



**PUBLIC UTILITIES
REVENUE BOND OVERSIGHT COMMITTEE
CONTRACTING WORKING GROUP
CITY AND COUNTY OF SAN FRANCISCO
AGENDA**

**Public Utilities Commission Building, 5th Floor Conference Room
1155 Market Street (between 7th & 8th Streets)
San Francisco, CA 94103**

Monday, May 14, 2012 - 9:30 AM

Special Meeting

If a quorum of the Public Utilities Revenue Bond Oversight Committee (RBOC) members is present, the chair will hold a Special Meeting of the RBOC to discuss items on this Contracting Working Group Agenda.

1. Call to Order and Roll Call

John Ummel, Chair
Kevin Cheng
Holly Kaufman

2. Public Comment: Members of the public may address the Revenue Bond Oversight Committee Contracting Working Group on matters that are within the RBOC's jurisdiction, but not on today's agenda. (No Action)

3. Comments by the Chair. (Discussion)

4. Possible Audit Activities for Calendar Year 2012. (Discussion and Action)

Issue/Action: At its meeting on April 6, 2012, the Contract Working Group was provided a list of prior tasks completed by RBOC as well as a listing of potential new tasks that could be undertaken in CY12 or later. That list has been refined (see attached) for discussion by the Working Group. Tasks discussed and hopefully recommended at today's meeting, would be presented to the full RBOC on May 21, 2012, for consideration and approval. (attachment)

5. **Draft Scope of Work for Estimate-at-Completion and Schedule-at-Completion (EAC/SAC) Review** (Discussion and Action)

Issue/Action: In light of recent recommendations made by both Dr. William Ibbs and the Independent Review Panel, RBOC requested at its meeting of April 16, 2012, that the RBOC Chair make a request to the SFPUC (Julie Labonte) that the SFPUC consider conducting an estimate-at-completion and schedule-at-completion (EAC/SAC) analysis that would be reviewed by RBOC's consultant (TBD). In addition, to expedite this task, the Chair requested that a draft scope of work for RBOC's consultant (TBD) be reviewed by the Contract Working Group. See attached draft. The Working Group will review and comment on the draft with the intent to bring the scope, amended by the Working Group if needed, before the full RBOC meeting on May 21, 2012, for consideration and approval. The Working Group would also value any input to the scope by SFPUC staff.
(attachment)

6. **Approval of RBOC Contracting Working Group Minutes of April 6, 2012.** (Discussion and Action) (attachment)

7. **Future Agenda Items/Meeting Dates.** (Discussion and Action)

8. **Adjournment**
Next regularly scheduled meeting: To-Be-Determined

Agenda Item Information

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CY12 Tasks (Audits) To Be Considered by RBOC

FOR DISCUSSION PURPOSES

Prepared for RBOC's Contract Working Group

May 10, 2012

Introduction: At its meeting on April 6, the Contract Working Group was provided a list of prior tasks completed by RBOC as well as a listing of potential new tasks that could be undertaken in CY12 or later. That list has been refined (below) for discussion by the Working Group. As envisioned, tasks discussed and hopefully recommended at today's meeting, would be presented for consideration to the full RBOC on May 21. If certain tasks or audits are approved by RBOC, the Contract Working Group would then develop a scope of work for each task and work with the Controller's office to advertise an RFP among the qualified pool of consultants including CSA (City Services Auditor). *Note: the task involving a review of estimate-at-completion (EAC) and schedule-at-completion (SAC) is proceeding on a parallel track.*

Timeline: If RBOC approves a set of tasks for CY12 at its May 21 meeting and gives authority to the Working Group to establish individual scopes of work (without subsequent approval by the full RBOC) and entertain RFPs, the *soonest* RBOC could consider awarding a contract is July. However, the July timeline assumes a near perfect process and ignores summer vacation impacts. August is more likely with a NTP (Notice to Proceed) of September 1. If the Working Group is not given the authority to establish scopes of work, i.e., must submit the scopes of work to RBOC for approval, then it would likely take another month; contracts would be approved by RBOC in September with a NTP of October 1.*

**Note: calling for a special meeting of the RBOC may be necessary in order that contracts can be awarded and work completed by the end of the calendar year. The timeline can be relaxed, however, if RBOC is unconcerned about these tasks being completed by December 31, 2012.*

Tasks (Audits) For CY 12 include but are not limited to (in no particular order):

1. Audit project expenditures and appropriations

Task: Audit a representative sample of projects (3); determine whether WSIP and/or Waste Water or Hetchy project expenditures are in keeping with intended use, bond resolution, and Commission action.

2. Reconnaissance review of most challenging projects

Task: Examine one or two most challenging projects and identify the successes and failures that the SFPUC encountered in keeping these projects on schedule/on budget. The SFPUC completed such a review early two years ago involving the Alameda Siphon 4 project. However, the most challenging projects are currently in construction now, suggesting RBOC may want to review a second challenging project. This task was recommended by Robert Kuo, former RBOC auditor; also raised by Commissioner Moran, and supported by Julie Labonte as a possible task involving the Independent Peer Review Panel.

3. Perform selected construction audits

Task: Choose one or two projects and perform a construction audit. Unlike task #1, a construction audit is more in-depth. The Controller's office conducted construction audits on Tesla Portal and East-West Transmission projects two years ago and was considering additional audits of this type in the future. If the Controller's office is contemplating such audits, it negates RBOC's involvement.

4. Assess use of alternative delivery methods

Task: Determine the extent to which alternative delivery methods (e.g., design, build and operate) may be used by the SFPUC as well as the factors or forces within the SFPUC that facilitate or hinder their use. WSIP projects were already evaluated by Parsons for alternative delivery methods. (Currently, Tesla Portal is the only ADM project.) As such, RBOC felt that examining ADM would yield no value. However, it was recognized that ADM may be more relevant with the upcoming Waste Water CIP (SSIP). RBOC may want to consider this task as it applies to the Waste Water Enterprise if the SFPUC and its program manager for SSIP do not undertake it.

5. Examine the project close-out process.

Task: Examine procedures and processes used in the close-out of projects (test and start-up, including submissions of as-builts); by SFPUC and contractors as well as record retention. This task was initially identified by former RBOC committee member David Sutter and was an area that WSIP Director Julie Labonte mentioned as one that has not been thoroughly examined.

6. Review the start-up of the Sewer System Improvement Program (SSIP)

Task: Identify key organizational and management aspects that are in-place or contemplated for future success. Identify the SFPUC's plans to transition (de-staff/reassign labor, consultants, or CMIS) out of WSIP to SSIP. (Note: this subject was raised by a previous Independent Review Panel report.) What are the "lessons learned" from WSIP that carryover to SSIP?

7. Revisit the contracting and/or permitting processes to determine lessons learned.

Task: Interview staff and contractors to more fully understand what aspects of the contracting and/or permitting process is working well or not. What are the lessons learned?

In addition to the above, the following recommendations for further follow-up studies were made by the Independent Review Panel (IRP) in latest report, *Independent Review of the WSIP Construction Management Program*, completed in December 2011:

Short Term Task / Audit Recommendations by the IRP

- Perform an audit of the latest earned value analysis or, alternatively, perform a cost and schedule to complete analysis in order to check the forecast of overall WSIP cost and schedule performance. (Note: This is being handled separately by the SFPUC/RBOC.)
- Revise the current Contract Summary reporting to better reflect the actual program schedule change management processes being used.
- Verify that there are system-wide emergency procedures in place.
- Assess the earthquake provisions related to construction ways and means.

Long Term Task / Audit Recommendations by the IRP

- Consider other delivery approaches for future projects. (See #4 above).
- Contract for constructability reviews to be provided by construction contractors, on a consulting fee-for-service basis, for projects prior to the completion of design.
- Apply procedures and lessons learned to future programs such as SSIP (Waste Water). See #6 above.
- Implement a formal Integration Management Plan for future programs.

Task / Audit Recommendations by Dr. William Ibbs

Dr. Ibbs, RBOC's Peer Reviewer, concurred with the IRP's recommendations especially that dealing with a follow-up study of earned value or cost-and-schedule to complete. In addition, in Dr. Ibbs subsequent report dated March 23, 2012, Dr. Ibbs recommended:

- RBOC request that the WSIP management team report periodically on the anticipated final cost and schedule status of the entire program, not just the construction phase.
- RBOC request that the WSIP management team perform an estimate at completion (EAC) and schedule at completion (SAC) for a representative sample of uncompleted projects including the remaining phases of any such projects, not just the construction phase AND, that RBOC retain a consultant to review the EAC/SAC. (Note: This is being handled separately by the SFPUC/RBOC.)
- More clearly summarized reports and graphics on a project's Cost Performance Index (CPI) and Schedule Performance Index (SPI).
- SFPUC management provide more frequent verbal presentations about WSIP's status and the management procedures that the SFPUC and its CM consultant are using.

Draft Scope of Services

RBOC Evaluation of the WSIP Process for Forecasting Cost Estimate at Completion (EAC) and Schedule at Completion (SAC)

Introduction

The RBOC is charged with insuring that the WSIP program is being implemented in a professional and cost effective manner. The SFPUC implements the program, estimates and tracks project costs, and develops and tracks project schedules.

In light of recent recommendations made by both Dr. Ibbs and the Independent Review Panel, RBOC has requested that the SFPUC conduct an EAC/SAC analysis for a representative sample of projects and that this analysis be reviewed by RBOC's consultant (TBD) for purposes of confirming the SFPUC's accuracy/status. As currently envisioned, this analysis and review would be conducted in a collaborative manner.

Objective

The consultant will review the SFPUC's EAC/SAC analysis and provide RBOC with a report as to the thoroughness, accuracy, comprehensiveness, and quality of the SFPUC's cost estimates and schedule forecast at project completion.

The overall goal of this work is to address two main issues: 1) Does the EAC/SAC analysis of the representative projects confirm that these projects are on schedule and within the budget currently forecasted by the SFPUC, and 2) Does the EAC/SAC analysis provide a high degree of confidence that overall WSIP program is on schedule/budget, and 3) If not, what issues should be addressed and actions should be taken to set more accurate project/program completion budgets and schedules, that can be relied upon by program stakeholders and the general public?

General Information

1. The SFPUC will make WSIP records and data accessible to the RBOC consultant and permit the consultant to review information used in completing the EAC/SAC analysis. The SFPUC will provide a contact person that will facilitate the RBOC consultant's access to information, key SFPUC staff people, contractors and/or other needed contacts.
2. As part of the proposal process, the consultant is required to review the most current SFPUC WSIP project information, including additional reports, such as the Cost Summary and Document Turnaround reports. The SFPUC will make this information available on-line. RBOC will provide, on-line, the most recent Independent Review Panel and Ibbs reports.
3. The consultant will submit an initial proposal based on the information herein and the pre-proposal document review referenced above, including a timetable for work completion, and a proposed total cost (fee) for completing the work including all aspects of the review and analysis, and the cost for staff, incidentals,

and deliverables. The final consultant fee will be negotiated to a not-to-exceed amount.

4. After selection, the consultant will have a 10 working day period to talk with SFPUC staff and representatives of RBOC and review any additional relevant documents and processes to better understand the breadth and specifics of available data that can be used to inform the consultant, the organizational alignment, and the SFPUC's various processes and policies. Based on any new information, the consultant's scope of work and fee for conducting the review and providing the report to RBOC can be refined.
5. The consultant will then provide a specific proposed timeline and cost for the review process, the evaluation and analysis of all necessary materials and processes, discussions with SFPUC staff and contractors, the evaluation and analysis process for the current SFPUC EAC/SAC procedures, submittal of the final report, and oral presentation to the RBOC. The consultant is expected to meet with the SFPUC staff as often as necessary to access information, clarify issues and thoroughly and accurately report on the status of the representative projects.
6. So that the impact on WSIP staff is minimized, the actual EAC/SAC review process will be mutually agreed upon by the SFPUC and RBOC's consultant. (For example, it may be advantageous for RBOC's consultant to work collaboratively with the person(s) conducting the analysis *as it is being prepared* as opposed to waiting for a completed analysis.)
7. The consultant shall be responsible directly to the RBOC, and _____ (name) _____ will represent the RBOC and be the consultant's contact for general guidance or questions.
8. The consultant will provide the SFPUC with a *draft* report of his/her findings for review and comment prior to a final report being submitted to RBOC.
9. The Consultant must submit his/her final report to RBOC by _____.

Projects to be Evaluated

The consultant will review the EAC/SAC for the following 7 projects.

1. New Irvington Tunnel-----\$320M
2. Calaveras Dam Replacement-----\$420M
3. HTWTP Long Term Improvements-----\$276M
4. SVWTP Expansion-----\$130M
5. BDPL Reliability Upgrade Tunnel----\$307M
6. Crystal Springs/San Andreas Transmission Upgrade-----\$165M
7. BDPL Reliability Upgrade Pipeline-----\$220M

EAC/SAC Review Requirements

The details of the review will include but not be limited to the items listed below. The consultant will review the SFPUC's EAC/SAC analysis for each project in sufficient detail to thoroughly understand if project costs and schedule assumptions, inclusions, projections, and contingencies are reasonable, and if the project can be delivered as indicated in the current WSIP forecast at completion. The review process is as follows:

1. The consultant will follow the SFPUC's EAC/SAC process from beginning to end for each project and assess its current EAC/SAC thoroughness and accuracy.
2. Review of the SFPUC cost estimating and cost forecasting methodology, assumptions, accuracy, and processes used to determine forecast final project cost at completion.
3. Review the SFPUC's schedule projection and forecasting methodology, assumptions, accuracy, and processes used to determine schedule at completion forecasts.
4. Spot check key approved change orders (CO's) to insure they were approved in accordance with SFPUC policies and are essential to successful completion of the project.
5. Spot check pending and potential CO's for both cost and time to insure that projections are realistic, thorough, all inclusive, and that assumptions for cost and schedule at completion are sound and within industry norms.
6. Review project trend projections for both cost and time to insure that projections are realistic, thorough, all inclusive, and that assumptions for cost and schedule at completion are sound and within industry norms.
7. Confirm that all approved, pending, and potential CO's and trends are included in the SFPUC's project cost and time completion forecasts.
8. Review the project risk registers to determine if all reasonable risks are accounted for. Also, make an assessment as to whether high probability risks should be included in the trends cost and schedule projections at completion. Report on the rationale and analysis used to develop your opinion.
9. Review all project contingencies, both construction and non-construction, to determine if there will be sufficient contingencies to cover all costs for the projects at completion. Using the analysis of the 7 projects as a base, provide an opinion and the backup rationale and data to extrapolate this information and determine if the entire WSIP program can be completed within the current contingency funding, including the Program Management Reserve Fund.
10. The consultant will interview the prime contractor for each project to gain the contractors perspective on the current and projected status of the work and current and future cost and schedule challenges to insure that all reasonable cost and schedule issues are addressed in the SFPUC's EAC/SAC forecasts.
11. The consultant will present a full and comprehensive written report to the RBOC giving the details and analysis leading to the consultant's findings and recommendations.
12. The consultant findings will be specific as to actions that should be taken to revise the SFPUC's current EAC/SAC process to more accurately reflect EAC/SAC.

Consultant Qualifications and Requirements

The successful RFP submittal shall demonstrate that the consultant/firm has the appropriate professional and technical background as well as access to adequate resources to fulfill the stated scope of services.

Desirable experience, knowledge and skills include, but are not limited to, expert knowledge about the following:

- a. Large water system planning, design and construction projects and programs.
- b. Budgeting, cost control, cost estimating, scheduling, and construction management processes for very large public projects.
- c. Utility governance and financing.
- d. Environmental processes and their impacts on project delivery.
- e. Stakeholder relations.
- f. Feasibility analysis and analysis for construction projects and programs.
- g. Public project delivery organizational alignments and responsibilities.

The consultant's proposal will include all necessary expertise and personnel required to successfully complete the scope of services.

Deliverables

The consultant will provide the SFPUC with a *draft* report of his/her findings for review and comment prior to a final report being submitted to RBOC. The SFPUC will have two weeks to respond in writing. The consultant's final report will be provided to RBOC within two weeks of having received the SFPUC's written response. The final report will be provided both electronically and in hard copy including all key backup information used to substantiate the consultant's findings/recommendations. The consultant will give an oral presentation to the RBOC following submission of the final report. The consultant will provide two progress reports (orally) to the RBOC Board or its sub-committee.

From: Kevin Cheng

Sent: Friday, April 27, 2012 10:07 AM

To: Mike Brown; jlabonte@sfgwater.org

Hi Julie:

At our last RBOC meeting, the committee discussed the findings and recommendations of the Ibbs' March 23 Report. Recommendation 2a states the following:

“RBOC should ask the SFPUC to perform an estimate-at-completion and schedule-at-completion (EAC/SAC) review for a representative sample of uncompleted projects. This EAC/SAC should include all remaining phases of any such projects, not just the construction phase.”

IRP Report made a similar recommendation.

RBOC directed me to request that the SFPUC consider conducting this analysis. No timeframe for completion was mentioned but it is our understanding from Estabio Elarosa that the SFPUC currently conducts this type of analysis.

The Ibbs' report also made this recommendation:

“RBOC should retain its own independent consultant to review that EAC/SAC review to help explain technical details to RBOC and to ensure reliability.”

Provided there are no objections or limitations on the part of the SFPUC regarding the preparation of this analysis, there are two approaches to seeing this task through to completion. The first approach would have the SFPUC completing the EAC/SAC and then submitting it to RBOC's consultant for examination. A second approach envisions the SFPUC and RBOC's independent consultant working collaboratively *during* report generation. We think the latter approach is more appropriate, less time consuming overall, and would eliminate “dueling” work products.

The RBOC sub-committee intends to discuss this on May 10 at 9:30am. I have asked the chair of the sub-committee, John Ummel, to have this on the agenda and come prepared to discuss the role RBOC's consultant would play in such a review. It would be good if you or your designee could come to this meeting so we can hear your suggestions on how best this task can be completed while limiting the impact on the WSIP staff.

Let me know if there are any questions / issues. Thanks!

Kevin W. Cheng



**PUBLIC UTILITIES
REVENUE BOND OVERSIGHT COMMITTEE
CONTRACTING WORKING GROUP
CITY AND COUNTY OF SAN FRANCISCO
MINUTES DRAFT**

**Public Utilities Commission Building, 11th Floor Conference Room B
1155 Market Street (between 7th & 8th Streets)
San Francisco, CA 94103**

April 6, 2012 - 9:00 AM

Special Meeting

1. **Call to Order and Roll Call (9:20 a.m. – 9:20 a.m.)**

The meeting was called to order at 9:20 a.m.

Present: Kevin Cheng and John Ummel.

2. **Public Comment. (9:20 a.m. – 9:20 a.m.)**

Public Comment. None.

3. **Comments by the Chair. (9:20 a.m. to 9:21 a.m)**

Chair Ummel not have any comments to present.

4. **Controller's Pool of Consultants (Construction Management and Financial/Audit)
(9:21 a.m. – 9:29 a.m.)**

Chair Ummel provided an overview on the Controller's Pool of Consultant.

Mike Brown and Estabio Elarosa (SFPUC); provided information and responded to questions raised throughout the discussion.

The Working Group requested that the information concerning the Controller's pool of consultants be forwarded to the RBOC for further review as a possible option.

Public Comment: None.

5. **RBOC's Use of an Expediter to Help Form RBOC's Own Consultant Pool.**
(9:29 a.m. – 9:45 a.m.)

Chair Ummel provided an overview as to the various option, requirements and needs for the use of an "Expediter" to establish a RBOC Consultant Pool. The Working Group will conduct further research as to the possible solutions and present their findings to the RBOC.

Research as to additional potential expeditors and costs.
Support for SFPUC in the request for proposal process.

Mike Brown (SFPUC); provided information and responded to questions raised throughout the discussion.

Public Comment: None.

6. **Review of Dr. William Ibbs' Final Report to the RBOC Regarding the SFPUC's Construction Management Report/Systems.** (9:45 a.m. – 10:05 a.m.)

The Working Group discussed the conclusion of Dr. Ibbs. Member Cheng requested that the other members of the RBOC be given a chance to review and respond to the report at the next RBOC.

The Working Group unanimously declared that Ibbs' Consulting had fulfilled their contract obligations and that the contract had concluded.

The Working Group requested that this item be referred to the RBOC for their review and comments.

Mike Brown and Estabio Elarosa (SFPUC); provided information and responded to questions raised throughout the discussion.

Public Comment: None.

7. **Suggested Audit Activities for Calendar Year 2012.** (10:06 a.m. -).

From the discussions the following possible activities were suggested:

- Updating and reconstituting the Independent Review Panel for the RBOC's use.
- Revising the goals of the RBOC

Mike Brown and Estabio Elarosa (SFPUC); provided information and responded to questions raised throughout the discussion.

Public Comment: None

8. **Approval of RBOC Contracting Working Group Minutes of December 7, 2011.**
(10:06 a.m. -)

Member Cheng, seconded by Member Ummel, moved to approved the RBOC contracting Working Group Minutes of December 7, 2012.

9. **Future Agenda Items/Meeting Dates.** (10:06 a.m. -)

The Working Group suggest the following items be scheduled on the next RBOC meeting.

Controller's Pool review
Ibbs' Consulting report
Updated of the RBOC fund balance
Members to the RBOC and the Working Group
Various SFPUC reports

10. **Adjournment** 10:43 a.m.)

The meeting adjourned at 10:43 a.m.

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