

THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA  
OFFICE OF CAPITAL PROGRAMS

FRANK GIRARDI  
EXECUTIVE DIRECTOR, CAPITAL PROGRAMS

DATE: August 4<sup>th</sup>, 2020  
TO: The School Board of Broward County  
FROM: Frank Girardi, Executive Director, Capital Programs  
Office of Capital Programs  
SUBJECT: **Roofing – Responses to Board Member Questions**

### ROOFING PROGRAM UPDATE

The SMART Program has undeniably encountered various issues and challenges related to its roofing process. Navigating these challenges has resulted in obstacles identified during or at the completion of the Design phase on earlier projects.

While many of these obstacles have contributed to project delays, the lessons learned in the process have presented opportunities to identify mitigating solutions to be implemented on subsequent projects still making their way through the design and contractor procurement stages. As a result of efforts to apply these lessons to our process and procedures, there has been a marked improvement in the number of days to obtain a Letter of Recommendation (LOR) and roofing sub-permit.

Over the past 2 years, the SMART Team has worked in collaboration with the Office of Capital Programs (OCP) and the Building Department (BD) to further understand the challenges as they pertain to the roofing work, and to begin formulating viable solutions.

A number of efforts are already underway to address several concerns identified in the audit report. These include but are not limited to:

- Establishing a focused and collaborative Roofing Team
- Adding staff resources dedicated to supporting roofing efforts
- Meeting with the business, contractor and roofing communities to obtain candid feedback that can inform solutions

**THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA  
OFFICE OF CAPITAL PROGRAMS**

**FRANK GIRARDI  
EXECUTIVE DIRECTOR, CAPITAL PROGRAMS**

- Working with the Building Department to coach and assist roofing contractors with the sub-permit process
- Review of sub-permit binders for compliance prior to submission to BD
- Developing standardized guidelines and details to assist roofing contractors with preparation of sub-permits
- Performing Roofing Reality Checks for QAQC
- Reviewing and identifying process improvements
- Requiring site visits prior to a contractor's bid submittal
- Review and update of District Design Standards
- Outreach to encourage additional manufacturers to obtain an NOA

Our intent is to continue working collaboratively to apply these mitigation strategies and other recommended solutions on projects currently making their way through design, bid/award and sub-permitting.

We have already seen, in recent months, a marked improvement in the average timeframe and success rate for designers' 100% plan approval: 109 days compared to the 196 days reported in the audit.

As we all now have a better understanding of the requirements necessary for successful implementation of the SMART Program's roofing scope, the intent is to continue working with design firms to produce higher quality designs/bid documents, to increase the likelihood of a more seamless implementation process.

**We invite you to reference a more detailed update and responses to questions the Board asked during our last roofing workshop on February 11<sup>th</sup>, 2020.**

**THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA  
OFFICE OF CAPITAL PROGRAMS**

**FRANK GIRARDI  
EXECUTIVE DIRECTOR, CAPITAL PROGRAMS**

## **RESPONSES TO BOARD MEMBER QUESTIONS**

### **1. CODE REQUIREMENTS**

#### **Questions:**

- *What is the wind rider?*
- *Is it required by code or are we going above code requirements?*
- *What is the impact of relationship between the wind rider and the manufacturer's warranty?*

#### **Response:**

A manufacturer's warranty on roofing systems comes with a wind speed rating – measured in miles per hour – which acts as threshold or ceiling for the coverage provided. Damage resulting from wind speeds above this rating or warranty "rider," falls outside of the coverage the manufacturer will provide. Damage occurring below the **wind rider** provided by the manufacturer is covered.

The wind rider functions like "gap insurance," extending coverage for roofing damage beyond the standard warranty. However, a manufacturer retains the right to void the warranty's wind rider if inspections are not conducted on a regular basis.

Wind riders for public roofing systems within the High-Velocity Hurricane Zone are mandated by Florida Building Code, and BCPS Design and Material Standards require coverage up to the maximum potential wind speed of 180 mph. The standard manufacturer's warranty, however, only covers damages resulting from speeds of 74 mph or lower. The additional insurance gained in the purchase of a wind rider simply extends this standard warranty coverage to include damages caused by speeds of up to 180 mph, matching the insurance to the full extent of the design standards.

### **2. DESIGN STANDARDS**

#### **Question:**

- *What is the process for updating the District's design standards and how often does that occur?*

**THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA  
OFFICE OF CAPITAL PROGRAMS**

**FRANK GIRARDI  
EXECUTIVE DIRECTOR, CAPITAL PROGRAMS**

**Response:**

Comprehensive changes to District Design and Material Standards are infrequent. Rather, the District's Design Standards are continuously evolving based on feedback from end users as well as performance of materials. They are then updated and improved as needed with information that is tested, proven and validated in the field.

Roofing specifications were updated between 2016-2017 using Miami Dade County Public Schools for comparable specifications. Most recently, certain sections within the design standards have been reviewed and updated to clarify and better explain expectations within the roofing program.

**3. MAINTENANCE & WARRANTY PROGRAM**

**Question:**

- o *What is the plan and approach to the roof maintenance and warranty program?*

**Response:**

Efforts are actively underway to explore options for both short and long-term action plans for the ongoing roofing-related maintenance work and warranty administration.

The immediate and short-term plan is to leverage the continuing roofing contracts managed by PPO, as needed, to perform required warranty inspections, repairs and maintenance on the new roofs. The ability to leverage existing contracts makes this option ideal for addressing immediate and near-term roofing maintenance activities. The recommendation moving forward, and for the longer term, is to procure and contract with a third-party Asset Management Company (Company) to develop a comprehensive plan for the ongoing management and maintenance of the District's entire roofing program. With Board approval, a procurement can be advertised to hire the Company with a target mobilization timeframe of early 2021.

The Company will be responsible for inspecting all roofs, assessing their lifecycles, and developing an overall management plan. A third-party Company can offer a breadth of specialized resources focused on extending the lifecycle of roofs by maintaining new roofs as well as identifying the most optimal approach to repair the balance of roofs not currently included in the SMART program.

**THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA  
OFFICE OF CAPITAL PROGRAMS**

**FRANK GIRARDI  
EXECUTIVE DIRECTOR, CAPITAL PROGRAMS**

Furthermore, this Company can be instrumental in helping the District to establish an in-house roofing department as part of the company's eventual exit strategy, should the District so desire.

Additional details will be provided to the Board as these and other options are evaluated and resulting recommendations further defined. Based on direction from the Board, staff will begin the process of hiring the Company.

#### **4. INCREASING CONTRACTOR AVAILABILITY AND CAPACITY**

**Questions:**

- *What is being done to increase the pool of qualified roofers – Contractors, Labor/crews and Manufacturers?*
- *What is being done to train/mentor our inexperienced roofers and SMWBE firms to be more successful?*

**Response:**

Over the past two years, there have been collaborative efforts between the OCP, BD, PMOR, Procurement and District Leadership to have candid conversations, meetings, and workshops with contractor and roofing community. The goal was to better understand any perceived obstacles in doing business with the District and to solicit candid feedback about how those obstacles might be overcome.

Most importantly, we have endeavored to identify and implement strategies that will help complete this program efficiently.

Efforts to increase the pool of qualified contractors:

*Proactive Outreach:* Working in concert with PWS and EDDC, we have increased efforts to reach and encourage contractors, both large and SMWBE firms, to bid on projects. Since our last workshop in February 2020, about six new contractors have successfully been awarded contracts. Additionally, existing firms have increased the number of crews available to perform current projects.

*Leveraging Continuing Services Contracts:* While the CSMP contracts are an existing avenue, according to State Statute they can only be applied to roofing projects valued under \$2 million, which represents a minority of SMART Program roofing projects.

**THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA  
OFFICE OF CAPITAL PROGRAMS**

**FRANK GIRARDI  
EXECUTIVE DIRECTOR, CAPITAL PROGRAMS**

However, as of July 1<sup>st</sup>, State Statute now allows for a \$2-to-4 million category for continuing services contracts. We hope to leverage this new development and are actively working with Procurement & Warehousing Services (PWS) to establish a pool of contractors that fall within this category.

Additional Manufacturers: The SMART Team continues to support efforts to expand the pool of manufacturers that have obtained NOA's. As such we have encouraged additional manufacturers to begin the testing process required to receive an NOA.

Some progress in this regard has been made already, with the manufacturer Johns Manville having just completed testing and soon to become an additional option once their NOA is officially approved. A third manufacturer is also preparing for testing and approval.

Coaching and Support: The PMOR has hired a dedicated staff resource whose sole focus is to support contractors as they navigate the sub-permit process and other roofing related matters, especially those contractors new to the District and SMWBE firms. We also continue to conduct Roofing Reality Checks and working one on one with contractors that need guidance. A marked improvement in the success rate and timeframe to complete the sub-permit process has already been achieved.

Training & Development: As evidenced by recent challenges facing contractors new to the District, roofing construction on K-12 building is arguably more complex than other structures. So, a more robust roofing training program is being developed to arm contractors with a better understanding of how to successfully build roofs at the District. This program will also be tailored to address unique challenges often faced by SMWBE firms.

## **5. ENHANCING BID RESULTS**

### **Questions:**

- *Should the District pre-qualify roofers based on performance and skill?*
- *Should bidders be required to conduct a site visit prior to submitting a bid?*

**THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA  
OFFICE OF CAPITAL PROGRAMS**

**FRANK GIRARDI  
EXECUTIVE DIRECTOR, CAPITAL PROGRAMS**

**Response:**

In order to improve bid results and expand the range of options available to the District, a two-part prequalification process has been introduced, focusing on the specific skill level and experience of roofing contractors rather than the company's financial capacity.

First, applications will be modified to address qualifications specific to roofing work. Additionally, trade specialists will be tested to exhibit their ability to execute several skillsets and achieve results within BCPS design specifications. The Office of Capital Programs is currently working with Procurement to develop a test site on the PMO campus, which will include a mock structure that makes use of common project conditions to gauge likelihood of success prior to the hiring process.

To set realistic expectations for the scope and scale of work involved, language requiring contractors to visit the site prior to bid submittal has been added to our contracts. The penalty in this regard will be "non-responsive" for non-compliance.

## **6. DEDICATING SUFFICIENT ROOFING RESOURCES**

**Questions:**

- *Are there benefits of having more than one inspector? (BUILDING DEPARTMENT)*
- *Provide more information about the team and resources committed to the roofing program? (PMOR)*

**Response:**

There are many benefits of having more than one (1) roofing inspector, and currently the Building Department has two (2) roofing inspector/plan examiners on staff and utilizes the Building Code Supplemental Services Contract adding two (2) additional roofing inspectors/plan examiners that are all certified and licensed as Standard Roofing Inspectors.

Much like the difficulty presented by roofing contractor capacity, plan review and inspection of roofing scope requires experienced, qualified and licensed individuals. Additional staff alone will not add capacity unless a plan and schedule are developed and maintained in reference to the remaining roofing scope of work.

**THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA  
OFFICE OF CAPITAL PROGRAMS**

**FRANK GIRARDI  
EXECUTIVE DIRECTOR, CAPITAL PROGRAMS**

The Building Department would welcome additional reinforcements in this regard. However, constant efforts to locate competent individuals to fill such a role have yielded no results. The process of hiring an ideally qualified individual would in fact require creating a new position to be incorporated into the District Org Chart, a process known to take up to 6-8 months to complete. Despite these potential obstacles, our team remains willing to explore this and any other reasonable option with support from the Board.

From the PMOR perspective, we are committed to supporting a more efficient sub-permit review process by tracking and following up with contractors to ensure Building Department comments are addressed appropriately and in a timely manner. A dedicated staff resource has already been hired as of April 2020 by the PMOR in order to focus on providing support to contractors for roofing related matters.

## **7. CONTRACTOR PAYMENTS**

### **Questions:**

- *Have the issues with timely payments been resolved?*
- *What is the payment process?*
- *How do we ensure vendors understand the process?*

### **Response:**

Concerns regarding timely payments were brought to our attention during recent conversations held with the SMART Program's contractor community regarding delays in the invoicing process.

Office of Capital Programs, Heery, Atkins, and Capital Budget staff have met regularly to identify, review, and prioritize the delayed invoices as well as identifying some key factors in improving the process, such as:

#### INVOICE LINE ITEM CONSISTENCY

Lack of consistency in invoice formatting and line item descriptions creating a time-consuming and ineffective review process. With a new Schedule of Values (SOV) now in place to avoid those inconsistencies, the amount of effort spent in review has been minimized.

**THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA  
OFFICE OF CAPITAL PROGRAMS**

**FRANK GIRARDI  
EXECUTIVE DIRECTOR, CAPITAL PROGRAMS**

E-BUILDER WORKFLOW TRAINING

The use of E-Builder for payment processing has met with a longer-than-expected period of initiation as staff was required to learn the new process. Training is being amplified to gain comfort with the workflow, with its utilization refocused toward the intended purpose and benefits.

PAY APPLICATION CHECKLIST

The Contractor Pay Application Checklist that must be completed by the contractor prior to submission to the design firm was intended to ensure that hired firms met the standards and expectation outlined in their contracts but has often become a roadblock to payment processing. To improve its usage and avoid continued frustration, all relevant parties have been trained in its proper usage, and the process itself has been adjusted to address warranted concerns.

As of now, improvement efforts have focused largely on these factors, as well as additional enhancements to the various processes involved. Much progress has already been made, and the outstanding payments previously awaiting fulfillment have been resolved.

Additionally, since we are currently dealing with the closure of locations during the Coronavirus protocols, we have implemented a process that allows invoice review, approvals, and payment processing to be effectively managed by staff remotely.