




CITY OF RICHMOND

INTRACITY CORRESPONDENCE

DATE: March 24, 2016

TO: Honorable Members of Richmond City Council

FROM: John Buturla, Deputy Chief Administrative Officer, Operations 

SUBJECT: Ordinance 2015-192, Major Developments and Project Website Reporting

As the proposed ordinance 2015-192 is written, the Administration cannot support implementation. Proposed ordinance 2015-192, poses a significant impact to all areas of the City that oversee development or Capital Improvement Projects in addition to the Department of Information Technology. There are two primary City portfolios that would grapple with significant operational, resource and fiscal constraint with implementation of this ordinance, Economic and Community Development and Operations. This memo outlines some of the operational constraints that make satisfying implementation an arduous effort. Additionally, attached is a white paper that outlines the current estimated fiscal impact and the reasons as to why conducting a study to examine fiscal impact and implementation is warranted. The attached white paper was provided to Councilmember Agelasto, his Liaison and Council Budget Analyst, Meghan Brown on March 7, 2016.

When project managers present project updates to the Administration, Boards and Commissions, and Council, they tend to follow a typical format for content and format. Behind the scenes, however, these project managers utilize a variety of work processes and technology tools to create and maintain supporting, detailed-level documentation.

Inherent IT Challenges to bring those disparate means and methods together to make that detailed information available on the web include:

- Gathering files: copying or moving from individual hard drives, individual storage locations on file servers, team shared storage locations on file servers and moving to a web-accessible location (web repository).
- Converting files: loading native-format files to the web repository is a not a best practice as the target audience would have to own the proper software to read the files (e.g., Microsoft Project, Visio, Word, Excel and Access). Minimizing this issue requires saving each document in a common file format such as PDF.



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- Converting paper to files: scanning paper documentation, including drawings and plans on large-size paper, to create PDFs to load to the web repository.
- Writing text: creating necessary body copy to populating the web template for each project. This includes putting the necessary hyperlinks in body copy, bulleted lists, etc. to direct users to specific documents within the web repository. Project managers will have to take care to follow a standardized writing and style guide to prevent jarring variances in presentation among the project pages.

The cost of The Department of Information Technology's (DIT) staff time averages \$46.60 per hour. DIT has been consistent in reporting that creating of a web template is a fairly routine effort without many hours of work. But it is DIT's experience that it could be called upon to spend many hours leading and helping the project managers address the challenges outlined above. So DIT reported cost is for estimation purposes only. DIT's cost will also include the sum of its hours on technical and non-technical work fall within their range of a mid-sized project (161-500 hours). DIT has stated that for the high-end cost of their work could average \$23,300.

Additionally, the creating, updating and managing of dedicated project websites poses an issue as Project Managers are required to have "billable hours", in that they bill a majority of their time to their projects, which also covers most of their salary. As a result, time spent on website creating and updating as well as monitoring would be billed in part each respective Capital Improvement Project that met the requirements of 2015-192. This would not only directly increase the overhead cost of the project, but would also increase the dollar value of General Obligation Bonds (GO bonds) used per project, which will have a direct impact on the City's debt capacity.

Cost is not the only issue associated with this proposed ordinance. Other factors that need to be taken into consideration and carefully reviewed are the need to provide a user friendly experience. Along with identifying the most efficient and effective method for monitoring the content of each site, to ensure all information is formatted and useful to the public. The overall maintenance of any site design and configuration needs for agencies also warrants further review for feasibility.

Since the last City Council Meeting, City Administration contacted the City of Portland, Oregon, to inquire about their website reporting for major projects. Ms. Hope Elliot, with Economic and Community Development spoke with a Project Manager for one of their major Capital Improvement Projects - a Greenway Enhancement Project. They shared that originally project managers were solely responsible for the content of their project page. However, after the City of Portland elected to create and update websites on a larger scale, to include more major projects and relied on project managers to report information, it did not turn out well. Portland found that project website pages tended to lack consistency in their look as well as, depth of information and quality. As a result Portland, has recently had to rethink their whole effort.



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They have had to put, what they call “considerable resources” into their web project. Currently, Portland is, “revamping the entire communications team” and bringing on staff more adept at handling on-line content. In order to be successful with this endeavor, Portland has also decided to make professional writers available to Project Managers to assist with content, in project webpage updating and monitoring of the sites.

The City has also reached out to a private entity that oversees major utility construction projects, and has an internet presence to communicate required projects information. Ms. Rosemary Green, a Deputy Director, in the Department of Public Utilities, stated that this entity manages a project website for reporting as state and federal regulatory promote transparency for their major projects. Ms. Green, also learned that in order to effectively create project pages, manage content and monitor its project pages, they rely on a fully dedicated staff of eight (8) team members, three (3) of which are communication specialist. These team members get embedded into projects in order to ensure uniformity with public communication, website content and presentation. This does not include the IT support component that they utilize.

In conclusion, it should be noted that both entities contacted as part of the Administration’s preliminary fiscal impact assessment, manage project pages, not websites. Neither entity manages project pages to the extent that the proposed ordinance 2015-192 outlines in its requirements. Yet, both have deemed a need for dedicated technical writing staff to assist project managers for the purpose of creating, maintaining and updating project pages.

As stated, it is not our desire to burden the City in these difficult fiscal times with the creation of a new responsibility that we have seen requires a commitment of significant personnel and monetary resources, both of which we currently lack at this time.

Please review the attached white paper and feel free to contact me if you have any questions.

CC: Selena Cuffee-Glenn, Chief Administrative Officer
Lee Downey, Deputy Chief Administrative Officer, Economic and Community Development

Major Developments Proposed Ordinance Fiscal Impact Meeting

March 7, 2016

Proposed Ordinance 2015-192

Sponsor: Councilman Agelasto

Current Intent of the Proposed Ordinance:

For DIT to develop and maintain a website regarding major development projects based on the below proposed project criteria and requirements.

(1) A capital improvement project included in the City's capital improvement program for which at least \$5,000,000 has been appropriated or for which the total planned appropriation over the course of the project is \$5,000,000 or more.

(2) A project to attract, retain or expand a business, or a group of affiliated businesses, within the boundaries of the city of Richmond for the purpose of job creation, job enhancement, or job retention that involves a significant contribution from the City.

(3) A project that results in the development or redevelopment of a specific geographic area within the boundaries of the city of Richmond that involves a significant contribution from the City and is not a project described in subsections (1) or (2) of this definition.

"Significant contribution" means one or more City expenditures reasonably attributable to any phase of a project, whether made directly to a business or to a political subdivision, that, when considered together, total \$3,000,000 or more.

Sec. [2-1342] 2-1351. General requirements.

The department of information technology shall maintain on the website of the City a webpage entitled "development and capital improvement projects." The purpose of this webpage is to provide an internet location at which public information concerning projects is electronically published for public access. For each project, the webpage shall contain a hyperlink to a subsidiary page dedicated to that project. The department of information technology shall establish procedures whereby, as the department of information technology deems appropriate, either (i) the employee or employees with responsibility for managing a project or an aspect of a project submits the information required by section [2-1343] 2-1352 to the department of information technology on a regular basis and the department of information technology updates the subsidiary webpage for that project or (ii) the employee or employees with responsibility for managing a project or an aspect of a project update the subsidiary webpage for that project with the information required by section [2-1343] 2-1352 on a regular basis.

Sec. [2-1343] 2-1352. Project webpage requirements.

(a) The subsidiary webpage for each project required by section [2-1342] 2-1351 shall include, to the extent applicable to that project, either the following information or a hyperlink to the location of that information for that project:

(1) A project summary.

(2) The value and source of all City expenditures and private funding for the project, itemized by each source.

(3) Information and documents authorizing, depicting or outlining details

about the project, including, but not limited to, the following:

a. Pending or adopted ordinances or resolutions.

b. Written reports, studies, presentations, surveys, maps, drawings or other materials prepared for the Council, the City Planning Commission, or similar bodies; for submission to state or federal regulatory bodies; or for the use of the employee or employees with responsibility for managing a project or an aspect of a project.

c. Executed contracts with all contract documents, including contract modifications that make changes to, extend, or renew the contract.

d. [Drawings, maps, plans, and surveys] Project schedule.

(4) [On a quarterly basis, project] Project status updates on a quarterly basis for all active projects and as deemed appropriate for pending projects.

(5) The status of any permit application needed for the project.

(6) A list of City expenditures, in the same format as the City's payment register, with City expenditures that do not appear on the payment register due to the nature of the expenditure listed separately.

(7) A list of any future milestones that may be set forth in a contract to which the City is a party.

(8) [On a quarterly basis, details] Details concerning performance measures and benchmarking requirements, to the extent such measures or requirements are set forth in a contract to which the City is a party, and status updates about the progress towards meeting such measures and requirements, updated on a quarterly basis for all active projects and as deemed appropriate for pending projects.

(9) Project contact information, such as a contact person name, address, telephone number, electronic mail address, or any other contact information deemed appropriate.

Current Fiscal Impact Statement Submitted with Proposed Ordinance:

The actual potential fiscal impact is unknown at this time. There could potentially be some cost and/or significant staff time and resources to create and maintain the website.

A need for a budget amendment for this proposed ordinance has not been indicated.

Fiscal Impact Estimated by Administration for Proposed Ordinance:

As the proposed ordinance 2015-192 stands now, it poses a significant impact to all areas of the City that oversee development or Capital Improvement Projects in addition to the Department of Information Technology. There are two primary City portfolios that would grapple with significant resource and fiscal constraint with implementation of this ordinance, Economic and Community Development and Operations. Below details the potential impacts that division/department heads have relayed based on their initial assessment of this proposed ordinance. However in order to get a true understanding of the fiscal impact in its totality a study ought to be conducted by the Administration and formally reported on to City Council.

From the Department of Public Works' Capital Improvement Division (CIP), the Engineers, have assessed that based on the Council Quarterly Report, which provides life to date encumbrances, a total of fourteen (14) projects and programs would fall into the reporting category.

This poses an issue as the CIP Project Managers are required to have "billable hours", in that they bill a majority of their time to their projects, which also covers most of their salary. At this time the Department of Public Works does not support this proposed ordinance without having a better grasp on the true fiscal and staff impacts, having an identified funding source or reviewing alternative reporting formats.

Also within the Department of Public Works is the Traffic Engineering Division. Based on the proposed ordinance, the division estimates that for each project that qualifies, 40 hours of staff time to gather the information and populate the initial database. Additionally, the division anticipates a minimum of 10 hours of staff time to be spent quarterly update for the duration of the project.

Using the average salary of an Engineer III Project Manager of approximately \$40.00 per hour, this totals \$1,600 to populate each qualified project and then \$400.00 to update quarterly for the duration of the project. Therefore, a qualified project lasting three years would be:
 $\$1,600.00 + 11 \text{ quarters } (\$400.00 \text{ per quarter}) = \$6,000.00 \text{ per project.}$

This estimated analysis also applies to CIP projects that are overseen by the Department of Public Works' Capital Improvement Projects Division.

Another area that oversees major projects on a regular basis, such as school construction, fire station construction, etc., is the Department of Public Works' Special Capital Project Group. The group recently used outside resources to build and maintain a website for the construction of a public school, in order to provide the public with pertinent information related to the project such as, but not limited to: photos of progress, permits, costs, information about public meetings and a regularly updated project timeline.

This particular school construction project and its costs associated with the Schools Program Website totaled over \$200,000.00 for six (6) years from 2010-2015 (cost documentation attached as a PDF). When reviewing the cost for maintaining such a website, note the costs for Project Management Staff to send information to the website manager. When looking to estimate fiscal impact, this becomes difficult, as this was one program with four (4) projects. If this figure is multiplied by 20- 30 projects then a better sense of the overall fiscal impact could be realized for Special Capital Project Group.

With regards to projects that would be required to establish and maintain a website from the Economic and Community Development, based on a general project review Economic and Community Development, determined that there are eight (8) projects that readily would be impacted. They are as follows:

- **East End (CIP)**
- **Main Street Station (CIP)**
- **Gateway Plaza (CIP and Grant funding)**
- **Redskins Training Camp (CIP)**
- **Riverfront Plan (CIP)**
- **Philip Morris (Grant funding)**
- **Stone Brewery (Grant Funding)**
- **BRT (CIP)**

Each of these projects are multi-year projects that used a combination of funding (public and private). Extensive staff would be required to provide regular updates on the projects that Economic and Community Develop oversees as they regularly involve public meetings, vast numbers of permits over multiple years and obtaining information from multiple stakeholders.

Lastly, the Department of Information Technology (DIT), also review the proposed ordinance and estimates the below fiscal impacts could be expected. However it is important to note, that the fiscal analysis outlined below is an estimate and could very likely increase. Without conducting a study to realize actual costs associated with this proposed ordinance, approximate dollar values or staff resources cannot be fully understood.

Regarding programmatic interfaces to City systems:

- PM tools = zero;

City does not have project management tools from which data can be extracted programmatically.

- Legislation tool = one;

Granicus files (for ordinances) will be referenced via hyperlink in the content of the project page.

- Permitting tool = one;

EnerGov files (for permits) will be referenced via hyperlink in the content of the project page.

- It has been suggested that DIT create programmatic queries against RAPIDS data already contained in the online payment register. This would require adding necessary columns to the register to capture project codes, and assumes that payment transactions are properly tied to project codes. If encumbered (planned) amounts are desired in addition to actual expenses, which will require extra work.

DIT's estimate for the basic, content-only pages described above is \$23,000. (This is 500 hours at DIT average resource cost of \$46.60.) This was calculated based on initial description of the ECD portfolio.

Final scope will determine final labor needs.

In the absence of project management systems to which hyperlinks can be created, project managers will need to upload documents into RichmondGov. The cost to add storage is estimated at \$1,600 per terabyte. The count and size of files is unknown at this time, therefore final storage need is an unknown.

The Administration is requesting the ability to conduct a study, to not only fully discern the fiscal impact for each agency that handles or supports major developments within the City, but to also identify possible funding sources that could be used to augment the cost of reporting projects given the current limited resources with which each agency operates. The study will allow for the examination of other potential methods/formats for standardized project reporting to ensure the public and Council remain well informed. It is the Administration's goal to initiate a comprehensive study with the assistance of City Council's Budget Analyst and report out on the findings at the start of FY17 before Council.

School Program Website Expenses

(6 YR. PROGRAM) 2010 - 2015

JI Invoice	Amt	
011210AECOM	\$ 3,246.75	} WEBSITE SETUP
022510AECOM	\$ 15,572.75	
033110AECOM	\$ 3,080.25	
1027	\$ 4,495.00	
AECOM607101	\$ 3,330.00	
AECOM818101	\$ 499.50	
AECOM100420101	\$ 1,914.75	
AECOM110820101	\$ 832.50	
AECOM120720101	\$ 2,100.88	
AECOM120720103	\$ 2,058.00	
AECOM020820111	\$ 2,486.75	
AECOM030220111	\$ 2,658.25	
AECOM0400820111	\$ 1,200.50	
AECOM051820111	\$ 171.50	
AECOM060120111	\$ 85.75	
AECOM1110420111	\$ 3,858.75	
AECOM121720111	\$ 1,114.75	
AECOM302121	\$ 1,190.68	
AECOM503121	\$ 210.12	
AECOM605121	\$ 1,470.84	
AECOM403121	\$ 2,521.44	
AECOM605121	\$ 1,702.35	
AECOM711121	\$ 350.20	
AECOM802121	\$ 280.16	
AECOM90521	\$ 1,400.80	
AECOM1003121	\$ 6,867.98	— RE-FORMAT WEBSITES
AECOM1106121	\$ 1,190.68	
AECOM1204121	\$ 490.28	
AECOM0206131	\$ 1,298.52	
AECOM0304131	\$ 1,875.64	
AECOM0404131	\$ 1,170.31	
AECOM0502131	\$ 827.49	
AECOM0702131	\$ 2,784.80	
AECOM0528131	\$ 2,512.18	
AECOM0802131	\$ 727.76	
AECOM0831131	\$ 1,682.03	
AECOM1001131	\$ 1,843.55	
AECOM1101131	\$ 1,417.07	
AECOM1203131	\$ 831.71	
AECOM0106141	\$ 772.34	
AECOM0204141	\$ 1,659.79	
AECOM0305141	\$ 428.33	
AECOM0404141	\$ 1,728.64	
AECOM0501141	\$ 2,186.94	
AECOM0603141	\$ 958.02	
AECOM0806141	\$ 615.73	

School Program Website Expenses

AECOM0903141	\$	856.66	
AECOM1002141	\$	244.76	
AECOM1104141	\$	554.54	
AECOM1201141	\$	367.14	
AECOM1209141	\$	489.52	
1074	\$	252.10	
1093	\$	1,045.83	
1107	\$	676.20	
1128	\$	966.00	
1143	\$	1,432.50	
1163	\$	1,218.10	
1187	\$	252.10	
1206	\$	252.10	
1226	\$	445.30	
1242	\$	638.50	
		\$ 101,394.36	
PM and AE Team (20%)	\$	20,278.87	- TIME TO FEED INFO TO WEBSITE MANAGER
		\$ 121,673.23	