



**FLORIDA STATE UNIVERSITY**  
Utilities and Engineering Services

# JOB ORDER CONTRACTING PROGRAM

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## II. DEFINITIONS AND ACRONYMS

JOC	Job Order Contracting
FDC	Facilities Design & Construction
EOR	Engineer of Record
BCA	Building Code Administration
A&E	Architectural and Engineering
GIS	Geographic Information System
EH&S	Environmental Health & Safety
UES	Utilities & Engineering Services

## III. PURPOSE

Florida State University contracted with Gordian in 2019 to establish a job order contractor program (JOC). We have contracted with a portfolio of general contractors and specialty trade contractors that can perform a variety of campus projects ranging from the installation of a single electrical outlet through larger renovations. The pricing is determined by the definition of a project scope which is divided into specific tasks. These tasks are identified in a task book prepared by the Gordian company and based on RS-Means construction cost data. Each of the contractors in the program have provided a bid adjustment factor that is multiplied by the base number in the RS-Means price book, which contains construction cost standards developed by the industry. The final price is inclusive of all the contractor's cost (direct, indirect, profit).

The intent of the program is to reduce the construction cost for a segment of projects that benefit from the unit price structure of the JOC program. The program only applies to minor projects (less than \$2MM) and typically with a construction cost less than \$250,000. It offers Facilities Design & Construction another procured contractor resource for capital projects while also supporting the Facilities Maintenance team with procured contractor support for maintenance replacement and capital projects.

## IV. SCOPE

The program coverage includes all FSU owned properties or managed Facilities within Tallahassee and the Panama City Campus.

## V. PROGRAM MANAGEMENT

This program is managed by the Facilities In-House Construction unit. In coordination with Procurement and other stakeholders, qualified contractors have been selected. In addition, the In-House Construction team has the primary responsibility to work with the Gordian company to assure the RS-Means price books are maintained, contractor schedules between multiple work groups are coordinated, and the proposal generation process responsive.

## VI. KEY PERSONNEL AND RESPONSIBILITIES

### A. Architectural Services

1. Design: The Campus Architect shall provide architectural services to support the design process. The design will include both construction drawings and a detailed narrative defining the project scope.
2. External Resources: When a project is too large to complete with internal resources, an

external architect from the minor services panel may be selected.

3. Bundled Services: If the external architectural services are deemed to be both specific and minor, the services may be bundled into the JOC project.
4. JOC Assignment: In conjunction with In-House Construction and Engineering, the Campus Architect will determine whether the project is appropriate for JOC.

#### B. Engineering Services

1. Design: The campus engineering shall provide engineering services to support the design process. The design will include both construction drawings and a detailed narrative defining the project scope.
2. External Resources: When a project is too large to complete with internal resources, an external engineer from the minor services panel may be selected.
3. Bundled Services: If the external engineering services are deemed to be both specific and minor, the services may be bundled into the JOC project.

#### C. In-House Construction

1. Consultation: The In-House Construction Team offers pre-estimate consultation
2. Contractor Selection: Will coordinate with Campus Architect and Engineering team to identify the appropriate JOC Contractor for the project based on factors which include, but are not limited to, the type of work involved and the location of the project. Unless other factors exist such as unresolved quality issues, technical capability, or capacity to complete the project (manpower or scheduling), the lowest factor contractor should be selected.
3. Joint Scope Meeting: Schedule a Joint Scope Meeting at the project site to help FSU and the JOC Contractor agree on the details of the work that the JOC Contractor will perform. The purpose of the scoping process is to allow the JOC Contractor an opportunity to inspect the site and ask questions before submitting a Price Proposal. The goals of this process are to foster open communication, reduce misunderstandings and mistakes that lead to change orders, and provide results that are more cost-effective and collaborative.
4. Develop Detailed Scope of Work: Coordinate with the design team to develop a Detailed Scope of Work that describes the work the JOC Contractor will perform. Assist with resolving issues when project plans and actual conditions vary. Essentially, specific tasks from the price book will be derived from the joint scope developed in the Joint Scope Meeting.
5. Request for Price Proposal: After all parties agree that the Detailed Scope of Work properly reflects the work to be performed, the project manager will send the Detailed Scope of Work and a Request for Proposal to the JOC Contractor
6. Issue Job Order: Once FSU is satisfied with the Price Proposal and related documents, and decides to move forward with the project, FSU is then responsible for the issuance of a job order (which may be in the form of a purchase order) to the selected JOC Contractor.

#### D. Building Code Administration

1. Permit Approval: Approves and issues all campus building permits.
2. Inspection: Inspects construction projects.
3. Code Compliance: Ensures compliance with applicable construction and energy codes.

E. Gordian

1. Program Development, Implementation and Support: Gordian shall be responsible for the development, implementation and on-going support of the FSU's customized JOC program. Included in FSU's customized JOC, Gordian along with FSU will seek to provide opportunities for businesses, including small and minority enterprises, in the procurement for goods and services and construction or related contracting. FSU has adopted a policy of supplier diversity with respect to its own contracting and purchasing and will seek to assure that all of its contractors, subcontractors, and vendors abide by the spirit and intent of this policy statement.
2. Contract Documents: Gordian shall be responsible for preparing the JOC documents that will be used by the FSU to procure the JOC construction contractors including:
  - a. Unit Price Book(s): Gordian shall prepare one or more customized Unit Price Books (also known as a Construction Task Catalog<sup>®</sup>) containing prices covering material, equipment and labor costs for various units of construction, and adjusting these costs to current market conditions. Only local prevailing wages and local material and equipment costs (obtained directly from local, contractors, subcontractors and suppliers) to price the Unit Price Books shall be used. The use of generic factors to localize prices is not acceptable. Unit prices for demolition shall be provided for each construction task. Therefore, every cost to install an item or unit shall be accompanied by a corresponding cost to remove the same item or unit. Tasks may also have several modifiers which adjust the price for variations in materials or for quantity discounts; and
  - b. Technical Specifications: Gordian shall prepare and publish Technical Specifications describing the materials, performance and installation requirements for each of the construction tasks listed in the unit price book. Where available, the FSU standard specifications shall be incorporated into the Technical Specifications; and
  - c. Contractual Terms and Conditions and Bid Forms: Gordian shall prepare, in conjunction with FSU staff, contractual terms and conditions and bid forms which incorporate JOC language and forms with all appropriate FSU contract language and forms.
3. Information Management System: Gordian shall be responsible for providing the FSU with a comprehensive web-based JOC Information Management System (hereinafter referred to as "IMS") for an unlimited number of FSU users. The JOC IMS must be capable of providing full project tracking, developing cost proposals, preparing independent FSU estimates, generating all project documentation, providing project scheduling, budgeting and cost control, tracking MBE participation, and generating customized reports. Gordian must incorporate any current FSU forms and documentation into the IMS; and
4. Administrative Support: Gordian shall be responsible for providing FSU with administrative support to market the FSU JOC Program to potential JOC Contractor's., Gordian along with FSU shall conduct a bidder prequalification process to determine a qualified list of bidders. Gordian along with FSU shall organize and conduct pre-bid meetings with the interested bidders as well as make presentations with various business and Construction organizations.; and

5. Training Programs: Gordian shall be responsible for developing and conducting all training programs for the FSU and JOC Contractor staff to ensure that the JOC program functions properly. The training programs must include specialized training courses that will involve all FSU staff and JOC contractors utilizing and administering the JOC program. The training programs must include extensive training on the use of the JOC IMS. All training must be “hands on” with user competency as the objective. Actual FSU projects that the FSU plans to perform through JOC may be included in the training programs; and
6. On-Going Technical Support: Gordian shall be responsible for providing on-going technical support to the FSU. Expectations include, but not limited to assisting the FSU with program execution, analysis of task order proposals, troubleshooting and continuous system monitoring. On-going technical support shall include, but is not limited to providing updated contract documents, assisting with the procurement of additional JOC Contractors, providing FSU with access to all updates and revisions to the IMS, and providing training for new FSU staff and JOC Contractors during the term of the Agreement. Providing on-going technical support is considered a vital component to ensuring a successful FSU JOC program.

## VII. ESTIMATE PROCESS

The Job Order Contracting Process (JOC) utilizes the Facilities project estimating process. During the estimate process, the design team will determine whether the project is suitable for the program.

The contractors that participate in the JOC program have submitted multipliers (factors) that are used to calculate the project cost. Each contractor has different capabilities. During the estimate process, In-House Construction shall present each customer with the list of appropriate contractors for the process and the range of factors. In cases where the lowest cost contractor is not recommended, In-House discussion will discuss the reasoning behind the recommendation. Some reasons could include a specialized skill that the lowest factor contractor does not possess or availability during the time frame requested by the customer.

Prior to submission to the contractor, the project will be converted into line items from the RS-Means price book. If items are found that are with no associated line item or that create increased cost, the project will be returned to the appropriate design entity. Some examples include:

1. Single source items with insufficient justification
2. Incomplete or poorly defined scope
3. Too high percentage of non-prepriced items
4. Specifications for equipment that are too vague.

Once resolved, the contractor will be issued a pricing package that includes the construction drawings, detailed scope narrative, a preliminary set of RS-Means lines that were derived from the scope, and equipment specifications.

For JOC projects, the output of the project estimate process is an actual quote. Unless there is a scope change during the project, the price is known. The price is valid for 12 months. All projects will be requested with a 10% project contingency.

The primary driver for total construction is the project scope. During the estimate process, significant attention must be given to define the project scope. Effective project cost control starts with a detailed and correct project scope. All projects must conform with FSU Design Guidelines. All estimates will be reviewed by Gordian prior to submission to the customer.

## VIII. PROJECT REQUEST PROCESS

The Project Request process utilizes the Facilities Project Request process. No work can start on a JOC project until the project is formally submitted to the Project Request portal and approved by the appropriate department and administrative staff.

Once the Project Request has been approved, it will be released to the appropriate project manager for the construction phase.

The project manager will either be from the In-House Construction team or Facilities Design & Construction. The project will be assigned a capital project number and the work will be scheduled.

## IX. PROJECT MANAGEMENT

The project manager will be responsible for coordinating all activities between the customer and the contractor. JOC projects function very similar to traditional construction project with the exception that the project is priced post design.

### A. Scheduling

1. The project manager will coordinate an acceptable construction schedule between the customer and the contractor.

### B. Change Orders

1. Change orders only occur when there is a significant change in scope. In general, these should be limited to unforeseen building defects where the contractor would not have reasonably been able to detect during the estimate process.
2. When the customer wishes the change scope mid-project, the estimate must be revised and re-submitted through the Project Request portal prior to the change being implemented.
3. Project contingency shall not be used for scope changes.
4. Project contingency may be used for unseen building defect correction.

### C. Quality Control

1. The project manager will work with the contractor during the project to ensure that project quality meets University expectations.
2. When a project fails to meet quality expectations and cannot be resolved between both parties, a joint meeting will be coordinated between the contractor, project manager, and the management team.

### D. Payment

1. When a project is complete or meets a pre-determined milestone agreed upon in the proposal, the Campus Architect shall have the right to review the pay application and

- related project details for approval.
2. The project manager will also be responsible for approval of all payments as well as completing all substantial completion documentation.



## X. APPENDIXES

- A. Project Request Process: <https://www.facilities.fsu.edu/projrequests/>
- B. Design Guidelines: <https://www.facilities.fsu.edu/projrequests/>