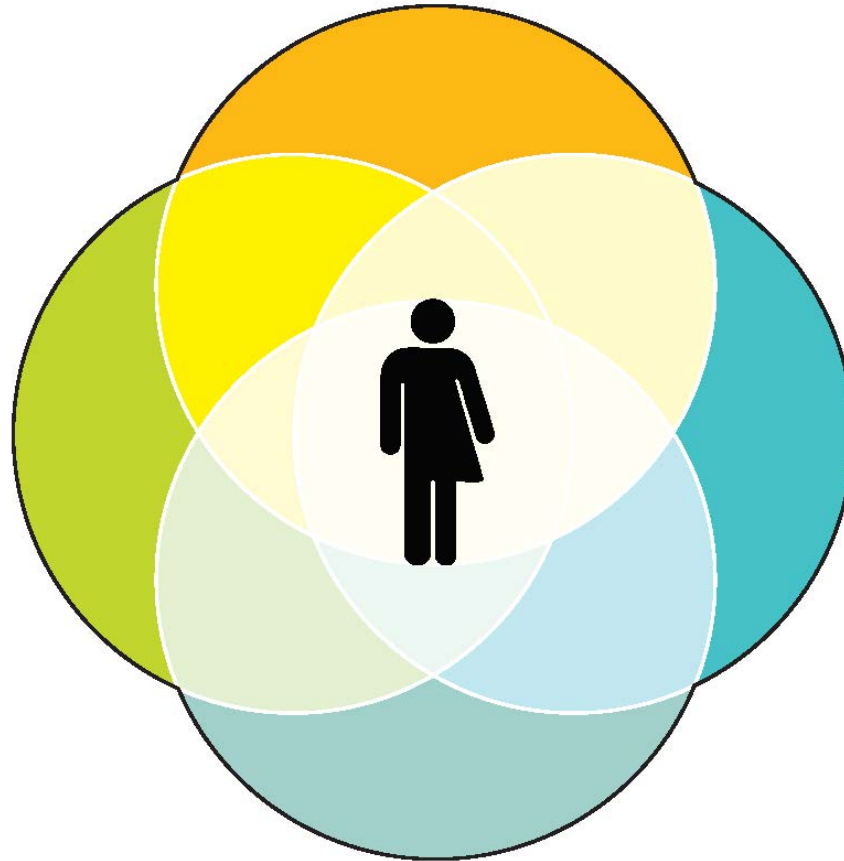


RECOMMENDATION FOR USE OF  
CONSTRUCTION MANAGER AT RISK (CMAR) DELIVERY METHOD FOR  
Renovation of the **Swinburne Building**

October 21, 2024



# **Swinburne Renovation Project**

## **RECOMMENDATION TO USE CMAR DELIVERY METHOD**

### **INTRODUCTION & PROJECT OVERVIEW**

The Swinburne Building is a valuable asset to the county's building portfolio and is in good condition, having been maintained with scheduled envelope and systems lifecycle upgrades occurring on a regular basis. The 20-Year Human Service & Facilities Master Plan (HSMP) identifies the interior renovation of the Swinburne Center as an opportunity to meet the growing needs of the county staff and the clients they serve. The facility has undergone some past renovations, but these have not addressed the new space standards and metrics the county is pursuing, which would allow this valuable square footage to be used more efficiently. The Social Services Division of Health & Human Services is also transitioning to a new workflow model, where services/programs are less siloed, limiting the need for the client to navigate through the building and thus receiving multiple services from a single location. Due to the complexity of the building, and the need to maintain an efficient construction schedule and budget, staff proposes utilizing the Construction Manager at Risk (CMAR) delivery method for this project. This delivery method allows the owner to select a construction management firm that will act as a consultant to the owner during the design and bidding phases (preconstruction), and then act as the general contractor during the construction phase.

This project will involve major space renovations for at least the lowest three floors, and extensive building systems upgrades. The following report provides a description of the CMAR delivery method and compares and contrasts it with traditional competitive bidding methods.

# CMAR Delivery Method

## Recent State Statute Changes

June 2014 - NC Legislature – HB 1043:

- Advance justification by public bodies now required for alternative project delivery approaches, such as CMAR or Design-Build (other than Multi-Prime, Single Prime, or Dual Bidding)
- Public Entity must conclude that CMAR is in the best interest of the project after comparing advantages and disadvantages of this method over traditional methods of construction project delivery
- This report will summarize the CMAR Delivery Method and how it compares to traditional competitive bid methods.

# CMAR Delivery Method – Western Regional Center

## Summary of Delivery Methods

### Traditional Competitive Bid Methods

- Bids are publicly advertised, and prices submitted on required date.
- Contract is awarded to lowest responsible, responsive bidder
- No involvement by contractors in design phase of project
- Owner has no information about price or bid cost drivers until project is bid
  - Single Prime Construction – all work performed as single package – one GC to Owner
  - Multi-Prime Construction – 4-6 separate trade packages are bid to Owner
  - Dual Prime – Options A & B bid concurrently

### Alternative Methods

- **Construction Manager at Risk**
  - Responsible for coordination and complete construction
  - Involvement begins in design phase
  - Prequalifies & publicly bids all subcontracts with enhanced MBE outreach
  - Quality based selection – similar to that of designers
- **Design - Build**
  - Similar to CMAR except design/construction by single entity (new to NC in 2013)

# CMAR Delivery Method – Swinburne Renovation

## Features of CMAR Delivery Method

- Involvement Throughout Project – Design Thru Construction
- Level of Transparency of Cost Information
- Subcontractor Prequalification
- Minority Business Enterprise Utilization
- Schedule Control & Efficiency
- Overall Quality Control

# CMAR Delivery Method – Swinburne Renovation

## Summary of Services – Design/Preconstruction

### Preconstruction Phase (Consultant Role)

- Construction Budgets Developed w/ Detailed Cost Estimates
- Constructability Reviews (recommending most efficient methods)
- Value Engineering Analysis
- Schedule Development, Coordination & Tracking
- Develops Site Utilization & Phasing Plans
- Prequalification and Competitive Public Bid of Subcontracts

# CMAR Delivery Method – Swinburne Renovation

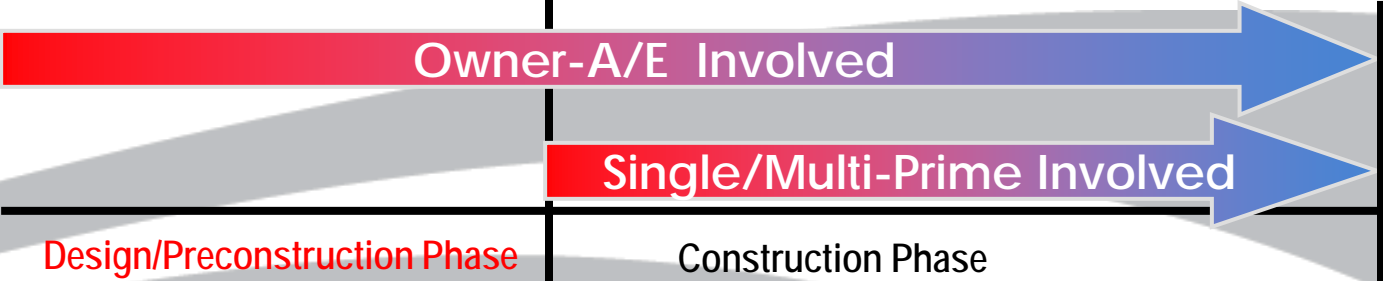
## Summary of Services – Construction

### Construction Phase (Contractor Role)

- Guaranteed Maximum Price Contract – (“GMP”) – for defined scope
- Prequalified/Bonded Subcontractors
- Overall Management of Construction
- Constant Management of Schedule and Cost
- Assists Owner with Occupancy Transition and Move Management
- Acts as Owner’s “Fiduciary” (acts in best interest of the Owner)

# CMAR Delivery Method – Swinburne Renovation Involvement Throughout Project

## Single or Multi-Prime Bid



## CM At-Risk





# CMAR Delivery Method – Swinburne Renovation

## Level of Transparency

### CMAR – Transparency in the overall process

- Contract is Open Book; easily checked
- Subcontractors prequalified
- Sub bids publicly opened and lowest responsive selected

### Single Prime – Very limited transparency

- Only the total project bid amount is provided
- Method of subcontractor selection is not disclosed
- Cost assumptions are not disclosed
- Unqualified subcontractors may be used

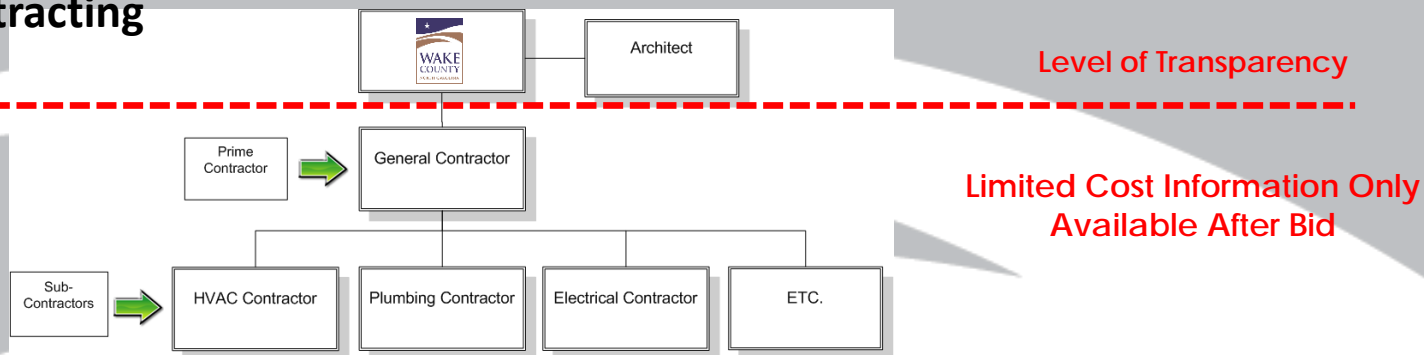
# CMAR Delivery Method – Swinburne Renovation

## Level of Transparency

### Comparison in Level of Transparency Illustrated here:

\*Level of Transparency – point beyond which contractor's cost drivers and impacts are shared with Owner.

### Traditional Single Prime Contracting



For Single Prime – no cost info before bid  
– only limited cost information (closed book) after bid

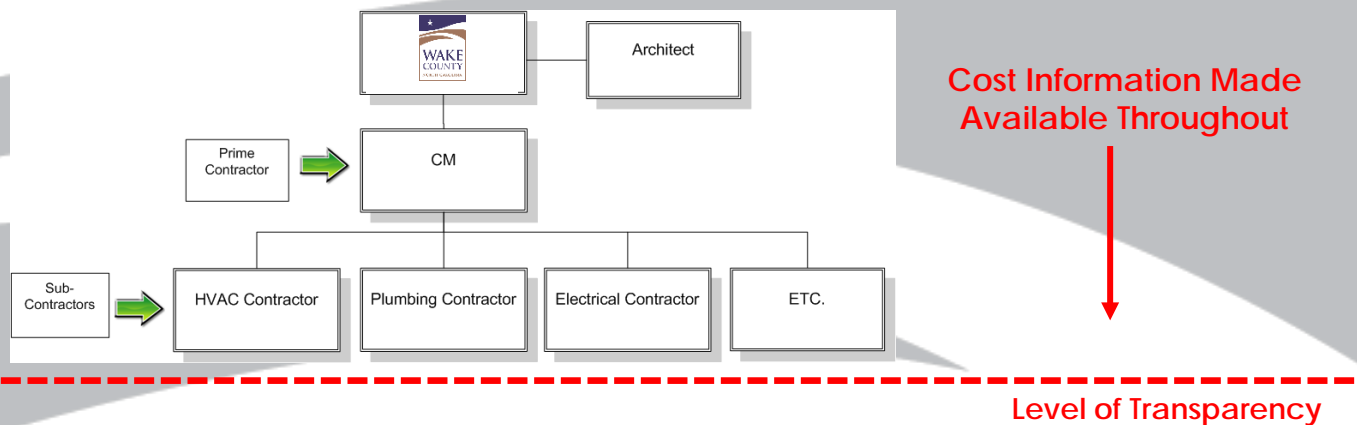
# CMAR Delivery Method – Swinburne Renovation

## Level of Transparency

### Comparison in Level of Transparency Illustrated here:

\*Level of Transparency – point beyond which contractor's cost drivers and impacts are shared with Owner.

CMAR



For CMAR – cost information made available during design (open book) and throughout bid process

# CMAR Delivery Method – Swinburne Renovation

## Subcontractor Prequalification

- Subs are identified and evaluated
  - approved as capable and qualified
- On average – majority of subs are same as Single Prime
- Typically, CMAR's have well developed sub relationships
- Over 95% of subcontracting dollars go to NC subs
- 90% of CM cost goes to the subcontractors

# CMAR Delivery Method – Swinburne Renovation

## Minority Business Enterprise Utilization

### CMAR method provides:

- extensive MBE recruitment plans
- effort made to create small work packages that MBEs can bid
- more work contracted out since they cannot self-perform
- MBE business mentoring
- MBE Utilization consistently higher with CMAR (15 – 30%+)

### Under Single Prime Contracting - minimal MBE outreach effort

- MBE Utilization Typ. Ranges from 0-15% (Wake County Verifiable Goal is 10%)

# CMAR Delivery Method – Swinburne Renovation

## Relative Cost of Delivery Methods

CM At Risk - Fee is negotiated and set in the contract

- On bid Day, CM does have the possibility to have higher cost due to:
  - More onsite personnel than Single Prime
  - More subs bonded with CM
  - MBE outreach effort
  - Effort required to pre-qualify subs as directed by Statutes
  - Preconstruction services

Single Prime Contracting

- Amount of profit included in bid determined by current market conditions
- Potential for Fee/ Profit Increase during project
- Lowest Bid may include unqualified subcontractors

# CMAR Delivery Method – Swinburne Renovation

## Relative Cost of Delivery Methods

### Traditional Single Prime

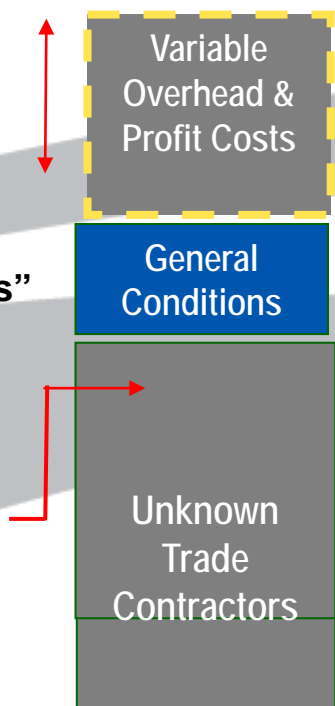
### CM At Risk

Unknown/Variable  
General Contractor  
Goal – Max. Profit

Unknown General  
Conditions due to  
“Closed Book Process”

Owner has little  
control over trade  
contractor  
selection

General Contractor  
doesn't disclose  
low bids publicly.

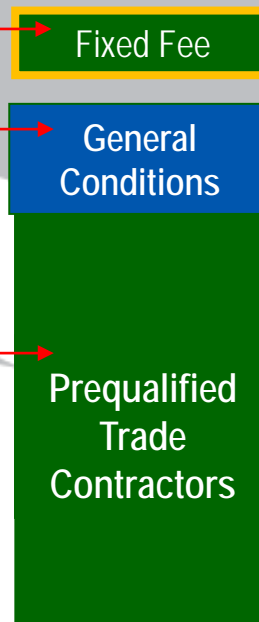


Established Fixed Fee  
Percentage in Contract

Owner pays only for  
General Conditions  
authorized by contract;  
These costs are open  
book and “Auditable”

Owner receives lowest  
bids from extensive list  
of prequalified trade  
contractors; Trade bids  
opened publicly

**GMP**



**\*Conclusion** – Owner knows where cost impacts are beginning in design and has opportunity to adjust design/scope to reduce cost before bid.

# CMAR Delivery Method – Swinburne Renovation

## Summary & Conclusions

	CMAR	Single Prime
Ability to Select Prime Contractor	Advantage	
Integrated Team Involvement in Design Process	Advantage	
Prequalified Subcontractors	Advantage	
History of MBE Participation	Advantage	
Best Schedule Control – Faster Overall Delivery	Advantage	
Control of Fee/Profit Increases – Change Flexibility	Advantage	
Transparency of Overall Process	Advantage	
Owner Advocate vs. Adversary	Advantage	
Basic, Traditional Process Requires Less Planning		Advantage
Advance Public Justification of Use Not Required (per HB1043)		Advantage
Overhead Cost Applicability for Smaller Projects		Advantage



# CMAR Delivery Method – Swinburne Renovation

## Conclusion

As described throughout this report, the Construction Management at Risk delivery method brings owner, design team and construction professional together during the design phase of the project, in a collaborative effort that carries the project forward through the construction process in an open, and transparent manner.

The CMAR is selected by the Owner through a qualification based process, and is therefore committed to the Owner as an advocate, vested in the project during its design, rather than only being introduced to the project in a low bid competition, with no prior knowledge of the project goals, objectives, constraints and challenges.

For this project, coordinating the flow of construction traffic to maintain safe conditions for patrons accessing the New Public Health Building Campus will be critical. Replacement of major building infrastructure that has met lifecycle, without impacting the existing campus infrastructure will also be a challenge. In addition, the CMAR approach provides other advantages, including the flexibility to bid components of the project at different times, such as an early bid package for site work, which may enable fast-tracking of the schedule. While there is some additional cost for preconstruction phase services during design, the cost and schedule planning expertise these services provide, brings value to the project which will ultimately yield a higher quality product and enhanced timeliness in project delivery as well as predictable cost control. Therefore, staff recommends the CMAR approach for this project.

# CMAR Delivery Method – Swinburne Renovation

## Preliminary Milestones

CMAR RFQ/Selection Process Begins	– November 2024
CMAR Selection Approval by Committee	– February 2025
Schematic Design Completion & Approval	– March 2025
Design Development & Construction Docs.	– Mar. 2025 thru Oct. 2025
Building Permitting (Wake County)	– Oct. 2025 thru Jan. 2026
Building Construction Begins	– February 2026
Construction Completion	– March 2027

\* CMAR provides flexibility for multiple bids/phased construction to various components of the project (i.e. in example shown above, site work construction and parking deck are bid earlier than the main building while its design work is finalized)

\*\* Schedule shown above is preliminary for illustration purposes; dates are subject to change