Project Delivery Method Reviews by the Department of General Services for Fiscal Year 2025

DEPARTMENT OF GENERAL SERVICES
DIVISION OF ENGINEERING AND BUILDINGS
Serving Government. Serving Virginians.

December 1, 2025

Code of Virginia §2.2-4383.A requires the Department of General Services (DGS) to:

> *"report by December 1 of each year to the Governor and the Chairmen of the House Committee on Appropriations, the House Committee on General Laws, the Senate Committee on Finance and Appropriations, and the Senate Committee on General Laws and Technology the following information: (i) the number of projects reviewed pursuant to Articles 2 (§ 2.2-4380) and 3 (§ 2.2-4381) and (ii) for each project (a) the identity of the state public body or covered institution and a description of each such project, (b) the estimated cost of the project at the time of the Department's review, (c) the decision made by the Department concerning the proposed procurement method, (d) if such project was a construction management or design-build project, the qualifications that made such project complex, and (e) the final procurement method used by the state public body or covered institution.*

Pursuant to this requirement, DGS is reporting data for projects reviewed during Fiscal Year 2025 (July 1, 2024 through June 30, 2025). During Fiscal Year 2025, DGS reviewed nine (9) project procurement submittals. Of those nine (9) submittals, eight (8) were for Construction Management at Risk (CM) procurement and one (1) was for Design-Build (DB) procurement. The details of these reviews can be found in the attached table titled "DGS Procurement Reviews in Fiscal Year 2025".

The stated project values ranged from $28.2M to $260M. The average cost of the projects was $93M and the median cost was $81.7M.

DGS concurred with the Agency's or Covered Institution's selected method of procurement on eight (8) of the nine (9) submittals (89%).

In the cases where DGS concurred, the Agency or Covered Institution continued with the procurement as submitted except in one instance where the agency chose to utilize a Design-Bid-Build (DBB) methodology rather than proceed with CM.

In the instance where DGS did not concur with the Agency or Covered Institution's proposed procurement method, the Agency or Covered Institution changed the procurement method to Design-Bid-Build.

DGS Procurement Reviews in Fiscal Year 2025

Request Date	FY	Agency Authority	Project Number	Project Title	Description of Complexity	Project Value	Agency Proposed Procurement Method	DGS Concurs Method is Appropriate	Agency Implemented Procurement Method
07/01/24	2024	State Public Body	212-18709-000	VSU - Construct New Student Housing	The estimated construction cost of this project is $40,000,000 for a 108,000 sf, four story building. The residence hall includes a series of two-bedroom, one-bathroom semi-suite dwelling units providing a total of 406 beds, and will also include a limited number of one-bedroom units for resident advisors and students who prefer to live alone. A small number of shared amenity spaces include a multi-purpose room and shared laundry on the first floor, and lounges and study spaces on all floors. The building geometry is simple and all floor plans are relatively similar with dwelling units utilizing redundant floor plans on each floor. Critical to this project's success is maintaining an aggressive schedule. In the past year, VSU has utilized leased facilities including hotels to accommodate the demand for student residential housing. These measures have been expensive and operationally inefficient for the University so providing permanent housing in the timeliest manner possible is a top priority. The Design-Build process provides the best strategy for avoiding the uncertainties that can hinder this project's schedule. The Design-Build team will collaboratively develop a project schedule that identifies long - lead items and those construction packages that have the greatest impact on timely completion of this project. Because of the aggressive schedule for this project, the Design-Build team can employ options and methods that navigate long lead times. For example, the design-build team can create early release packages that ensure that when long lead items are shipped to the site they can be installed without delay. The pre-qualification process for procurement of the Design-Build team will help ensure that a fully qualified team with a demonstrated ability to deliver projects of similar program and size on tight schedules is selected. Equally important is controlling costs. The design-build procurement method allows the university to select a qualified contractor for a fixed price that incorporates cost saving ideas. Because the design-build team will be selected at the onset of design, unnecessary costs and escalations can be avoided early in the process. This will provide a best value scenario for the delivery of this project. The design-build approach that assigns construction and design duties to a single point of contact will result in the cost and time efficiencies needed for this project. This collaborative approach promotes more interaction between team members and task coordination while streamlining communications and decision-making. For example, the contractor can review constructability reviews throughout the process with the architect and provide continuous feedback to the team thus avoiding expensive and time-consuming stops and starts. Given the project type (Residence Hall), construction value, simplicity and repetitious nature of the design, and the urgency of delivering the building in the most expeditious manner possible, the University has determined that competitive sealed bidding is not practicable or fiscally advantageous for this project.	$40,000,000	DB	Yes	DB

09/12/24	2025	Covered Institution	216-18710 & 18758	JMU - Renovate Spotswood and Johnston Hall	Spotswood Hall (original dormitory #3) is being renovated 100% into a living/learning facility with a new elevator. Living area will house (44) beds, lounge, study areas and bathrooms. The learning area will be the Madison Center focused on civic engagement which includes offices, conference rooms and kitchenette. 1929 Johnston Hall (original dormitory #9) is being renovated 100% and includes with an expansion. It will contain Graduate Psychology, Center for Assessment & Research Studies, classrooms, clinics and a new elevator.	$33,857,267	CM	Yes	CM

10/22/24	2025	Covered Institution	204-B4204-050	CWM - West Woods Phase 2	The West Woods Phase 2 project is an $81.7 million residential development located on the existing Randolph Complex site, adjacent to the West Woods Phase 1 Housing and Dining project (opening fall 2025) and wetlands that include a Resource Protection Area (RPA). The Phase 2 project will have various environmental, sustainable, and logistical complexities.Furthering the Commonwealth's goals, W&M has a rigorous carbon neutrality plan, and this project is pursuing extremely ambitious water and energy use targets. The design team is exploring the feasibility of utilizing a geothermal wellfield for the mechanical strategy. With the procurement of a CM, financial feasibility of systems integration to meet sustainability goals will be decided early on. The CM will also be critical in the careful coordination and subsequent installation of the wellfield around the existing site utilities and natural features within a biodiverse setting that William & Mary faculty utilize as an outdoor laboratory and research space.The University's pursuit of a campus arboretum as a living classroom requires tree conservation and root protection for the mature trees and rare species of plants on site that support our biology and science labs. The CM will consult on site logistics and evaluate costs related to building placement and elevation related to the existing grade. The site experiences a drastic topographical change between the adjacent West Woods 1 development and the wetlands, therefore the CM can provide mitigation strategies for erosion and sediment control and tree protection while preserving the features of West Woods 1 development to save project costs. The CM must also address the feasibility of connecting to and maintaining existing accessible pedestrian pathways between critical parts of campus during construction, ensuring that students have continuous access between the residential area of campus and the academic buildings to the south of the ravine. During design, the CM will provide valuable strategy and logistics in preparation for the demolition of 8 existing buildings and underground utilities, including the careful removal of hazardous materials. According to the geotechnical report, the site contains an extensive amount of fill soil. Due to these conditions, design phase soil evaluation and site excavation will be required to confirm constructability and building structure methodology. Early cost assessment will also save project costs associated with unsuitable soils. Given the complexity of managing a multi-phase residence hall neighborhood that ties into the natural living & learning landscape, we believe it is in W&M's best interest to deliver this project with a Construction Manager. This project will also need to conform to a strict timeline developed as part of the university's Housing and Dining Comprehensive Plan, which was approved by the Board of Visitors in April 2022. To comply with that plan, this residential development must be online by Fall 2027 and will necessitate early packages for the demolition of the existing 8 buildings as well as for sitework and underground utilities.William & Mary desires use of CM at Risk as the delivery method to address Construction Cost, Project Timeline, Project Phasing, Project Complexity (driven by unique site requirements and constraints), VE and Constructability analyses, and the need for cost and design controls.	$81,700,000	CM	Yes	CM

09/18/24	2025	State Public Body	194-18537-000	DGS - Commonwealth Courts Building	This project will have two distinct phases. The first will be the demolition, shoring, and required dewatering for the existing Pocahontas building, including both the 6 story East structure built in 1962 and the 14 story West Tower built in 1923. Demolition will require main utility services to both east and west structures to be cut and capped for use in new facility. The demolition will have a high level of complexity as it is adjacent to the fully operational Commonwealth Hotel. The project has frontage on four operational streets: Main Street, 9th Street, 10th Street, and Bank Street; as well as close proximity to Capitol Square and the Federal Court of Appeals. The new high-rise building construction phase will include major construction activities adjacent to the operational Commonwealth Hotel and zero onsite laydown area. Deliveries to the site will be difficult and require diligent coordination due to the location. The building will include underground secure parking, areas of higher finish standards for Court Rooms and Judge/Justice chambers, and enhanced security measures. Having a CM onboard during the design phase will be critical to the design and construction phases in coordinating services and logistics for demolition and new construction activities. A CM can review the existing conditions and work in conjunction with the design team to create more efficient and optimally coordinated demolition plans as well as new construction plans for work in close proximity to the Commonwealth Hotel and adjacent City of Richmond Streets. This coordination and planning will aid in minimizing risk, schedule, and overall project cost. The CM input will also be critical in developing early cost models, constructability reviews, managing the budget, prequalifying key trades and coordinating Value Engineering process not only at Preliminary Design Phase but also at Schematic and Working Design phases as well. With current market volatility, labor shortages, and supply chain delays having a CM on board to assist in cost control and effective planning will be a crucial part of the preconstruction, demolition and construction phases.	$260,000,000	CM	Yes	DBB

11/25/24	2025	State Public Body	211-18701-000	VMI - Hinty Hall and Facility Infrastructure Improvements	This project will involve many features of work that are geographically dispersed including: 15,000 sq ft conditioned expansion to Hinty Hall to enlarge the supply warehouse to include improvements to existing warehouse. Improvements to existing ROTC storage shed, parking lot security, and vehicle wash bay at the Lackey Farms area. Expand Hinty Hall parking lots to accommodate a staging/storage area and accommodate employee parking. Construct conditioned storage facility for swing space storage of equipment, furniture, etc. (8,000 to 10,000 sq ft in the expanded parking lot) at Lackey Farms area. Construct a 600 sq ft maintenance facility on Chessie Nature Trail (power, HVAC, plumbing) near McKethan Training Area. Improvements to Freeland House on Main Post that houses Custodial Services and Construction offices (interior improvements, window rehabilitation, central A/C, exterior improvements). Improvements to existing storage facility adjacent to baseball stadium at North Post. Improvements to existing Grounds shop facilities on North Post (gravel parking lot, additional garage doors, storage facility). Construct paved entry road at Lackey Farms training area to Hinty Hall from Greenhouse Road to include lighting and powered security gate. Develop 3D model of VMI Post infrastructure (Main Post, North Post and Lackey Farms). With an estimated total project budget of approximately $28,233,000, this project is a large, geographically dispersed project. Part of the work is in a flood plain, and potential impacts/conflicts with other ongoing projects, along with a requirement for intricate phasing justify using the Construction Manager at Risk procurement method for this project. These complexities also require early construction firm involvement to enable logistics planning, value engineering and constructability reviews to be performed concurrent with the design process and ensure the project remains within scope and budget.	$28,233,000	CM	No	DBB

01/02/25	2025	Covered Institution	236-B5236-001	VCU - Grace and Laurel Residence Center	Construction Management (CM) at Risk procurement is recommended for the new VCU Residential Life and Housing facility project for the following reasons: Complex and challenging nature of the building site – The proposed facility footprint is surrounded by multiple privately-owned apartments and retail facilities as well as City of Richmond streets and a public alley with heavy vehicle and pedestrian traffic. Additionally, the parking and entry points for the apartments and retail facilities will need to be maintained throughout the project. The density of venues immediately adjacent to the site make this area highly congested with traffic and pedestrians. Proper site logistics and early project preparations will be critical and help minimize disruptions. Complex utility relocations, upgrades and sequencing –With the facility location being in an historic city, the density of active and abandoned utilities is extreme. The utilities associated with this project are significantly more complex to incorporate into the project sequencing and impactful to the schedule and cost. Elements of previous structures, active utilities, and abandoned unknown utilities will likely be encountered. Operational and financial investigation and planning will need to be coordinated with the construction partner to address all the potential issues that may be identified in a cost- effective manner. The site, as previously noted, is tight which means that there will be significant existing utilities that must be relocated. This may include:o Altering and incorporating the emergency generator that serves the VCU Technology Operations Center and must remain within the building footprint.o Relocating a main VCUNet fiber optic trunk line that is located beneath a building that will be demolished. o Addressing overhead primary power distribution lines along the alley. Revealing abandoned existing sanitary branch lines and other utilities that would require exploratory excavation. Value management/constructability analysis – VCU Residential Life and Housing, the department associated with the project, is an auxiliary department (i.e., an independent and self-funded department that does not receive state appropriated funds) and must strategically manage their assets to be able to continue to provide their services. . This means that costs must be properly managed from the onset of the project by a vested construction partner to reduce the possibility of overruns which could result in a reduced scope due to limited funding. A construction partner managing costs decreases the risk of cumulative impacts as they work closely with the trades. Their familiarity with the trades could help avoid schedule delays resulting in increased costs and help mitigate burdens to sub-contractor resources caused by recurring pricing efforts potentially leading to contractor fatigue and less competition. The timely completion of a residential life facility is a key to the success of this project. On-site construction should be scheduled to take place during breaks in the academic calendar (i.e., summer and winter break) for continuity of operations and to limit impacts to students. This project would benefit greatly by engaging with a CM who is familiar with working with a higher-education institution and could effectively conduct a pre-construction analysis of the project and the complexities that could potentially impact the schedule. • Minimizing disruptions to adjacent classrooms, laboratories, residence living spaces, neighbors and the public – The proposed location of this facility is located close to several academic and residential facilities – VCU Honors College (a seven-story facility with classrooms, laboratories and student housing), Institute for Contemporary Art at VCU and the new VCU Technology Operations Center (data center, network operations and telecommunications hub) – and several privately-owned apartments and retail community partners. It is also located along two major thoroughfares (Broad Street and Grace Street) with heavy vehicle and pedestrian traffic. As such, it is crucial to minimize the impact of the project on VCU operations, vehicular and pedestrian traffic, our neighbors, and local business and not hinder public safety response (EMS, fire and police). Engaging with a CM during pre-construction can coordinate strategic planning of construction efforts and maintenance of traffic to limit impacts.Summary - Due to the complex and challenging factors above, we strongly recommend working with a CM that has expertise with managing complex projects in a similar urban setting. The leadership and expertise of an experienced CM would have significant financial, operational and safety benefits and be critical to navigate the potential complexities of this project.	$135,000,000	CM	Yes	CM

02/11/25	2025	Covered Institution	221-18741-000	ODU Engineering and Arts Building	Determination: Old Dominion University has determined that the use of competitive sealed bidding for this project is neither practicable nor fiscally advantageous based on the following factors in order of priority, as follows: Complexity of building and system designs in supporting lab and other space types:This project requires an unusually varied assortment of spaces with widely disparate requirements, a mixture of undergraduate research labs, collaboration spaces, motion capture labs, wet/dry labs, high bay spaces, performing arts auditorium, etc. This wide assortment of space types require complex utility services within a height limited building, achievable only through careful coordination of architectural, MEP, and structural designs through all design phases. Because of the decreased availability of land on the campus, the design phases will require significant evaluation and input to determine the building footprint size as well as the height. The required systems to support the various functions/uses of the building impacts the floor-to-floor dimensioning, as well as the potential for both cost impact and increased complexity of construction should design surpass the city imposed 75' limit for the highest occupied floor. The inclusion of a qualified construction manager for this project at an early stage of J design will significantly assist in the development of a well coordinated, least-cost, least-height, and readily constructible design.Building Site: The site location has been selected to be connected to the existing Engineering Systems Building and adjacent to the existing Perry Library. The site will be tightly constrained with minimal laydown area requiring just in time material deliveries. This site will require extreme care to maintain safe pedestrian passage around the construction site as it is in a prominent part of the campus. Contractor logistics and coordination will be critical for this project so to not interrupt campus operations as well as specific building functionality of Lions Child Study Center, Batten Arts and Letters, Perry Library, Gornto Hall, and the Engineering Systems Building. Also, building in the Chesapeake Bay Preservation Area for storm water management requires a contractor fully experienced in erosion and sediment control as well as experience in construction Best Management Practices (BMP) or other more advanced stormwater management practices. Input during design from a construction manager will provide a better understanding of how the site will be managed, including laydown areas and trailers as this will impact calculations for land disturbance and stormwater management during design. Construction: Given the challenging nature of the compressed and active campus site as well as the extensive technical and management coordination required, selection of the builder should not be based on price alone as expertise, experience, and coordination capability are major factors to ensure a successful project. Pursuit of LEED certification will benefit from CM constructability and budget reviews.	$134,615,420	CM	Yes	CM

02/11/25	2025	Covered Institute	208-L00081	CVM Teaching Hospital Renovation and Expansion	The university must occupy and maintain continuity of operations at the CVM facility throughout construction.The facility supports approximately $20M of animal surgeries per year, which must continue. Continuity ofoperations will be extremely challenging given the daily functions and critical nature of activities that occur in ateaching hospital. Maintaining functionality of all building systems and services and carefully orchestrating shutdownsand utility tie-ins will be critical to life safety, regulatory compliance, and client/student experience.The Construction Manager (CM) will be engaged early in the Schematic Design Phase and will be required to fullyunderstand the CVM's operations as well as regulatory requirements of renovating an occupied medical facility.This information will inform design decisions, sequencing of work, and overall cost to deliver the work.Construction within hospital/lab environments is extremely complex due to building systems necessary in thattype facility. Complexity is multiplied when the facility must remain operational. Dealing with this complexityrequires an understanding of constraints. Careful and early planning is critical to manage noise, vibrations,dust/debris, utility interruptions, deliveries, and day-to-day operations. To this end, the project will requiremultiple phases to maintain operations, each of which could include temporary installations. The CM will berequired to develop building and site logistics plans as well as phasing plans during design to inform schedule,sequence, number of phases, need for temporary installations, and general design decisions.As stated, hospital/lab building systems are more complex in their function and installation due to the functionthey serve. The existing CVM facility is the end result of many smaller projects constructed over several decades.This has resulted in various systems from different eras. This only amplifies the complexity. CM input duringdesign will inform how new and existing building systems are integrated, how and when they are constructed,and what the cost implications of various solutions are.Construction Costs/Value Engineering:The CVM has secured advancement funds to construct this much needed project and delivering the projectwithin budget is critical. Current market conditions for mechanical, electrical, and plumbing (MEP) work arecurrently unstable. A significant percentage of the project's construction cost is MEP-related. Having marketdrivencost data from the CM to inform the design will greatly improve the probability of hitting the targetconstruction budget.In addition, it's almost certain Value Engineering (VE) will be necessary to align with the target budget as thedesign develops and the existing building is better understood. CM support of the VE process is superior to apurely designer-led VE process due to their connection to current market conditions.	$32,000,000	CM	Yes	CM

05/19/25	2025	Covered Institute	216-18739	JMU CHBS - Phase 2	As a valuable member of the project team for this iMricate facility, the CM would assistthe university in adopting a proactive approach by enhancing the architects' understanding of the real conditions of the building and site. This includes managing costs, supporting logistics, ensuring quality control, and addressing supply chain challenges during the •Construction phase. Their involvement will lead to greater cost efficiency, promote safety, and improve overall coordination in a complex and constrained job site. The multifaceted nature of this project indicates that we meet the criteria for Agency Reasons for the Utilization of a Construction Manager at Risk. Investigate and Exploratory Measures: during the design phase. The proposed new prnject will have a pedestrian bridge connecting to the existing building that was constructed in 2016. The road adjacent to the site contains a spider web of existing underground utilities. The College of Health and Behaviora.1 Studies is the largest co Hege on campus so it is imperative that the college and surrounding areas are functioning throughout the construction process. Having ·a CM on board early will allow them to perform invasive exploratory to expose any structural ·challenges connecting the new pedestrian bridge to the existing building and plan the coordination of underground utilities to ensure the existing campus is continually functioning throughout the construction. To help expose and resolve unforeseen conditions and damages, the CM will work with the design team to develop the drawings to prevent unnecessary cost1y change orders. Proactive Analysis: during the design phase will assist the Construction Manager in minimizing expensive delays caused by changes during the construction period. This approach addresses the financial impacts of supply chain shortages, such as those related to electrical switchgear, overall material sequencing, and design objectives, thereby reducing the risk ·Of mstly lost days resulting from construction delays. Safety & Protection: due to the proximity to a significant campus thoroughfare and one of the most heavily trafficked pedestrian zones on campus renables the CM to -effectively manage and ensure that designated fire lanes remain unobstructed. This appoach supports access to the buildings in the vicinity while prioritizing the safety of pedestrians. Tight Site Constraints & Site Logisti<:s: the new building's footprint occupies the entirety of the proposed site, creating an urban atmosphere characterized by the proximity of asphalt and concrete, with minimal green .space ,available. Given the restricted access to both the site and its surrounding area, it is crucial for the Construction Manager to effecth1ely plan and oversee operations in this densely populated zone. The CM must meticulously manage this confined footprint to facilitate demolition, new construction, and deliveries, ·all while ensuring that fire lanes remain unobstructed. The intricate nature of the new building, which must conform to the limitations of the site, along with the sophisticated building systems typical of a healthcare facility, necessitates that a Construction Manager effectively plan and coordinate the sequencing and installation of these complex systems within the constrained site.	$91,114,182	CM	Yes	CM