

BEFORE THE METRO CONTRACT REVIEW BOARD

IN CONSIDERATION OF RESOLUTION )  
NO. 20-5077 FOR THE PURPOSE OF ) RESOLUTION NO. 20-5077  
AUTHORIZING AN EXEMPTION FROM )  
COMPETITIVE BIDDING AND ) Introduced by Interim Chief Operating  
PROCUREMENT OF CONSTRUCTION ) Officer Andrew Scott in concurrence with  
MANAGER GENERAL CONTRACTOR ) Council President Lynn Peterson  
SERVICES BY COMPETITIVE )  
REQUEST FOR PROPOSALS FOR THE )  
OREGON CONVENTION CENTER )  
STAFF SPACE RENOVATIONS )  
PROJECT )

WHEREAS, the Metro Oregon Convention Center (OCC) intends to renovate its staff areas to increase workplace density, improve conditions, strategically align work groups, and improve guest experience during Metro fiscal years 2020 and 2021; and

WHEREAS, ORS 279C.335 and Metro Local Contract Review Board Administrative Rule ("LCRB Rule") 49-0130 require that all Metro public improvement contracts shall be procured based on competitive bids, unless exempted by the Metro Council, sitting as the Metro Contract Review Board; and

WHEREAS, Metro LCRB Rule 49-0620(1) authorizes the Metro Contract Review Board to exempt a public improvement contract from competitive bidding and direct the appropriate use of alternative contracting methods that take account of market realities and modern innovative contracting and purchasing methods, so long as they are consistent with the public policy of encouraging competition, subject to the requirements of ORS 279C.335; and

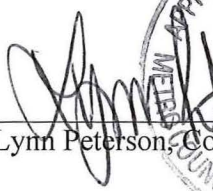
WHEREAS, ORS 279C.335(4)(c) and ORS 279C.337 require that Construction Manager – General Contractor (“CM/GC”) services be procured in accordance with the administrative rules adopted by the Oregon State Attorney General and further set forth in LCRB Rule 49-0690; and

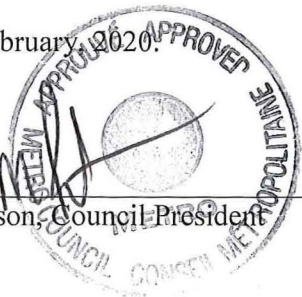
WHEREAS, said statute and rule require that the Metro Contract Review Board hold a public hearing and adopt written findings establishing, among other things, that the exemption of a public improvement contract from competitive bidding is unlikely to encourage favoritism in the awarding of public improvement contracts; said exemption is unlikely to substantially diminish competition for public improvement contracts; and that said exemption will likely result in substantial cost savings to Metro; now therefore

BE IT RESOLVED THAT THE METRO CONTRACT REVIEW BOARD:

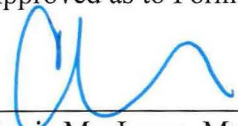
1. Exempts from competitive bidding the procurement and award of a CM/GC public improvement contract for the renovation of the Oregon Convention Center staff areas.
2. Adopts as its findings in support of such exemption the justification, information and reasoning set forth on the attached Exhibit A, which is incorporated herein by reference as if set forth in full; and
3. Authorizes the Chief Operating Officer to:
  - 3.1 Prepare a form of Request for Proposals for CM/GC services that includes as evaluation criteria for contractor selection: the contractor's proposed contract management fees for pre-construction services, contractor's proposed overhead and profit costs for construction services, contractor's demonstrated complex public improvement project experience and expertise, the contractor's demonstrated CM/GC project experience, the contractor's record of completion of projects of similar type, scale and complexity, the contractor's demonstrated quality and schedule control, the contractor's experience in incorporating sustainability construction practices and design into projects, and the contractor's demonstrated commitment to workforce diversity and record of use of subcontractor businesses Certified by the Office of Business Inclusion and Diversity (COBID) and any other criteria to ensure a successful, timely, and quality project, in the best interest of Metro and in accord with ORS 279C.335(4)(c) and LCRB Rule 49-0690; and
  - 3.2 Following the approval of said form of Request for Proposals and Contract by the Office of the Metro Attorney, to issue such approved form, and thereafter to receive responsive proposals for evaluation; and
  - 3.3 Following evaluation of the responses in the Request for Proposals, authorizes the Chief Operating Officer to execute a contract with the most advantageous proposer to renovate the Oregon Convention Center staff areas.

ADOPTED by the Metro Council this 6 day of February, 2020.

  
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Lynn Peterson, Council President



Approved as to Form:

  
\_\_\_\_\_  
Carrie MacLaren, Metro Attorney

## OCC Staff Space Renovations – Exhibit A

### **Findings in Support of an Exemption from Competitive Bidding and Authorizing the Procurement by RFP of General Construction Services for Oregon Convention Center Staff Space Renovations project**

Pursuant to ORS 279C.335(2) and (4), and Metro Code Section 2.04.054(c), the Metro Contract Review Board makes the following findings in support of exempting the procurement of the Oregon Convention Center Staff Space Renovations project from competitive bidding, and authorizing use of a Request For Proposal (RFP) solicitation for a Construction Manager General Contractor (CM/GC) public improvement construction contract:

#### **A. The exemption is unlikely to encourage favoritism or substantially diminish competition.**

The Metro Contract Review Board finds that exempting the procurement of the construction of the Oregon Convention Center Staff Space Renovations project from competitive bidding is “unlikely to encourage favoritism in the awarding of public contracts or to substantially diminish competition for public contracts” as follows: The RFP will be formally advertised with public notice and disclosure of the alternative contracting method and will be made available to all qualified contractors. Award of the contract will be based on the identified selection criteria and dissatisfied proposers will have an opportunity to protest the award. Full and open competition based on the objective selection criteria set forth in the Metro Contract Review Board resolution will be sought, and the contract will be awarded to the most advantageous proposer. Competition for the RFP will be encouraged by: Posting on ORPIN (Oregon Procurement Information Network), public advertisements placed in the Portland Business Tribune and other minority business publications; performing outreach to local business groups representing minorities, women, and emerging small businesses and by contacting contractors known to Metro to potentially satisfy the RFP criteria. The subcontractor selection process will be a low bid competitive method for contracts by requiring a minimum of three bids per scope, unless there is an approved exception. Competition among subcontractors will be encouraged by: contacting local subcontractors—including minority owned, women owned, and emerging small businesses registered with the state Certification Office of Business Inclusion and Diversity (COBID)—notifying them of any opportunities within their area of expertise and by performing outreach to local business groups representing these businesses.

#### **B. The exemption will likely result in substantial cost savings to Metro.**

The Metro Contract Review Board finds that exempting the procurement of the construction of the Oregon Convention Center Staff Space Renovations project from competitive bidding will likely result in substantial costs savings to Metro, considering the “type, cost and amount of the Contract,” the 14 factors required by ORS 279C.335(2)(b), and the “additional findings” per Metro Local Contract Review Board (LCRB) Administrative Rule 49-0630(3)(B) as follows:

**Type, Cost and Amount of the Contract:** (type of project, budgeted/expected overall cost (of project), budgeted/expected contract amount)

The CM/GC method is a common procurement practice. Area agencies such as City of Portland, Tri-Met, and Port of Portland utilize the CM/GC process for their large, complex projects. The General Contractor is brought on board earlier in the design process in order to provide constructability and logistics expertise to the construction documentation process. CM/GC offers a distinct advantage over traditional design-bid-build (low bid) method to enhance participation by COBID contractors. The current estimate for the entire project is \$3.5 million.

## OCC Staff Space Renovations – Exhibit A

### 13 Statutory Factors

1. **Number of entities available to bid:** The complex logistics associated with executing the project and prescribed timeline dictated by facility events are likely to discourage bidders from participating in a traditional design-bid-build process. The opportunity to partner with the architecture and engineering team and perform investigative early work is likely to encourage more bidders.
2. **Construction budget and future operating costs:** Using an RFP process to select a General Contractor will allow Metro to obtain cost reductions through pre-construction services by the contractor during the design phase, including a constructability review, value engineering, and other services. Involving the contractor early in the design process fosters teamwork that results in a better design, fewer change orders, and faster progress with fewer unexpected delays, resulting in lower costs to Metro. The ability to have the General Contractor do early work prior to completion of design shortens the overall duration of construction, resulting in less disruption and risk to revenue generation to Oregon Convention Center. Faster progress and an earlier completion date will also help Metro avoid the risk of inflationary increase in materials and construction labor costs. Contractor constructability review also allows for an ongoing review of the long term operating costs of design options, allowing for midcourse design choices leading to a project having lower long term operating maintenance and repair costs.
3. **Public Benefits:** The procurement of a CM/GC construction contract through the RFP process will help realize Metro's goal of obtaining COBID participation by enabling a qualitative review of proposers' approach to COBID outreach and mentoring partnerships.
4. **Value Engineering:** The process will enable the contractor to work with the project architect and Oregon Convention Center staff to help reduce construction costs by providing early input and constructability review to designers, avoiding costly redesign and change orders, and providing opportunities for the architects and contractor to work together on both practical and innovative solutions to complex design issues. This type of contract will allow the designers to more easily explore with the contractor the feasibility of innovative design solutions and incorporate ongoing value engineering.
5. **Specialized Expertise Required:** The contractor and subcontractors must be able to demonstrate in their proposal that they have experience working on public projects; understand the logistics of client, general public and staff traffic control; access; removing demolished materials, etc. The selection of a contractor with such specialized expertise to construct the project will result in a substantially lower risk to Metro, because it increases the likelihood of the project being completed on or ahead of schedule, resulting in lower costs and increased benefit to the community. The ability to factor expertise and experience into contractor selection is inherent in the RFP process, but is not part of the traditional low bid process.
6. **Reduces risk to Metro and the public.** The risks to Oregon Convention Center's ongoing operations and future sales posed by the inability of the contractor to meet the schedule deadlines will be reduced by the selection of the contractor based on the demonstrated ability to perform the work as specified, rather than awarding the project to the low bidder.
7. **Exemption's effect on funding:** Does not apply.

## OCC Staff Space Renovations – Exhibit A

8. **Better Control of Impact of Market Conditions on Cost and Time to Complete:** Does not apply.
9. **Technical complexity:** The exemption will allow the contractor to pre-qualify/select subcontractors that have demonstrated technical expertise, knowledge, and experience with the logistical challenges of demolition and construction in a public events site, all of which can be factored into the contractor selection in the RFP process. The selection of a contractor with demonstrated experience and success in implementing similar projects will result in a substantially lower risk to Metro, because it increases the likelihood of the project being completed on budget, with fewer construction delays and change orders, resulting in lower costs and increased benefit to the community. The RFP process will take into account each contractor's past performance and technical knowledge. Based on the necessary quality of the finished project, and the technical complexity of the undertaking, the Procurement Manager believes an alternative contracting process to be necessary and in the best interest of the agency.
10. **New construction, renovation or remodel:** This renovation project is a series of linked phases, the start of the next phase contingent on completion of the previous, subject to constraints of events booked in the facility. Bringing a contractor on board sooner will ensure the project is completed within the constraints of interlinked phases and client events thus reducing the schedule impact risk to Metro.
11. **Occupancy during construction:** The building will remain occupied during the construction period. The contractor will be responsible for carefully coordinating construction events with building operations to minimize disruptions for clients, staff and general public.
12. **Phased Construction Work:** This project requires the contractor to navigate two simultaneous phasing constraints. 1. To minimize staff disruption, four distinct staff work areas will be sequenced to start contingent on completion of the previous phase. 2. Booked events in the facility place unique restrictions on construction, limiting access and types of activities depending on extent and nature of each event. The construction work plan must be phased in anticipation of these event-driven constraints.
13. **Availability of personnel, consultant and legal counsel with CM/GC expertise.** The Office of Metro Attorney, Project Manager, and Project Architect have the necessary qualifications and expertise to negotiate, administer, and enforce the terms of Metro's CM/GC public improvement contract, including prior experience governing large CM/GC projects and managing them to a successful completion.

### **Additional Findings:**

1. **Industry practices, surveys, trends.** The industry-accepted benefits of the CM/GC method include:
  - Results in a better design that meets the owner's objectives
  - Encourages competition, especially for COBID subcontractors
  - May be completed in a faster time frame
  - When skillfully managed, costs less than a design-bid-build project that is designed and constructed in the traditional manner, due to opportunities for value engineering early in the design process.
  - Reduces the risks of delays, cost overruns, and disputes
  - Limits the number of change orders for unforeseen conditions

## OCC Staff Space Renovations – Exhibit A

### 2. Past experience and evaluation of Metro CM/GC projects.

The \$40 million OCC Plaza & Renovation project was substantially complete in October 2019. The benefits to the OCC Plaza & Renovation Project achieved through the CM/GC process include:

- Cost reductions through pre-construction services by the contractor during the design phase, including a constructability review (e.g., materials, phasing, layout and design) and value engineering.
- On a project of this size and complexity, one would ordinarily expect a ratio of at least ten percent or greater in change orders increasing the cost of construction. Change orders were not only below ten percent, they included a number of leveraged additions requested by the OCC, made possible by overall value of the project.
- Phased construction was able to start while integrated delivery planning for future phases was still being developed. This kept the project on schedule and allowed for ongoing construction activities during daily OCC business operations.
- The project exceeded 50 percent COBID subcontractor participation. This unprecedented achievement accounts for approximately \$16 million going to the local COBID subcontractor community.
- With pre-construction time to develop community partnerships and leverage relationships with subcontractors, the project met workforce diversity goals achieving 35 percent of project work hours attributed to non-white workers.
- Partnering with the OCC through preconstruction planning and ongoing coordination the OCC was able to safely maintain normal business operations. Validated by this fact: during 14 months of Plaza & Renovation Project construction the OCC achieved record event sales and attendance.

### 3. Benefits and drawbacks of CM/GC to the Oregon Convention Center Staff Space Renovations project.

The CM/GC method provides an invaluable means of addressing risks to Metro presented by the project's site conditions and timeline.

- Phasing the work addresses the risks and constraints of:
  - Facility must remain open and operational throughout construction.
  - Widespread public access is required and a quality guest experience is essential to revenue generation.
- Potentially unknown conditions can be discovered and addressed in the pre-construction period, avoiding risk of schedule delays and costly change orders.

By involving the contractor extensively during the design process, Oregon Convention Center will be able to better account for, plan around, and address the above factors prior to and during construction. This avoids project delays and expensive change orders, helps to reduce liability and revenue risks to Metro, and provides a foundation of cooperation upon which a high-quality result may be achieved, on schedule and on budget. Pre-construction services provided during the process include a constructability review, value engineering, and other service during design. Involving a contractor during the design fosters teamwork that results in a better design, faster progress with fewer delays, and less costs.

Given Metro's favorable past experience with CM/GC, staff foresees no drawbacks to adopting the CM/GC method to implement the Oregon Convention Center Staff Space Renovations project.

## STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 20-5077 FOR THE PURPOSE OF AUTHORIZING AN EXEMPTION FROM COMPETITIVE BIDDING AND PROCUREMENT OF CONSTRUCTION MANAGER GENERAL CONTRACTOR SERVICES BY COMPETITIVE REQUEST FOR PROPOSALS FOR THE OREGON CONVENTION CENTER STAFF SPACE RENOVATIONS PROJECT

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Date: January 22, 2020  
Department: Oregon Convention Center

Prepared by: Brent Shelby  
503-731-7808

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### ACTION REQUESTED

Approve the recommendation to authorize the alternative procurement of Construction Manager General Contractor services by a competitive Request for Proposals, for the Oregon Convention Center Staff Space Renovations project.

### STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

- **Known Opposition:** None
- **Legal Antecedents:** LCRB Rule 49-0620(1), 49-0130, and 49-0690; Oregon Revised Statutes 279C.335 and ORS 279C.337.
- **Anticipated Effects:** Public procurement process will be open and competitive, but items other than cost will be considered in the awarding of the contract. Increased use of COBID subcontractors is anticipated.
- **Budget Impacts:** The RFP process offers safeguards for schedule and cost control of the project, including early involvement by construction contractor in the design process, as well as limited change orders.

### BACKGROUND

The Oregon Convention Center is beginning a project to renovate staff areas to increase workplace density, improve conditions, strategically align work groups, and improve guest experience. Since opening in 1990, the Oregon Convention Center has understandably prioritized building space for event and public use. Over 30 years, existing offices and interstitial spaces have been adapted without specific standards to accommodate growing staff needs.

In 2019, a cross-divisional internal work group worked with Convergence Architecture to create a plan for space for growing staff, codify new workplace standards that address equity, emerging work trends, and prioritize needs. From this work, four areas were identified as top priorities for renovation. Future projects would address the deferred lower priorities. The top four priorities are:

- **River Room** – this unoccupied area in the building will be renovated into offices to provide space relief to growing staff population, as well as a new, secure “staff only” building entrance separate from public lobbies

- North Holladay Office – these offices will be renovated to increase workplace density, security, improve HVAC and circulation
- Guest Services – in addition to renovating offices to meet new density and quality standards, this phase of work will include public guest amenities in a new highly-visible reception, business center and public safety hub at the MLK lobby
- King Boardroom – this phase of work addresses the relocation of building reception to the new Guest Services Hub by reconfiguring the former reception/entry to King Boardroom, adding a vestibule and prioritizing secure access to administration areas

These four areas constitute a single project of inter-linked phases whereby staff will be rearranged and moved corresponding with completion of each phase. The value of this work is approximately \$3.5 million. This work will be performed while the Oregon Convention Center is occupied and operational.

For this project the Metro procurement manager believes that a value-based selection process for a Construction Manager General Contractor is more appropriate than a traditional, design-bid-build process (which solely considers lowest bid price). An alternative qualifications based procurement method, a Request for Proposals, enables Metro to specifically request and qualitatively evaluate proposers' prior experience with the unique parameters of the project including experience with occupied, operational sites; demonstrated successes with compressed schedules; cost control; limited staging space and phased construction. Metro can also evaluate proposers' approach to Certification Office of Business Inclusion and Diversity (COBID) subcontractor outreach and partnership as well as workforce diversity. This delivery method offers a better ability for public agencies to increase the use of COBID firms in sub-contracting opportunities.

The attached resolution and findings in Exhibit A further describe the specialized nature of this project and advantages of Construction Manager General Contractor delivery method. Oregon Convention Center, CPMO staff, and the Office of the Metro Attorney concur with these findings.

Therefore, staff seeks Council authorization to pursue the alternative procurement of Construction Manager General Contractor services by a competitive Request for Proposals, for the Oregon Convention Center Staff Space Renovations project. This will allow Metro to consider cost as well as experience and expertise in completing similar projects and in selecting the most advantageous contractor for this project.

## **ATTACHMENTS**

Exhibit A: Findings in Support of an Exemption from Competitive Bidding and Authorizing the Procurement by RFP of General Construction Services for Oregon Convention Center Staff Space Renovations Project.