



Midpeninsula Regional
Open Space District

R-16-135
Meeting 16-26
October 26, 2016

STUDY SESSION AGENDA ITEM 1

AGENDA ITEM

Project Delivery Process Overview

GENERAL MANAGER'S RECOMMENDATION

No required action.

SUMMARY

An informational presentation will provide the Board of Directors with an overview of the Midpeninsula Regional Open Space District's (District) Project Delivery Process (PDP) that was developed in 2015 and internally adopted on January 2016.

DISCUSSION

In August, 2014, the Board of Directors (Board) approved a contract with Management Partners to kick-off the Financial and Operational Sustainability Model (FOSM) Study, in part, to evaluate District workflow processes and identify options to accelerate the completion of high priority projects. A careful review of the District's project delivery process was particularly important given the following:

1. The 2012 Board-approved Strategic Plan, which recalibrated the District by balancing implementation of the three-part mission (to preserve open space, restore natural resources, and provide for ecologically-sensitive public access), generated a sense of urgency and greater pressure to deliver more resource management and public access projects.
2. The 2014 Board-approved Vision Plan significantly increased the District's visibility and generated a high level of public participation and vested interest in District projects.
3. Voter approval of Measure AA, the \$300 Million General Obligation Bond Measure, resulted in an executed "contract" between the public and District whereby the District is now committed to carrying out the 25 Top Tier Vision Plan Portfolios within 30 years.

The FOSM noted that the old project delivery model, which the District had been implementing for over 40 years, was until recently appropriate given that the agency had been functioning as a small-scale organization whose primary focus was land acquisition. However, this model could no longer serve the District well moving forward. In particular, the FOSM identified the following concerns that raised serious doubt about the District's ability to successfully ramp up and manage the added Measure-AA funded project workload:

1. Lack of an established, uniform, and shared project delivery approach that is common among all District project managers that allows for a well-articulated and standardized path for project delivery from inception to completion.
2. Project delivery teams that were organized on an ad-hoc basis.
3. Projects managed using a “cradle to grave” approach where the same project manager developed the preliminary project scope and design, and also followed through with construction management.

To address the issue, the FOSM recommended that a new, District-wide and standardized project delivery approach be developed that increases staff efficiencies and leverages staff abilities by assembling project teams and dividing the workload in accordance to staff skill and expertise:

FOSM Recommendation 3

Convene internal stakeholders to develop a refined, **comprehensive project delivery approach** that ensures proper oversight, clarity of roles, prioritization, predictability, and follow-through. Such an approach should move away from a generalist model with a single project manager carrying the project through to completion to a team-based, specialist model that enables multiple technical experts to move the project forward.

In response, the District embarked on a six-month effort starting in June of 2015 to develop a new Project Delivery Process (PDP). This work included three full day workshops with over 15 key staff from seven departments who lead and/or support District projects. Together, the group developed the PDP, and transcribed the process into a detailed PDP Flow Chart (Attachment 1) and accompanying Team Ownership and Roles Table (Attachment 2). Project Team, Department Manager, and Executive Team Roles and Commitments were defined to clarify roles, responsibilities, expectations, and accountabilities. Moreover, basic project management tools, including templates for Project Team Meeting Agendas and Minutes, Project Planning, and Project Closeouts were also created. The process and support tools were adopted in January, 2016 and two trainings were held later that same year for other District project managers who were not formally involved in the development of the PDP.

A New, Comprehensive Project Delivery Process (PDP)

The District’s new PDP requires staff to delineate project scope, cost, schedule, staffing, staff capacity, risk factors, goals and objectives, third party agreements, regulatory issues, public input, and project leads through the life of the project, along with the appropriate project lead hand-off points. Critical to this approach is the fact that the project lead changes over the life of the project, depending on what skills and expertise are most needed at each project phase. As a result, the PDP ensures that the necessary resources to move projects forward are assessed and set aside, that risks are anticipated early and addressed, and that schedules and budgets reflect careful project planning.

The PDP requires that a project team be formed at the start of each new project, with designated leads to carry specific phases of the project through to completion. Each project lead transfers responsibility for project management at the completion of their phase of implementation (i.e., from a lead in project planning to a lead in engineering and construction). Each project team member remains involved through to the end. This approach ensures that all key departments remain actively involved in project execution while one department holds “ownership” during a

specific period of time, thereby ensuring that institutional and technical subject matter knowledge is retained and accessible throughout the life of each project. In this way, the entire team has a stake in the success of the project.

The new PDP approach provides multiple benefits, as it:

1. **Retains a high degree of organizational collaboration.** The comprehensive review of projects from start to finish requires that representatives from all departments that need to be involved are at the table in the initial planning phase. Project leads and project team members are clearly identified along with their respective roles and responsibilities early in the project's life cycle.
2. **Promotes clear and continuous communications throughout the project's life cycle.** The comprehensive approach allows for proper "hand-off" of a project from one lead to another lead, with clear communication of roles and responsibilities to facilitate effective and efficient decision-making. Communications horizontally as well as vertically within the organization are needed to ensure successful delivery of each project.
3. **Improves quality and quantity of information exchanged.** The PDP improves the quality and quantity of information exchanged throughout the organization on any given project. This allows team members to anticipate and incorporate their project responsibilities in individual work plans. More importantly, establishing a shared understanding of the project, team members, timing, and roles and responsibilities reduces reprioritization of work, improves the focus on project management, and ensures alignment amongst all project team members.
4. **Mobilizes problem-solving and trouble-shooting resources.** The comprehensive approach to project delivery assembles a cadre of problem-solving and trouble-shooting resources led by a technical expert that has the greatest experience and knowledge during each phase of work to facilitate problem-solving. Delivering projects comes with anticipated and unanticipated issues. This approach provides adaptive and responsive resources to problem solving related to scope, budget, and scheduling, and quickly puts projects back on course. Designing project solutions also has the benefit of potentially leveraging lessons learned from concurrent and past work.
5. **Ensures priority setting is held by the Board, key project implementation decisions are held at the Executive level, and day-to-day project management decisions are held with the Project Team.** The Board of Directors at their annual January Strategic Plan retreat set the overarching District-wide goals and objectives for the upcoming fiscal year. A month later in February, at the Priority Setting retreat, the Board of Directors confirm the specific project priorities that will further the updated Strategic Plan goals for inclusion into the upcoming annual Action Plan. The Executive Team (General Manager, Assistant General Managers, and Chief Financial Officer) then work with the Department Manager to confirm the project scope, schedule, budget, and staffing allocations. Once these are reviewed and approved, and the project is initiated, the Project Team takes ownership of the day-to-day project management decisions, thereby empowering the team to move the project forward. Throughout the life of the project, the Project Team keeps the various Department Managers and Executive Team informed of project progress, status, and potential risks to allow for quick response of potential issues. This model ensures that the priorities are set by the policy makers, the project framework is set by the Executive Team, and day-to-day problem solving is handled by the Project Teams. Any issues affecting the approved project framework go back to the Executive Team for clarity or additional

direction. Likewise, any issues that affect the established priorities go back to the full Board for potential reconsideration.

The purpose of the October 26, 2016 Study Session is to provide the full Board of Directors with an overview of the District's new PDP. As part of the overview, several current projects will be discussed to illustrate how the PDP is working, and to reveal early lessons learned during this first year of adoption.

FISCAL IMPACT

None.

BOARD COMMITTEE REVIEW

This item was not previously reviewed by a Board Committee.

PUBLIC NOTICE

Notices were posted as required by the Brown Act.

CEQA COMPLIANCE

This item is not a project subject to the California Environmental Quality Act.

NEXT STEPS

Staff will continue to implement the Project Delivery Process and will periodically evaluate and consider potential adjustments to further improve and streamline the process.

Attachments

1. Project Delivery Process Flow Chart
2. Team Ownership and Roles

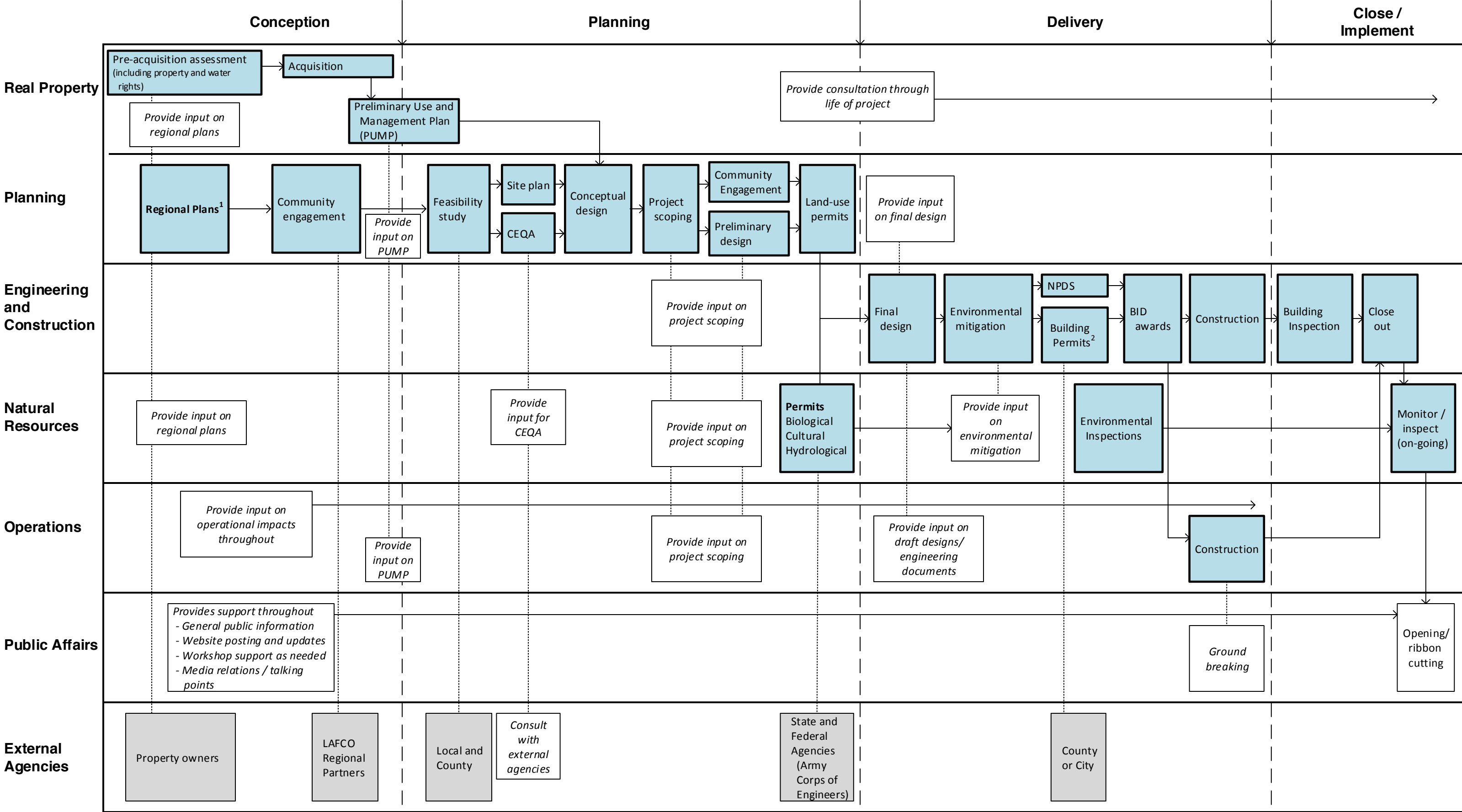
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Attachment 1. Project Delivery Process Flow Chart



¹ Vision Plan / Regional plans are used to inform acquisition strategy and may include master plans and preserve plans

² Initiation of Grading Permit may be sooner in the planning phase, depending on the project

* Blue boxes indicate primary role and white boxes indicate supporting role

** Reflects team roles only. Board decision points not shown.

Pre-conception activities: Team formation, inter-departmental scoping, GIS input and analysis
Post-closeout activities: Team debrief discussion, complete lessons learned template, celebrate success, information on completed facilities provided to GIS

Attachment 2

Team Ownership and Roles

Project Delivery Process

Real Property, Planning, Engineering and
Construction, Land and Facilities, Natural Resources,
Public Affairs

Departments	Primary Roles	Secondary Roles
Real Property	<ol style="list-style-type: none"> 1. <i>Land and Easement Purchase</i> 2. <i>Develop Preliminary Use and Management Plans (PUMPs)</i> 	<ol style="list-style-type: none"> 1. Provide input on regional plans 2. Consult as needed through life of project
Planning	<ol style="list-style-type: none"> 1. <i>Regional Planning</i> 2. <i>Community Engagement</i> 3. <i>Site Plan Feasibility Study</i> 4. <i>Project Scoping</i> 5. <i>Preliminary Design</i> 6. <i>CEQA</i> 7. <i>Land Use Permits</i> 	<ol style="list-style-type: none"> 1. Provide input on PUMPs 2. Provide input on final design
Engineering and Construction	<ol style="list-style-type: none"> 1. <i>Final Design</i> 2. <i>CEQA Mitigation implementation</i> 3. <i>Building Permits</i> 4. <i>BID Award</i> 5. <i>Construction</i> 6. <i>Building Inspection</i> 7. <i>Close Out</i> 	<ol style="list-style-type: none"> 1. Provide input on regional plans 1. Provide input on PUMPs 2. Provide input on constructability during project scoping and preliminary design
Natural Resources	<ol style="list-style-type: none"> 1. <i>Environmental Permits (including biological, cultural and hydrological)</i> 2. <i>Environmental Surveys/Inspections</i> 3. <i>Environmental Monitoring on an on-going Basis</i> 	<ol style="list-style-type: none"> 1. Provide input on regional plans 2. Provide input on PUMPs 3. Provide input on CEQA 4. Consult with departments on land disturbance
Land and Facilities Services	<ol style="list-style-type: none"> 1. <i>In-house Crew Construction</i> 2. <i>Programming related to District facilities, including tenant structures and facilities</i> 	<ol style="list-style-type: none"> 1. Provide input on regional plans 2. Provide input on operational impacts 3. Provide input on PUMPs 4. Opening/Ribbon cutting
Public Affairs	<ol style="list-style-type: none"> 1. <i>Public information support (website, workshops, media relations, talking points, outreach)</i> 2. <i>Ribbon cutting events</i> 	