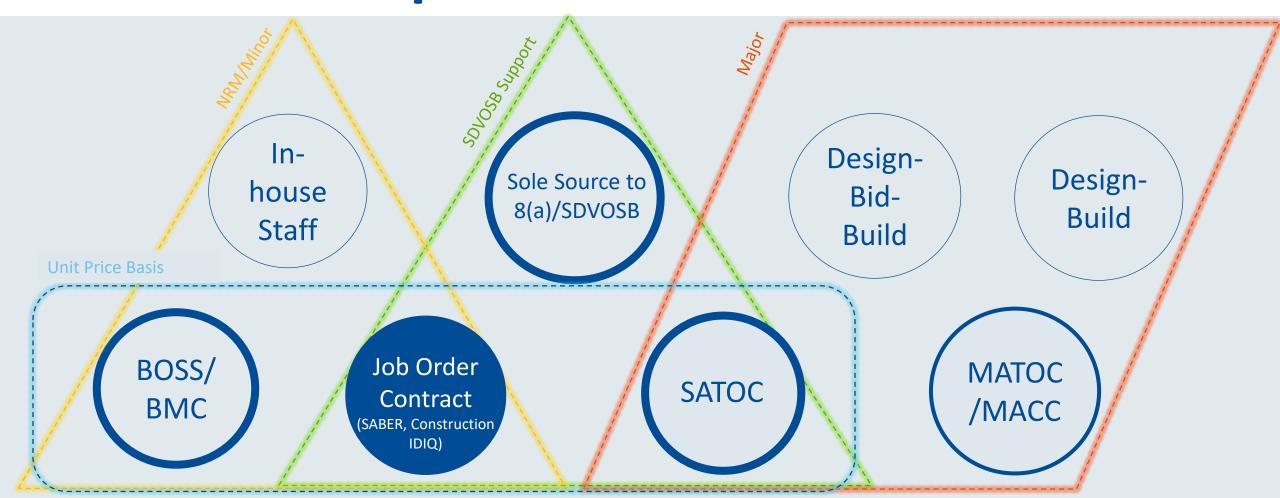


Job Order Contracting for VA NRM and Minor Construction Execution

Lisa Cooley, Director Federal Solutions, Gordian February 20, 2019



VA NRM and Minor Construction Execution Options





Job Order Contracting



- One option in the acquisition and execution toolbox.
- One type of IDIQ contract.
- Distinguished from traditional DBB and even multiple award contract vehicles—different motivators and results, different staffing requirements.
- Shares features with IPD and other Performance-based contracting methodologies, but is uniquely suited for smaller projects.



Key Features of JOC

JOC Characteristics

- Use of a Unit Price Book (direct material, labor, and equipment) + Coefficients (contractor profit and indirect costs)
- Long-term contract has **potential for a large volume** of pre-priced task orders, but **guarantee is low**.
- Competitive source selection based on capability and past performance, technical and management proposals, sample task proposal, and coefficients, ensuring **performing contractor**.
- Utilizes a pre-defined, streamlined and collaborative process for the scoping, pricing and execution of delivery order.
- Each signed task order becomes a fixed price, lump sum contract and is managed accordingly.





Applicability

- Used to execute small projects, such as NRM and Minor Construction.
- BOS and SATOC share similarities in unit price, IDIQ execution for ongoing maintenance (BOS) and lager projects (SATOC).



JOC Benefits: What the Research Says

- ✓ Faster project delivery (3-9 months less)
- ✓ Streamlined engineering and design efforts
- ✓ Assurance of cost reasonableness
- ✓ Better contractor performance
- ✓ Partnering relationship
- ✓ More opportunities for local small and disadvantaged business
- ✓ Effective use of year-end funds

Moore, William B. and Carl F. Stout. JOC: A Procurement Success Story. Logistics Management Institute. 1988.

Cassell, Jordan W., and Linda T. Gilday. Improving the Army's Job Order Contracting Program. Logistics Management Institute, September 1997.

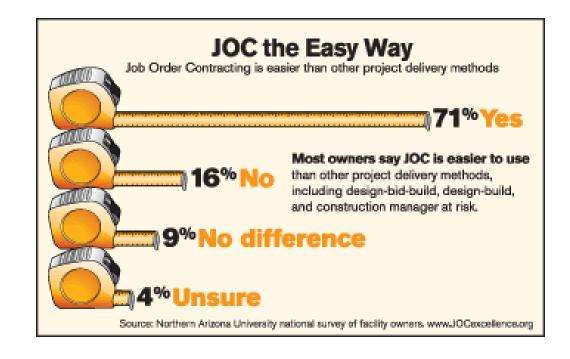




JOC Benefits: What the Research Says

Qualitative Study of Owners

- 75% Say JOC Requires Less Time To Start Up A Project
- 57% Say JOC Requires Less Time To Design A Project
- 63% Say JOC Requires Less Time To Close Out A Project
- 71% Say JOC Is Easier To Use

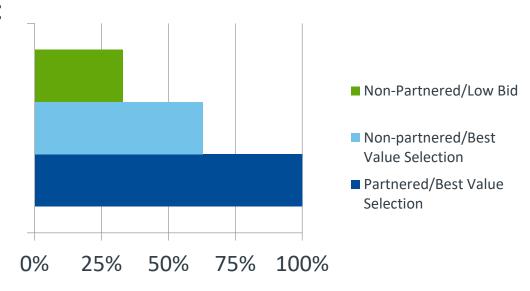


Ohrn, Greg. *The Influence of Job Order Contracting as a Construction Project Delivery Method on Owner Satisfaction,* PhD Dissertation Indiana State University – 2009.



JOC Benefits: What the Research Says

- Different JOC contracts judged based on a variety of performance factors:
- Overall Satisfaction:



Mulcahy, Francis S. *The Effectiveness of Partnering and Source Selection in Job Order Contracting*. Master's Thesis, University of Washington, 2000.

Factors Studied:

- Quality
- Safety
- On-Time Completion
- Scheduling and Performance of Subs
- Warranty Service
- Responsiveness of Support
- Innovation and Value Engineering
- Responsiveness to Client Needs
- Preventing and Solving Problems
- Contractors Management
 Effectiveness
- Dispute Resolution
- Level of Trust
- Communication



Arizona State University Study, 2016

Proven Benefits of Job Order Contracting



of owner respondents recommended Job Order Contracting



of Job Order Contracting projects completed with satisfactory results



of Job Order Contracting projects delivered **on budget**



of Job Order Contracting projects delivered **on time**



^{*}Performance Based Studies Research Group (PBSRG), 2016. Job Order Contracting Performance: 2015 Industry Survey.

Owner Satisfaction

	JOC	DBB	DB
Number of Responses	33	24	14
Overall Satisfaction rating (1-5)	4.1	2.3	2.0
Quality of Construction (1-5)	4.1	2.5	2.3
Quality of Design Services (1-5)	3.6	3.8	2.3
Quality of Design Drawings (1-5)	3.6	4.1	2.3
Level of Transparency (1-5)	4.2	2.3	2.2
Level of Flexibility (1-5)	4.3	2.0	2.0
Allows the achievement of organizational goals (1-5)	4.3	2.5	2.4
Average Rating (1-5)	4.0	2.8	2.2

Performance Based Studies Research Group (PBSRG), 2016. Job Order Contracting Performance: 2015 Industry Survey



Contractor Satisfaction

	JOC	DBB	DB
Number of responses	11	8	10
Contractor's Satisfaction Rating	4.3	2.8	3.7
Average Customer Satisfaction Rating of the Contractor	4.4	3.3	4.1
% Projects on budget	89%	60%	69%
% Projects on time	94%	63%	73%



Major Findings: Cost Savings

Owners estimate a $24^{\%}$

administrative cost savings

Contractors estimate a $21^{\%}$

overall cost savings



Top Reasons for Cost Savings

Owners Survey

- Procurement Administrative Time
 (75%)
- 2. Project Manager Support Time (52%)
- 3. Design and Drawing Costs (30%)
- Decreased Documentation Demands
 (30%)
- 5. Minimized Admin Transactions (14%)

Reduces non-value added activities

Contractors Survey

- Acquiring and Bidding New Projects
 (73%)
- 2. Decreased Change Orders (45%)
- 3. Decreased Time Requirements (27%)
- 4. Design (27%)
- 5. Overhead (27%)

Reduces non-value added activities



Proven Cost Savings

Benefit	Definition	Range of responses
Design Cost	Construction Task Catalog specs and project scoping service reduce design costs	70% to 80% savings
Procurement Cost	Job Order Contracting process reduces procurement costs	40% to 50% savings
Direct Construction Cost	Effective IGE process controls direct construction costs	3% to 35% savings
Post Award Cost	UPB eliminates overcharging on change orders	10% to 20% savings
Tasks Eliminated	Job Order Contracting process makes construction procurement faster by eliminating tasks	40% to 50% savings
Backlog Reduction (Avoided Inflation Cost)	Job Order Contracting process reduces the impact of inflation on projects in backlog	1.7% to 5% savings

Source: Holden Advisors



VA NRM/Minor Challenges and Opportunities

Need to streamline project delivery to improve cycle time and throughput

Capital Planning
Process needs
more analytical
rigor

Staffing and skillset constraints

Need Total Cost of Ownership approach

Lack of standardized cost estimating process and tools

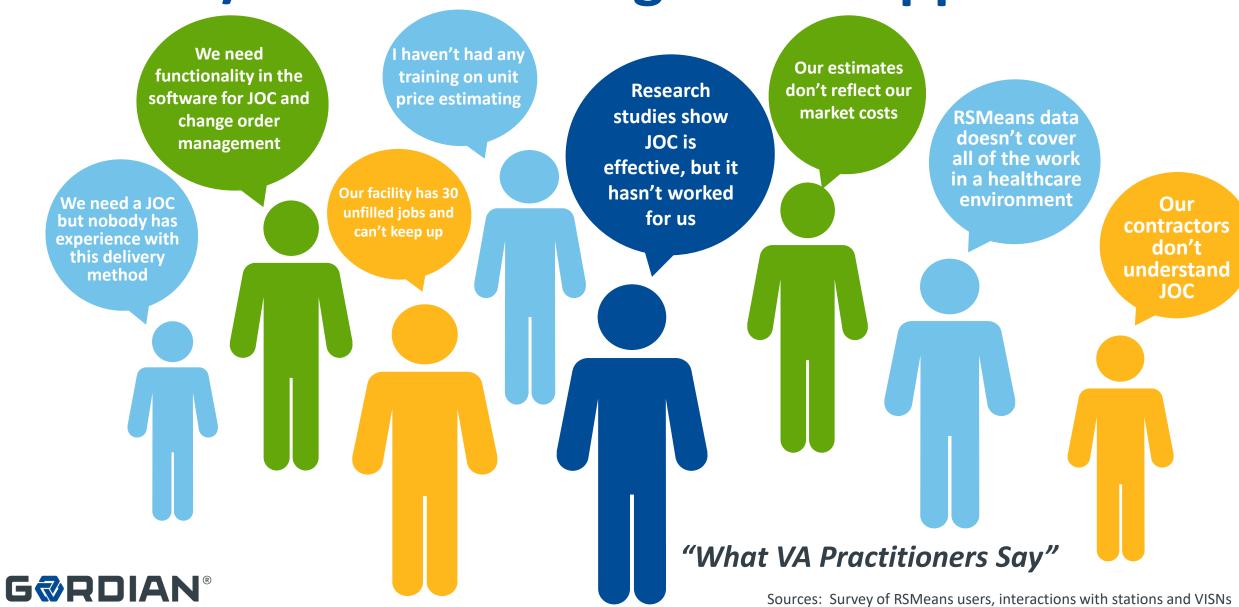
Lack of accurate project data

SDVOSB requirements:
 emergent business
 capabilities and
 restricted competition
impact delivery and costs

Change order process is slow and lacks business insight



VA NRM/Minor Challenges and Opportunities



Optimizing Unit Price Contracts within VA



Adopt a More Programmatic Approach



Leverage Enhanced Unit Price Data for more accurate costing



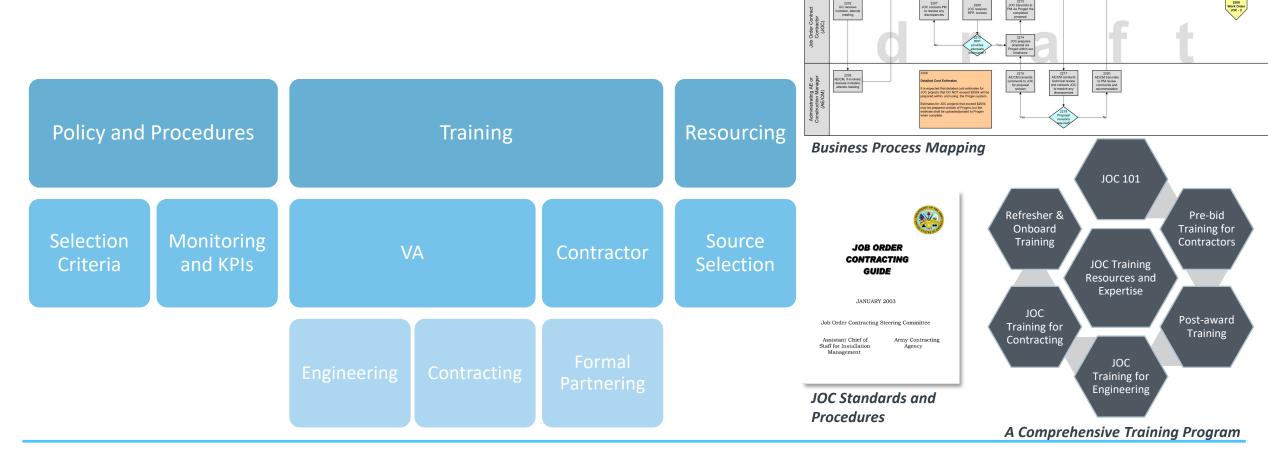
Technology Enablement



Embrace and Improve **SDVOSB Support** Role



A Programmatic Approach







Federal and Healthcare Users of JOC **Program Management Systems**















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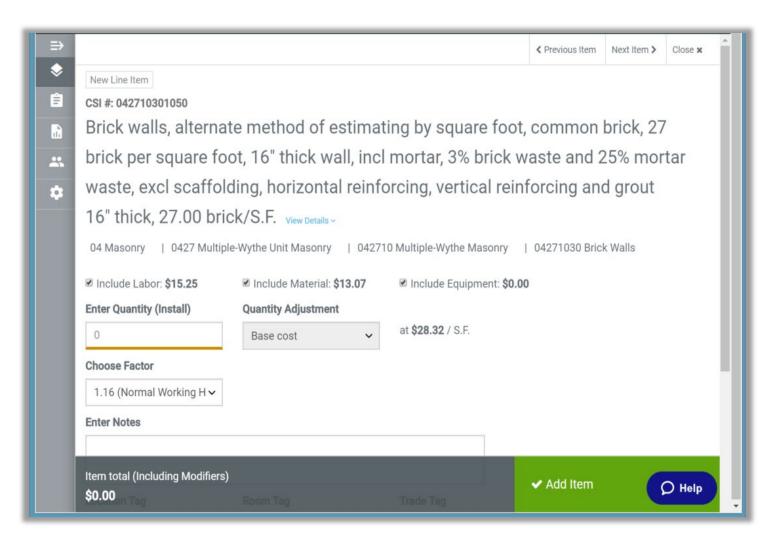




Enhanced Data

Procurement-specific Data Supports JOC Programs Better

- Includes more precise task descriptions to eliminate ambiguity and reduce friction in negotiations
- Includes quantity and labor modifiers as recommended by Army JOC Guide
- Greater detail requires technology enablement







Customer-specific Data Enhancements

- Custom data supports unique facilities or requirements and provides higher pricing fidelity
- More robust data sets can be up to 250,000 items
- Integrated performance specifications



_		
26 55 70 Hea	thcare Lighting (26 55)	
26 55 70 00-0001	Surgical Lighting Fixtures (26 55 70)	
26 55 70 00-0002	EA Surgical Lighting Fixture, 120 Volt, Max Va 126, 100 Volt Halogen	2.979.20
26 55 70 00-0003		
26 55 70 00-0004	Patient Care Fluorescent Fixtures (26 55 70)	
26 55 70 00-0005	Ambient And Exam Combination, Patient Care Fluorescent Fixtures	
20 00 10 00 0000	(Cooper Fail-Safe) (26 55 70 00-0004)	
	Note: Includes ampient and examiliable 30 dange steel policing with bowder coated finish activity diffuser and	
22 66 Chen	nical-Waste Systems for Laboratory and Healthcare	
Facil	ities (22 60)	
22 66 53 La	aboratory Chemical-Waste And Vent Piping (22 66)	
22 66 53 00-000	Polypropylene Acid Resistant Drain-Waste-Vent (DWV) Pipe And Fittings	(22
22 66 53 00-000	Schedule 40 Polypropylene Acid Resistant DWV Pipe And Fuseal Fittings	(22
22 66 53 00-000	Schedule 40 Polypropylene Acid Resistant DWV Pipe (22 66 53 00-0002)	
22 66 53 00-000	•• ••	8.9
	For Schedule 80, Add	1.87
	For Fire Retardant Thermoplastic Pipe (Proxylene), Add For Work In Restricted Working Space, Add	1.60 1.60
22 66 53 00-000		
	For Schedule 80, Add	2.52
	For Fire Retardant Thermoplastic Pipe (Proxylene), Add For Work In Restricted Working Space, Add	2.16 1.80
22 66 53 00-000		
	For Schedule 80, Add	206
	For Fire Retardant Thermoplastic Pipe (Proxylene), Add	.90
22 66 53 00-000	For Work In Restricted Working Space, Add 17 LF 4" Schedule 40 Polypropylene Acid Resistant DWV Pipe	23.7
22 00 00 000	For Schedule 80, Add	.46
	For Fire Retardant Thermoplastic Pipe (Proxylene), Add	5.55
	For Work In Restricted Working Space, Add	3.38

Customer-specific Data Enhancements

10 Specialties	
10 50 Storage Specialties	10
10 51 Lockers	

MINOR	DM DESCRIPTION	LABOR	FQUIP	MATERIAL	TOTAL DIRECT UNIT COST	DEMOLITION UNIT COST
Cal U	DESCRIPTION	LABOR	EQUIF	WATERIAL	UNII COSI	UNII COSI
10 51 13 00-0202	l ocker l ocke					
	EUCHET LOCKS Built In Combination Lock	2 00	0.04	19.67	23.60	1.96
10 31 13 00-0203 LA	Built in Combination Lock		0.04	19.07	23.00	1.90
10 51 13 00-0204	TA-50 Military Gear Lockers					
10 51 13 00-0205	Expanded Metal TA-50 Military Gear Lockers					
	1-1/2" 13 gauge expanded metal that is securely welded to 1-1/4" x 1-1/4" x 1/8" angle and channel frame.					
	42" x 24" x 78" Expanded Metal TA50 Military Gear Lockers With Bolted Construction Of Doors, Sides And Back Panel		0.18	1,276.00	1,293.20	12.03
10 51 13 00-0207 EA	42" x 24" x 78" Expanded Metal TA50 Military Gear Lockers With Welded Construction Of Doors, Sides And Back Panel	17.02	0.18	1,240.80	1,258.00	12.03
10 51 13 00-0208	Welded Metal TA-50 Military Gear Lockers					
	1-1/2" square 10 gauge welded wire that is securely welded to 1-1/4" x 1/8" angle and channel frame.					
10 51 13 00-0209 EA	42" x 24" x 78" Welded Wire TA50 Military Gear Lockers With Bolted Construction Of Doors, Sides And Back Panel	17.02	0.18	1,232.00	1,249.20	12.03
10 51 13 00-0210 EA	42" x 24" x 78" Welded Wire TA50 Military Gear Lockers With Welded Construction Of Doors, Sides And Back Panel	17.02	0.18	1,196.80	1,214.00	12.03
10 51 13 00-0211	Locker Repair And Refinishing					
10 51 13 00-0212 EA	Replace Single Tier Locker Door	60.77	0.63	123.56	184.96	0.00
10 51 13 00-0213 EA	Replace Two Tier Locker Door	48.62	0.50	96.09	145.21	0.00
	Replace Three Tier Locker Door		0.45	79.67	123.88	0.00
	Replace Four Tier Locker Door		0.40 0.33	64.66 22.84	103.96 54.77	0.00 0.00
10 51 13 00-0210 EA	Replace Six Tier Or Sixteen Person Locker Door. Realign Metal Locker Door For Proper Closure.	15 11	0.33	0.00	15.21	0.00
	Patch Small Drill Holes in Locker		0.02	0.00	3.04	0.00
10 51 13 00-0220 EA 10 51 13 00-0221 EA	9" x 13" x 8" Baskets, 28 Wire Mesh Baskets And Rack 12" x 13" x 8" Baskets, 21 Wire Mesh Baskets And Rack	72.93	0.75 0.75	1,061.17 893.52	1,134.85 967.20	36.84 36.84
10 51 13 00-0222	All-Welded Steel Lockers					
	All-Welded Steel Lockers					
10 01 10 00 0220	Price per frame. Includes diamond perforated, standard louvered or solid doors and sides, Includes all-welded construction with 16 gauge solid top	p, bottom, and shelves,	14 gauge doo	rs and 4" legs.	Includes electros	tatically applied
10 51 13 00-0224	enamel powder coat paint finish. Excludes slope top, base fillers, and locks. Single Tier, All-Welded Steel Lockers					
	Includes one hat shelf, two single hooks and one double hook					
10 51 13 00-0225 EA	12" x 12" x 48" Single Tier, All-Welded Steel Locker.	12.15	0.12	222.12	234.39	8.60
0001 For >25 To					-11.11	
0002 For >50 To 0003 For >100, L					-22.40 -33.69	
10.51.13.00-0226 FA	teduc. 12" x 15" x 48" Single Tier, All-Welded Steel Locker	12.15	0.12	235.24	247.51	8 60
0001 For >25 To				200121	-11.76	10.00
0002 For >50 To					-23.71	
0003 For >100, E		10.15	0.40	047.00	-35.65	0.00
10 51 13 00-0227 EA 0001 For >25 To	12" x 18" x 48" Single Tier, All-Welded Steel Locker.	12.15	0.12	247.86	260.13 -12.39	8.60
0001 For >50 To					-12.59 -24.97	
0003 For >100. E	peduct				-37.55	
	12" x 12" x 60" Single Tier, All-Welded Steel Locker	12.15	0.12	232.95	245.22	8.60
0001 For >25 To					-11.65	
0002 For >50 To 0003 For >100, L					-23.48 -35.31	
10 51 13 00-0229 EA	educt 15" x 50" Single Tier, All-Welded Steel Locker	12.15	0.12	245.57	257.84	8.60
0001 For >25 To	50, Deduct	:en-e	103.017E	ಶವಾಣೆಗೆ	-12.28	180881
0002 For >50 To	100, Deduct				-24.74	



Data Governance

GRDIAN®

CTC Information:

- ☑ This Construction Task Catalog® was developed and customized by The Gordian Group, Inc. specifically for New York State Department of Transportation, priced locally using current labor, material and equipment costs, and published in January 2013.
- ☑ The Gordian Group, Inc. licenses the use of this CTC and other proprietary information and software for the sole purpose of providing Job Order Contracting services to New York State Department of Transportation. Use of The Gordian Group's CTC and other proprietary information and software for any other purpose or any other entity is expressly prohibited without the express written consent of The Gordian Group, Inc.

The Unit Prices Include:

LABOR COSTS:

- ☑ Labor costs include direct labor through the working foreperson level at straight-time prevailing wage rates including fringe benefits and an allowance for Social Security and Medicare taxes, worker's compensation, unemployment insurance and employee benefits.
- Labor costs are based on workers familiar with and skilled in the performance of the task following OSHA requirements.
- ☑ Labor costs include time lost for normal work breaks, layout, measuring and cutting to fit, cleanup of regular construction debris, inspection, permit compliance, job meetings and start-up.

EQUIPMENT COSTS:

✓ Equipment costs include all equipment required to

Using The Construction Task Catalog®

- pile drivers, bulldozers, excavators, backhoes, bobcats etc.) which exclude mobilization.
- Equipment costs include all operating expenses such as fuel, electricity, lubricants, etc.

MATERIAL COSTS:

- Material costs include the cost of the material being installed and all incidentals and accessories integral to the installation.
- Material costs include manufacturer's and/or fabricator's shop drawings.
- Material costs for roofing, drywall, VCT, carpet, wall covering, ceiling tile, pipe, conduit, concrete, etc. include an allowance for waste. This list is not intended to be all inclusive, but descriptive of the types of construction materials that are typically sold in standard lengths, sizes and weights.

Complete and In-Place Construction:

- ☑ Unit prices are for complete and in-place construction and include all labor, equipment and material required to complete the task as described in the CTC.
- ☑ Unit Prices include delivery, unloading and storing materials, tools and equipment on site; moving, materials, tools and equipment from storage area or truck up to 2 ½ stories (2 stories with an attic) and within 125' to reach the site.
- Unit prices exclude moving material and equipment greater than 2 ½ stories and handling material and equipment more than 125' (See 01660).
- Unit prices for imported materials (aggregate, sand, soil, etc.) include delivery up to 15 miles from the closest approved source.
- ☑ Unit prices include all fasteners such as anchor

Unit Price Books designed specifically for JOC have integrated data governance terms, specifications, and quality assurance standards, consistent with the cost data research basis.

Eliminates ambiguity and ensures consistent interpretation of the data with contract terms and conditions.



Technology Enablement

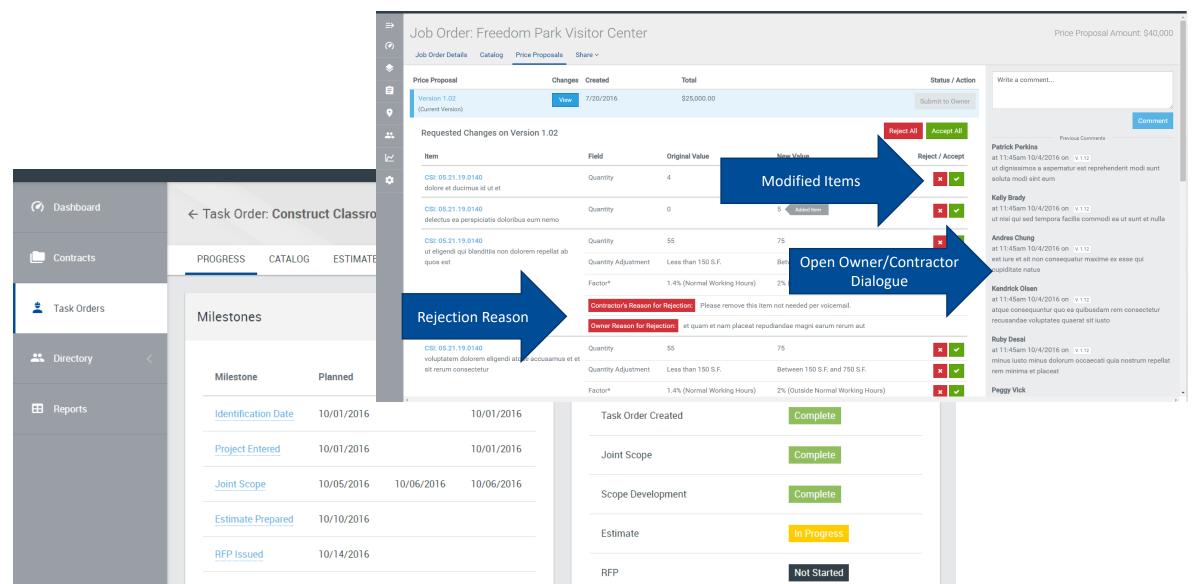
- Management of vast cost datasets
- "Self-auditing" or automatically validated systems save significant staff time and ensure contractual compliance
- Supports IGE and task order negotiation process
- Saves significant labor hours

	\$500,000 Task Order 200 line items				
	Standard Estimating Technology Enablement	JOC-Specific Technology Enablement			
Joint Scope Development	Paper process, 16 hours	Connected process, 8 hours			
Contractor Proposal	32 hours	16 hours			
IGE	32 hours	16 hours			
Negotiations	Manual price validation and comparison, 32 hours	Manual price validation and comparison, 8 hours			



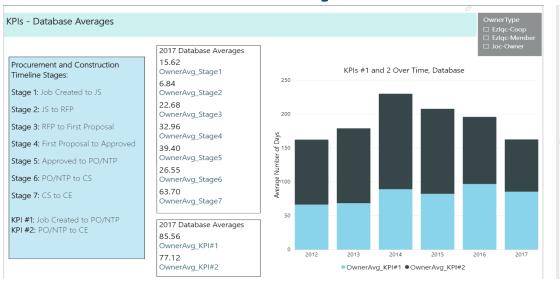


Collaborative Technology Enablement

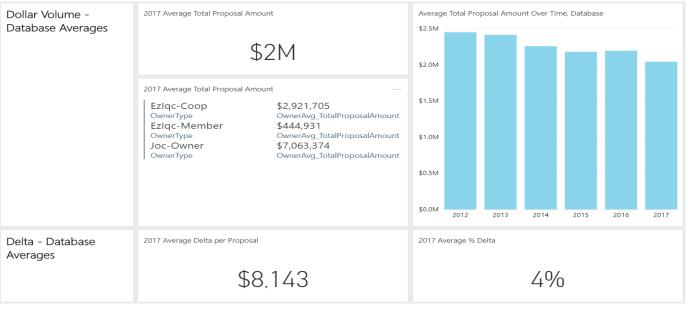


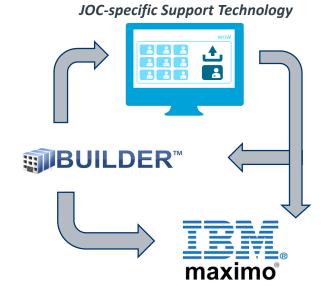


Technology Enablement + Programmatic Approach Allows for Analytics, Benchmarking, and Integration







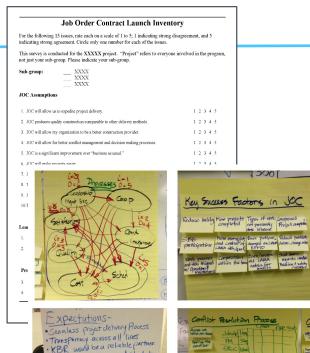




Supporting the SDVOSB Community

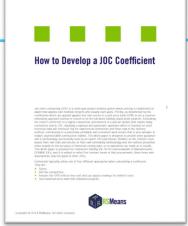
- Contractor Outreach and Pre-bid Training
- Formal Partnering Support
- Dedicated Business Support Programs (e.g. HUD Section 3)
- "Pay as you go" system support to minimize cash flow impact





Formal Partnering Support

-additional fonding to Change out impacts of overlopping Construction Area on LAWA tacility/tennents. -ack of funding impacts



Coefficient Development Guidance





https://www.thecha.org/doing-business/section-3-job-order-contracting-joc-program https://www.youtube.com/watch?v=pDIaH4g-z2Q

Comprehensive Business Development Programs







Lisa Cooley
505-239-3446
I.cooley@gordian.com



Backup: The JOC Delivery Order Process

Delivery Order Process Summarized

Reiterative Process. LEAN. Continuous Improvement.





Joint Scope Meeting



Proposal and IGE Preparation



Review Proposal



Negotiation and Revisions



Start Construction

-Identify and Document -Initial Scope of Work by Gov't -Site
visit/document
ation
-Scope
validation and
revisions

-G nent RF -Co pr nd Pro pa ind

-Gov't Issues
RFP
-Contractor
prepares
Proposal
package
including
Pricing
-Gov't prepares
IGE

-Compare IGE to proposal pricing -Prepare documentation for Negotiations -Task Order Issued -Contractor begins work



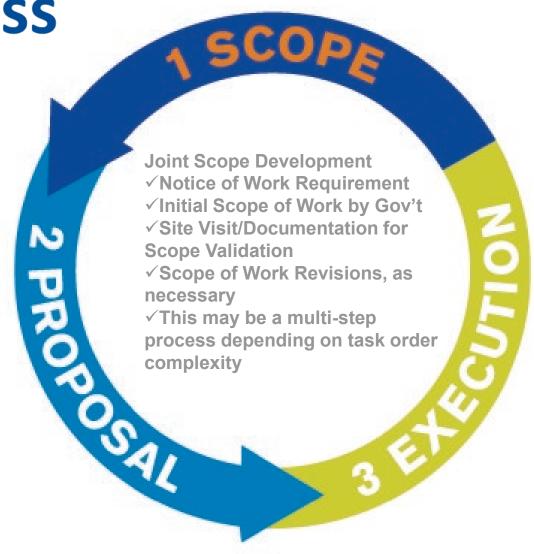
Army policy requires specific documents at each stage.

Delivery Order Process





Delivery Order Process



Notice of Work Requirement

Level of owner scope preparation varies according to:

- Owner preference and skillset
- Owner people resources available
- When in planning cycle project was identified for JOC

However, DOD JOC Policy establishes formal, written Scope of Work as best practice.



Range of Owner Preparation

Site Visit for Scope Development and/or Validation

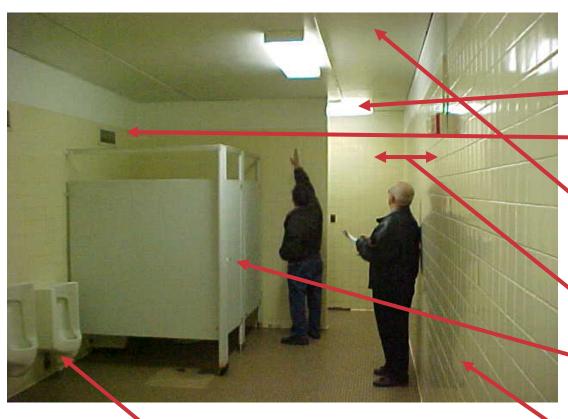
- Collaborative, problemsolving Process
- Documentation will inform Scope Development
- Goal of capturing every necessary component of work to inform the refined SOW in Contractor's Proposal
- Tools: photographs, measuring, as-builts







Joint Scope Development Site Visit Documentation

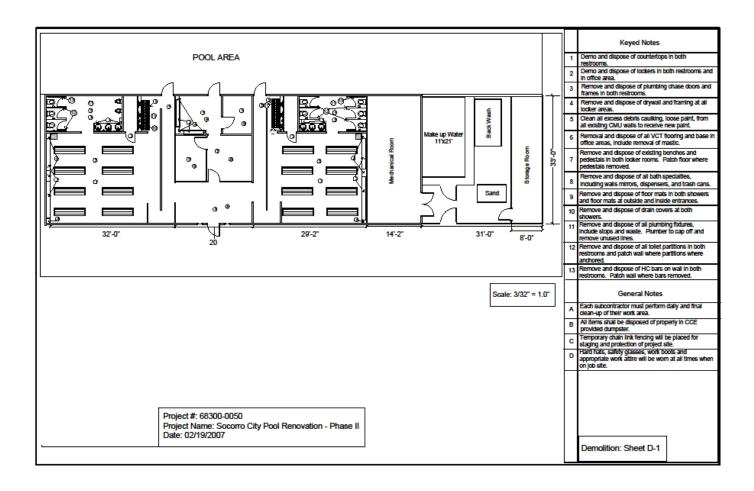


· Remove and reinstall existing 3 urinals and 2

commodes

- Demo / dispose of 3 existing lights Reuse existing circuit for new lights.
- * Remove & replace 2 existing HVAC grilles
- Install gyp ceiling at 8' 8" with 4 new surface mounted explosion proof lights. Relocate existing smoke detector to new ceiling
- Demo CMU for 42" opening min. (exist opening +/- 36")
- Demo & dispose of existing metal partitions and replace with new 4" CMU covered completely with ceramic tile, with one block scupper at bottom of each
- Demo ceramic tile, floors and walls, (exist ceramic on walls is approx. 8'-0" high)

"Incidental" Design



- Performed by contractor and subs
- Service included in coefficient
- Should never circumvent professional design where required or advisable
- Shop drawings, simple line drawings, annotated photos or as-builts, narrative design detail

Scope Revisions to Inform RFP

Validation of Scope is a critical step in aligning expectations and should be completed prior to Gov't Issuance of formal RFP and pricing exercises



Proposal



Proposal Package

- Generation of the line item price proposal
- Simultaneous preparation of Independent Government Estimate (IGE)
- Assurance of a fair price:
 - Are line items and quantities within identical (or within smal margin of variation) in both contractor proposal and IGE?
- Technology is critical in facilitating this step

Estimate Details

E	stimator:							us wome	ns bathroom	inisnes
09 -	Finishes									
	Item	Description	UM	Crew	Quantity	Material	Labor	Equipment	Unit Cost	Total
23	09-53-23-30-1040	Ceiling suspension systems, hanging wire, 12 gauge, 4' long	C.S.F.	1 CARP	3.3800	7.45	5.45	0.00	\$12.90	\$43.60
24	09-65-13-13-1150	Resilient base, base, cove, rubber or vinyl, standard colors, 0.080" thick, 4" high 17.5+22+12+7+6 = 64.50	L.F.	1 TILF	64.5000	1.01	1.04	0.00	\$2.05	\$132.23
25	09-91-13-90-0370	Walls, masonry (CMU), exterior, concrete masonry units, smooth surface, brushwork, latex, first coat	S.F.	1 PORD	40.0000	0.06	0.48	0.00	\$0.54	\$21.60
26	09-91-13-90-0380	Walls, masonry (CMU), exterior, concrete masonry units, smooth surface, brushwork, latex, second coat	S.F.	1 PORD	40.0000	0.05	0.32	0.00	\$0.37	\$14.80
27	09-91-13-90-0390	Walls, masonry (CMU), exterior, concrete masonry units, smooth surface, brushwork, waterproof sealer, first coat	S.F.	1 PORD	40.0000	0.24	0.42	0.00	\$0.66	\$26.40
28	09-91-13-90-0400	Walls, masonry (CMU), exterior, concrete masonry units, smooth surface, brushwork, waterproof sealer, second coat	S.F.	1 PORD	40.0000	0.24	0.28	0.00	\$0.52	\$20.80
29	09-91-23-72-0940	Walls and ceilings, interior, concrete, drywall or plaster, latex, paint two coats, sand finish, roller (338.056)+(17.5+22+12+7+6+10+4.5)*10 = 1,128.06	S.F.	1 PORD	1,128.0560	0.12	0.30	0.00	\$0.42	\$473.78
30	09-91-23-72-0940-1700	Walls and ceilings, interior, for oil base paint, add (Modified using 09-91-23-72-1700)	S.F.	1 PORD	1,128.0560	0.01	0.00	0.00	\$0.01	\$11.28
31	09-97-10-10-1200	Coatings and paints, in five gallon lots, paint, interior, alkyd, oil base, enamel undercoat	Gal.		3.0000	32.50	0.00	0.00	\$32.50	\$97.50
		09 - Finishes Total				\$5,301.11	\$6,268.66	\$0.00		\$11,569.76
10	- Specialties									
32	10-21-13-13-2500	Metal toilet compartments, cubicles, floor anchored, headrail braced, powder coated steel	Ea.	2 CARP	2.0000	385.00	118.00	0.00	\$503.00	\$1,006.00
33	10-28-13-13-0510	Commercial toilet accessories, dispenser units, combined soap and towel dispensers, mirror and shelf, flush mounted	Ea.	1 CARP	1.0000	310.00	35.50	0.00	\$345.50	\$345.50
34	10-28-13-13-0610	Commercial toilet accessories, dispenser units, towe dispenser and waste receptacle, 18 gallon capacity	l Ea.	1 CARP	1.0000	325.00	35.50	0.00	\$360.50	\$360.50
35	10-28-13-13-3800	Commercial toilet accessories, mirror, with stainless steel 3/4" square frame, with 5" stainless steel shelf, 72" x 24"	Ea.	1 CARP	1.0000	291.00	59.00	0.00	\$350.00	\$350.00

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Execution



JOC Process Drives Superior Results





Summarizing the Benefits

