



PROGRAM MANAGEMENT PLAN

EXECUTIVE SUMMARY

MEASURE M
October 2016

Draft

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The Los Angeles County Metropolitan Transportation Authority (Metro) has developed the Los Angeles County Traffic Improvement Plan (LACTIP) or “Measure M” as a way to address new transit and highway projects, enhanced bus and rail operations, and several other transportation improvements in Los Angeles County. Metro’s Program Management Plan serves as a strategic framework for Measure M Capital Project Delivery and provides a roadmap on how Metro will manage and implement this ambitious transportation infrastructure program if voters approve the Measure in November. The Program Management Plan summarizes program scope, schedule and budget; provides organizational information for control systems, processes, responsibilities and authority; describes agency policies, procedures and interrelationships; establishes mechanisms for managing technical and financial risks and demonstrates stakeholder accountability and transparency.

Measure M is expected to generate an estimated \$860 million a year in 2017 dollars. Based on the latest economic forecast by the Los Angeles Economic Development Corporation, the LACTIP would add 465,690 new jobs across the region, stimulate \$79.3 billion in economic output in Southern California, and fund 40 major highway and transit projects in the first 40 years. The goals of Measure M include easing traffic congestion, improving freeway traffic flow; expanding rail and rapid transit systems and improving system connectivity; repaving local streets, repairing potholes, and synchronizing signals; making public transportation more accessible, convenient and affordable for seniors, students, and the disabled; earthquake retrofitting bridges and keeping the transit and highway system safe and in good working condition; embracing technology and innovation; creating jobs, reducing pollution and generating local economic benefits; providing accountability and transparency by protecting and monitoring the public’s investment.

The overall program budget for the first 40 years focuses on Capital Project Delivery which includes \$41.8 billion Transit Construction, \$2.39 billion Metro State of Good Repair, and \$20.33 billion Highway Construction. The Measure M Program Master Schedule outlines project delivery across the lifecycle including planning and environmental analysis, preliminary engineering and final design, contract procurement and real estate acquisition, construction management, testing and start-up as well as outlines opportunities for acceleration of projects. A Program Support Plan will be issued at a future date to address other elements of Measure M.

Strategic Initiatives

A series of strategic initiatives have been identified to address planned enhancements for Measure M Capital Project Delivery and how this transportation infrastructure program will be managed and implemented:

- **Staff Capacity Planning** - Capital project delivery of the infrastructure program in the Plan is highly dependent on providing sufficient staffing resources. Staffing needs for the Measure M projects were forecasted based on utilizing the right size for Metro, strategic consultant use, the ability to attract, train and retain core staff, growing through succession planning, streamlining /automating processes for efficiency, and partnering with community colleges to develop transportation in discipline curriculums.

- **Acquisition Process Innovation** - The construction industry differs from most other industries as contracts developed for individual projects, while containing a core set of standard requirements, are developed and adapted to suit the specific requirements of each project. This can be further complicated by the different types of contract delivery methods that have evolved over the years. Any efficiency that can be developed in either the procurement process or the procurement document can, when repeated over the life of a program of projects, save significant time and cost and improve the flow of procurements and implementation. Procurement process initiatives include reviewing potential Alternative Delivery Methods / PPP, facilitating private sector innovation, streamlining process and documentation, procurement strategic planning, project pre-planning, increasing competition, and increasing small business opportunities.
- **Strengthen the Project Budget Process** – With the large increase in both the number and value of projects being delivered under Measure M, it is essential that accurate Life of Project (LOP) budgets be developed for each project. Strengthening the project budget process includes expanding the use of Cost Estimating staff in the development of independent cost estimates and project budgets, working closely with the respective Departments during the early stages of project development, commencing risk assessments at the earliest practicable time in the project life, ensuring continuity of approach across the program, continuing Annual Program Evaluation process, establishing the LOP budget once projects have completed adequate engineering and design or bids are received for construction, and actively manage project scope to deliver projects on-time and within budget.
- **Technical Documents** – The Technical Documents initiative will entail the review of Metro's Design Criteria, Specifications, Standard and Directive Drawings, in conjunction with the innovation of Metro's procurement process and related documentation. This includes incorporating lessons learned, reviewing contract specification parameters (prescriptive vs performance), reducing submittals and approvals, promoting emerging technologies, and analyzing contract documents from a commercial/claims perspective.
- **Quality Management** – The Quality Management initiative will involve a thorough review and revision of Metro's Quality Management Program (QMP) and of the Quality Management Program Manual (QMPM) to incorporate Lessons Learned from Metro's projects and taking into account national Best Practices and experience from other transit agencies. The establishment of Quality Audit strategies, schedules and requirements, the capturing of quality records and audit data and tailored quality reporting will be automated, using State of the Art technology.
- **Third Party Utilities** – One area that has the most impact on the success of project delivery, and thus the cost and schedule of a project, is the third party interface, particularly utility relocations. Utilities are widely recognized as one of the top two causes of delay in project development and delivery. Third Party Utility initiatives being implemented include incorporating lessons learned, performing utility strategic planning, establishing Municipal/Utility Task Force, analyzing organizational structure/co-location, establishing bench contractors, expanding the pool of contractors and expediting lead-in activities or undertaking them earlier in the Project Life.

- **Teaming with External Jurisdictions** – The success of Stakeholder and Third Party Coordination is a major contributor to project delivery. While this section references good cooperation and coordination between the City of Los Angeles and Metro, close coordination with all interfacing governmental entities is important and this section applies equally to all such entities and cities. This strategic initiative involves establishing Executive Level single point of contact, performing joint strategic pre-planning, streamlining Master Cooperative Agreements, establishing a Joint Oversight Committee, establishing mutually acceptable design criteria, co-locating key staff, defining maintenance responsibilities, and streamlining the approval and permit process.
- **Teaming with Caltrans** – The Metro Highway Program is responsible for the programming and delivery of transportation improvements on the State Highway System and local arterials in Los Angeles County consistent with the Metro Long Range Transportation Plan (LRTP) and the projects/programs approved by the Metro Board under various sales tax measures. In this capacity, Metro works closely with the California Department of Transportation (Caltrans), the subregional Councils of Governments (COGs) and the cities in Los Angeles County to deliver regional, subregional, and local highway/roadway improvement projects. As local funding for project implementation increases, so does the need for greater coordination and communication between the parties. This strategic initiative involves initiating a Partnering Program, implementing a Lessons Learned Program, establishing a Management / Communications Plan, establishing a Strategic Implementation Plan, establishing Project Management Plans, developing an Interagency Agreement, promoting staff co-location and providing joint coordination with the Council of Governments.

Metro Department Functions

The Management Organization in the Program Management Plan describes Metro organizational structure and the responsibilities of staff that will be involved in the Capital Program. There are three management levels overseeing delivery of Metro Capital Program: the Board of Directors, who provide policy direction; the Chief Executive Officer and his direct reports, who provide executive direction; and the Projects Teams, who are responsible for implementation of the projects.

The Office of the CEO (OCEO) – The OCEO supports the CEO in carrying out his vision for the agency. The OCEO is the central point of contact for the Board of Directors, Board staff, and employees. Supporting the CEO requires understanding the vision, mission, and goals, maintaining frequent communication with the Board offices, working with staff to elevate issues, ensuring crossing departmental coordination and collaboration.

Finance & Budget - Metro's Finance & Budget participates extensively in Metro's fiscal and project delivery cycles. Metro's Finance Business Unit is charged with maintaining long term fiscal stability in an aggressive construction environment. In support of Metro's project delivery efforts, the Finance & Budget Business Unit is comprised of five sub-units as follows: Treasury, Office of Management and Budget (OMB), Accounting, Local Programming and Transit Access Pass (TAP).

Countywide Planning and Development – The Countywide Planning and Development Department is responsible for long range planning, regional transit planning and systems analysis and research within Los Angeles County. This department develops and implements complex countywide plans and programs such as Long Range and Short Range Transportation Plans and manages the Biennial Call for Projects competitive grant process. Major efforts include the implementation of the Congestion Management Program (CMP) which enables cities to receive annual gas tax apportionments for meeting statutory CMP requirements and coordination with South Coast Air Quality Management District to ensure that the \$297.6 billion of LRTP projects are in compliance with the federal Clean Air Act. This unit also provides technical planning analysis including travel demand modeling, geographic information system analysis, and census data analysis. These tools are essential to the development of corridor and countywide studies, and are required for the approval of federal transportation funds.

The Strategic Financial Planning group is responsible for integrating diverse federal, state, local, and private financial resources to accomplish the Long Range Transportation Plan, as periodically updated by the Metro Board of Directors. In doing so, this unit seeks to preserve local financial resources and funding flexibility to enable the delivery of planned services and capital projects, including existing operating commitments, state of good repair needs and improvements to the regional transportation system in Los Angeles County. Grants management and administration activities include grant development, project and program monitoring, reporting and financial oversight. Working with federal, state and regional/local funding policy makers and partners, this group seeks to optimize policies and maximize funding for Los Angeles County transportation programs and projects by obtaining and overseeing formula and discretionary federal, state and regional/local grant funds and federal loans for the agency and its sub-grantees.

The Transit, Highway and Regional Rail Planning group provides integrated support through all phases of a project's life, from early project planning through construction. While Planning's role evolves through the life of the project, their involvement is essential to each project's success. As the lead through the Planning and Environmental phases, the Planning group acquires a trove of project knowledge and builds stakeholder relationships that help mitigate areas of development risk during the design/construction phases. Looking forward, more effective coordination between Planning and Program Management and early community engagement will be critical to the departments' collective ability to deliver on the Metro capital program. Property acquisition and management of real property is the responsibility of the Real Estate section in Transit Planning.

Program Management – The Program Management Department is focused on the successful delivery of capital projects, including transit, highway, and regional rail projects. Safety, quality, and on-time/on-budget delivery while mitigating stakeholders issues are major goals. The department comprises of the following functions: Program Control; Engineering; Transit, Highway and Regional Rail and Facility Capital Project Delivery; Environmental Compliance & Sustainability.

Program Control assists in managing scope, project status, budgets, schedules, estimates, document control, change control, risk management and reporting. Program Control serves as

the central point of coordination across departments to ensure projects are delivered within cost, schedule, and risk expectations. Program controls support is also provided for activities including program reporting, enterprise standards and tool development, project management training and process improvements. Staff support is provided for the environmental planning and preliminary engineering, final design engineering and construction, and maintenance and operations phases.

Engineering is composed of engineering staff across all Engineering and Architectural fields needed for the design and construction of Metro rail systems including tunnel engineering, structural engineering, geotechnical engineering, civil and track work engineering, architectural, mechanical, electrical and plumbing (MEP) engineering and systems engineering. In addition, the Engineering group supports Metro's projects for their coordination with all Third Parties including the City of Los Angeles departments, mainly Bureau of Engineering (BOE) and Department of Transportation (DOT), but also Bureau of Sanitation (BOS), Bureau of Street Services (BSS), Bureau of Street Lighting (BSL) and Contract Administration (CONAD). Engineering also houses the Quality Assurance/Quality Control (QA/ QC) Department, which provides Quality Management to all Metro projects.

The Transit unit of the Program Management Department manages Transit projects from the Project Development Phase, through Construction and Project Handover. Metro's Transit projects include a broad range of infrastructure and technology, from vertical structures required to support operations and security activities to horizontal infrastructure such as Light Rail Transit and Subways.

The Metro Highway Program is responsible for the cost effective and timely delivery of safe and sustainable transportation improvements on streets and freeways across Los Angeles County. In line with the Metro Long Range Transportation Plan, the Highway Program advances the planning, environmental clearance, design and construction of major capital projects such as carpool lanes, mainline widening, freeway connectors, auxiliary lanes, freeway ramp improvements, grade crossings, and sound walls. In addition, the Highway Program works with regional and local stakeholders to implement lower-cost operational improvements such as ramp metering, traffic signal synchronization, and corridor management solutions to alleviate congestion and improve travel time reliability on freeways and local arterials.

The Regional Rail unit of the Program Management Department oversees the coordination with key stakeholders including Southern California Regional Rail Authority (SCRRA), Los Angeles – San Diego – San Luis Obispo Rail Corridor (LOSSAN), California High Speed Rail Authority (CHSRA), local municipalities, as well as the communication with Metro Board of Directors and their staff. Working in coordination with SCRRA, the Regional Rail unit also manages select capital projects for major Regional Rail and other Metro capital projects and provides overall leadership of Regional Rail staff to ensure that all Regional Rail capital projects and planning efforts are completed on time and within budget.

The Facilities Capital Projects Unit is responsible for all vertical construction and capital improvements for Metro's operational bus and rail facilities. The Unit supports other capital projects with construction and design support for projects not directly managed by the Facilities Capital Projects. The Unit is also responsible for management and coordination of all joint



development projects at Metro stations, for engineering support and design work for Facilities Maintenance and General Services at facilities and headquarters, and technical support for sustainability projects. The Unit assists in other major rail programs and planning with management of their rail facility projects, such as the yards, new stations, etc.

The Environmental Compliance and Sustainability Unit provides general support services and project management to Metro's Planning, Construction, and Operations Business units. The Unit is comprised of three functions: Environmental Services (including compliance, remediation, and liabilities reduction); Sustainability Services (including Policy Implementation, Environmental Management System, and Carbon Credits Administration); and Project Management of Sustainability Related Projects/Infrastructure.

Vendor / Contract Management – The Vendor/Contract Management Department (V/CM) has the responsibility to procure goods and services for Metro at a fair and reasonable price while exercising good business practices and the post award administration for contract compliance. All construction contracts (Design-Bid-Build (DBB), Design-Build (DB), Design-Build-Operate-Maintain (DBOM), Public-Private Partnership (P3), etc.) that exceed \$2,500,000 shall be subject to Metro's Project Labor Agreement and Construction Career Policy and Local Hire Initiative. Metro's Vendor Portal (Metro/Business.net) links contractors, vendors, small businesses (DBE/SBE/DVBE), medium size businesses, and suppliers to all necessary information for contracting opportunities, how to do business with Metro, and requirements for all solicitations.

Risk, Safety, Emergency Management, & Asset Management – The Risk, Safety, Emergency Management & Asset Management Department protects the assets of the public by identifying, evaluating and responding to the risk exposures of Metro. The Risk section assess individual project risk and potential for damages across a wide variety of risk sources. Insurance provides an acceptable method of risk transference that ensures the adequate capital is required in the event of claims. Insurance also helps ensure that all of the various risk exposures are addressed by contractors. The Corporate Safety section provides leadership and dedicates its resources to promote the philosophy of continuous safety improvement (Safety's First!) for the benefit of Metro's employees, customers, community, and business partners.

System Security & Law Enforcement – The Systems Security and Law Enforcement Department is responsible to develop, distribute, implement, and administer comprehensive security and law enforcement procedures for all Metro operations.

Communications –The Metro Communications Department will develop a Strategic Communications Plan to establish and maintain a high level of communication and outreach to various stakeholders throughout the implementation of the Measure M program. The public outreach, engagement and communication functions are essential parts of keeping communities informed and engaged throughout the Measure M implementation process.

Employee / Labor Relations – Metro has organized services that recruit, develop and support the workforce within the Department of Employee and Labor Relations. The Department is organized with three Units; General Services, Labor Relations and Talent Management. These services are designed to support the core business of Metro. The General Services division manages all printing services, travel coordination and the maintenance of the Gateway Headquarters facilities. The Labor Relations division conducts all of Metro's negotiations leading to Collective Bargaining Agreements with the Union partners. The Talent Management

division is responsible for talent acquisition and talent development. Team members manage recruitment and selection, including testing and background checking for over 2500 hires each year.

Congestion Reduction Department – The Congestion Reduction Department directs and manages the development of congestion reduction operating plans and implementation schedules, including revenue projections, environmental effects, mobility impacts on legislative requirements and technical feasibility. The Congestion Reduction department manages the maintenance of the tolling infrastructure on the I-10 and I-110 ExpressLanes. This includes the toll gantries, signage, in pavement sensors, cameras, enforcement beacons, and dynamic message signs. Roadway related items such as pavement maintenance and striping, median barriers, and graffiti removal are managed by Caltrans in coordination with ExpressLanes staff.

Office of Extraordinary Innovation – The Office of Extraordinary Innovation (OEI) provides support to the Program Management Department in all matters relating to innovation, unsolicited proposals, and public-private partnerships, such as procurement support, project delivery support, research to support program delivery, evaluation of unsolicited proposals, and analysis supporting the incorporation of new technologies on projects. Support to the Program Management Department may include such things as assistance in contract negotiations, the establishment of contract performance measures, consultant advisory services, and other assistance throughout the project delivery process, as requested by the Program Management Department or Metro's Senior Leadership Team.

Civil Rights – The Civil Rights Department ensures that Metro meets or exceeds Federal, State, and Local Civil Rights requirements by promoting universal equity for customers and employees. Civil Rights Program Compliance will evaluate services, programs, and facilities; educate employees and customers; monitor and advise on Civil Rights compliance; conduct investigations and make recommendations on corrective actions; and eliminate barriers in employment opportunities and ensure equal access and participation in the Metro transportation system.

Management Audit Services - Metro's Management Audit Services (MAS) Department is responsible for ensuring the integrity and efficiency of Metro policies and practices, the protection of assets and revenues, compliance with law, and adequacy of internal controls. MAS performs and/or manages the following types of engagements: performance audits (efficiency and effectiveness of operations, projects, or programs, suitability of the design and effectiveness of internal controls, reliability of operational and financial information), financial and compliance audits (grant agreements, Memorandum of Understanding, audits required by Proposition A, and Proposition C, Measure R, etc.), and contract audits (pre-award, incurred cost, close out, and contract change orders).

Information Technology (IT) Services – ITS enables the achievement of Metro's business goals and objectives through the use of innovation and technology. Key functions include Information Security, IT Operation and Service Delivery, System Architecture & Technology, Business Applications, IT Project Management Office, Corporate IT, delivering services & facilities on transportation projects, Digital Strategy & Innovation, and Research & Records Information.



Operations and Maintenance – Metro’s Operations and Maintenance department ensures the safe and reliable operation of regional bus and rail transportation infrastructure and equipment. Their focus is to continually improve the performance of Metro’s assets and to conduct Metro’s efforts in an efficient and professional manner. This mission is met by keeping all facilities, equipment, structures and utilities in good working order and at maximum efficiency. The Operations and Maintenance department works to advance preventative, predictive and responsive management of resources and to provide safe and comfortable environments for passengers and employees. Metro Operations works with Planning and Program Management to establish criteria, planning, design and construction of projects.

Metro is prepared and is ready to implement the Program Management Plan, continue extensive community outreach, develop a Program Support Plan, and continue planning and delivering one of the largest capital improvement programs in the nation.