Colorado Department of Transportation
Innovative Contracting Advisory Committee

Project Delivery Selection Approach

Overview

This document provides a formal approach for CDOT highway project delivery selection. The document provides generic forms for use by CDOT staff and project team members. By using these forms, a brief project delivery selection report can be generated for each individual project. The primary objectives of this document are:

- Present a structured approach to assist CDOT in making project delivery decisions;
- Assist CDOT in determining if there is a dominant or obvious choice of project delivery methods; and
- Provide documentation of the project delivery decision in the form of a Project Delivery Decision Report.

Background

The project delivery method is the process by which a construction project is comprehensively designed and constructed including project scope definition, organization of designers, constructors and various consultants, sequencing of design and construction operations, execution of design and construction, and closeout and start-up. Thus, the different project delivery methods are distinguished by the manner in which contracts between the agency, designers and builders are formed and the technical relationships that evolve between each party inside those contracts. Currently, there are several types of project delivery systems available for publicly funded transportation projects in the Colorado. The most common systems are Design-Bid-Build (DBB), Design-Build (DB), and Construction Manager/General Contractor (CM/GC). No single project delivery method is appropriate for every project. Each project must be examined individually to determine how it aligns with the attributes of each available delivery method.

DBB is the traditional project delivery method in which an agency designs, or retains a designer to furnish complete design services, and then advertises and awards a separate construction contract based on the designer's completed construction documents. In DBB, the agency "owns" the details of design during construction and as a result, is responsible for the cost of any errors or omissions encountered in construction.

DB is a project delivery method in which the agency procures both design and construction services in the same contract from a single, legal entity referred to as the design-builder. The method typically uses Request for Qualifications (RFQ)/Request for Proposals (RFP) procedures rather than the DBB Invitation for Bids procedures. The design-builder controls the details of design and is responsible for the cost of any errors or omissions encountered in construction.

CM/GC is a project delivery method in which the agency contracts separately with a designer and a construction manager. The agency can perform design or contract with an engineering firm to provide a facility design. The agency selects a construction manager to perform construction management services and construction works. The significant characteristic of this delivery method is a contract between an agency and a construction manager who will be at risk for the final cost and time of construction. Construction industry/Contractor input into the design development and constructability of complex and innovative projects are the major reasons an agency would select the CM/GC method. Unlike DBB, CM/GC brings the builder into the design process at a stage where definitive input can have a positive impact on the project. CM/GC is particularly valuable for new non-standard types of designs where it is difficult for the owner to develop the technical requirements that would be necessary for DB procurement without industry input.

Overview of the Project Delivery Selection Process

The process is shown in the form of a flow chart below. It consists of the following activities:

A. Describe the project and set the project goals

B. Determine and review project dependent constraints

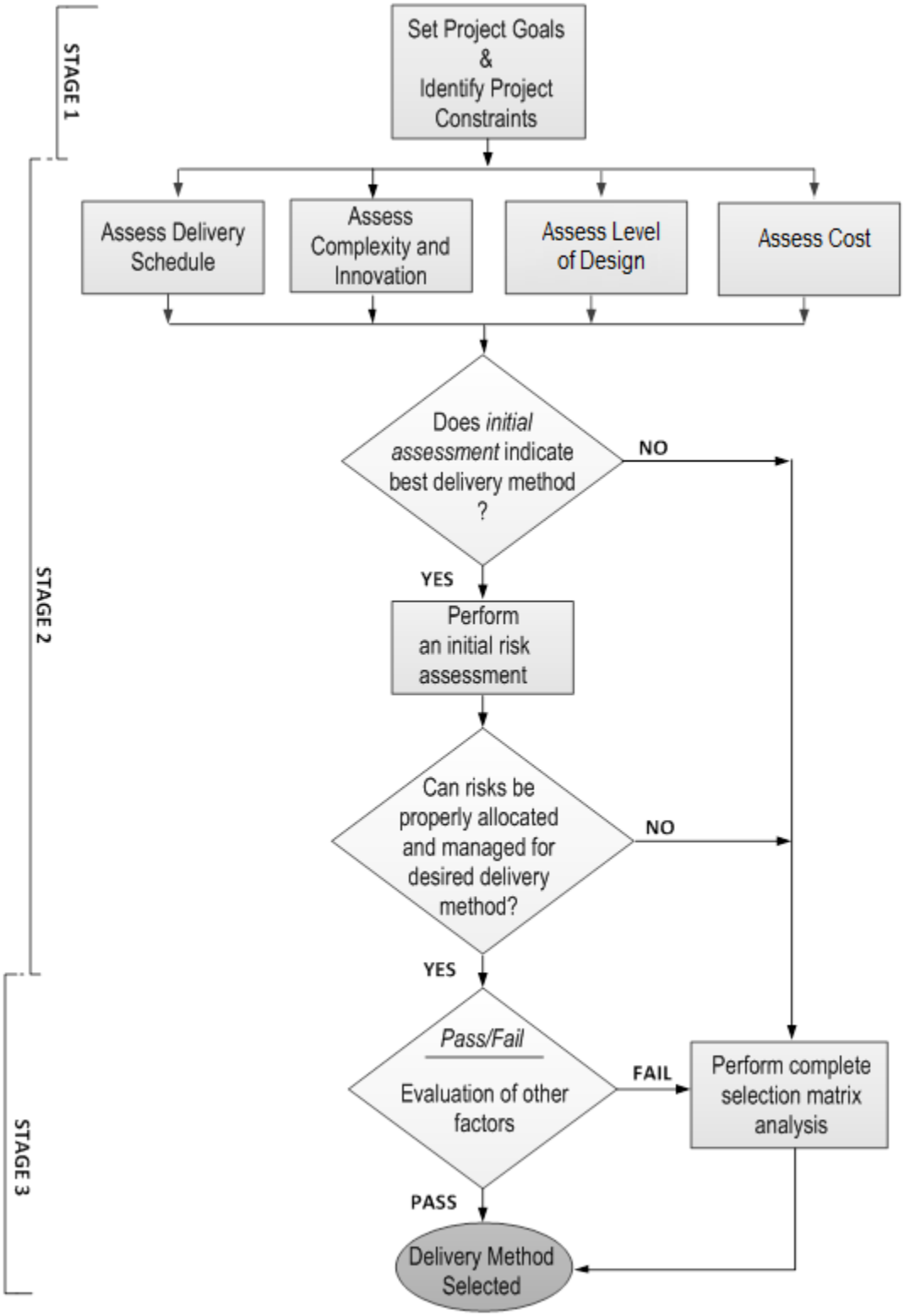
C. Assess the primary factors (these factors most often determine the selection).
   1. Delivery Schedule
   2. Complexity & Innovation
   3. Level of Design (at the time of the project delivery procurement)
   4. Cost

D. If the primary factors indicate there is a clear choice of the delivery method, then:
   5. Perform an initial risk assessment for the desired delivery method to ensure that risks can be properly allocated and managed, and

E. Perform a brief pass/fail analysis of the secondary factors to ensure that they are not relevant to the decision.
   6. Staff Experience/Availability (Owner)
   7. Level of Oversight and Control
   8. Competition and Contractor Experience

F. If steps B, C & D do not result in clear determination of the method of delivery then perform a more rigorous evaluation of all eight factors against the three potential methods of delivery (DBB, DB and CM/GC).

Typically the entire selection process can be completed by the project team in a 4 hour workshop session, if team member have individually performed assessments before the workshop.



CDOT Project Delivery Selection Flowchart

The following forms and appendices are included to facilitate this process.

Project description checklist

Provide information on the project that is using this tool. This includes size, type, funding, risks, complexities, etc. All information should be developed for the specific project.

Project Goals worksheet – including example project goals

A careful determination of the project goals is an instrumental first step of the process that will guide both the selection of the appropriate method of delivery as well as the specific delivery procurement process and implementation of the project.

Project Constraints worksheet (Go / No-Go Decisions)

Carefully review all possible constraints to the project. These constraints can potentially eliminate a project delivery method before the evaluation process begins.

Project Delivery Selection Matrix Summary

The Project Delivery Selection Matrix Summary summarizes the assessment of the eight Evaluation Factors for the three delivery methods. The form is qualitatively scored using the scoring provided in table 1 below.

Table 1 - Factor Evaluation Scoring Key

+ +	Most appropriate delivery method
+	Appropriate delivery method
–	Least appropriate delivery method
X	Fatal Flaw (discontinue evaluation of this method)
NA	Factor not applicable or not relevant to the selection

The form also includes a section for comments and conclusions. The completed Project Delivery Selection Matrix Summary should provide an executive summary of the key reasons for the selection of the method of delivery**.**

Workshop Blank Form

This form can be used by the project team for additional documentation of the process. In particular it can be used to elaborate on Evaluation Factor 4. “Initial Project Risk Assessment”.

Evaluation Factor Project Delivery Method Opportunity/Obstacle Summary

These forms are used to summarize the assessments by the project team of the opportunities and obstacles associated with each delivery method relative to each of the eight Evaluation Factors. The bottom of each form allows for a qualitative conclusion using the same notation as described above. Those conclusions then are transferred to the **Project Delivery Selection Matrix Summary.**

Appendix – Opportunity/Obstacle Checklists

These forms provide the project team with guidance concerning typical delivery method opportunities and obstacles associated with each of the eight Evaluation Factors. However, these checklist include general information and are not an all-inclusive checklist. Use the checklists as a supplement to developing project specific opportunities and obstacles.

Appendix – Initial Risk Assessment Guidance

Because of the unique nature of Evaluation Factor 4. “Initial Project Risk Assessment”, the Appendix provides the project team with additional guidance for evaluation of that factor including: Typical CDOT Transportation Project Risks; a General Project Risks Checklist; and a Risk Opportunities/Obstacles Checklist.

Project Description Checklist

The following items should be considered in the project description as applicable. Other items can be added if they influence the project delivery decision. Relevant documents can be added as appendices.

- ❒ Project Name: **Bridge Replacement: SH 030A (F-17-GP)**
- ❒ Location: **SH 030A Milepost 9.767 (Approximately 0.30 Miles West of I-225 on SH 030A)**
- ❒ Estimated Budget: **$2.5 Million**
- ❒ Estimated Project Delivery Period: **Start January 2015, conclude August 2015, coordinate with nearby school**
- ❒ Required Delivery Date (if applicable): **Start of School Season (August 2015)**
- ❒ Source(s) of Project Funding: **BR (Bridge Replacement) Funding**
- ❒ Project Corridor: **SH 030A**
- ❒ Major Features of Work: **Replacement of deficient pedestrian bridge F-17-GP**
- ❒ Major Schedule Milestones: **February 2015 Commence Construction, August 2015 Complete Construction**
- ❒ Major Project Stakeholders: **Colorado Department of Transportation, City of Aurora**
- ❒ Major Challenges (as applicable):
    - **Method of Handling Traffic, Minimizing Impact to Traffic**
    - **Method of Handling Pedestrian Traffic/Usage**
    - **Working within Right of Way**
    - **Avoiding Utility Conflicts**
    - **Construct During School Summer Break**
- ❒ Main Identified Sources of Risk: **Maintaining Vehicle and Pedestrian Traffic, Utility Conflicts, Working within Right of Way**
- ❒ Safety Issues: **High Traffic Volumes, High Pedestrian Usage (Elementary School)**
- ❒ Sustainable Design and Construction Requirements: **Meet requirements set forth from both Colorado Department of Transportation and the City of Aurora, Provide minimum 50 year service life of new structure, and adhere to current Americans with Disabilities Act (ADA) standards**

Project Goals

An understanding of project goals is essential to appropriate project delivery selection. Typically, the project goals can be defined in three to five items. Examples are provided below,[1] but the report should include project-specific goals. These goals should remain consistent over the life of the project.

Project-Specific Goals

1. Goal #1: **Replace structure F-17-GP with ADA compliant structure**
2. Goal #2: **Complete construction with minimal impact to traffic and pedestrian usage**
3. Goal #3: **Maximize project budget and project scope**
4. Goal #4: **Minimize project delivery time and accelerate design/construction schedule**
5. Goal #5: **Complete construction by August 2015 (Start of School Season)**
6. Goal #6: **Maintain protected pedestrian access across SH 030A (6th Avenue) during construction.**

[1] Generic Project Goals

Schedule

- Minimize project delivery time
- Complete the project on schedule
- Accelerate start of project revenue

Cost

- Minimize project cost
- Maximize project budget
- Complete the project on budget
- Maximize the project scope and improvements within the project budget

Quality

- Meet or exceed project requirements
- Select the best team
- Provide a high quality design and construction constraints
- Provide an aesthetically pleasing project

Functional

- Maximize the life cycle performance of the project
- Maximize capacity and mobility improvements
- Minimize inconvenience to the traveling public during construction
- Maximize safety of workers and traveling public during construction

Project Constraints

There are potential aspects of a project that can eliminate the need to evaluate one or more of the possible project delivery methods. General constraints are provided, but it is critical to identify constraints that are project specific.

Constraints

- **Source of Funding: BR (Bridge Replacement - $2.5 Million budget)**
- **IGA (Maintenance and Operations) between Colorado Department of Transportation and the City of Aurora**
- **Safety standards (Clear Zone), City of Aurora Design Standards, Colorado Department of Transportation Design Standards**
- **Work within existing Colorado Department of Transportation Right of Way limits**
- **Traffic demand must be maintained with minimal impact**
- **Construction schedule**
- **Pedestrian access during construction**

Project Delivery Selection Matrix Summary

Determine the factors that should be considered in the project delivery selection, discuss the opportunities and obstacles related to each factor, and document the discussion on the following pages. Then complete the summary below.

PROJECT DELIVERY METHOD OPPORTUNITY/OBSTACLE SUMMARY			
	DBB	**DB**	**CM/GC**
Primary Evaluation Factors			
1. Delivery Schedule	–	+ +	+
2. Project Complexity & Innovation	–	+ +	+ +
3. Level of Design	–	+ +	+
4. Cost	–	+ +	+
5. Perform Initial Risk Assessment	–	+ +	+
Secondary Evaluation Factors			
6. Staff Experience/Availability (Owner)	+ +	+	–
7.Level of Oversight and Control	+ +	+	+ +
8. Competition and Contractor Experience	–	+ +	+ +

+ +	Most appropriate delivery method
+	Appropriate delivery method
–	Least appropriate delivery method
X	Fatal Flaw (discontinue evaluation of this method)
NA	Factor not applicable or not relevant to the selection

Project Delivery Selection Matrix Summary Conclusions and Comments:

Based on the Project Delivery Selection Matrix, **Design Build (Streamlined-Single Phase)** is the most appropriate option for the following reasons:

1. **Delivery Schedule:** Design Build allows the project to commence prior to completing design. The pedestrian bridge structure that will be replaced is in poor condition. The longer the structure remains, the greater the risk to the traveling public. Preliminary design has been completed by the Colorado Department of Transportation. This can be utilized moving forward with the RFP process.
2. **Project Complexity and Innovation:** The scope of work for the project is limited; however, many viable options exist to replace the structure. Along with innovative options to replace the structure, there also may be innovative techniques to deal with the construction process (i.e. Traffic Control, Utility Coordination, Public Outreach, etc.).
3. **Level of Design:** Preliminary design can be utilized to precisely define contract requirements. Input from experienced contractors is highly recommended.
4. **Cost:** Project costs need to be determined early in the design process. Design Build will allow variable scope bids to match the fixed budget for the project.
5. **Initial Risk Assessment:** Given limited scope of work, well defined risks can be defined for the Design Build team. When risks are encountered, the appropriate party can be tasked to manage them by using Design Build.
6. **Staff Experience/Availability:** A consultant well versed in Design Build will be utilized along with Colorado Department of Transportation staff.
7. **Level of Oversight and Control:** Design Build provides the opportunity for the Design Build Team to entertain several options that are innovative in both design and construction. The project should be designed and constructed in the shortest amount of time possible.
8. **Competition and Contractor Experience:** Given the scope of work, competitive bidding is anticipated. There are several designer/contactors with the capability to be innovative and successfully deliver the project.

1) Delivery Schedule

Delivery schedule is the overall project schedule from scoping through design, construction and opening to the public. Assess time considerations in getting the project started or funding dedicated and assess project completion importance.

DESIGN-BID-BUILD Requires time to perform sequential design and procurement, but if design time is available has the shortest procurement time after the design is complete.	
Opportunities	**Obstacles**
Time to communicate with project stake holders during design process	Design would need to be advanced. This takes time and resources that are not aligned with the project.
Time for plans and specification review by CDOT and the City of Aurora	Risk from contract documents would be put on CDOT rather than design-build team

DESIGN-BUILD Can get project under construction before completing design. Parallel process of design and construction can accelerate project delivery schedule; however, procurement time can be lengthy due to the time necessary to develop an adequate RFP, evaluate proposals and provide for a fair, transparent selection process.	
Opportunities	**Obstacles**
Acceleration of design and construction	Requires project stakeholder commitments to be met in expeditious manner
Valuable industry input into design, schedule, and construction methods	Time needed for the City of Aurora to review. Review times need to be expedited.
Construction and procurement of materials can begin before design is complete	
Majority of risks placed on design-build team	

CM/GC Quickly gets contractor under contract and under construction to meet funding obligations before completing design. Parallel process of development of contract requirements, design, procurements, and construction can accelerate project schedule. However, schedule can be slowed down by coordinating design-related issues between the CM and designer and by the process of reaching a reasonable Guaranteed Maximum Price (GMP).	
Opportunities	**Obstacles**
Construction and procurement of materials could begin before design is complete	Iterative design can cause schedule delay
Contractor input for phasing, constructability, and traffic control	GMP (Cap) negotiation can cause delay
Acceleration of design and construction	Requires project stakeholder commitments to be met in expeditious manner
	Time needed for the City of Aurora to review. Review times need to be expedited.

Delivery Schedule Summary

	DBB	**DB**	**CM/GC**
1. Delivery Schedule	**–**	**+ +**	**+**

Notes and Comments:

Design Build is deemed to be the most appropriate selection. This can utilize a preliminary design to accelerate the project and put the majority of risk on the design-build team. It also will provide a cost effective final product because industry input will be utilized for design.

2) Project Complexity & Innovation

Project complexity and innovation is the potential applicability of new designs or processes to resolve complex technical issues.

DESIGN-BID-BUILD Allows CDOT to fully resolve complex design issues and qualitatively evaluate designs before procurement of the general contractor. Innovation is provided by CDOT/Consultant expertise and through traditional owner directed processes such as VE studies and contractor bid alternatives.	
Opportunities	**Obstacles**
Utilize bridge vendor input for review and comments	No contractor input into design and schedule
	Limited innovation for design from industry

DESIGN-BUILD Incorporates design-builder input into design process through best value selection and contractor proposed Alternate Technical Concepts (ATCs) – which are a cost oriented approach to providing complex and innovative designs. Requires that desired solutions to complex projects be well defined through contract requirements.	
Opportunities	**Obstacles**
Innovation generated between contractor and designer	Requirements must be clearly defined
Innovation from multiple sources via draft RFP, ATC processes and best value	Teamwork between CDOT and City of Aurora to clearly define goals for the project
Design-Build team is created early in the process, strong relationship is established for design and construction	Choosing realistic design innovations
Design-Build team is quality-schedule driven. Design decisions are done quickly	

CM/GC Allows independent selection of designer and contractor based on qualifications and other factors to jointly address complex innovative designs through three party collaboration of CDOT, designer and Contractor. Allows for a qualitative (nonprice oriented) design but requires agreement on GMP.	
Opportunities	**Obstacles**
Allows for independent selection of best qualified designer and best qualified contractor	Iterative design process could cause schedule delay
Risks from innovation can be better defined, minimized and allocated	Competitiveness decreases with single source negotiated GMP (cap)
Allows for CM/GC team to work through design and aesthetics with the City of Aurora	
CM/GC team is created early in the process, strong relationship is established for design and construction	

Project Complexity & Innovation Summary

	DBB	DB	CM/GC

2. Project Complexity & Innovation	–	+ +	+ +

Notes and Comments:

Given the small scope of the project, Design Build brings a contractor's expertise and a designer's expertise together early in the process to come up with innovations that will expedite construction and get the project completed. Innovation is limited based on scope, with a Design Build team, many possible innovations will be explored for the project.

3) Level of Design

Level of design is the percentage of design completion at the time of the project delivery procurement

DESIGN-BID-BUILD 100% design by CDOT, with CDOT having complete control over the design.	
Opportunities	**Obstacles**
Well known process to industry	100% Design must be complete before construction begins
Value Engineering opportunities	Minimal innovation from contractors due single design plans
Accurate quantities	Design errors can result in higher risks for Stakeholders

DESIGN-BUILD Design advanced by CDOT to the level necessary to precisely define contract requirements and properly allocate risk (typically 30% or less).	
Opportunities	**Obstacles**
Does not require advanced design before awarding contract to design build team	Must have clear definitions and requirements in the RFP
Contractor involvement improves innovation and constructability	Covering all scope requirements for the project
Minimal Stake holder staff needed to manage the design of the project	Minimal review time for the City of Aurora
Design Build team accepts the design and risks associated with it	All risks built into bid price

CM/GC Can utilize a lower level of design prior to procurement of the CM/GC and then joint collaboration of CDOT, designer, and CM/GC in the further development of the design. Iterative nature of design process risks extending the project schedule.	
Opportunities	**Obstacles**
Contractor involvement early in design will improve constructability and knowledge	Teaming/Communicating design can cause disputes
	Three party process can slow down the progression of the design

Level of Design Summary

	DBB	DB	CM/GC
3. Level of Design	–	+ +	+

Notes and Comments:

Design Bid Build requires 100% plans and specifications prior to awarding the project to the contractor. This limits the innovation that could be possible for the project and restrains the contractor to only one design option. Design Build requires minimal staff to progress the design needed in order to award the project. Contractor and industry involvement early in the design process will make innovation possible and improve constructability. The schedule can be expedited and the risks associated with the design are put onto the Design Build team. Bid prices will be higher due to the fact that the Design Build team is taking responsibility for the majority of the risks. CM/GC could possibly lead to extended negotiations that increase time to the schedule.

4) Cost

Project cost is the financial process related to meeting budget restrictions, early and precise cost estimation, and control of project costs.

DESIGN-BID-BUILD Competitive bidding provides a low cost construction for a fully defined scope of work. Costs accuracy limited until design is completed. More likelihood of cost change orders due to contractor having no design responsibility.	
Opportunities	**Obstacles**
Competitive bidding provides low bid selection for the fully defined scope of work	Reductions in cost from innovations are difficult to obtain
	Estimate accuracy is limited until final design is established
	More possibilities for change orders from design

DESIGN-BUILD Designer-builder collaboration and ATCs can provide a cost-efficient response to project goals. Costs are determined with design-build proposal, early in design process. Allows a variable scope bid to match a fixed budget. Poor risk allocation can result in high contingencies.	
Opportunities	**Obstacles**
Cost is moderated due to contractor and designer early cooperation	Risks associated with Lump Sum cost without substantial design complete can cause financial problems with the project
Costs are set contractually early in the process	Change orders
Allows for innovative design options that must match a fixed budget	High Risk = High Cost

CM/GC CDOT/designer/contractor collaboration to reduce risk pricing can provide a low cost project however non-competitive negotiated GMP introduces price risk. Good flexibility to design to a budget.	
Opportunities	**Obstacles**
Early involvement from contractor can reduce costs through constructability, etc.	Price risk is possible due to non-competitive GMP agreement

Owner can provide input into quality and cost	

Cost Summary

	DBB	DB	CM/GC
4. Cost	–	+ +	+

Notes and Comments:

Design Build reduces the amount of staff needed to get the project through the procurement process. It also allows for the most innovative solutions to be made within a fixed agreed upon budget.

5) Initial Risk Assessment

Risk is an uncertain event or condition that, if it occurs, has a negative effect on a project's objectives. Risk allocation is the assignment of unknown events or conditions to the party that can best manage them. An initial assessment of project risks is important to ensure the selection of the delivery method that can properly address them. An approach that focuses on a fair allocation of risk will be most successful. Refer to risk discussion and checklists in appendix B.

DESIGN-BID-BUILD

Risk allocation for design-bid-build best is understood by the industry, but requires that most design-related risks and third party risks be resolved prior to procurement to avoid costly contractor contingency pricing and change orders and claims.

Opportunities	Obstacles
Complete design can identify and avoid risk	CDOT accepts risks associated with project
	Low bid related risks
	No room for innovation to mitigate risk
	Limited input from contractor and industry to avoid risk

DESIGN-BUILD

Provides opportunity to properly allocate risks to the party best able to manage them, but requires risks allocated to design-builder to be well defined to minimize contractor contingency pricing of risks.

Opportunities	Obstacles
Innovative solutions to handle risk are developed through the design build team's experience	Detailed scope of work, description, goals, etc. for RFP or comprehensive responses to RFP
Draft RFP, ATC process give industry the opportunity to review risk allocation	Unknowns need to be clearly defined in the contract documents
Valuable contractor input in identifying risks associated with the project	Risks associated with agreements exist with preliminary design

CM/GC

Provides opportunity for CDOT, designer, and contractor to collectively identify and minimize project risks, and allocate risk to appropriate party. Has potential to minimize contractor contingency pricing of risk, but can lose the element of competition in pricing.

Opportunities	Obstacles

Contractor will have better understanding of all unknowns as the design progresses	Risk costs are separately evaluated, adding time to process.
Innovative solutions to handle risk are developed through the CM/GC past experience and expertise	
More flexibility to deal with unknowns early on in the design process – can identify risk and design accordingly	

Initial Risk Assessment Summary

	DBB	DB	CM/GC
5. Initial Risk Assessment	–	+ +	+

Notes and Comments:

Given project scope, Design Build can manage risks in the most efficient manner through innovative ideas that can be developed early on in the process of construction.

6) Staff Experience/Availability

Owner staff experience and availability as it relates to the project delivery methods in question.

DESIGN-BID-BUILD Technical and management resources necessary to perform the design and plan development. Resource needs can be more spread out.	
Opportunities	**Obstacles**
Use of experienced consultants	Requires full design from Stakeholder Staff
Stakeholders most familiar with this process	Requires CDOT staffing for design and construction
CDOT has control over entire project	

DESIGN-BUILD Technical and management resources and expertise necessary to develop the RFQ and RFP and administrate the procurement. Concurrent need for both design and construction resources to oversee the implementation.	
Opportunities	**Obstacles**
Minimal Stakeholder staff needed to successfully complete project	Need experienced staff to put together quality RFP package (CDOT and Stake Holders)
Expertise from design build team can lead to innovative solutions	
Design Build team is selected based on experience, capabilities, and qualifications	

CM/GC Strong, committed CDOT project management resources are important for success of the CM/GC process. Resource needs are similar to DBB except CDOT must coordinate CM's input with the project designer and be prepared for GMP negotiations.	
Opportunities	**Obstacles**
Contractor to provide valuable knowledge to project team	Stakeholder availability to manage the project on a full time basis.

Innovative solutions are worked through with the CM/GC team	Staff not familiar with the process
Design Build team is selected based on experience, capabilities, and qualifications	Multiple bid packages are difficult to manage

Staff Experience/Availability Summary

	DBB	DB	CM/GC
6. Staff Experience/ Availability	+ +	+	–

Notes and Comments:

With limited resources to design a project with the required design experience, Design Build is the best option. Preliminary design can be used to start the project with limited Stakeholder staff.

7) Level of Oversight and Control

Level of oversight involves the amount of agency staff required to monitor the design or construction, and amount of agency control over the delivery process

DESIGN-BID-BUILD Full control over a linear design and construction process.	
Opportunities	**Obstacles**
Full design and plan review process (FIR, FOR, etc.)	Resources available to monitor the design and construction
CDOT has very prescriptive process	
CDOT is very involved with overall work and schedule	

DESIGN-BUILD Less control over the design (design desires must be written into the RFP contract requirements). Generally less control over the construction process (design-builder often has QA responsibilities).	
Opportunities	**Obstacles**
Innovative approach to design given experience from designer and contractor	Less design review time - Can be mitigated with a quality RFP package
Minimal stakeholder staff needed to manage the project	CDOT not involved with day to day activities
Match contractors resources to project needs	

CM/GC Most control by CDOT over both the design, and construction, and control over a collaborative owner/designer/contractor project team	
Opportunities	**Obstacles**
Cost of work has been defined, so no overruns on items	Resources available from Owner for design and construction process
Use CDOT's QC/QA process and construction process	

Level of Oversight and Control Summary

	DBB	DB	CM/GC
7. Level of Oversight and Control	+ +	+	+ +

Notes and Comments:

Minimal Stakeholder staff can be used to successfully manage and complete the project with design build. Design Bid Build and CM/GC would require additional staff to complete the project.

8) Competition and Contractor Experience

Competition and availability refers to the level of competition, experience and availability in the market place and its capacity for the project.

DESIGN-BID-BUILD

High level of competition, but GC selection is based solely on low price. High level of marketplace experience.

Opportunities	Obstacles
Traditional method for project procurement	Low bid selection process
Receive more bids and lower prices	May not get best qualified contractor

DESIGN-BUILD

Allows for a balance of price and non-price factors in the selection process. Medium level of marketplace experience.

Opportunities	Obstacles
Best value can be selected by the stakeholders	Risks are built into costs
Given scope of work for the project, marketplace experience is abundant	
Design and Contractor experience is used for innovative solutions early on in the process	

CM/GC

Allows for the selection of the single most qualified contractor, but GMP can limit price competition. Low level of marketplace experience.

Opportunities	Obstacles
Review RFP's for qualified contractors	GMP negotiations can be challenging
If GMP not accepted, CDOT can change contractor	Marketplace experience with procurement method

Competition and Contractor Experience Summary

	DBB	DB	CM/GC
8. Competition and Contractor Experience	–	+ +	+ +

Notes and Comments:

Design Build can utilize contractor and designer experience to design and construct the project in an efficient manner. The nature of the scope of work shall warrant abundant competition during the RFP selection period.

APPENDIX

Opportunity and Obstacle Checklists

(With Project Risk Assessment Discussion and Checklists)

1) Delivery Schedule Checklist

DESIGN-BID-BUILD	
Opportunities	Obstacles
❒ Schedule is more predictable and more manageable ❒ Milestones can be easier to define ❒ Projects can more easily be "shelved" ❒ Shortest procurement period ❒ Elements of design can be advanced prior to permitting, construction, etc. ❒ Time to communicate/discuss design with stakeholders	❒ Requires time to perform a linear design-bid-construction process ❒ Design and construction schedules can be unrealistic due to lack industry input ❒ Errors in design lead to change orders and schedule delays ❒ Low bid selection may lead to potential delays and other adverse outcomes.

DESIGN-BUILD	
Opportunities	Obstacles
❒ Potential to accelerate schedule through parallel design-build process ❒ Shifting schedule risk to DB team ❒ Encumbers construction funds more quickly ❒ Industry input into design and schedule ❒ Fewer chances for disputes between agency and design-builders ❒ More efficient procurement of long-lead items ❒ Ability to start construction before entire design, ROW, etc. is complete (i.e., phased design) ❒ Allows innovation in resource loading and scheduling by DB team	❒ Request for proposal development and procurement can be intensive ❒ Undefined events or conditions found after procurement, but during design can impact schedule and cost ❒ Time required to define technical requirements and expectations through RFP development can be intensive ❒ Time required to gain acceptance of quality program ❒ Requires agency and stakeholder commitments to an expeditious review of design

CM/GC	
Opportunities	Obstacles
❒ Ability to start construction before entire design, ROW, etc. is complete (i.e., phased design) ❒ More efficient procurement of long-lead items ❒ Early identification and resolution of design and construction issues (e.g., utility, ROW, and earthwork) ❒ Can provide a shorter procurement schedule than DB ❒ Team involvement for schedule optimization ❒ Continuous constructability review and VE ❒ Maintenance of Traffic improves with contractor inputs ❒ Contractor input for phasing, constructability and traffic control may reduce overall schedule	❒ Potential for not reaching GMP and substantially delaying schedule ❒ GMP negotiation can delay the schedule ❒ Designer-contractor-agency disagreements can add delays ❒ Strong agency management is required to control schedule

2) Project Complexity & Innovation Checklist

DESIGN-BID-BUILD	
Opportunities	Obstacles
❒ CDOT can have more control of design of complex projects ❒ CDOT& consultant expertise can select innovation independently of contractor abilities ❒ Opportunities for value engineering studies during design, more time for design solutions ❒ Aids in consistency and maintainability ❒ Full control in selection of design expertise ❒ Complex design can be resolved and competitively bid	❒ ❒ Innovations can add cost or time and restrain contractor's benefits ❒ No contractor input to optimize costs ❒ Limited flexibility for integrated design and construction solutions (limited to constructability) ❒ Difficult to assess construction time and cost due to innovation

DESIGN-BUILD	
Opportunities	Obstacles
❒ Designer and contractor collaborate to optimize means and methods and enhance innovation ❒ Opportunity for innovation through draft RFP, best value and ATC processes ❒ Can use best-value procurement to select design-builder with best qualifications ❒ Constructability and VE inherent in process ❒ Early team integration ❒ Sole point of responsibility	❒ Requires desired solutions to complex designs to be well defined through technical requirements (difficult to do) ❒ Qualitative designs are difficult to define (example. aesthetics) ❒ Risk of time or cost constraints on designer inhibiting innovation ❒ Some design solutions might be too innovative or unacceptable ❒ Quality assurance for innovative processes are difficult to define in RFP

CM/GC	
Opportunities	Obstacles
❒ Highly innovative process through 3 party collaboration ❒ Allows for owner control of a designer/contractor process for developing innovative solutions ❒ Allows for an independent selection of the best qualified designer and best qualified contractor ❒ VE inherent in process and enhanced constructability ❒ Risk of innovation can be better defined and minimized and allocated ❒ Can take to market for bidding as contingency	❒ Process depends on designer/CM relationship ❒ No contractual relationship between designer/CM ❒ Innovations can add cost or time ❒ Scope additions can be difficult to manage ❒ Preconstruction services fees for contractor involvement ❒ Cost competitiveness – single source negotiated GMP

3) Level of Design Checklist

DESIGN-BID-BUILD	
Opportunities	Obstacles
❒ 100% design by owner ❒ Agency has complete control over the design (can be beneficial when there is one specific solution for a project) ❒ Project/scope can be developed through design ❒ The scope of the project is well defined through complete plans and contract documents ❒ Well-known process to the industry	❒ Owner design errors can result in a higher number of change orders, claims, etc. ❒ Minimizes competitive innovation opportunities ❒ Can reduce the level of constructability since the contractor is not bought into the project until after the design is complete

DESIGN-BUILD	
Opportunities	Obstacles
❒ Design advanced by the owner to level necessary to precisely define the contract requirements and properly allocate risk ❒ Does not require much design to be completed before awarding project to the design-builder (between ~ 10% - 30% complete) ❒ Contractor involvement in early design, which improves constructability and innovation ❒ Plans do not have to be as detailed because the design-builder is bought into the project early in the process and will accept design responsibility	❒ Must have very clear definitions and requirements in the RFP because it is the basis for the contract ❒ If design is too far advanced it will limit the advantages of design-build ❒ Potential for lacking or missing scope definition if RFP not carefully developed ❒ Over utilizing performance specifications to enhance innovation can risk quality through reduced technical requirements ❒ Less agency control over the design ❒ Can create project less standardized designs across agency as a whole

CM/GC	
Opportunities	Obstacles
❒ Can utilize a lower level of design prior to selecting a contractor then collaboratively advance design with owner, designer and contractor ❒ Contractor involvement in early design improves constructability ❒ CDOT controls design ❒ Design can be used for DBB if the price is not successfully negotiated. ❒ Design can be responsive to risk minimization	❒ Teaming and communicating concerning design can cause disputes ❒ Three party process can slow progression of design ❒ If design is too far advanced it will limit the advantages of CMGC or could require design backtracking

4) Cost Checklist

DESIGN-BID-BUILD	
Opportunities	Obstacles
❒ Competitive bidding provides a low cost construction to a fully defined scope of work ❒ Increase certainty about cost estimates ❒ Construction costs are contractually set before construction begins	❒ Cost accuracy is limited until design is completed ❒ Construction costs are not locked in until design is 100% complete. ❒ Cost reductions due to contractor innovation and constructability is difficult to obtain ❒ More potential of cost change orders due to owner design responsibility

DESIGN-BUILD	
Opportunities	Obstacles
❒ Contractor input into design should moderate cost ❒ Design-builder collaboration and ATCs can provide a cost-efficient response to project goals ❒ Costs are contractually set early in design process with design-build proposal ❒ Allows a variable scope bid to match a fixed budget ❒ Potential lower average cost growth ❒ Funding can be obligated in a very short timeframe	❒ Risks related to design-build, lump sum cost without 100% design complete, can compromise financial success of the project.

CM/GC	
Opportunities	Obstacles
❒ Owner/designer/contractor collaboration to reduce project risk can result in lowest project costs. ❒ Early contractor involvement can result in cost savings through VE and constructability ❒ Cost will be known earlier when compared to DBB ❒ Integrated design/construction process can provide a cost efficient strategies to project goals ❒ Can provide a cost efficient response to the project goals	❒ Non-competitive negotiated GMP introduces price risk ❒ Difficulty in GMP negotiation introduces some risk that GMP will not be successfully executed requiring aborting the CM/GC process. ❒ Paying for contractors involvement in the design phase may increase total cost

5) Initial Risk Assessment

Three sets of risk assessment checklists are provided to assist in an initial risk assessment relative to the selection of the delivery method:

A. Typical CDOT Transportation Project Risks
B. General Project Risks Checklist
C. Opportunities/Obstacles Checklist (relative to each delivery method)

It is important to recognize that the initial risk assessment is to only ensure the selected delivery method can properly address the project risks. A more detailed level of risk assessment should be performed concurrently with the development of the procurement documents to ensure that project risks are properly allocated, managed, and minimized through the procurement and implementation of the project.

A. TYPICAL CDOT TRANSPORTATION PROJECT RISKS

Following is a list of project risks that are frequently encountered on CDOT transportation projects and a discussion on how the risks are resolved through the different delivery methods.

A.1: Site Conditions and Investigations How unknown site conditions are resolved. For additional information on site conditions, refer to 23 CFR 635.109(a) at the following link: http://ecfr.gpoaccess.gov/cgi/t/text/text-idx?c=ecfr&sid=91468e48c87a547c3497a5c19d640172&rgn=div5&view=text&node=23:1.0.1.7.23&idno=23#23:1.0.1.7.23.1.1.9)

DESIGN-BID-BUILD

Site condition risks are generally best identified and mitigated during the design process prior to procurement to minimize the potential for change orders and claims when the schedule allows.

DESIGN-BUILD

Certain site condition responsibilities can be allocated to the design-builder provided they are well defined and associated third party approval processes are well defined. Caution should be used as unreasonable allocation of site condition risk will result in high contingencies during bidding. CDOT should perform site investigations in advance of procurement to define conditions and avoid duplication of effort by proposers. At a minimum CDOT should perform the following investigations:

1) Basic design surveys
2) Hazardous materials investigations to characterize the nature of soil and groundwater contamination
3) Geotechnical baseline report to allow design-builders to perform proposal design without extensive additional geotechnical investigations

CM/GC

CDOT, the designer, and the contractor can collectively assess site condition risks, identify the need to perform site investigations in order to reduce risks, and properly allocate risk prior to GMP.

A.2: Utilities

DESIGN-BID-BUILD

Utility risks are best allocated to CDOT, and mostly addressed prior to procurement to minimize potential for claims when the schedule allows.

DESIGN-BUILD

Utilities responsibilities need to be clearly defined in contract requirements, and appropriately allocated to both design-builder and CDOT:

Private utilities (major electrical, gas, communication transmission facilities): Need to define coordination and schedule risks as they are difficult for design-builder to price. Best to have utilities agreements before procurement. Note – by state regulation private utilities have schedule liability in design-build projects, but they need to be made aware of their responsibilities.

Public Utilities: Design and construction risks can be allocated to the design-builder, if properly incorporated into the contract requirements.

CM/GC

Can utilize a lower level of design prior to contracting and joint collaboration of CDOT, designer, and contractor in the further development of the design.

A.3: Railroads (if applicable)

DESIGN-BID-BUILD

Railroad risks are best resolved prior to procurement and relocation designs included in the project requirements when the schedule allows.

DESIGN-BUILD

Railroad coordination and schedule risks should be well understood to be properly allocated and are often best assumed by CDOT. Railroad design risks can be allocated to the designer if well defined. Best to obtain an agreement with railroad defining responsibilities prior to procurement

CM/GC

Railroad impacts and processes can be resolved collaboratively by CDOT, designer, and contractor. A lengthy resolution process can delay the GMP negotiations.

A.4: Drainage/Water Quality Best Management Practices (construction and permanent)

Both drainage and water quality often involve third party coordination that needs to be carefully assessed with regard to risk allocation. Water quality in particular is not currently well defined, complicating the development of technical requirements for projects.

Important questions to assess:

1) Do criteria exist for compatibility with third party offsite system (such as an OSP (Outfall System Plan))?
2) Is there an existing cross-drainage undersized by CDOT Criteria?
3) Can water quality requirements be precisely defined? Is right-of-way adequate?

DESIGN-BID-BUILD

Drainage and water quality risks are best designed prior to procurement to minimize potential for claims when the schedule allows.

DESIGN-BUILD

Generally, CDOT is in the best position to manage the risks associated with third party approvals regarding compatibility with offsite systems, and should pursue agreements to define requirements for the design-builder.

CM/GC

CDOT, the designer, and the contractor can collectively assess drainage risks and coordination and approval requirements, and minimize and define requirements and allocate risks prior to GMP.

A.5: Environmental: Meeting environmental document commitments, (noise, 4(f) and historic, wetlands, endangered species, etc.)

DESIGN-BID-BUILD

Risk is best mitigated through design prior to procurement when the schedule allows.

DESIGN-BUILD

Certain environmental approvals and processes that can be fully defined can be allocated to the design-builder. Agreements or MOUs with approval agencies prior to procurement is best to minimize risks.

CM/GC

Environmental risks and responsibilities can be collectively identified, minimized, and allocated by CDOT, the designer, and the contractor prior to GMP

A.6: Third Party Involvement: Timeliness and impact of third party involvement (funding partners, adjacent municipalities, adjacent property owners, project stakeholders, FHWA, PUC)

DESIGN-BID-BUILD

Third party risk is best mitigated through design process prior to procurement to minimize potential for change orders and claims when the schedule allows.

DESIGN-BUILD

Third party approvals and processes that can be fully defined can be allocated to the design-builder. Agreements or MOUs with approval agencies prior to procurement is best to minimize risks.

CM/GC

Third party approvals can be resolved collaboratively by CDOT, designer, and contractor.

B. GENERAL PROJECT RISK CHECKLIST (items to consider when assessing risk)

Environmental Risks	External Risks
❒ Delay in review of environmental documentation ❒ Challenge in appropriate environmental documentation ❒ Defined and non-defined hazardous waste ❒ Environmental regulation changes ❒ Environmental impact statement (EIS) required ❒ NEPA/ 404 Merger Process required ❒ Environmental analysis on new alignments required	❒ Stakeholders request late changes ❒ Influential stakeholders request additional needs to serve their own commercial purposes ❒ Local communities pose objections ❒ Community relations ❒ Conformance with regulations/guidelines/ design criteria ❒ Intergovernmental agreements and jurisdiction
Third-Party Risks	**Geotechnical and Hazmat Risks**
❒ Unforeseen delays due to utility owner and third-party ❒ Encounter unexpected utilities during construction ❒ Cost sharing with utilities not as planned ❒ Utility integration with project not as planned ❒ Third-party delays during construction ❒ Coordination with other projects ❒ Coordination with other government agencies	❒ Unexpected geotechnical issues ❒ Surveys late and/or in error ❒ Hazardous waste site analysis incomplete or in error ❒ Inadequate geotechnical investigations ❒ Adverse groundwater conditions ❒ Other general geotechnical risks
Right-of-Way/ Real Estate Risks	**Design Risks**
❒ Railroad involvement ❒ Objections to ROW appraisal take more time and/or money ❒ Excessive relocation or demolition ❒ Acquisition ROW problems ❒ Difficult or additional condemnation ❒ Accelerating pace of development in project corridor ❒ Additional ROW purchase due to alignment change	❒ Design is incomplete/ Design exceptions ❒ Scope definition is poor or incomplete ❒ Project purpose and need are poorly defined ❒ Communication breakdown with project team ❒ Pressure to delivery project on an accelerated schedule ❒ Constructability of design issues ❒ Project complexity (scope, schedule, objectives, cost, and deliverables are not clearly understood)
Organizational Risks	**Construction Risks**
❒ Inexperienced staff assigned ❒ Losing critical staff at crucial point of the project ❒ Functional units not available or overloaded ❒ No control over staff priorities ❒ Lack of coordination/ communication ❒ Local agency issues ❒ Internal red tape causes delay getting approvals, decisions ❒ Too many projects/ new priority project inserted into program	❒ Pressure to delivery project on an accelerated schedule. ❒ Inaccurate contract time estimates ❒ Construction QC/QA issues ❒ Unclear contract documents ❒ Problem with construction sequencing/ staging/ phasing ❒ Maintenance of Traffic/ Work Zone Traffic Control

C. RISK OPPORTUNITIES/OBSTACLES CHECKLIST (relative to each delivery method)

DESIGN-BID-BUILD	
Opportunities	Obstacles
❒ Risks managed separately through design, bid, build is expected easier ❒ Risk allocation is most widely understood/used ❒ Opportunity to avoid or mitigate risk through complete design ❒ Risks related to environmental, railroads, and third party involvement are best resolved prior to procurement ❒ Utilities and ROW best allocated to CDOT and mostly addressed prior to procurement to minimize potential for claim ❒ Project can be shelved while resolving risks	❒ Owner accepts risks associated with project complexity (the inability of designer to be all-knowing about construction) and project unknowns ❒ Low-bid related risks ❒ Potential for misplaced risk through prescriptive specifications ❒ Innovative risk allocation is difficult to obtain ❒ Limited industry input in contract risk allocation ❒ Change order risks can be greater ❒ Contractor may avoid risks

DESIGN-BUILD	
Opportunities	Obstacles
❒ Performance specifications can allow for alternative risk allocations to the design builder ❒ Risk-reward structure can be better defined ❒ Innovative opportunities to allocate risks to different parties (e.g., schedule, means and methods, phasing) ❒ Opportunity for industry review of risk allocation (draft RFP, ATC processes) ❒ Avoid low-bid risk in procurement ❒ Contractor will help identify risks related to environmental, railroads, ROW, and utilities ❒ Designers and contractors can work toward innovative solutions to, or avoidance of, unknowns	❒ Need a detailed project scope, description etc., for the RFP to get accurate/comprehensive responses to the RFP (Increased RFP costs may limit bidders) ❒ Limited time to resolve risks ❒ Additional risks allocated to designers for errors and omissions, claims for change orders ❒ Unknowns and associated risks need to be carefully allocated through a well-defined scope and contract ❒ Risks associated with agreements when design is not completed ❒ Poorly defined risks are expensive ❒ Contractor may avoid risks or drive consultant to decrease cost at risk to quality

CM/GC	
Opportunities	Obstacles
❒ Contractor can have a better understanding of the unknown conditions as design progresses ❒ Innovative opportunities to allocate risks to different parties (e.g., schedule, means and methods, phasing) ❒ Opportunities to manage costs risks through CM/GC involvement ❒ Contractor will help identify and manage risk ❒ Agency still has considerable involvement with third parties to deal with risks ❒ Avoids low-bid risk in procurement ❒ More flexibility and innovation available to deal with unknowns early in design process	❒ Lack of motivation to manage small quantity costs ❒ Increase costs for non-proposal items ❒ Disagreement among Designer-Contractor-Owner can put the process at risk ❒ If GMP cannot be reached, additional low-bid risks appear ❒ Limited to risk capabilities of CM/GC ❒ Designer-contractor-agency disagreements can add delays ❒ Strong agency management is required to negotiate/optimize risks ❒ Discovery of unknown conditions can drive up GMP, which can be compounded in phased construction

6) Staff Experience/Availability Checklist

DESIGN-BID-BUILD	
Opportunities	Obstacles
❒ Agency, contractors and consultants have high level of experience with the traditional system ❒ Designers can be more interchangeable between projects	❒ Can require a high level of agency staffing of technical resources ❒ Staff's responsibilities are spread out over a longer design period ❒ Can require staff to have full breadth of technical expertise

DESIGN-BUILD	
Opportunities	Obstacles
❒ Less agency staff required due to the sole source nature of DB ❒ Opportunity to grow agency staff by learning a new process	❒ Limitation of availability of staff with skills, knowledge and personality to manage DB projects ❒ Existing staff may need additional training to address their changing roles ❒ Need to "mass" agency management and technical resources at critical points in process (i.e., RFP development, design reviews, etc.)

CM/GC	
Opportunities	Obstacles
❒ Agency can improve efficiencies by having more project managers on staff rather than specialized experts ❒ Smaller number of technical staff required through use of consultant designer	❒ Strong committed owner project management is important to success ❒ Limitation of availability of staff with skills, knowledge and personality to manage CMGC projects ❒ Existing staff may need additional training to address their changing roles ❒ Agency must learn how to negotiate GMP projects

7) Level of Oversight and Control Checklist

DESIGN-BID-BUILD	
Opportunities	Obstacles
❒ Full owner control over a linear design and construction process ❒ Oversight roles are well understood ❒ Contract documents are typically completed in a single package before construction begins ❒ Multiple checking points through three linear phases: design-bid-build ❒ Maximum control over design	❒ Requires a high-level of oversight ❒ Increased likelihood of claims due to owner design responsibility ❒ Limited control over an integrated design/construction process

DESIGN-BUILD	
Opportunities	Obstacles
❒ A single entity responsibility during project design and construction ❒ Continuous execution of design and build ❒ Getting input from construction to enhance constructability and innovation ❒ Overall project planning and scheduling is established by one entity	❒ Can require high level of design oversight ❒ Can require high level of quality assurance oversight ❒ Limitation on staff with DB oversight experience ❒ Less owner control over design ❒ Control over design relies on proper development of technical requirements

CM/GC	
Opportunities	Obstacles
❒ Preconstruction services are provided by the construction manager ❒ Getting input from construction to enhance constructability and innovation ❒ Provides owner control over an integrated design/construction process	❒ Agency must have experienced staff to oversee the CM/GC ❒ Higher level of cost oversight required

8) **Competition and Contractor Experience**

DESIGN-BID-BUILD	
Opportunities	Obstacles
❒ Promotes high level of competition in the marketplace ❒ Opens construction to all reasonably qualified bidders ❒ Transparency and fairness ❒ Reduced chance of corruption and collusion ❒ Contractors are familiar with DBB process	❒ Risks associated with selecting the low bid (the best contractor is not necessary selected) ❒ No contractor input into the process ❒ Limited ability to select contractor based on qualifications

DESIGN-BUILD	
Opportunities	Obstacles
❒ Allows for a balance of qualifications and cost in design-builder procurement ❒ Two-phase process can promote strong teaming to obtain "Best Value" ❒ Increased opportunity for innovation possibilities due to the diverse project team	❒ Need for DB qualifications can limit competition ❒ Lack of competition with past experience with the project delivery method ❒ Reliant on DB team selected for the project ❒ The gap between owner experience and contractor experience with delivery method can create conflict

CM/GC	
Opportunities	Obstacles
❒ Allows for qualifications based contractor procurement ❒ Agency has control over an independent selection of best qualified designer and contractor ❒ Contractor is part of the project team early on, creating a project "team" ❒ Increased opportunity for innovation due to the diversity of the project team	❒ Currently there is not a large pool of contractors with experience in CMGC, which will reduce the competition and availability ❒ Working with only one contractor to develop GMP can limit price competition ❒ Requires a strong project manager from the agency ❒ Teamwork and communication among the project team