

Item Title: Approval to Proceed with Construction Management at Risk Delivery Method for Three Capital Construction Projects

Specific Action Requested:

That the Board of Commissioners approves the Construction Management at Risk delivery method for construction of the following capital projects based on concluding that this delivery method is in the best interest of the projects, in accordance with NC General Statutes:

- 1. New Animal Center**
- 2. New General Services Administration Facility**
- 3. Wake County Detention Center Expansion Phase 3**

Item Summary:

Purpose: NC State Statutes require public bodies to evaluate and conclude that the Construction Management at Risk (CMAR) delivery method is in the best interest of the public body for a particular project, after documenting the advantages and disadvantages of this construction delivery method over conventional methods.

Background: FDC has leveraged the construction management at risk delivery method on its larger and more complex projects since it became available in North Carolina in 2002. Some of these projects include the Justice Center, Hammond Rd. Jail Expansion – Phase 2, WakeBrook Mental Health Campus, Oak City Center, Cary Regional Library, and the new Public Health Center currently under construction. The CMAR construction delivery method allows the County to select the most qualified construction manager to provide construction consulting expertise alongside the design team during the project design. The CMAR later prepares bid packages to prequalified subcontractors culminating with a guaranteed maximum price (GMP) contract with Wake County. During construction the CMAR manages construction as the owner's advocate which differs from the traditional design-bid-build construction method issued to the lowest responsive and responsible lump sum bidder.

Strategic Plan: This action supports standard County operations.

Fiscal Impact: The specific action to approve the construction management at risk delivery method does not have an associated cost. Each of the three projects is included in the Capital Improvement Program which identifies funding for each.

Additional Information:

Wake County's Capital Improvement Program (CIP) currently includes three large and complex projects that are early in the design process or about to begin. These projects include the New Animal Center, new General Services Administration Facility and the Wake County Detention Center Expansion Phase 3. These are 3 very different types of buildings but have significant and complex project scopes that can benefit from the CMAR method.

Generally speaking, there are numerous advantages to utilizing the CMAR delivery method for these projects. CMAR is a very collaborative process, which introduces construction expertise into the design phases of the project which complement the design expertise from the architect and engineers. The CMAR firm provides constructability advice and cost analysis services during the design phase, preparation and coordination of bid packages, scheduling control, cost control and value engineering. This early expertise and advice is crucial for a complex project.

In the 2014 Session of the North Carolina General Assembly, House Bill 1043 was ratified to require public bodies to compare advantages and disadvantages and conclude that the construction management at risk delivery method is in the best interest of the project, prior to using this delivery method in lieu of the conventional delivery methods of multi-prime, single prime or dual bidding. A report providing the above analysis is attached to this agenda item to satisfy the requirements of the state statute.

New Animal Center

The new Animal Center will replace the current facility located on Beacon Lake Dr. in Raleigh. The new facility is included in Wake County's Capital Improvement Program and a portion of the funding in the approved FY 2026 budget. The current facility was first constructed in 1995 and had one expansion in 2010. The current facility is 25,160 square feet in size and unable to expand to meet today's needs due to site size constraints.

Wake County operates the only open-admission animal shelter in Wake County. It is a complex facility including space for animal housing (adoption, surrender, quarantine, bite holds, and court holds), veterinary services (supporting housed animals + planned limited public services), foster programs, animal control, pet redemption, and limited pet training education. The new animal center is anticipated to be approximately 56,000 square feet in size and incorporate many exterior improvements to help support the housed animals' well-being. What makes an animal center complex? From a planning perspective, the building must be laid out to provide manageable housing areas that promote animal wellness and separation from stressors as well as separate public from secure areas. From a technical perspective, they must be designed and built to extremely durable with exacting specifications including medical, plumbing and HVAC systems to limit the spread of disease.

New General Services Administration Facility

The new General Services Administration facility will replace their two existing facilities. The main headquarters facility is located just north of downtown, at 401 Capital Blvd,

adjacent to the newly built Smokey Hollow development, in a 123,000 SF split level building on a 5.97-acre site. This building, originally built as a car dealership in the 1960s, currently houses Administration and Support Services, Fleet Operations, Physical Plant, and Safety and Security divisions.

A second outlying GSA facility is located adjacent to the North Wake Landfill which houses the Facility & Field Services division. This facility contains an enclosed building with 15,819 SF and two open air shelters for storage. The County would like to reunite the Facility & Field Services function with the other GSA functions.

The proposed redevelopment project at the Wake County Office Park off Poole Road in East Raleigh will consolidate all five divisions into a single, 200,000-square-foot General Services Administration (GSA) building. This facility will also house Library Administration operations and include the construction of a new parking deck.

To execute this vision, the existing Wake County Office Park must undergo full redevelopment. This entails the demolition of current buildings, realignment of roads and utilities, and temporary relocation of existing tenants to ensure continuity of operations during construction. The redevelopment will also include site infrastructure improvements that support three additional future buildings, intended to accommodate the County's long-term growth. Additionally, a new entrance to the Historic Oak View Park will be constructed, further enhancing public access and integration with the site.

Given the need to maintain continuous access and operations at the Olivia Raney Library, Historic Oak View Park, and existing Library Administration buildings throughout construction, the project must be carefully phased. This requires detailed planning, coordination, and flexibility to manage the impacts on daily operations and public services.

The scope and complexity of the project—ranging from diverse building types (fleet services, administrative offices, warehousing, training facilities), varied building systems, and significant site logistics—underscore the necessity for a CMAR delivery method. The CMAR approach will provide the expertise, early involvement, and collaborative planning required to manage the phasing, budget, and schedule risks effectively. It also allows the County to work closely with the construction manager during preconstruction to plan for logistical challenges and ensure continuity of public service access during the build.

Wake County Detention Center Expansion Phase 3

The Wake County Detention Center, located at 3301 Hammond Road, is being constructed in planned phases as outlined in the 1999 Justice Facility Master Plan, which was developed in response to long-term housing population projections. Phase 1 was completed in 2005, followed by the successful completion of Phase 2 in 2012.

Phase 3 of the expansion will add approximately 120,000 square feet, incorporating eight new housing units distributed over two levels. This will create 448 beds to accommodate maximum security inmates. In addition, the project will include new program spaces and the construction of an additional parking deck.

Detention facilities are among the most complex and specialized building types, requiring highly secure construction methods and advanced building systems. Compounding this complexity is the need to carry out construction adjacent to and physically connected with an active detention facility, all without interrupting operations or compromising safety and security. This project demands precise coordination, phased implementation, and a strong integration of construction planning with detention operations.

Due to these challenges, the CMAR delivery method is clearly the most appropriate approach. The CMAR model allows for early collaboration between the County, designers, and the construction manager, which is critical to developing workable logistics, ensuring constructability, maintaining tight schedules, and managing cost risk in a high-security environment.

Procurement Process

Over the next 120 days, Wake County staff will follow a staggered schedule to procure a CMAR firm for each major project independently. The selection process will adhere strictly to all relevant North Carolina General Statutes governing alternative project delivery methods. The County's longstanding "Policy for Consultant Selection Procedure"—which meets all statutory requirements—will guide the selection.

A dedicated selection committee will be formed for each project. This committee will be responsible for soliciting proposals, evaluating qualifications, interviewing shortlisted firms, and ranking CMAR candidates. The final step will be the formal selection of a CMAR for each separate project, based on qualifications, experience, and demonstrated capacity to meet the project's complex requirements.

The three construction projects have varied construction start dates and durations, but are roughly expected to reach substantial completion as follows:

New Animal Center	Early 2028
New General Services Administration Facility	Late 2028
Wake County Detention Center Expansion Phase 3	Early 2030

Attachments:

1. Analysis of Advantages and Disadvantages of the CMAR Delivery Method