

# PUBLIC UTILITIES REVENUE BOND OVERSIGHT COMMITTEE CITY AND COUNTY OF SAN FRANCISCO

Public Utilities Commission Building 525 Golden Gate Ave., 2<sup>nd</sup> Floor Yosemite Conference Room San Francisco, CA 94102

**MINUTES** 

March 9, 2015 - 9:00 AM

#### **Regular Meeting**

#### 1. Call to Order and Roll Call

Seat 1 Holly Kaufman

Seat 2 Kevin Cheng, Chair (Holdover status)

Seat 3 Vacant

Seat 4 Marina Pelosi

Seat 5 Eric Sandler

Seat 6 Christina Tang

Seat 7 Joshua Low

The meeting was called to order at 9:19 a.m. On the call of the roll, Member Sandler was noted absent; all other members were noted present. There was a quorum.

#### 2. Agenda Changes

There were no changes.

3. **Public Comment:** Members of the public may address the Revenue Bond Oversight Committee (RBOC) on matters that are within the RBOC's jurisdiction but are not on today's agenda.

Dan Wade, Water System Improvement Project Program Director (SFPUC); responded to comments received via email from Steve Lawrence, dated February 10-13, 2015.

Public Comment: Speakers: None.

#### 4. Approval of RBOC February 9, 2015, Minutes

Public Comment: Speakers: None.

Member Tang, seconded by Member Kaufman, moved to APPROVE the February 9, 2015, RBOC Regular Meeting Minutes. The motion passed by the following vote:

Ayes: 5 - Cheng, Kaufman, Low, Pelosi, Tang Absent: 1 - Sandler

5. Bay Area Water Supply and Conservation Agency (BAWSCA) Requests for Information: Comments 1 through 5

Dan Wade, Water System Improvement Program Director (SFPUC); summarized BAWSCA comments 1-5, provided the SFPUC staff response, and further answered questions raised throughout the hearing.

Committee members discussed and thanked SFPUC staff for the response and further requested SFPUC staff to respond to comments 6 through 10 at the May 11, 2015, RBOC meeting. Dan Wade, Water System Improvement Program Director (SFPUC) agreed to review the comments and provide a response at the May 11, 2015, meeting.

Public Comment: Speakers: None.

6. Draft Report, Contract CS-363, "Construction Management Services – RBOC Evaluation of Lessons Learned, Water System Improvement Program."

Chair Cheng informed the committee that finalization of the report should occur following responses to BAWSCA comments at the May 11, 2015, RBOC meeting.

Public Comment: Speakers: None.

By unanimous consent, the committee moved that the item be CONTINUED to the May 11, 2015, meeting. The motion passed by the following vote:

Ayes: 5 - Cheng, Kaufman, Low, Pelosi, Tang Absent: 1 - Sandler

7. **San Francisco Public Utilities Commission (SFPUC) Staff Report:** Water System Improvement Program (WSIP) Update

Dan Wade, Water System Improvement Program Director (SFPUC); presented an update of the WSIP and responded to questions raised throughout the hearing.

Mike Brown; and Dan Wade, Water System Improvement Program Director (SFPUC); provided information and responded to questions raised throughout the hearing.

Public Comment: Speakers: None.

#### 8. Whistleblower Benchmarking

Mark Blake, Deputy City Attorney; provided a brief overview of whistleblower programs, and RBOC jurisdiction, background and discussions that necessitated the hearing. Tonia Lediju, Audit Director, and Steve Flaherty (Controller's Office); presented

information on the Controller's Whistleblower Program and responded to questions raised throughout the hearing. Dan Wade, Water System Improvement Program Director, and Mike Brown (SFPUC); presented information and responded to questions raised throughout the meeting.

Public Comment: Speakers: None.

Member Pelosi was noted absent at 11:07 a.m. and for the remainder of the meeting.

#### 9. Committee Staffing Options

Public Comment: Speakers: None.

By unanimous consent, the committee moved to CONTINUE the discussion to the June 8, 2015, meeting. The motion passed by the following vote:

Ayes: 4 - Cheng, Kaufman, Low, Tang

Absent: 2 - Pelosi, Sandler

#### 10. Committee Sunset Preparations

Public Comment: Speakers: None.

By unanimous consent, the committee moved to CONTINUE the discussion to the June 8, 2015, meeting. The motion passed by the following vote:

Ayes: 4 - Cheng, Kaufman, Low, Tang

Absent: 2 - Pelosi, Sandler

#### 11. RBOC Annual Report Transmittal to Mayor and Board of Supervisors

Chair Cheng announced to the committee that the report transmittal shall be delivered in December 2015.

Public Comment: Speakers: None.

By unanimous consent, the committee moved that the item be CONTINUED TO THE CALL OF THE CHAIR. The motion passed by the following vote:

Ayes: 4 - Cheng, Kaufman, Low, Tang

Absent: 2 - Pelosi, Sandler

#### 12. Announcements, Comments, Questions, and Future Agenda Items

The RBOC Forward Calendar (attached) was updated to reflect the following items discussed at committee:

1. RW Block Lessons Learned report (dated December 4, 2015) will be continued to May 11, 2015, meeting.

- 2. BAWSCA Comments and Requests for Information, comments 6 through 10, will be addressed by Dan Wade, WSIP Director (SFPUC) at the May 11, 2015, meeting.
- 3. Bimonthly SFPUC staff update on Water System Improvement Program for May 11, 2015, to include a presentation on managing delivery costs for future projects.
- 4. Committee staffing options discussion item was continued to the June 8, 2015, meeting.
- 5. Committee Sunset discussion item was continued to the June 8, 2015, meeting.
- 6. RBOC Mission and Purpose will be included on the Forward Calendar and next annual report.

#### 13. Adjournment

There being no further business, the meeting adjourned at 11:27 a.m.

N.B. The Minutes of this meeting set forth all actions taken by the Public Utilities Revenue Bond Oversight Committee on the matters stated but not necessarily the chronological sequence in which the matters were taken up.

Approved by the Revenue Bond Oversight Committee on April 13, 2015.

#### **Agenda Item Information**

Each item on the agenda may include: 1) Department or Agency cover letter and/or report; 2) Public correspondence; 3) Other explanatory documents. For more information concerning agendas, minutes, and meeting information, such as these documents, please contact RBOC Committee Clerk, City Hall, 1 Dr. Carlton B. Goodlett Place, Room 244, San Francisco, CA 94102 – (415) 554-5184.

Audio recordings of the meeting of the Revenue Bond Oversight Committee are available at: http://sanfrancisco.granicus.com/ViewPublisher.php?view\_id=97

For information concerning San Francisco Public Utilities Commission please contact by e-mail RBOC@sfgov.org or by calling (415) 554-5184.

#### **Public Comment**

Public Comment will be taken before or during the Committee's consideration of each agenda item. Speakers may address the Committee for up to three minutes on that item. During General Public Comment, members of the public may address the Committee on matters that are within the Committee's jurisdiction and are not on the agenda.

#### **Disability Access**

Revenue Bond Oversight Committee meetings are held at the Public Utilities Commission, 525 Golden Gate Avenue, San Francisco, CA. The hearing rooms at the Public Utilities Commission are wheelchair accessible. To request sign language interpreters, readers, large print agendas or other accommodations, please contact Wilson Ng at (415) 554-5184. Requests made at least 48 hours in advance of the meeting will help to ensure availability.

#### **Language Access**

LANGUAGE INTERPRETERS: Requests must be received at least 48 hours in advance of the meeting to help ensure availability. Contact Peggy Nevin at (415) 554-5184. AVISO EN ESPAÑOL: La solicitud para un traductor debe recibirse antes de mediodía del viernes anterior a la reunion. Llame a Derek Evans (415) 554-7702. PAUNAWA: Ang mga kahilingan ay kailangang matanggap sa loob ng 48 oras bago mag miting upang matiyak na matutugunan ang mga hiling. Mangyaring tumawag kay Joy Lamug sa (415) 554-7712.

翻譯 必須在會議前最少四十八小時提出要求請電 (415)554-7719

#### **Know Your Rights Under the Sunshine Ordinance**

Government's duty is to serve the public, reaching its decisions in full view of the public. Commissions, boards, councils, and other agencies of the City and County exist to conduct the people's business. This ordinance assures that deliberations are conducted before the people and that City operations are open to the people's review.

For more information on your rights under the Sunshine Ordinance (Chapter 67 of the San Francisco Administrative Code) or to report a violation of the ordinance, contact by mail: Sunshine Ordinance Task Force, 1 Dr. Carlton B. Goodlett Place, Room 244, San Francisco, CA 94102; phone at (415)554-7724; fax at (415) 554-7854; or by email at sotf@sfgov.org.

Citizens may obtain a free copy of the Sunshine Ordinance by printing Chapter 37 of the San Francisco Administrative Code on the Internet, at http://www.sfbos.org/sunshine.

#### Cell Phones, Pagers and Similar Sound-Producing Electronic Devices

The ringing of and use of cell phones, pagers and similar sound-producing electronic devices are prohibited at this meeting. Please be advised that the Chair may order the removal from the meeting room of any person(s) responsible for the ringing or use of a cell phone, pager, or other similar sound-producing electronic devices.

#### **Lobbyist Registration and Reporting Requirements**

Individuals and entities that influence or attempt to influence local legislative or administrative action may be required by the San Francisco Lobbyist Ordinance [SF Campaign & Governmental Conduct Code §2.100, et. seq] to register and report lobbying activity. For more information about the Lobbyist Ordinance, please contact the Ethics Commission at: 25 Van Ness Avenue, Suite 220, San Francisco, CA 94102; telephone (415) 581-3100; fax (415) 252-3112; web site www.sfgov.org/ethics.



# PUBLIC UTILITIES REVENUE BOND OVERSIGHT COMMITTEE CITY AND COUNTY OF SAN FRANCISCO

**MINUTES** 

Public Utilities Commission Building 525 Golden Gate Ave., 2<sup>nd</sup> Floor Yosemite Conference Room San Francisco, CA 94102

February 9, 2015 - 9:00 AM

#### **Regular Meeting**

#### 1. Call to Order and Roll Call

Seat 1 Holly Kaufman

Seat 2 Kevin Cheng, Chair (Holdover status)

Seat 3 Vacant

Seat 4 Marina Pelosi

Seat 5 Eric Sandler

Seat 6 Christina Tang

Seat 7 Joshua Low

The meeting was called to order at 9:06 a.m. On the call of the roll, Member Kaufman was noted absent; all other members were noted present. There was a quorum. Member Kaufman was noted present at 9:25 a.m.

#### 2. **Agenda Changes**

Item 9 was called first, followed by Items 6, 7, 8, 4, and 5. Items 10 through 12 were called together.

3. **Public Comment:** Members of the public may address the Revenue Bond Oversight Committee (RBOC) on matters that are within the RBOC's jurisdiction but are not on today's agenda.

Public Comment: Speakers: None.

#### 4. Approval of RBOC January 26, 2014, Minutes

Member Kaufman moved to amend the minutes by changing 'January 26, 2014' to 'January 26, 2015' on the title page, and further moved the item be approved as amended.

Public Comment: Speakers: None.

Member Kaufman, seconded by Member Sandler, moved to APPROVE AS AMENDED the January 26, 2015, RBOC Special Meeting Minutes. The motion passed by the following vote:

Ayes: 6 - Cheng, Kaufman, Low, Pelosi, Sandler, Tang

#### 5. Strategic Planning for RBOC 2015 Follow Up

Members reviewed the discussion of the mission of RBOC, directions for the committee, further development of a preliminary work plan for CY2015, and made suggestions to the notes provided by facilitator Carmen Clark.

Mark Blake, Deputy City Attorney; Mike Brown; and Dan Wade, Water System Improvement Program Director (SFPUC); provided information and responded to questions raised throughout the hearing.

Public Comment: Speakers: None.

## 6. Bay Area Water Supply and Conservation Agency (BAWSCA) Requests for Information

Member Tang summarized the BAWSCA comments and requested responses from staff within the following timeframe: comments 1-2 (February), comments 3-5 (March), comments 6-8 (April), and comments 9-10 (May).

Mike Brown; provided information and answered questions raised throughout the hearing. Dan Wade, Water System Improvement Program Director (SFPUC) agreed to review the comments and provide timely responses.

Public Comment: Speakers: None.

#### Draft Report, Contract CS-363, "Construction Management Services – RBOC Evaluation of Lessons Learned, Water System Improvement Program."

Derek Evans, Assistant Clerk (Board of Supervisors); informed the committee that a previous version of the draft report (dated November 7, 2014) was inadvertently included in the packet and that the latest version (dated December 4, 2014) was distributed to members and would be included with the February 9, 2015, meeting minutes.

Public Comment: Speakers: None.

By unanimous consent, the committee requested that all members and SFPUC staff provide any additional comments before the agenda and packet are prepared for the March 9, 2015, RBOC meeting, and moved that the item be CONTINUED to the March 9, 2015, meeting. The motion passed by the following vote:

Ayes: 6 - Cheng, Kaufman, Low, Pelosi, Sandler, Tang

8. **San Francisco Public Utilities Commission (SFPUC) Staff Report:** Sewer System Improvement Program (SSIP) Update and Contract CS-363 Response

Karen Kubick, Sewer System Improvement Program Director (SFPUC); presented an update of the SSIP, provided a response to the main points from the RW Block CS-363 Contract Lessons Learned report, and responded to questions raised throughout the hearing.

Mike Brown; and Dan Wade, Water System Improvement Program Director (SFPUC); provided information and responded to questions raised throughout the hearing.

Public Comment: Speakers: None.

 San Francisco Public Utilities Commission (SFPUC) Staff Report: Audits by City and PUC

Nancy Hom, Director of Assurance and Internal Controls (SFPUC); presented an update of WSIP- and SSIP-related performance audits by the City Services Auditor and further informed the committee that there are no completed audits related to the programs for the current fiscal year. Ms. Hom added that there are a number of audits currently in progress that will likely be completed before June 30, 2015.

Public Comment: Speakers: None.

#### 10. **RBOC Member Vacancy**

Derek Evans, Assistant Clerk (Board of Supervisors); reminded committee members of the vacancy and one pending application. Mr. Evans further reminded the committee that anyone with interest in filling the vacancy should contact the Board of Supervisors Rules Committee clerk.

Public Comment: Speakers: None.

#### 11. Committee Staffing Options

Public Comment: Speakers: None.

By unanimous consent, the committee moved to CONTINUE the item to the March 9, 2015, meeting. The motion passed by the following vote:

Ayes: 6 - Cheng, Kaufman, Low, Pelosi, Sandler, Tang

#### 12. Announcements, Comments, Questions, and Future Agenda Items

The RBOC Forward Calendar (attached) was updated to reflect the following items discussed at committee:

- 1. RW Block Lessons Learned report (dated December 4, 2015) was forwarded to Dan Wade, Karen Kubick, Mike Brown, and committee members, and will be included with the February 9, 2015, meeting minutes.
- BAWSCA Comments and Requests for Information were forwarded to Dan Wade, Karen Kubick, Mike Brown, and committee members and were also included with February 9, 2015, meeting agenda packet. Follow up: comments from staff and members to be forwarded to clerk within following timeframe: comments 1-2 (February), comments 3-5 (March), comments 6-8 (April), and comments 9-10 (May).
- 3. Standardized format for contingency and soft costs forwarded to committee members and Karen Kubick per Member Low's request at committee.
- 4. Committee Sunset discussion items to be included on March 9, 2015, agenda.
- 5. Whistleblower information from Controller's office sent by clerk to Committee, and a discussion item will be added to the March 9, 2015, agenda.
- 6. Citizen's Advisory Committee (CAC) discussion item to be held at September meeting. Will the committee request to have a CAC member speak with the committee? Will a joint meeting be held?
- 7. Committee staffing options discussion item to be included on March 9, 2015, agenda.

#### 13. Adjournment

There being no further business, the meeting adjourned at 11:08 a.m.

N.B. The Minutes of this meeting set forth all actions taken by the Public Utilities Revenue Bond Oversight Committee on the matters stated but not necessarily the chronological sequence in which the matters were taken up.

Approved by the Revenue Bond Oversight Committee on March 9, 2015.

#### **Agenda Item Information**

Each item on the agenda may include: 1) Department or Agency cover letter and/or report; 2) Public correspondence; 3) Other explanatory documents. For more information concerning agendas, minutes, and meeting information, such as these documents, please contact RBOC Committee Clerk, City Hall, 1 Dr. Carlton B. Goodlett Place, Room 244, San Francisco, CA 94102 – (415) 554-5184.

Audio recordings of the meeting of the Revenue Bond Oversight Committee are available at: http://sanfrancisco.granicus.com/ViewPublisher.php?view\_id=97

For information concerning San Francisco Public Utilities Commission please contact by e-mail RBOC@sfgov.org or by calling (415) 554-5184.

#### **Public Comment**

Public Comment will be taken before or during the Committee's consideration of each agenda item. Speakers may address the Committee for up to three minutes on that item. During General Public Comment, members of the public may address the Committee on matters that are within the Committee's jurisdiction and are not on the agenda.

#### **Disability Access**

Revenue Bond Oversight Committee meetings are held at the Public Utilities Commission, 525 Golden Gate Avenue, San Francisco, CA. The hearing rooms at the Public Utilities Commission are wheelchair accessible. To request sign language interpreters, readers, large print agendas or other accommodations, please contact Wilson Ng at (415) 554-5184. Requests made at least 48 hours in advance of the meeting will help to ensure availability.

#### **Language Access**

LANGUAGE INTERPRETERS: Requests must be received at least 48 hours in advance of the meeting to help ensure availability. Contact Peggy Nevin at (415) 554-5184. AVISO EN ESPAÑOL: La solicitud para un traductor debe recibirse antes de mediodía de el viernes anterior a la reunion. Llame a Derek Evans (415) 554-5184. PAUNAWA: Ang mga kahilingan ay kailangang matanggap sa loob ng 48 oras bago mag miting upang matiyak na matutugunan ang mga hiling. Mangyaring tumawag kay Joy Lamug sa (415) 554-7712.

翻譯 必須在會議前最少四十八小時提出要求 請電 (415) 554-7719

#### **Know Your Rights Under the Sunshine Ordinance**

Government's duty is to serve the public, reaching its decisions in full view of the public. Commissions, boards, councils, and other agencies of the City and County exist to conduct the people's business. This ordinance assures that deliberations are conducted before the people and that City operations are open to the people's review.

For more information on your rights under the Sunshine Ordinance (Chapter 67 of the San Francisco Administrative Code) or to report a violation of the ordinance, contact by mail: Sunshine Ordinance Task Force, 1 Dr. Carlton B. Goodlett Place, Room 244, San Francisco, CA 94102; phone at (415)554-7724; fax at (415) 554-7854; or by email at sotf@sfgov.org.

Citizens may obtain a free copy of the Sunshine Ordinance by printing Chapter 37 of the San Francisco Administrative Code on the Internet, at http://www.sfbos.org/sunshine.

#### Cell Phones, Pagers and Similar Sound-Producing Electronic Devices

The ringing of and use of cell phones, pagers and similar sound-producing electronic devices are prohibited at this meeting. Please be advised that the Chair may order the removal from the meeting room of any person(s) responsible for the ringing or use of a cell phone, pager, or other similar sound-producing electronic devices.

#### **Lobbyist Registration and Reporting Requirements**

Individuals and entities that influence or attempt to influence local legislative or administrative action may be required by the San Francisco Lobbyist Ordinance [SF Campaign & Governmental Conduct Code §2.100, et. seq] to register and report lobbying activity. For more information about the Lobbyist Ordinance, please contact the Ethics Commission at: 25 Van Ness Avenue, Suite 220, San Francisco, CA 94102; telephone (415) 581-3100; fax (415) 252-3112; web site www.sfgov.org/ethics.

## Comments on RW Block Report: Draft RBOC Evaluation of WSIP Lessons Learned (dated September 25, 2014) By Terry Roberts Consulting, Inc. and Jean M. Gardner, P.E. October 17, 2014

#### Specific Comments

The following specific comments are arranged by LL categories shown in the BR starting on page 106.

#### 1. Application of Contingency (Pg. 107)

The BR recommends flexibility in assigning contingency based on risk profile. It is assumed this means the higher the risk, the higher the construction contingency (CC). But WSIP project CC's already range from about 4% to 104% per the quarterly CMIS data. This strategy doesn't seem to work to control costs. We suggest that the LL questions might rather be:

- a) What LL's can be applied up front in project design and field investigations to prevent the need for accelerated CC's and increased back-end costs?
- b) What LL's can be used to improve control of CC expenditures such as: revised expenditure approval authority or holding back some CC's until absolutely justified and needed as is done with the Director's fund?

#### 2. Contracting (Pg. 107)

The BR recommends added coordination of specifications and contract language to resolve any language conflicts. We support this idea. But we also think looking at other forms of contracting would be beneficial, such as design/build (D/B), since the design-bid-build process did not seem to benefit the WSIP cost and schedule. The Tesla Treatment facility D/B seemed to go relatively well.

#### 3. Budget (pg. 107)

The BR needs clarification of the details of its recommendation on pg. 107. If the "stress test" shows a high sensitivity in the forecast budget to a slight change in a particular parameter, how should that be factored in to the proposed budget? The last line recommends ".... application of historical WSIP change order rates to forecast construction costs, and similarly, through the application of different project rates." We suggest that using these WSIP rates would be premature without more study since both rates seemed exceedingly high in the WSIP.

#### 4. Project Delivery (Pg. 107)

The BR recommends using performance metrics against which various elements of project delivery performance can be measured, and using 49.5% of construction cost as an overall target.

We agree that using performance measures has merit assuming helpful metrics can be developed. It's unclear why 49.5% of the construction cost would be used as a target since in our opinion that amount is well above industry norms for project delivery costs. The BR could be helpful if it developed more realistic data for use as a project delivery cost target. The delivery costs sited on page 55 from Seattle PUC (53.9%) and Washington sanitary (25.2%) are too far apart to be helpful.

The LL's in this section are unclear.

#### 5. Change Management (Pg.108)

The BR indicates the WSIP change management process".....is robust and shown to work well..."

In our opinion the written process is well thought through and professionally done. Unfortunately, the results of the change process have been much less than desired. Per the June 2014 CMIS data, forecast CO's, trends and other changes are \$442M on a \$1.69B base contract cost, or 27.4%, which is very high. What lessons have been learned here? How can such high costs for differing site conditions, design E & O, and owner requested changes be minimized by a revised change management process in the future?

#### 6. Bidding (Pg.108)

The BR indicates that traditional design-bid-build worked well and that bid results showed over \$400M in bid savings.

In our opinion the bid savings resulted from the economic downturn not the bid process. Bids were exceeding estimates before the downturn (see page 58, Table 29).

Also, the estimated time to complete projects was far short of the actual.

Further, do the LL's consider that some projects might have been pushed into the bidding process before the design was fully complete due to unrealistic deadlines, and the ramifications of those actions?

What are the lessons learned here? What options for improvement are there in the future?

#### 7. Financial and Schedule Reporting (Pg. 108)

The BR indicates that the reporting process has provided timely and easily understood financial and schedule information for all stakeholders.

We agree with this assertion and believe that the LL's from this process will greatly benefit future construction projects and programs. The transparency and information are excellent.

#### 8. <u>Lessons Learned Process (pg. 108)</u>

The BR indicates that the LL process has benefitted the WSIP and will benefit future projects and programs.

Unfortunately, as indicated on pages 101 (last two sentences) and page 102, the established WSIP LL procedures are not being followed. So it is difficult to see how the LL process has benefitted the WSIP. Some of the LL's must be 4 or 5 years old. If not documented in the CMIS how will they be recaptured?

How can the organization learn from the LL process if it is not being followed? What should next steps be to use the LL process to benefit the WSIP and future programs? What actions should management take? How can the LL's be distilled down to policies and practices that people will use and management will embrace?

#### 9. Risk Assessment (Pg. 109)

We agree that the risk assessment process "is well developed and has evolved into a mature approach to evaluation of project and program risk." What would constitute a basic risk assessment process that could be applied to smaller-scale projects (such as those found in the capital improvements program)?

#### 10. Design (Pg.109)

The LL for design should make mention that independent review panels were used at selected points in the design of major projects. Also, many of the projects employed a value engineering process. Both of these techniques were used to effectively contribute to refinement of project design. When and where are the best fit for these practices in future designs?



#### **EXECUTIVE SUMMARY**

R.W. Block Consulting, Inc. (RWBC) was engaged by the San Francisco Public Utilities Commission-Revenue Bond Oversight Committee (RBOC) to conduct an evaluation of the knowledge management practices utilized by the Water System Improvement Program (WSIP) and the applicability of such lessons learned to the Sewer System Improvement Program (SSIP). The focus of this engagement was to capture lessons learned from the WSIP and, through a comparison of program features and characteristics between the WSIP and SSIP, provide recommendations on which WSIP lessons learned are most applicable to the SSIP program. RWBC has distilled 585 lessons learned into 10 executive level knowledge management themes as shown in this section below. RWBC prioritized these 10 themes based on the potential impact they would have on the SSIP and WSIP (as applicable). Within each theme we provide the basis or features which we believe warranted the prioritization order. In addition, for each identified theme, RWBC provides the point in the capital development cycle where each theme would impact the SSIP and WSIP (as applicable) as shown in Figure 1 below.

Figure 1 - Program Lifecycle and Applicability of Themes

	Program Lifecycle						
Theme	Planning	Design	Bid/Award	Construction	Closeout		
Budget							
Contingency							
Lessons learned							
Project delivery							
Contracting			<u> </u> 				
Change management			2				
Bidding							
Financial and schedule reporting							
Risk assessment							
Design							

## Summary of Comments on Microsoft Word - RBCO\_LESSONS LEARNED\_RWBC 11-4-14 FINAL

Page: 4

Number: 1 Author: kinneenj Subject: Sticky Note Date: 3/5/2015 2:14:49 PM

Though the impact is in Construction, the major coordination work is done in Design

Number: 2 Author: dwade Subject: Sticky Note Date: 3/5/2015 3:24:47 PM

Formalizing change management early in the planning phase and carrying it through design and construction would benefit future programs



- 1. Budget: consider the utilization of a 'stress test' of future programs budgets. By 'stress test' we mean conducting an evaluation of impacts to project/program budgets utilizing scenario analysis such as evaluating the budgetary impacts to modifying contingency rates, application of historical WSIP change order rates to forecast construction costs, and similarly, through the application of different project delivery cost structures. Expanded discussion on this topic can be found under the PROJECT DELIVERY, CHANGE MANAGEMENT, and CONSTRUCTION BIDDING, and LESSONS LEARNED sections of this report. We believe this is the most impactful lesson learned as the WSIP benefitted from a very favorable bidding environment yet many projects that were very well scoped, encountered a wide range of unforeseen conditions and operational challenges that resulted in budgetary pressures. Lifecycle: planning and pre-design phases of budget development would be the most critical phases of the project delivery cycle affected by this theme.
- 2. Application of contingency: consider utilization of a morphibile approach to assignment of contingency to project budgets to be reflective of project-specific risk profile. A flexible approach entails the assignment of contingency reflective of each project's risk profile rather than a standardized allocation of contingency based on a percentage of expected construction costs. Contingency would be evaluated utilizing existing forecast cost/schedule to completion and risk management processes as the project is implemented. Specifically contingency levels can be more closely aligned with the expected risk of the project for factors such as probability to encounter unforeseen conditions, complexity of construction, duration of project, or other similar parameter. More detailed discussion and additional background information about this topic can be found in the sections titled OVERVIEW OF WSIP, CONSTRUCTION BIDDING, and LESSONS LEARNED at the end of this report. In a similar vein as the Budget theme, contingency setting is a critical element of budget development and project implementation. An approach that is more closely aligned to a specific project's characteristics and resulting risk profile is an extremely important theme learned on the WSIP program where contingency setting we

## Page: 5

Number: 1	Author: kinneenj	Subject: Sticky Note	Date: 3/5/2015 2:17:28 PM	
Deliberate and f	exible initial approacl	ı		
Number: 2	Author: kinneenj	Subject: Sticky Note	Date: 3/5/2015 2:18:20 PM	
initially based or	1			



- on process of the lifecycle through construction completion to ensure proper funds are in place to complete needed scope of work.
- The lessons learned process could be further enhanced to fully leverage the amountains learned being generated through various presentations, forms, and shutdown reports, as well as daily activities at the project site. We found that all project staff interviewed for this and past projects were very well qualified for their assigned tasks and responsibilities. As such we believe that the lessons learned generated from this pool of resources would not only benefit WSIP but also other programs such as the SSIP implementing similar program management processes and structures. Seven recommendations to enhance the knowledge management culture of the WSIP are provided in the Lessons Learned Process section of this report. Additional information pertaining to this topic can be found in sections LESSONS LEARNED PROCESS, LESSON LEARNED, and EXHIBIT 7 of this report. We believe that the WSIP (and SSIP) have benefitted from a more robust knowledge management framework and resulting lessons learned process. The WSIP team developed a wide range of lessons learned based on the successful implementation of very complex projects. A more robust knowledge management framewo & Juld have provided the entire program team and SFPUC with the benefit of earlier understanding and adoption of lessons learned on a wider scale. Similarly, a robust knowledge management framework would be extremely beneficial for the SSIP. Lifecycle: ensuring that a robust lessons learned process is in place covers all aspects of a program's life cycle to ensure continuous improvement at all phases of program implementation.
- 4. Project Delivery: consider development of performance metrics (such as daily unit costs for key project delivery costs) against which various elements of project delivery performance can be measured. The development standardized methodology to charge these elements to projects (e.g. allocated or direct) should also be clearly identified in the cost accounting/budgeting policy for both contract awards (commitments) and expenditures. WSIP data reviewed shows that

## Page: 6

Number: 1	Author: kinneenj	Subject: Sticky Note	Date: 3/5/2015 2:18:55 PM	
standard percei	nt of			
Number: 2 leverage the les	Author: kinneenj	Subject: Sticky Note	Date: 3/5/2015 2:19:39 PM	
leverage the les	sons			
Number: 3	Author: kinneenj	Subject: Sticky Note	Date: 3/5/2015 2:20:44 PM	
could have ben	efitted			
Number: 4 might have pro	Author: kinneenj	Subject: Sticky Note	Date: 3/5/2015 2:22:27 PM	
might have pro	vided			
Number: 5	Author: kinneenj	Subject: Sticky Note	Date: 3/5/2015 2:23:01 PM	
of a standardize	ed			



rates for certain elements of project delivery, such as construction management and departmental charges were higher than baseline rates. Higher costs were driven by longer than expected durations driven by realization of unforeseen conditions as well as slower than planned ramp-down of project delivery staffing. Agreed upon project delivery metrics would serve to better communicate project delivery financial performance externally. Reference sections titled PROJECT DELIVERY and LESSONS LEARNED for additional analysis and information on this topic. Project delivery is a critical tool to implement programs: structures dictate the manner in which the project and program management teams administer implementation activities. Given the importance of this activity and magnitude of resulting costs, we believe that project delivery is a very important theme that impacts all aspects of program implementation activities. Lifecycle: project delivery affects the entire delivery lifecycle of programs from planning to closeout.

- 5. Contracting: consider added coordination of requirements set forth under the technical specifications and general conditions to ensure that conflicting terms or conditions contained in these two key contract documen in inimized. Additional information on this topic can be found in the LESSONS EARNED section of this report as well as EXHIBIT 7. The language within each construction agreement drives the behaviors of SFPUC and contractors in the implementation of projects. This theme was found to be important as coordination and general conditions language can mitigate a wide range of operational issues. Lifecycle: this theme primarily impacts the construction phase of the program delivery lifecycle.
- 6. Change Management: in general, the change management process utilized by the WSIP is robust and har work well on a wide range of projects and difficult negotiating conditions. Additional information on this topic is contained in the sections titled CHANGE MANAGEMENT and LESSONS LEARNED of this report. We believe that management of change orders is very impactful in the successful performance of the WSIP where there were in excess of 2,400 change orders approved with an aggregate value of \$321 million. We believe that the

## Page: 7

Number: 1	Author: kinneenj	Subject: Sticky Note	Date: 3/5/2015 2:24:53 PM
are minimized			
Number: 2	Author: kinneenj		Date: 3/5/2015 2:26:28 PM
it is true that the	impact is in Construc	tion, but the coordination	work needs to be done in Design and needs a structured approach to succeed
Number: 3	Author: kinneenj	Subject: Sticky Note	Date: 3/5/2015 2:26:39 PM
been shown			



robust change order process developed in the WSIP could be successfully applied to the WSIP. We also note that the change management process may have to be modified for the SSIP if the construction management at risk (CMAR) delivery structure is utilized for construction delivery. Lifecycle: change management is a construction-phase lifecycle theme.

- 7. Bidding: the traditional design-bid-build with selected qualification utilized on WSIP to every most of the projects worked well. Bid results show over \$400 million in bid savings realized on the WSIP utilizing this methodology. Subsequent sections of this report titled CONSTRUCTION BIDDING and LESSONS LEARNED contain additional information on this topic. We believe that the bidding environment realized on the WSIP is not expected to be as favorable in the bidding of the SSIP projects and as such similar savings are not expected to be realized. Lifecycle: this theme is centered on the project delivery phase of the program lifecycle which occurs upon completion of the design phase.
- 8. Financial and Scheduling Reporting: the WSIP has developed comprehensive financial and scheduling reporting at all levels of the program. The WSIP has demonstrated very robust capability in this area. We note that over 5,000 pages of data were utilized to create the tables, exhibits, and figures contained in this report. Data and analysis associated with this issue is provided in EXHIBITS 1-7 as well as CHANGE MANAGEMENT, CONSTRUCTION BIDDING, and PROJECT DELIVERY SECTIONS of this report. Lifecycle: financial and schedule reporting cover the entire lifecycle of capital development.
- 9. Risk assessment: the Risk Assessment process is well developed and has evolved into a mature approach to evaluation of project and program risk. For further reading please refer to sections titled RISK MANAGEMENT and LESSONS LEARNED of this report. Lifecycle: risk assessment and management affects the entire lifecycle of a program.
- 10. Design: our interviews and project data reviewed showed that benefits could be gained by added owner involvement in the design development process through added involvement in review of design deliverables, especially at the 35% and 65% levels. Also expressed were the

## Page: 8

Number: 1	Author: dwade	Subject: Sticky Note	Date: 3/5/2015 3:30:59 PM
A more formaliz	zed change manageme	ent approach that begins e	early in the planning phase and carries through the design and construction
phases would b	enefit future program:	s. Many of the important o	decisions that impact construction are made during planning & design phases.
■ Number: 2	Author: kinneeni	Subject: Sticky Note	Date: 3/5/2015 2:27:05 PM
to deliver		,,	



potential benefits of having certain key project staff (especially Construction Management staff) brought earlier into the project design phase so they can have added input into this process. Please refer to sections titled DESIGN, LESSONS LEARNED, and EXHIBIT 7 of this report for additional information and analysis pertaining to this topic. Enhanced owner involvement during the design development phase is critical to ensuring higher quality drawing preflect owners design intent and improved alignment with operating requirements upon completion of construction. Lifecycle: this theme is centered on the design phase of the program lifecycle.

Using the themes provided above, the RBOC can develop an operational framework to review the SSIP as shown in Figure 2 below.

## Page: 9

Number: 1	Author: kinneenj	Subject: Highlight Date	: 3/5/2015 2:27:45 PM	
Number: 2	Author: kinneeni	Subject: Sticky Note	Date: 3/5/2015 2:28:06 PM	
high quality do		Subject: Sticky Note	Date: 3/5/2015 2:28:06 PM	 



Figure 2 - RBOC Oversight Framework Based on Themes

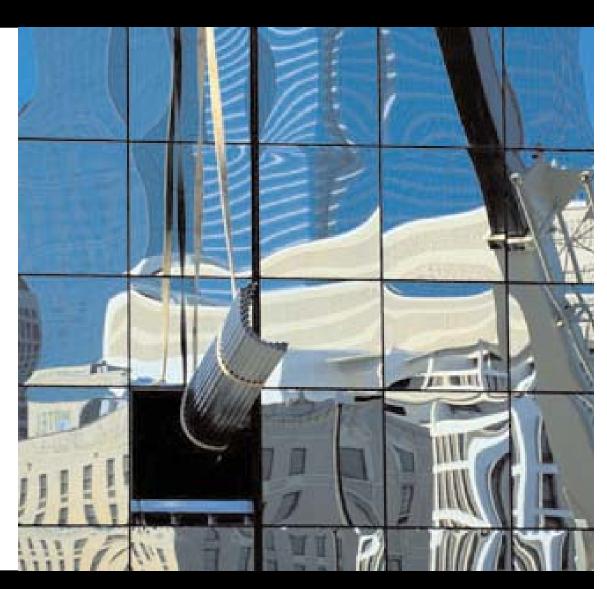
Theme	Oversight Activity
Budget	Review budgeting methodology and ensure that stress tests are performed as prescribed. Require that prior to implementation activities are undertaken that budget stress results be presented to RBOC.
Contingency	Ensure that contingency-setting is aligned with project risk profile. Require that periodic reporting be provided to RBOC to demonstrate alignment of risk/contingency.
Lessons learned	Request quarterly and annual lessons learned presentations and analysis be provided.
Project delivery	Request more granular presentation on elements of project delivery, monitoring, and reporting.
Contracting	Request presentations be made highlighting coordination language/general conditions language enhancements are reflected in construction contracts.
Change management	Continue the utilization of exiting ange management processes. Modifications to such should be presented if SSIP utilizes CMAR delivery method.
Bidding	Request bid analysis presentation be made on a quarterly basis.
Financial and schedule reporting	Continue the utilization of financial and schedule reporting structures which are familiar to the public and RBOC.
Risk assessment	Request quarterly updates of risk assessment results for programs.
Design	Request semi-annual presentation on how owner involvement has been achieved in design efforts.

The sections that follow highlight the field work conducted to reach these conclusions including review of project functions such as budgeting and financial controls, change management, bidding, design, quality assurance/quality control, risk management, and lessons learned processes. Other activities performed under this engagement included conducting multiple project site visits and interviews with project staff, extensive discussions with WSIP and SSIP project and program management staff, as well

Page: 10

Number: 1 Author: kinneenj Subject: Sticky Note Date: 3/5/2015 2:29:03 PM existing

CS-363 Construction
Management Services –
ROBC Evaluation of
Lessons Learned – WSIP



Revenue Bond Oversight Committee

## WSIP VS SSIP MACRO-LEVEL CONSIDERATIONS

 There are macro-level factors faced by WSIP which will also apply to SSIP including

**Program duration-**SSIP is a 20-years capital program (7 years longer than the original duration of the WSIP) which will increase the exposure of SSIP to escalation risk.

**Bidding** environment-WSIP bid most of its construction contracts during one of the optimal bidding periods (2008-2012), realizing savings of \$400M given. It is not expected that SSIP will benefit from a similar bidding environment. The current trend shows escalation in the 4-5% annual range, which is about 3% higher than that realized during 2008-2012.

Nature of Work-SSIP work is characterized by high technical complexity in challenging and concentrated urban environments: more variability in sources of risks k2

#### Slide 2

This is arguable. WSIP combined extensive subsurface risk with concentradd urban environments kinneenj, 3/5/2015

## **EXECUTIVE LEVEL – LESSONS LEARNED**

#### **Lessons Learned In Order of Priority (with Impact to SSIP)**

The lessons learned listed below can be used as a framework to develop a strategic oversight plan, as each lesson learned listed covers a key risk area of the WSIP and SSIP. Each area covered by the lessons learned could be a dimension within which specific oversight activities and metrics can be developed and measured.

- 1. Budgeting
- 2. Contingency Application
- 3. Modifications to Lessons Learned Process
- 4. Project Delivery
- 5. Contract/Technical Specifications
- 6. Change Management
- 7. Bidding
- 8. Financial/Schedule Reporting
- 9. Risk Assessment
- 10. Design

## LESSONS LEARNED AND PROGRAM LIFECYCLE

The 10 strategic themes identified affect one, some, or all phases of the program lifecycle as follows:

	Program Lifecycle					
Theme	Planning	Design	Bid/Award	Construction	Closeout	
Budget						
Contingency						
Lessons learned						
Project delivery						
Contracting		DLW1				
Change management						
Bidding						
Financial and schedule reporting						
Risk assessment						
Design						

DLW1 Contracting is heavily influenced and determined in the design phase

> Change management is important to formalize early in the planning phase and should be carried through the design and construction phases. Wade, Dan, 3/5/2015

## **EXECUTIVE LEVEL – LESSONS LEARNED**

**Budgeting:** consider the utilization of a 'stress test' of future programs' budgets utilizing the rates of changes realized on the WSIP. By stress test we mean conducting an evaluation of impacts to budgets (e.g. SSIP) given changes to escalation, project delivery costs, and/or change orders.

**Recommendation:** conduct scenario analysis on SSIP to reflect impact on budget given different higher escalation rates, project delivery costs, application of realized change order rates on WSIP to construction costs in SSIP.

**Lifecycle Impact:** planning

**Application of contingency:** the utilization of a fixed rate contingency of 10% on the WSIP did not reflect the specific risk profile of projects. A more flexible approach to contingency-setting would have provided the program with a more realistic financial picture of projects and areas of risk.

**Recommendation:** consider utilization of a more flexible approach to assignment of contingency to be reflective of project risk profile rather than utilization of fixed contingency percentage to all projects (10%).

**Lifecycle Impact:** planning through construction.

**WSIP Lessons learned process:** could be further enhanced to fully leverage the amount of lessons learned being generated through various presentations, forms, and shutdown reports, as well as daily activities at the project site.

**Recommendation:** enhance the lessons learned process to fully leverage key information as part of a more formalized knowledge management process at the project, regional, and program levels. <sup>k4</sup>

**Lifecycle Impact:** all phases.

#### Slide 7

this recommendation is somewhat vague as stated, but good specific recommendations are provided in the body of the report kinneenj, 3/5/2015

**Project Delivery:** the underlying cost detail within some project delivery elements is not readily apparent and has changed over the life of the WSIP making baseline to current project delivery metrics evaluations challenging.

**Recommendation:** consider providing added visibility of elements comprising project delivery categories and consistently report such over the life of the program to facilitate baseline to current metric evaluations. Also consider providing the cost allocation methodology utilized for project delivery costs reported for each category (e.g. allocated vs. direct).

**Lifecycle Impact:** all phases.

**Contract/Technical Specifications:** lack of coordination of contract language between general conditions and technical sections created conflicts between contract terms and technical design intent on certain projects. DLW3

**Recommendation:** consider added coordination of specifications and contract language.

**Lifecycle Impact:** construction.

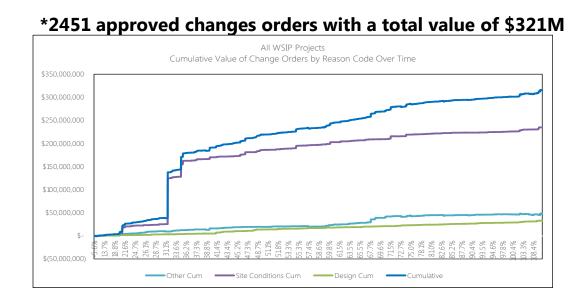
#### Slide 9

DLW3 This could be more positively stated to simply say that coordination between GCs and Tech Specs could be improved

Also, while the impact is in Construction, the work has to be done in Design phase  $_{\rm Wade,\ Dan,\ 3/5/2015}$ 

**Change Management:** in general, the change management process utilized by the WSIP is robust and has been shown to work well on a wide range of projects and difficult negotiating conditions.

**Lifecycle Impact:** construction. DLW2



#### Slide 10

DLW2

Formalizing the change management processes are important from the early stages of planning and continuing through the design and construction phases.
Wade, Dan, 3/5/2015

**Bidding:** the traditional design-bid-build with selected qualification utilized on WSIP to delivery most of the projects worked well. Bid results show over \$400 million in bid savings realized on the WSIP utilizing this methodology.

**Lifecycle Impact:** bid/award.

Number of Bids in Population	88 EA					
Smallest Bid	\$	233,917	Standby Power Facilities - East Bay			
Largest Bid	\$	259,571,850	Calaveras Dam Replacement			
		Engineer's				
Period		Estimate Low Bid		Low Bid	Variance	
		(A)		(B)	(	(C) = (A) - (B)
2003-2007	\$	208,324,694	\$	212,781,072	\$	(4,456,378)
2008-2012		2,223,182,787		1,822,511,357		400,671,430
2013-2014		36,200,000		30,478,235		5,721,765
Total	\$	2,467,707,481	\$	2,065,770,664	\$	401,936,817

Bidding: Engineering News Record – Construction Cost Index (CCI)

				AVG.
YEAR	MONTH	CCI	%CHG	Period
2014	Aug	10,897.59	0.00%	
2014	Jul	10,897.59	-0.02%	
2014	Jun	10,899.59	0.03%	
2014	May	10,895.84	0.01%	
2014	Apr	10,894.84	0.03%	
2014	Mar	10,891.84	-0.03%	N/A
2014	Feb	10,894.59	-0.02%	IN/A
2014	Jan	10,896.34	0.00%	
2013	Dec	10,898.84	5.25%	
2012	Dec	10,355.09	1.47%	
2011	Dec	10,204.79	0.83%	
2010	Dec	10,120.29	4.09%	1.17%
2009	Dec	9,722.17	-0.61%	
2008	Dec	9,781.67	7.12%	
2007	Dec	9,131.81	0.25%	
2006	Dec	9,108.66	7.64%	
2005	Dec	8,462.45	2.84%	3.45%
2004	Dec	8,228.39	5.64%	
2003	Dec	7,788.80	1.89%	
2002	Dec	7,644.46		

**Financial and Scheduling Reporting:** the WSIP has developed comprehensive financial and scheduling reporting at all levels of the program. The WSIP has demonstrated very robust capability in this area. We note that over 5,000 pages of data were utilized to create the 36 tables, exhibits, and figures contained in the draft report.

**Lifecycle Impact:** all phases.

**Risk assessment:** the risk assessment process is well developed and has evolved into a mature approach to evaluation of project and program risk. Recommend utilizing similar approach to risk management on SSIP.

**Lifecycle Impact:** all phases.

**Design:** our interviews and project data reviewed showed that benefits could be gained by added owner and CM involvement in the design development process through added involvement in review of design deliverables, especially at the 35% and 65% levels.

• Also expressed were the potential benefits of having certain key project staff brought earlier into the project design phase so they can have added input into this process.

**Lifecycle Impact:** design.

## **OVERSIGHT FRAMEWORK**

The 10 strategic themes identified can also be structured to develop an oversight framework that the RBOC can utilize moving

forward:

Theme	Oversight Activity
Budget	Review budgeting methodology and ensure that stress tests are performed as prescribed. Require that prior to implementation activities are undertaken that budget stress results be presented to RBOC.
Contingency	Ensure that contingency-setting is aligned with project risk profile. Require that periodic reporting be provided to RBOC to demonstrate alignment of risk/contingency.
Lessons learned	Request quarterly and annual lessons learned presentations and analysis be provided.
Project delivery	Request more granular presentation on elements of project delivery, monitoring, and reporting.
Contracting	Request presentations be made highlighting coordination language/general conditions language enhancements are reflected in construction contracts.

## **OVERSIGHT FRAMEWORK (CONT)**

Theme	Oversight Activity
Change management	Continue the utilization of exiting change management processes. Modifications to such should be presented if SSIP utilizes CMAR delivery method.
Bidding	Request bid analysis presentation be made on a quarterly basis.
Financial and schedule reporting	Continue the utilization of financial and schedule reporting structures which are familiar to the public and RBOC.
Risk assessment	Request quarterly updates of risk assessment results for programs.
Design	Request semi-annual presentation on how owner involvement has been achieved in design efforts.



#### Services of the San Francisco Public Utilities Commission











# WSIP Quarterly Update Q2 | FY 2014 - 2015

## **Revenue Bond Oversight Committee**

March 9, 2015
Daniel L. Wade, WSIP Director
Infrastructure



## **WSIP Program Status**

Regional: 85.9%

• Local: 98.8%

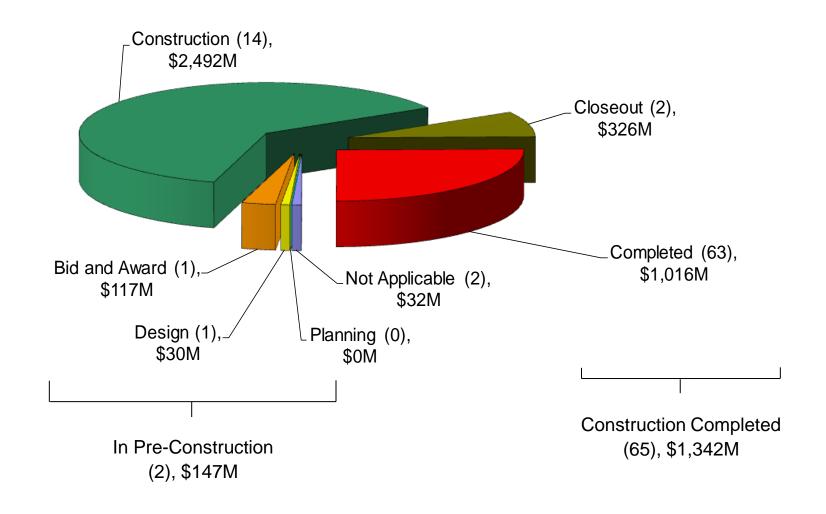
• Overall WSIP: 87.0%





## **WSIP Program Status**

## As of January 3, 2015





## Accomplishments

- Planning Phase completion of Alameda Creek Recapture
- Construction Phase completion of Tesla Treatment Facility and Crystal Springs/San Andreas Transmission Upgrades
- Project completion of SVWTP Expansion & Treated Water Reservoir, Rehab of Existing San Joaquin Pipelines, and Crystal Springs Pipeline No. 2 Replacement
- Completed 176 of 198 system shutdowns to date
- Achieved Level of Service (LOS) on 33 of 44 Regional Projects with LOS goals to date
- Safety record based on 7.3 million recorded hours continues to be exemplary (Lost Time Incidence Rate = 0.7 vs Industry Average of 1.5)



## 7.3 Million Safe Work Hours



Calaveras Dam

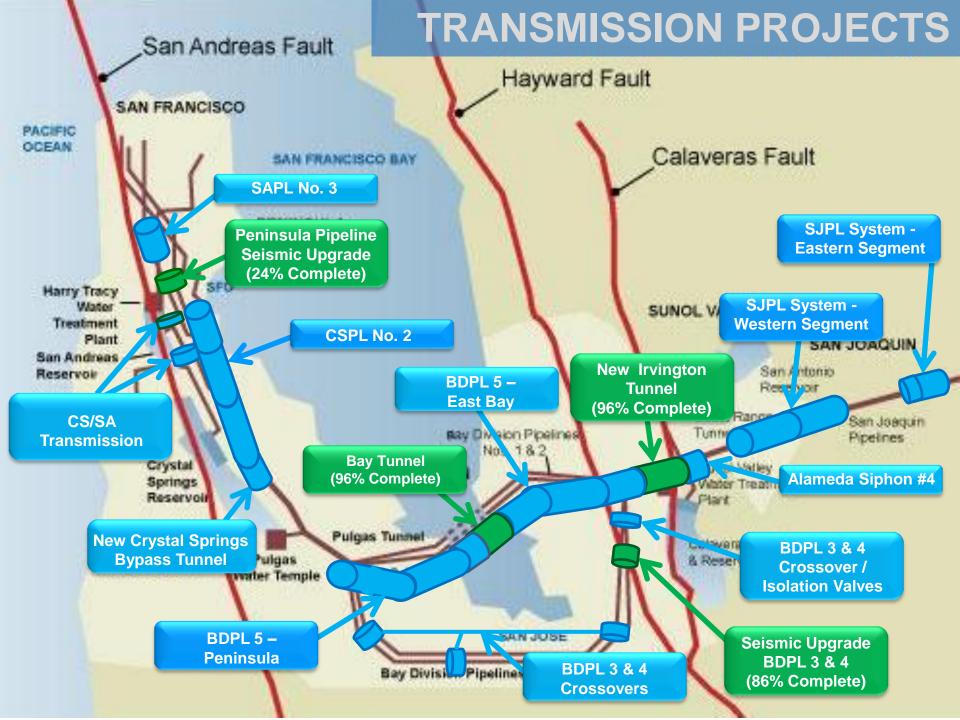


**New Irvington Tunnel** 

Peninsula Pipeline



Sutro Reservoir





## **Pre-Construction Update**

- Alameda Creek Recapture
  - Planning Phase completed
  - Final Design and Environmental Review Phases initiated
- Regional Groundwater Storage and Recovery
  - Construction contract bids opened in November 2014
  - Contract awarded to Ranger Pipelines in January 2015
  - NTP for construction anticipated early spring 2015



# Regional Groundwater Storage & Recovery

## Signing of the Project Operating Agreement 12/16/14







## **Calaveras Dam Replacement**















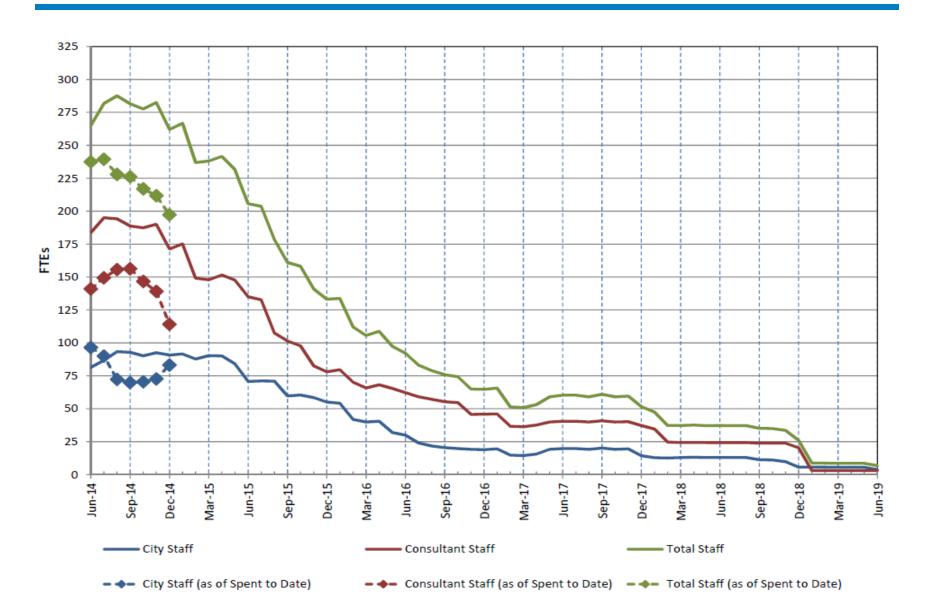






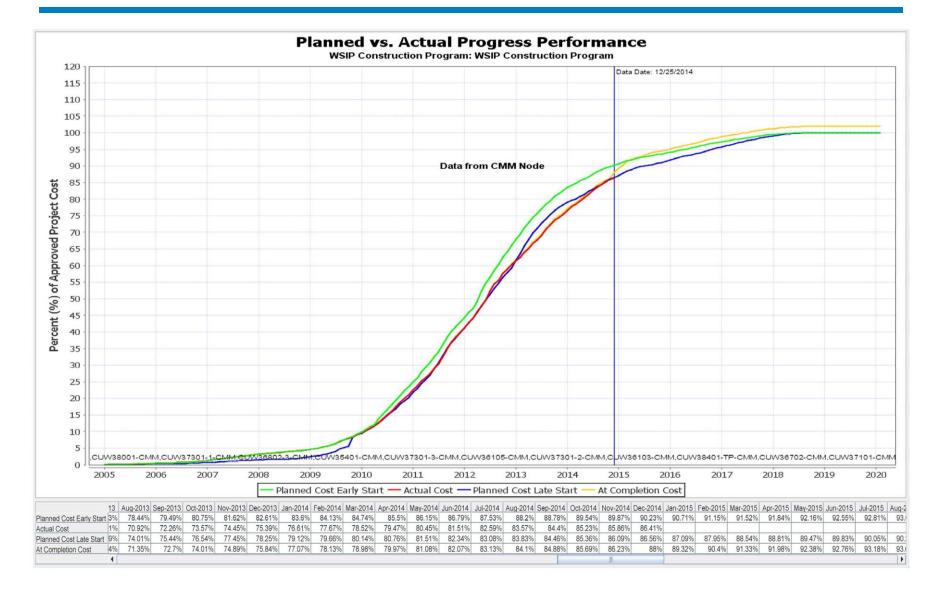


## **WSIP Regional Staffing Plan**





# Planned vs. Actual Progress – Construction Program

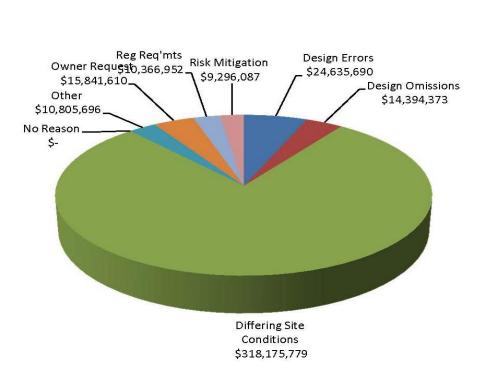


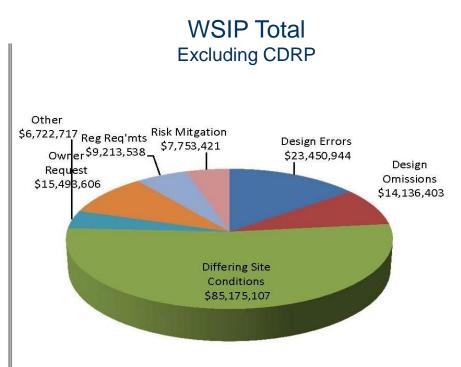


## **Change Order Reason**

## **Approved Change Orders January 2015**

#### **WSIP Total**





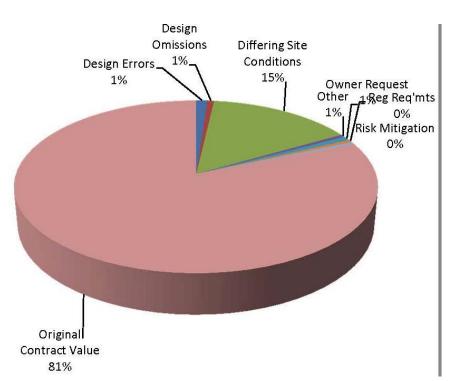
Note: Includes completed contracts and BHR contracts



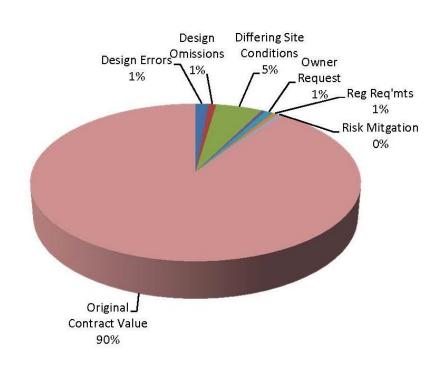
## **Approved Change Order Categories**

## As a Percent of Contract Award January 2015





# WSIP Total Excluding CDRP 11%

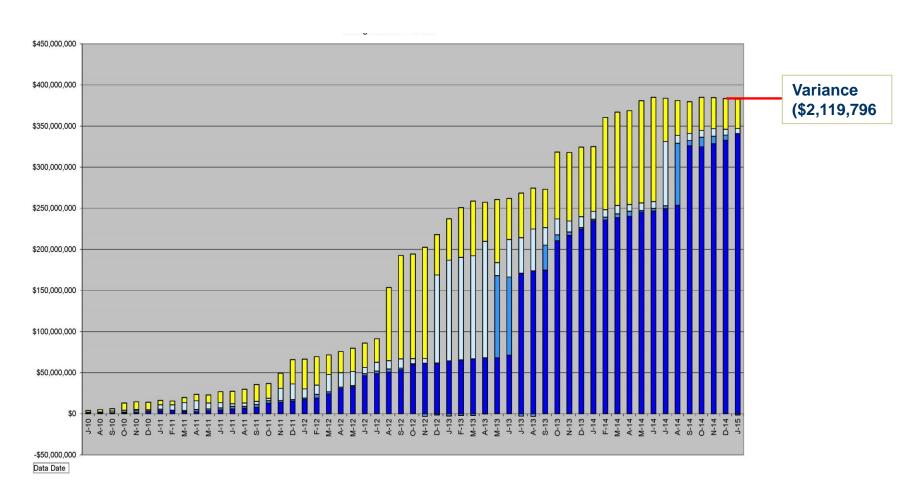


Note: Includes completed contracts and BHR contracts



## **Change Order + Trends**

### (January 2015)

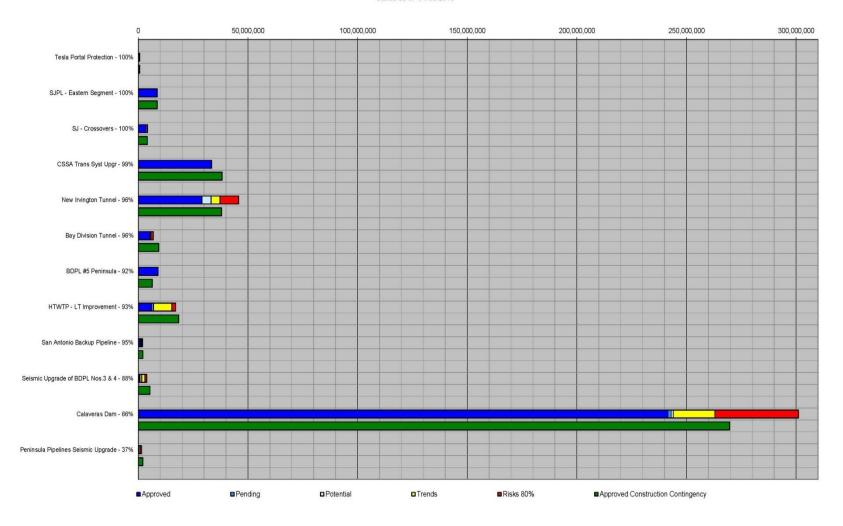




# Active Construction Contracts Trends & Risks vs. Contingency

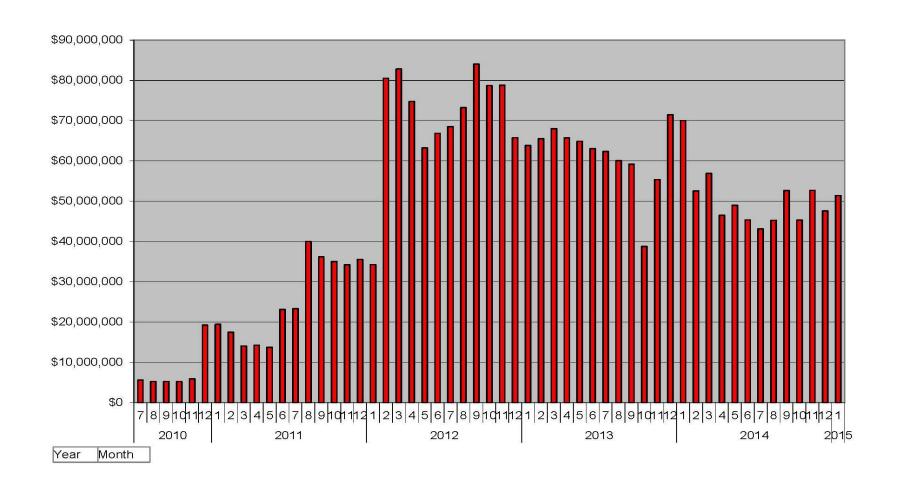
#### **WSIP Active Construction Contracts**

Approved, Pending, Potential COs, Trends, & Risks vs. Contingency Status as of 01/30/2015 Note: Projects are ordered by Percent Complete





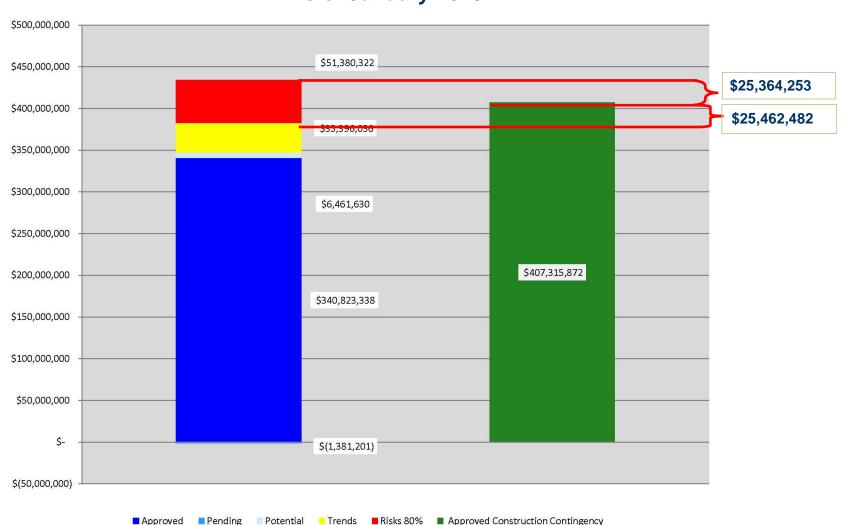
### 80% Risk Confidence Level





## **Active Regional Construction Contracts**

# Change Orders, Trends, and Risks vs. Contingency As of January 2015



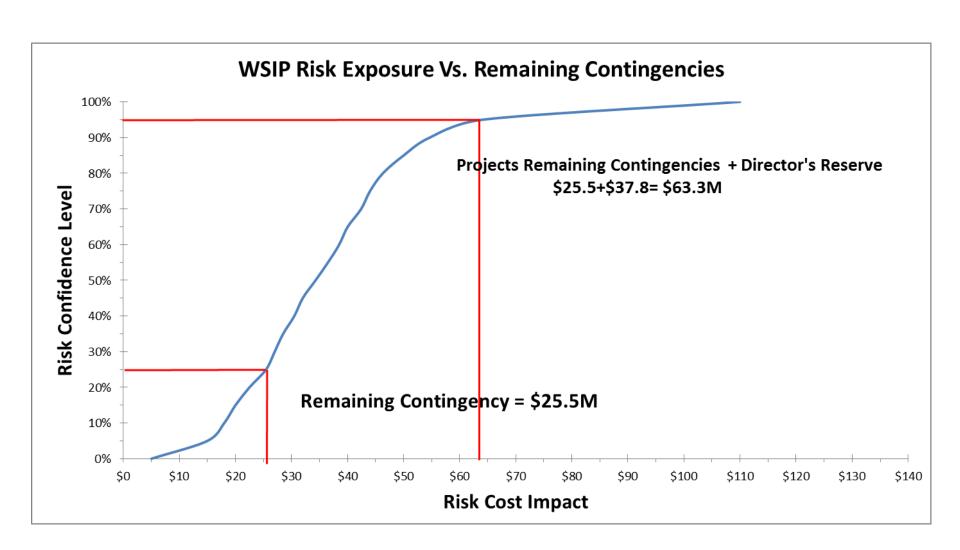


## **WSIP Directors Reserve**

Project	Project Approved Budget (A)	Project Forecast At Completion Cost (B)	Forecast Project Cost Variance (C)	Approved Director's Reserve (D)	Projected Use(+)/Saving (-) of Director's Reserve as of Q2FY14-15 (E)	Approved Use(+)/Saving (-) of Director's Reserve as of Q2FY14-15 (F)	Projected Remaining Director's Reserve (G = D - E)
San Joaquin Region	\$346,911,671	\$346,110,967	\$800,704	\$200,000	\$0	\$0	\$200,000
Sunol Valley Region	\$1,374,222,595	\$1,374,809,793	(\$587,198)	\$14,678,096	(\$165,806)	\$0	\$14,843,902
Bay Division Region	\$666,014,509	\$664,121,368	\$1,893,141	\$4,500,000	(\$4,067,456)	\$0	\$8,567,456
Peninsula Region	\$809,507,929	\$809,507,929	\$0	\$11,399,824	\$716,544	\$0	\$10,683,280
San Francisco Regional Region	\$221,271,570	\$221,271,570	\$0	\$500,000	\$500,000	\$0	\$0
Support Projects	\$256,669,351	\$258,775,998	(\$2,106,647)	\$2,202,902	(\$1,277,935)	\$0	\$3,480,837
Grand Total	\$3,674,597,625	\$3,674,597,625	\$0	\$33,480,822	(\$4,294,653)	\$0	\$37,775,475



## **Confidence Level for Remaining Risks**





# Whistleblower Program Overview

Presentation to Revenue Bond Oversight
Committee
March 9, 2015

# Whistleblower Program Authority

The authority for Whistleblower Program investigations is derived from statute and regulation:

- California Government Code 53087.6
- San Francisco Charter Appendix F
- Campaign and Governmental Conduct Code
   Article IV

# Matters Appropriate For Investigation

The Whistleblower Program shall investigate or otherwise attempt to resolve complaints concerning:

- The misuse of City funds.
- Improper activities by City officers and employees.
- Deficiencies in the quality and delivery of government services.
- Wasteful and inefficient government practices.

## Referral of Certain Complaints

The Whistleblower Program shall refer the following complaints:

- Those which another City department is required by federal, state, or local law to adjudicate.
- Those which may be resolved through a grievance mechanism established by bargaining unit or contract.
- Those involving violations of criminal law.
- Those subject to an existing investigation.
- Those which allege violations of governmental ethics laws.

## **Investigation Process**

- Review complaint for jurisdiction.
- Conduct an initial investigation.
- Investigate, or refer complaint to department for review and investigation.
- Review findings and obtain additional information.
- Document findings and make recommendations to the department.
- Follow up on the implementation status of recommendations.

## **Investigation Process**

- Whistleblower Program personnel lead certain investigations, but coordinate the majority of investigations with management of the department associated with the complaint.
- Allegations that, even if true, appear immaterial or insignificant from a monetary or operational standpoint, may be referred to the city department involved in the allegation for investigation and response.
- By law, Whistleblower Program investigations are confidential.

## Outreach

- Continued outreach and education to city employees through employee presentations.
  - Participation in new employee orientation programs.
  - Departments are required to distribute
     Whistleblower Program contact information to all City employees.
  - Departments are also required to post a notice of whistleblower protections in locations that are conspicuous and accessible to all employees.

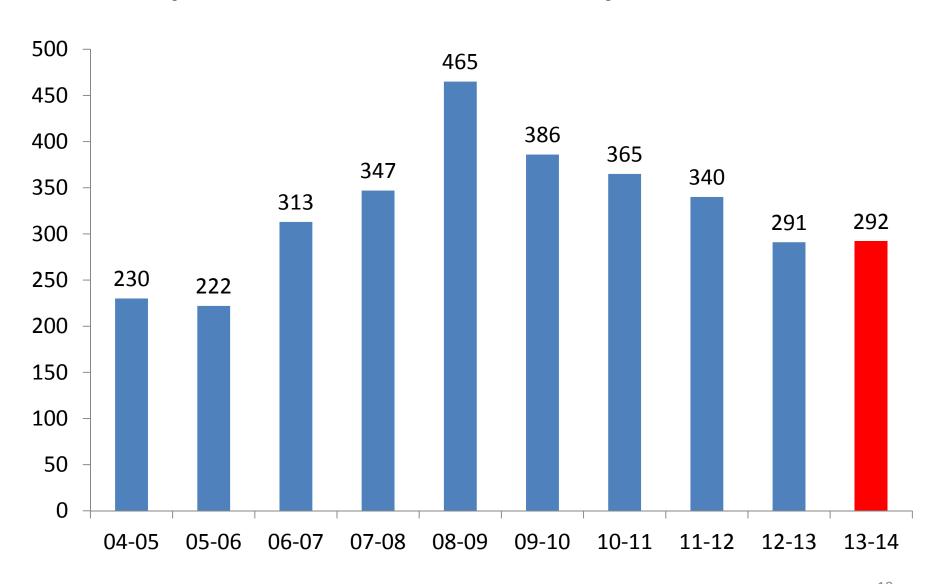
# Citizens' General Obligation Bond Oversight Committee

- Citizens' General Obligation Bond Oversight Committee (CGOBOC) reviews complaints received through the Whistleblower Program and their disposition.
- Quarterly meetings with CGOBOC liaison.
- CGOBOC provides advisory input to the Whistleblower Program.

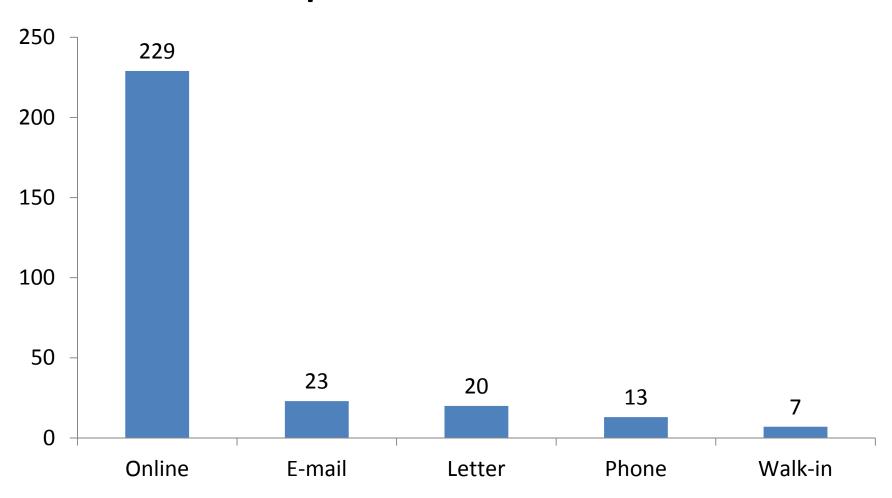
## Whistleblower Protections

- Retaliation an adverse employment action because you made a whistleblower complaint
- Retaliation is a violation of local and state law.
- Retaliation complaints are investigated by the Ethics Commission.

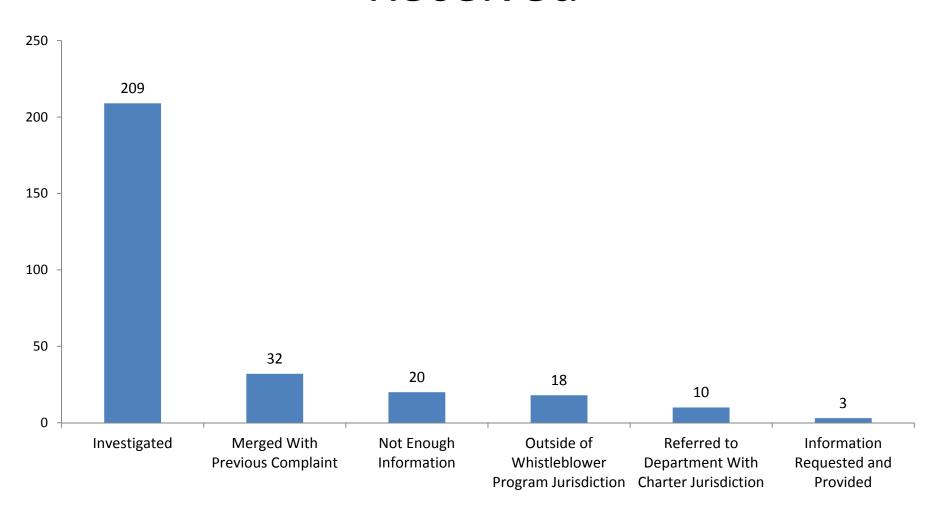
# Complaints Received By Fiscal Year



# Fiscal Year 2013-14 - Sources of Complaints Received



# Actions Taken on Complaints Received



## Benchmarking

- San Francisco's program receives considerably more complaints per resident than do programs in other large California jurisdictions.
- In fiscal year 2013-14 San Francisco received more complaints (34.86) per 100,000 residents than either the City of San Diego (5.53) or City of Oakland (15.26).

### Fraud Hotline Webinar Series

- Purpose: To create a forum that encourages dialogue and collaboration on best practices for fraud hotlines.
- Participants from 67 jurisdictions have attended webinars.
- Topics covered in FY 2014-15:
  - Fraud Hotlines in a Social Housing Environment
  - Proactive Fraud Detection Through Data Analysis

## **Complainant Survey**

- The Whistleblower Program offers complainants a survey in order to improve hotline services, resolve problems that dissuade potential complainants from submitting complaints, and address issues that compromise complainant satisfaction.
- Complainants can provide candid input on a variety of Whistleblower Program operations, including their perception of:
  - The professionalism of Whistleblower Program staff.
  - Protection from retaliation.
  - Protection of complainant confidentiality.
  - Timeliness of complaint investigation.

## Questions?

Steve Flaherty
whistleblower@sfgov.org
www.sfgov.org/whistleblower

# **Public Utilities Revenue Bond Oversight Committee Forward Calendar - 2015**

**Purpose:** The purpose of the RBOC is to monitor the expenditure of revenue bond proceeds related to the repair, replacement, upgrading, and expansion of the City's water collection, power generation, water distribution, and wastewater treatment facilities.

**Mission:** The goal of the RBOC is to make certain public dollars are spent according to authorization and applicable laws. Its purpose is to facilitate transparency and accountability in connection with the expenditure of revenue bond proceeds. The General Public is invited and welcomed to attend RBOC meetings and to provide input.

### April 13, 2015 (Yosemite Conference Room)

- 1. New audits initiated by RBOC
- 2. Detail on other oversight committees (benchmark) and their respective duties and overlap (i.e., Venn diagram)
- 3. Bimonthly SFPUC staff update on the Sewer System Improvement Program (SSIP)
- 4. RBOC Purpose and Mission

### May 11, 2015 (San Joaquin Conference Room)

(Shavuot, May 24-25)(Memorial Day, May 25)

- 1. Capital planning and capital financing processes presentation by staff
- 2. Power bonds update
- 3. Bimonthly SFPUC staff update on the Water System Improvement Program (WSIP), and presentation on managing delivery costs for future projects
- 4. BAWSCA Comments 6-10
- RW Block Lessons Learned Final Report

### June 8, 2015 (San Joaquin Conference Room)

- 1. Interim annual report (covering period 10/2014–7/2015) determine contents (e.g., summary of strategic issues, sunset question, SSIP, committee mission accomplishment) and assign responsibilities for production (draft report due July 2015)
- Bimonthly SFPUC staff update on the Sewer System Improvement Program (SSIP)
- 3. Committee staffing options
- 4. Committee sunset preparations

### July 13, 2015 (Yosemite Conference Room)

- 1. Draft Annual Report due
- Bimonthly SFPUC staff update on the Water System Improvement Program (WSIP)

### August 10, 2015 (Yosemite Conference Room)

1. Bimonthly SFPUC staff update on the Sewer System Improvement Program (SSIP)

### **September 21, 2015** (Yosemite Conference Room)

(3<sup>rd</sup> Mon.)(Labor Day, Sept. 7) (Rosh Hashanah, Sept. 14-15)(Succot, Sept. 28-29)

- 1. Public outreach and accountability to appointing agencies
- 2. Bimonthly SFPUC staff update on the Water System Improvement Program (WSIP)

### October 19, 2015 (3<sup>rd</sup> Mon.)(Sh'mini Atzeret, Oct. 5)(Columbus Day, Oct. 12)

- 1. Bond Finance 101
- 2. Bimonthly SFPUC staff update on the Sewer System Improvement Program (SSIP)

### **November 9, 2015**

1. Bimonthly SFPUC staff update on the Water System Improvement Program (WSIP)

### December 14, 2015 (Hanukkah, Dec. 7)

1. Bimonthly SFPUC staff update on the Sewer System Improvement Program (SSIP)

### Past Meetings - 2015

### February 9, 2015 (Prez Day, Feb 16)

- 1. Staff presentation concerning other PUC and City audits
- 2. RW Block lessons learned report
- 3. Discussion to address BAWSCA requests for information
- SFPUC staff update on the Sewer System Improvement Program (SSIP) to occur every other month, starting in February
- 5. RBOC vacancy
- 6. Committee staffing options

#### March 9, 2015 (Yosemite Conference Room)

- 1. Whistleblower benchmark item to be presented by Mark Blake (or Controller's Office)
- 2. SFPUC WSIP staff update on contingency and cost-cutting status, Calaveras Dam project (hereafter alternating presentations with SSIP every other month)
- 3. RW Block Lessons Learned Final Report
- 4. Committee Staffing Options
- 5. Committee Sunset preparations
- 6. BAWSCA Comments 1-5
- 7. Public Comment: Steve Lawrence Feb. 10-13 email
- 8. RBOC Annual Report transmittal to Mayor and Board of Supervisors