

CITY COUNCIL

LAND USE, TRANSPORTATION & INFRASTRUCTURE COMMITTEE

PUBLIC WORKS STRATEGIC RESOURCE ALIGNMENT

NOVEMBER 14, 2017

- Project scope and background
- Implementation plan and timeline
- Peer city analysis
- Structures requiring a Charter change
- City Council involvement

- Denver faces rapidly-evolving challenges in transit, sidewalks, street maintenance and planning, public safety at intersections, traffic management, and mobility generally.
- Nationally, alternative organizational models exist for implementing strategies for a more walkable, bikeable, safe, and transit-orientated city.
- Is Denver organizationally optimized to meet these challenges?

From the RFP:

“The City intends to evaluate organizational scenarios that optimize the delivery of traditional Public Works functions as well as transportation and mobility functions. These scenarios could include a single Public Works Department or separate departments for each set of functions. The City does not have any preordained conclusions as to what structure would work best and is open to all ideas.”

Project Team (*all members with City and County of Denver unless otherwise noted*):

Diane Barrett, Chief Projects Officer, Mayor's Office

Brad Buchanan, Executive Director of Community Planning and Development

George Delaney, Deputy Director of Public Works

Evan Dreyer, Deputy Chief of Staff, Mayor's Office

Don Hunt, former Director of Colorado Department of Transportation

Chad Kenney, Director of Development System Performance

Laura Perry, Capital Projects Manager, Department of Finance

Councilperson Mary Beth Susman, City Council District 5

Bob Tipton, Consultant to Public Works

Consulting Team: *Sam Schwartz*, City Strategies Team

Mike Flynn, Project Manager

Ben Rosenblatt, Deputy Project Manager

Sarah Kellerman, Project Planner + Designer

Avner Barak, Research

Strategic Advisor: **Corinne Kisner**, National Association of City Transportation Officials

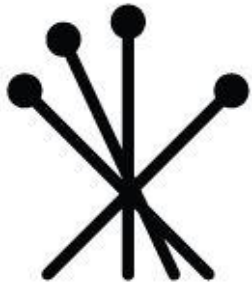
City and County of Denver Project Manager:

David Edinger, Chief Performance Officer, Mayor's Office

- What would success look like in delivering mobility? How should we measure effectiveness?
- Where should transportation-related functions live within city government and its agencies?
- To what extent is it beneficial, or not, to group traditional Public Works functions (waste collection, snow clearance, wastewater) with Mobility functions?
- How do we assess the extent to which an agency's structure (vs. policy and leadership) supports or hinders its effectiveness in achieving the City's goals?
- How does a city's transportation agency effectively interact with partners and stakeholders?
- What factors make some cities' transportation efforts more successful than others? What can Denver learn?

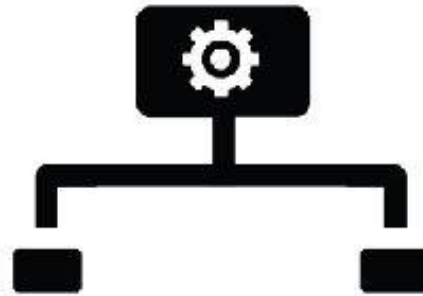
- RFP process selected Sam Schwartz Consulting
- 6 weeks total (end of April to early June)
- 26 meetings (17 with PW), over 50 interviewees
- 8 interviews via phone following visit #1
- Unvarnished feedback obtained
- Conducted additional interviews on peer city experiences in:
 - Boston, Charlotte, Chicago, Minneapolis, Nashville, Oakland, Pittsburgh, Seattle, Washington DC

Scenario 1



PW Acupuncture

Scenario 2



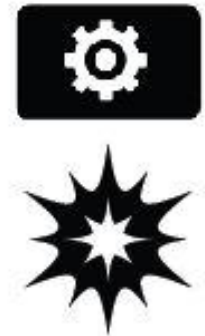
PW Re-Org

Scenario 3



Lite DOT

Scenario 4

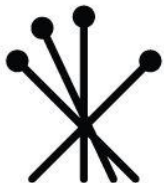


Full DOT

- *Sam Schwartz* developed 4 scenarios on which to evaluate issues identified and how potential organizational solutions can address

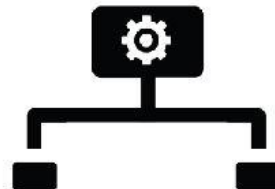
- Parsed information gained from interviews into ~80 issues across 25 categories
- At high-level, how well could the issue be addressed within PW? And how well by establishing a DOT?
 - More specifically, how well could the issue be addressed in each of the four organizational scenarios?

Scenario 1



PW Acupuncture

Scenario 2



PW Re-Org

Scenario 3



Lite DOT

Scenario 4







Full DOT

- **Scored potential impact of organization on addressing the issue on a simple 1 to 5 scale:**
 - **1: Negative Impact**
 - **2: No Improvement**
 - **3: Marginal Improvement**
 - **4: Improvement**
 - **5: Major Improvement**





Sample Evaluation 1: Achieving a Vision

Issue #	Issue Description	Scope of Issue	Issue Category
A-1	"Mode shift" has been promoted with specific targets, but how the shift is achieved is as yet mostly undefined.	Achieving a Vision	Communication and Definition of Citywide Mobility Vision

Impact on Issue via DPW "Acupuncture"	Impact on Issue via DPW "Major Re-Org" (+ rebrand)	Impact on Issue DOT "lite"	Impact on Issue via DOT "heavy"	Criticality of Addressing	Scoring rationale	Does Issue argue further in favor of separate DOT?
3 	4 	4 	5 	5	<i>Messages will be easier to translate if a DOT that consolidates many transportation functions is created.</i>	Yes
PW Acupuncture	PW Re-Org	Lite DOT	Full DOT			





Sample Evaluation 2: Internal Structures

Issue #	Issue Description	Scope of Issue	Issue Category
E-2	Project management roles are not clear with too many project "handoffs", resulting in significant inefficiencies during project delivery. Clearer lines are needed to formalize roles.	Internal Structures	Clarity of Roles and Organizational Structure

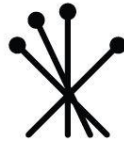
Impact on Issue via DPW "Acupuncture"	Impact on Issue via DPW "Major Re-Org" (+ rebrand)	Impact on Issue DOT "lite"	Impact on Issue via DOT "heavy"	Criticality of Addressing	Scoring rationale	Does Issue argue further in favor of separate DOT?
4  PW Acupuncture	5  PW Re-Org	3  Lite DOT	4  Full DOT	5	<i>Solving in-house may be preferable to forming a DOT, because the overall "handoff" between two totally separate departments may be even trickier. Depends how the relationship is set up.</i>	<i>No</i>

Sample Evaluation 3: External Relationships

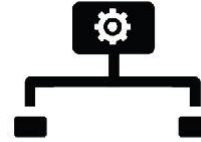
Issue #	Issue Description	Scope of Issue	Issue Category
T-4	How much Denver gets into the transit business is a source of uncertainty at RTD. RTD seems open to Denver "buying up service" to increase frequencies or fund supplemental routes for RTD. RTD is concerned that if Denver operates its own transit service, it may encroach on and compete with RTD services.	External Relationships	Collaboration with RTD

Impact on Issue via DPW "Acupuncture"	Impact on Issue via DPW "Major Re-Org" (+ rebrand)	Impact on Issue DOT "lite"	Impact on Issue via DOT "heavy"	Criticality of Addressing	Scoring rationale	Does Issue argue further in favor of separate DOT?
3  PW Acupuncture	4  PW Re-Org	4  Lite DOT	5  Full DOT	3	<i>Whichever Denver's choice ("buying up" and/or operating its own service), it would be a significant undertaking at PW, which already oversees so many functions. A fully-functioning DOT might be better able to address as a result.</i>	Yes

Summary of Draft Findings – 1



PW Acupuncture



PW Re-Org



Lite DOT



Full DOT

	Scenario 1	Scenario 2	Scenario 3	Scenario 4
Average Score (all)	3.1	4.3	3.7	4.4
Average Score (high criticality of 4 or 5 only)	3.2	4.4	3.8	4.5
Criticality-Weighted Average Score	12.1	16.4	14.1	17.0

- **PW Re-Org and Full DOT practically tied in a dead heat, with a Full DOT slightly ahead after scoring on ~80 issues**

Summary of Draft Findings – 3

	All 80 Issues (#)	All 80 Issues (%)	Criticality of 5 Issues Only (#)	Criticality of 5 Issues Only (%)
Does the Issue argue in favor of a separate DOT? → YES	25	31%	11	52%
Does the Issue argue in favor of a separate DOT? → NO	55	69%	10	48%

- ... HOWEVER, for the 21 issues deemed as highest criticality (i.e. the “5’s” only), the script changes. A slight majority of the most critical issues seemingly favor forming a DOT.

Case study interviews

- Spoke with several city agency leaders or their consultants following our first visit and round of interviews in Denver

Boston	Charlotte	Minneapolis	Nashville
Hybrid, “streets czar” position overseeing DPW & Transportation	DOT, formed 10 years ago	DPW, recently reorganized	DPW, considered but not yet ready for DOT

Oakland	Pittsburgh	Seattle
DOT, recently formed (already active)	DOT (“DOMI”), recently formed (still a shell)	DOT, evolved over past decade

Lesson #1 from case study interviews

Creating a separate DOT helps a city be more effective at delivering on mobility goals.

Boston	Charlotte	Minneapolis	Nashville
Maybe	Yes		Yes

Oakland	Pittsburgh	Seattle
Yes	Maybe	Yes

Lesson #2 from case study interviews

Creating a separate DOT is a really difficult or time-consuming process.

Boston	Charlotte	Minneapolis	Nashville
			Yes

Oakland	Pittsburgh	Seattle
Yes	Yes	

Lesson #3 from case study interviews

The mobility leader (whether DOT, DPW, or other structure) must be cabinet-level (i.e. have the ear of the Mayor/Council).

Boston	Charlotte	Minneapolis	Nashville
Yes	Yes	Yes	

Oakland	Pittsburgh	Seattle
Yes	Yes	Yes

General findings from case study interviews

Has the city been successful / effective with its arrangement?

Boston	Charlotte	Minneapolis	Nashville
<p>Moderate. Putting 2 agencies under one "czar" has helped but not solved coordination, and implementation has been modest.</p>	<p>High. The DOT has clearly helped the City organize its efforts, and it appears to be high-functioning.</p>	<p>High. DPW is a very functional organization since it was reorganized and new leadership was brought in with a vision for mobility.</p>	<p>TBD. City is just embarking on the process coming out of their work with Bloomberg Associates, with a focus on short-term changes.</p>
Oakland	Pittsburgh	Seattle	
<p>TBD. Too soon to tell. Leadership feels that even though the process has been painful, it will be worth it to create the DOT.</p>	<p>TBD. Too soon to tell. Less groundwork was laid than in Oakland and the process seems messier.</p>	<p>High. Required several phases of reorganization & rebranding: from CTRANS into SDOT, and then internal realignments.</p>	

- Commit to a new Department of Transportation, acknowledging that it is riskier in the short term
- Don't rush: Minimize disruption, maintain service levels, and continue to advance the mobility agenda
 - Reorganize within Public Works (12-24 months)
 - Separate DOT from Public Works via Charter (12 months)

- Part 3
- Example existing language currently naming Public Works (2.3.3.C):
 - Control of public ways, thoroughfares and other public facilities. Supervision and control of all streets, alleys, highways, thoroughfares, sewers, bridges, viaducts, tunnels and other like structures wherever located, including the supervision of lighting and all facilities for the lighting thereof, to conduct traffic engineering studies of pedestrian and vehicular movements thereon, to mark streets and related structures and to provide, operate and maintain traffic signals and controls. The Council shall provide, by ordinance, for the enforcement of the rules and regulations of the Department.

- Councilperson Mary Beth Susman on project team
- Report outs to Council committees as requested

- Public Works Executive Director starts Dec 11
- Commence 12-24 month internal realignment
- Prepare for anticipated Charter change to form the Department of Transportation (note: this is a working name and may change)