official Plan Holders List will be maintained on and can be printed from the Internet EBS Web site. All prospective offerors must register as plan holders on the EBS Web site for this project in order to receive notification of amendments to the solicitation. Plan holders lists will not be faxed and will only be available at [your Internet EBS Web site]. Hard copies (paper sets) or CD-ROM of solicitation packages may be obtained from the Defense Automated Printing Service (DAPS) or private sector printing companies. “

SAMPLE FOR COMPLEX PROJECTS

CBD Verbiage for EBS projects

“The work includes [insert project description].

During performance of this work, asbestos, hazardous waste, or pollution abatement may be encountered. The Standard Industrial Classification Code is _____. The related small business size standard is \$__ million. The estimated cost of procurement will be between \$_____ and \$_____. The Government intends to issue this solicitation through the use of CD-ROM and the Internet. Plans and specifications will NOT be directly provided in a paper hard copy format. Notification of any changes to this solicitation (amendments) shall be made only on the Internet. It is therefore the contractor's responsibility to check one of the below listed addresses daily for any posted changes to this solicitation's Plans and Specifications, which will be available on or about _____. The address for downloading this solicitation from the Internet is address [your Internet EBS Web site]. Access to this solicitation is also available via <http://tsn.wes.army.mil>. Download from the Internet is free of charge; however, some plans and specifications will take a considerable amount of time to download. CDs may be obtained by submitting a request via facsimile to [Your FAX Number], Attn: [Your Location for Plan Issue], or mail to: [Your address]. Phone requests will not be honored. ALL requests for plans and specifications MUST include: (1) Complete solicitation number and project title; (2) Name, Address and Phone number of company; (3) Number of CDs requested. CDs will be mailed. NO PICKUPS are authorized. NO ORDERS WILL BE ACCEPTED FOR CD-ROMs AFTER THE BID OPENING DATE. The official Plan Holders List will be maintained on, and can be printed from the Internet site. All prospective offerors must register as plan holders on the Internet EBS Web site for this project. Each company must indicate its name, address and phone number, identify whether the firm is a Prime, Sub, or Supplier, and indicate whether firm is a Small Business, Small Disadvantaged Business, or Large Business, and if firm is a Women-Owned Business. Plan Centers are also required to register. See the solicitation for proper address for delivery of bids. For inquiries on this synopsis contact [contract specialist name, and contract specialist phone #]. Bid results may be obtained by calling [Your request line, if available] for a pre-recorded message that will be available within 24 hours after the bid opening. Offerors, if a Large Business, shall submit a subcontracting plan in accordance with FAR 52.219-9, SMALL, SMALL DISADVANTAGED AND WOMEN-OWNED SMALL BUSINESS SUBCONTRACTING PLAN (AUG 1996), Alternate I (AUG 1996). All qualified responsible sources may submit a bid, which shall be considered by the agency.

Hardware and Software Requirements and Considerations

All software required to view, print, search and measure the contract documents is provided to the prospective bidder on a CD-ROM. No additional software purchase is required. Each CD-ROM contains the following basic software components.

Windows Toolbar: The Windows toolbar, entitled Contract Viewer, was created and is currently maintained by the Tri-Service CADD/GIS Technology Center. The latest version will be furnished by the government to the local DAPS offices or the Architect/Engineer contractors for their use in submitting an EBS master CD-ROM. Contract Viewer is essentially a front-end piece of programming that launches other applications. If, for instance, the Specifications button is pushed, and a PDF file is chosen from the drop down file list, the software starts the Adobe Acrobat Reader.

Viewer: Adobe's Acrobat Reader software is freeware and can be distributed without restriction. This application is used to read the plans and specifications and allows the user to print the documents and perform word and phrase searches.

CD-ROM Writer - Several considerations are recommended when purchasing a CD-ROM writer. An internal hard drive will facilitate the transfer of files and directory structures to the built-in hard drive and alleviate interruptions from network software, operating systems, and cable problems. The hard drive should be sized for the number of jobs that will be "staged" at any one time. To ensure adequate capacity, allow at least twice the amount of space to accommodate both the original files and the "CD Image". A PCI SCSI interface is least prone to writing errors. Windows NT 4.0 or higher is recommended in consonance with the NAVFAC CIO policy as the standard personal workstation operating system. Avoid multi-tasking during the mastering process.

Adobe Acrobat - The PDF file format is created using a licensed software package. Adobe Acrobat version 3.0 or later provides several methods to create the PDF file end-product from traditionally produced specification documents, or directly from SPECSINTACT. SPECSINTACT is distributed at no cost on the Construction Criteria Base from the National Institute of Building Sciences, (202) 289-7800, <http://www.nibs.org>. Acrobat version 3.01 is available to government agencies under the Government License Program (GLP). Information on the Government License Program can be obtained from Adobe's Web site at <http://www.adobe.com/supportservice/custsupport/NOTES/80de.htm>.

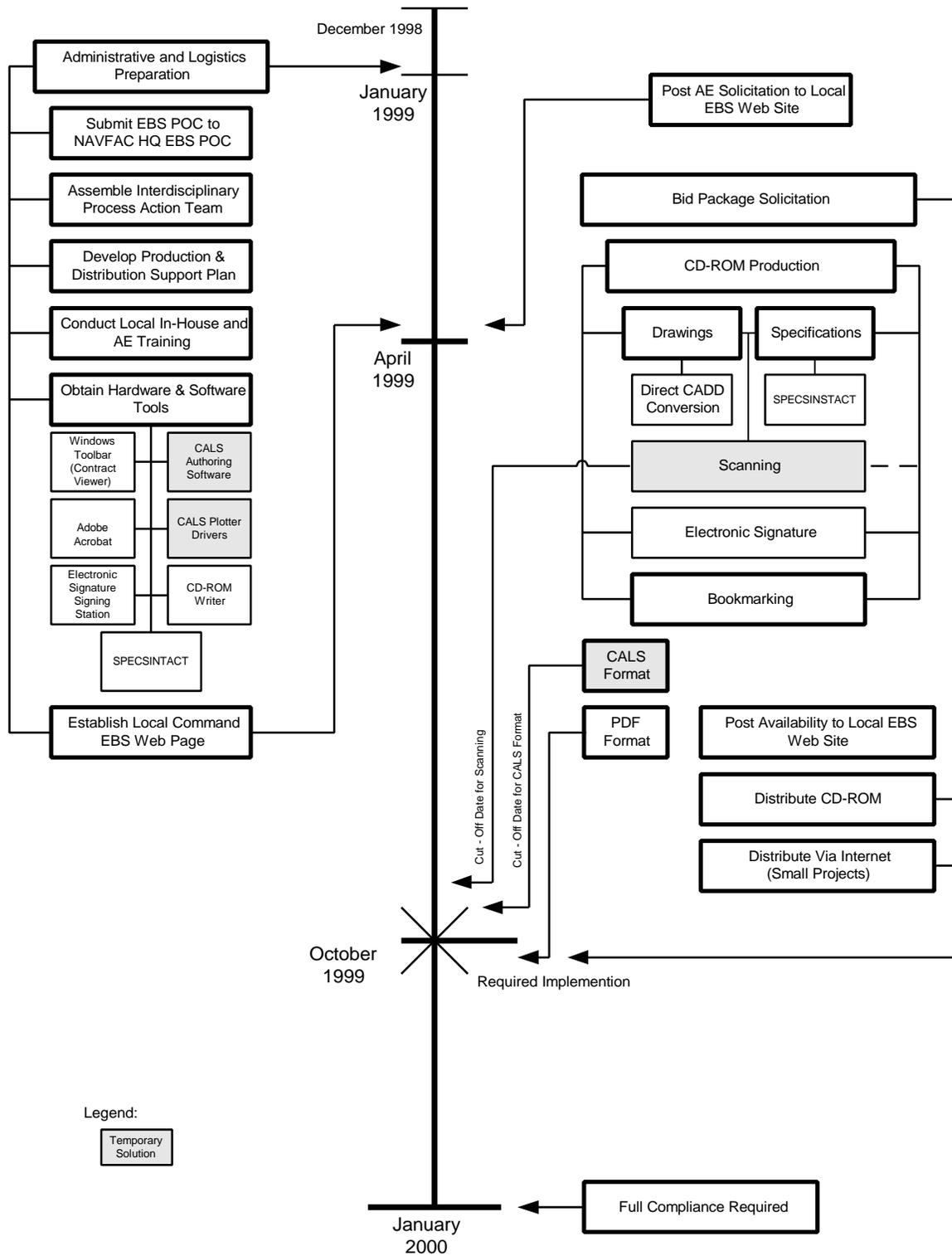
Electronic Signature – Until EA-21 establishes a Navy software standard for electronic signatures, the recommended solution consists of a low-cost (under \$400) signing station developed and tested by LANTNAVFACENGCOM, and subsequently adopted by all EFD/EFA

Design Directors. The signing station is comprised of the following commercially available component products: Adobe Acrobat software described above; PenOp Signature software which allows the signatures to be "captured", viewed and interrogated; PenOp Adobe Acrobat Plug-In software which provides the interface to the Adobe viewing software; and a 4 inch by 5 inch digitizing pad and pen for recording the signatures. PenOp Signature version 3.0 and PenOp Adobe Acrobat Plug-In may be purchased from PenOp, (212) 997-8800 (North America) or +44 (1373) 452755, elsewhere, or by direct on-line order at <http://www.penop.com>. The PenOp certified Digitizer Pad and Pens are available from Calcomp (602)-948-6540/800-458-5888, <http://www.calcomp.com>; Topaz Systems (805)-520-8282, <http://www.topazsystems.com>; and Wacom Technology (360)-750-8882, <http://www.wacom.com>). In addition, automated signature applications may be obtained from LANTNAVFACENCOM as they are developed.

CALS Authoring Software- SourceView Author includes SVAuthor, SVReader, and SVCapture. SVAuthor provides for images to be assembled into a SourceView Document. SVReader, which is distributed free of charge, provides basic sequential or selective access and viewing of SVD compiled images with the ability to pan and zoom, measure, count and print documents, which have been created by SVAuthor. SVCapture is a Windows printer driver included with SV Author for creating the CALS files. Pricing and additional product information are available from SourceView at (425)-423-0777, <http://www.sv-sourceview.com>.

AutoCad CALS Plotter Driver - A printer driver enabling AutoCad to plot directly to the CALS file format is available for downloading free of charge from the Tri-Service CADD/GIS Technology EBS website at <http://tsn.wes.army.mil/TSNsoftware.asp> or directly from Autodesk at <http://www.autodesk.com/support/filelib/acad14/r14cals.htm> .

Intergraph Interplot Raster Off line Driver Pack - Users of Intergraph's IPLOT server can purchase a driver pack for creating CALS Type 1 files. Product information and pricing is available from Intergraph Corporation on the Installation Management/Facilities CAD2 contracts Web site at <http://cad2.wes.army.mil>.



TIME-PHASED IMPLEMENTATION