

Department of Accounting and General Services

Public Works Division

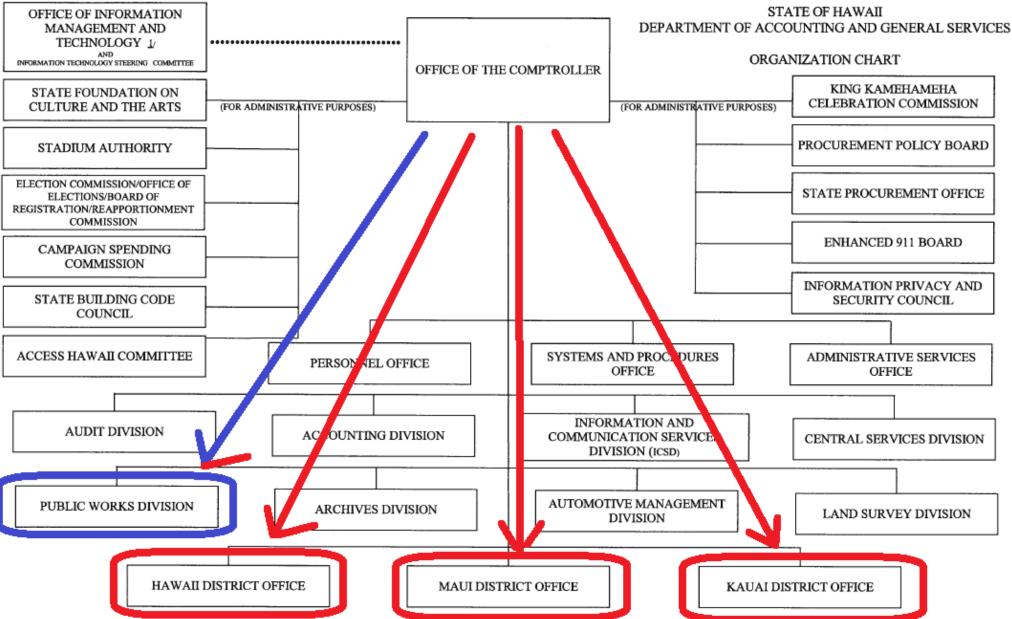
AUGUST 4, 2021

Agenda

- Who Are We?
- What Do We Do?
- Procurement Training
- Procurement Timelines
 - Projects Cradle to Grave
- Protests
- PWD Challenges

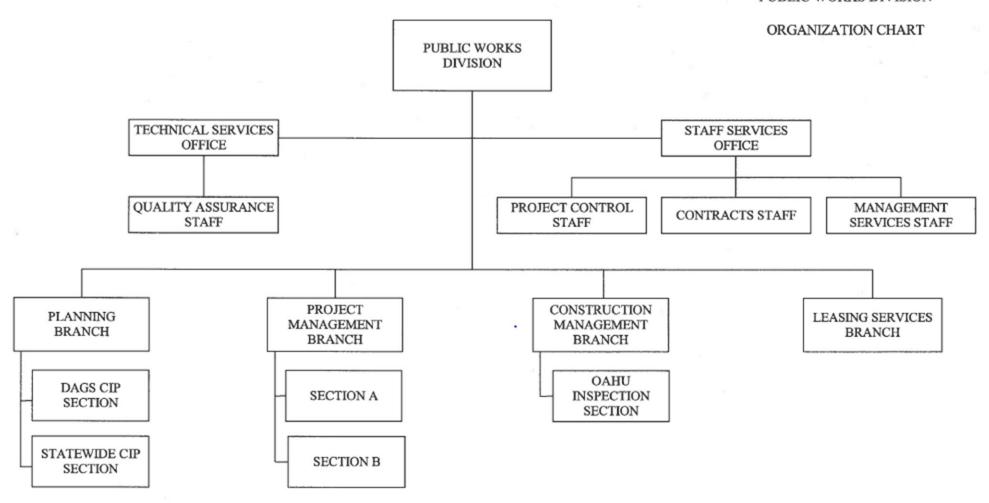
- Value Added Focus
- Support
- Bonus Material:
 - Change Orders Profile
 - The Salmon Ladder
- In Conclusion
- •Questions and Answers
- Mahalo!

WHO ARE WE?



1/ ESTABLISHED PURSUANT TO ACT 84, SLH 2011 AND PLACED IN THE DEPARTMENT OF ACCOUNTING AND GENERAL SERVICES. THE CHIEF INFORMATION OFFICER (CIO) IS APPOINTED BY THE GOVERNOR AND REPORTS DIRECTLY TO THE GOVERNOR. THE CIO IS THE HEAD OF THE OFFICE OF INFORMATION MANAGEMENT AND TECHNOLOGY.

STATE OF HAWAII DEPARTMENT OF ACCOUNTING AND GENERAL SERVICES PUBLIC WORKS DIVISION



STAFFING - BY 7/01/2021

Program ID	Branch/Office	No. of Authorized Positions	No. of Vacant Positions	No. of Unfunded Positions	Vacancy Rate
AGS-221 PWD	Administration Office	3	0	0	0%
u	Planning Branch	14	5	4	36%
u	Project Management Branch	13	3	2	23%
u	Construction Management Branch	19	3	2	16%
u	Staff Services Office	11	3	1	27%
u	Technical Services Office	8	1	1	13%
u	Neighbor Island Districts – PW Branches*	22	9	4	41%
u	2 To be established positions.	2	2	0	100%
TOTAL AGS-221	PUBLIC WORKS DIVISION	92	26	14	28%
AGS-223 Leasing	Leasing Services Branch	4	3	0	75%
TOTAL AGS-223	LEASING SERVICES BRANCH	4	3	0	75%
	TOTAL PWD & LEASING SERVICES BRANCH	96	29	14	30%

Number or Architect/Engineers: Authorized = 40 Filled = 30 (+7 Branch Chiefs/PWA)

[•] Neighbor Island District, Public Work Branch positions are funded by AGS-221 Public Works Division to perform Construction Management Services and report to the Office of the Comptroller.

STAFFING - BY 7/01/2021

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u	Planning Branch	au h	ave		36%
u	Project Management Branch	ν <u>ΙΙΙ</u>	ire		23%
u	Administration Office Planning Branch Project Management Branch Construction Management Branch Staff Services Office Technical Conditions of the condition	* O Y	ethe		16%
u	Staff Services Office \$ 706	le to	70	1	27%
u	Technicals and O' and O	200	Late.	1	13%
u	the ello staff ello	Vacalle	9	4	41%
" B	V the 12 Star to a 437		2	0	100%
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WHAT DO WE DO?

Plans, coordinates, organizes, directs, and controls a Statewide program of Engineering, Architectural, and Construction Services including:

- Land Acquisition
- Planning
- Designing
- Project Management
- Construction Management & Inspection
- Quality Assurance
- Contracting & Equipping facilities for State & other agencies
- Locates, negotiates, and leases office space for client agencies

SUPPORTS THE MISSION OF THE DEPARTMENT BY:

- Directing the expenditure of Capital Improvement Program (CIP) funds and operating funds released to the Department for projects.
- Representing the Comptroller at various functions, ceremonies, and public hearings on matters concerning public improvements.

Procurement Training

Procurement Processes

- ☐Chapter 103D
 - Competitive Sealed Bids (Low-Bid Award)
 - ☐ Design-Bid-Build
 - ☐ Competitive Sealed Proposals (RFP)
 - ☐ Design-Build
 - Professional Services
 - ■Small Purchase
 - ☐ Sole Source
 - ☐ Emergency Procurement

- ■HIePRO
- ☐ Finance Agreements, Chapter 37D
 - ☐ Design-Build-Finance
 - ☐ Design-Build-Finance-Maintain
 - Design-Build-Finance-Operate-Maintain
- Lease Agreements
 - ☐ Chapter 171, Public Lands
 - ■Exempt from Chapter 171

103D Procurement Training

- SPO Mandatory Training for PWD Staff
 - DAGS Internal
 Procedures for Ensuring
 Staff Receive Training
 Prior to Implementing
 Procurement
 - □ PWD Log for SPO Training

1. Procurement training procedures/certificatio	names				
"X" = Completed training and Procurement Dele					
"*" = Completed training but Procurement Dele					
MANDATORY					
RECOMMENDED					

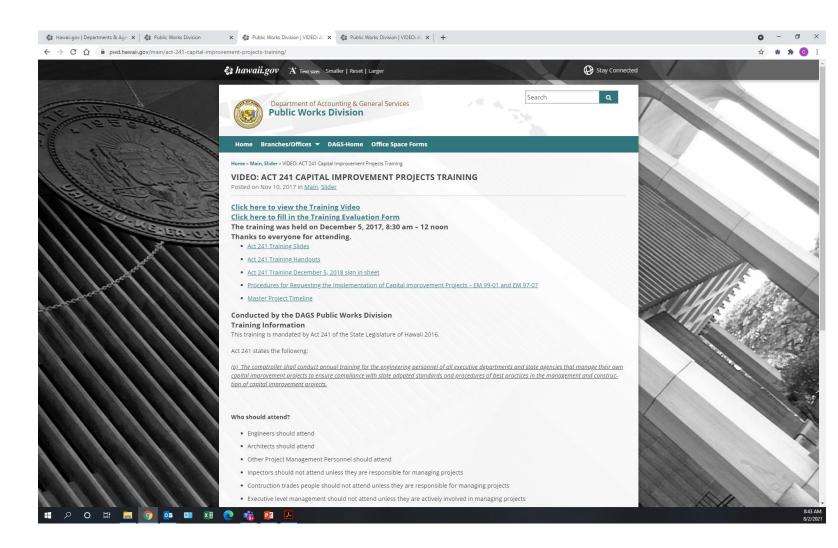
	RECOMMENDED							
BRANCH	POSITION TITLE	COMPETITIVE SEALED BIDS (CSB)	COMPETITIVE SEALED PROPOSALS (CSP)	PROFESSION AL SERVICES (PS)	SMALL PURCHASE (SP)	SOLE SOURCE	EMERGENCY	HIePRO
SSO	Account Clerk III				*			
SSO	Account Clerk III				*			
SSO	Account Clerk IV				Х			
SSO	Administrative Services Assistant	Х	Х	Х	Х	Х	Х	Х
TSO	Architect V	Х	Х	Х	Х	*	*	
PMB	Architect V	Х	Х	Х	Х	*	*	
PB	Architect V	Х	Х	х	Х	Х	Х	
PB	Architect V	х	х	х	Х	Х	Х	
CMB	Architect V	х	х	Х	Х	*	*	
PMB	Architect V	Х	Х	Х	Х	*	*	
CMB	Architect VI	х	х	х	Х	Х	Х	
CMB	Building Construction Inspector II	х	х	Х	Х	*	*	
CMB	Building Construction Inspector II	х	Х	Х	Х	*	*	
CMB	Building Construction Inspector II	Х	Х	Х	Х	*	*	
CMB	Building Construction Inspector II	х	Х	х	Х	*	*	
CMB	Building Construction Inspector II	Х	Х	Х	Х	*	*	
CMB	Building Construction Inspector III	Х	Х	Х	Х	*	*	
CMB	Building Construction Inspector III	х	х	х	Х	*	*	
CMB	Engineer (Buildings) III	х	х	Х	Х	Х	Х	
PB	Engineer (Buildings) III	*	*	Х	Х	Х	Х	
CMB	Engineer (Buildings) III	Х	Х	Х	Х	*	*	
TSO	Engineer (Buildings) V	х	х	х	*	*	Х	
PMB	Engineer (Buildings) V	х	Х	Х	Х	*	*	
PB	Engineer (Buildings) V	Х	Х	Х	Х	Х	Х	
TSO	Engineer (Buildings) V	х	Х	х	X	Х	Х	
PMB	Engineer (Buildings) V	х	Х	х	Х	Х	Х	
PMB	Engineer (Buildings) V	х	Х	х	X	Х	Х	
PMB	Engineer (Buildings) V	Х	Х	Х	Х	Х	Х	
CMB	Engineer (Buildings) V	х	Х	х	Х	*	*	
TSO	Engineer (Buildings) V	х	х	х	Х	*	*	
СМВ	Engineer (Buildings) V	х	Х	х	Х	*	*	
SSO	Engineer (Buildings) VI	х	х	х	Х	Х	Х	
TSO	Engineer (Buildings) VI	х	х	х	*	*	*	
РВ	Engineer (Buildings) VI	Х	Х	Х	Х	Х	X	3

CIP Projects Training: Act 241, SLH 2016

Mandatory Annual Training

For the engineering personnel of all executive departments and state agencies that manage their own capital improvement projects to ensure compliance with state adopted standards and procedure of best practices in the management and construction of capital improvement projects.

Departments & Agencies are responsible for their own compliance using the training material.



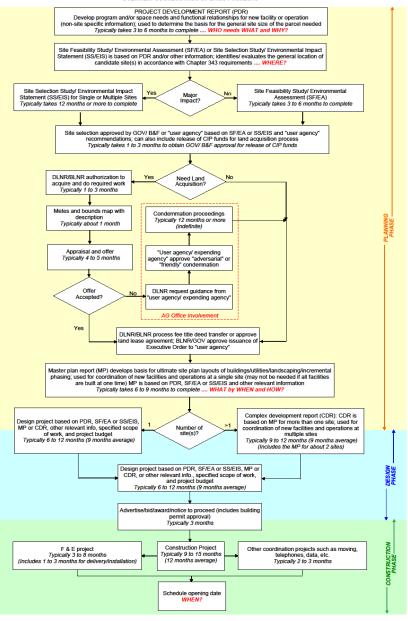
Procurement Timelines

Projects Cradle to Grave

THE FOCUSED MISSION

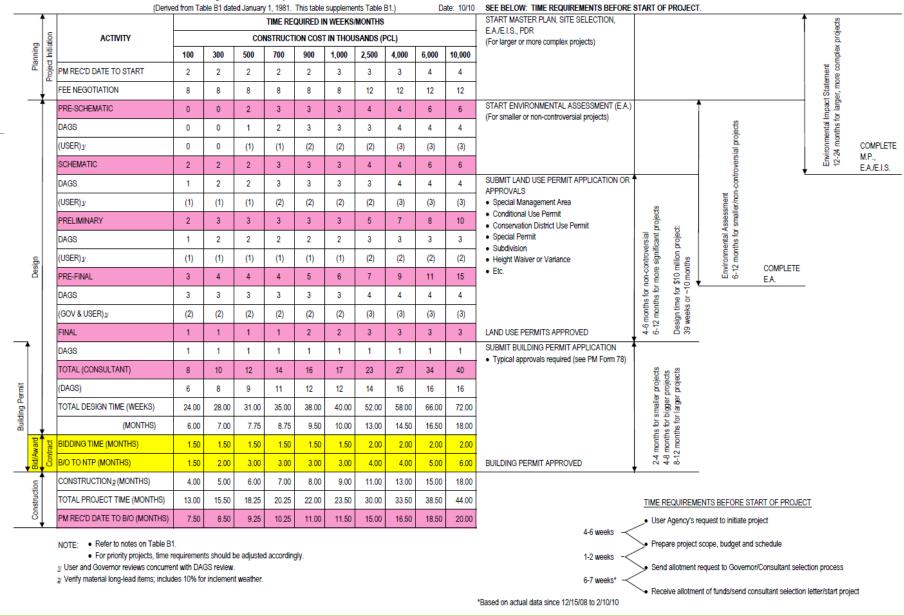
PROJECT DELIVERY PROCESS: SEQUENCE

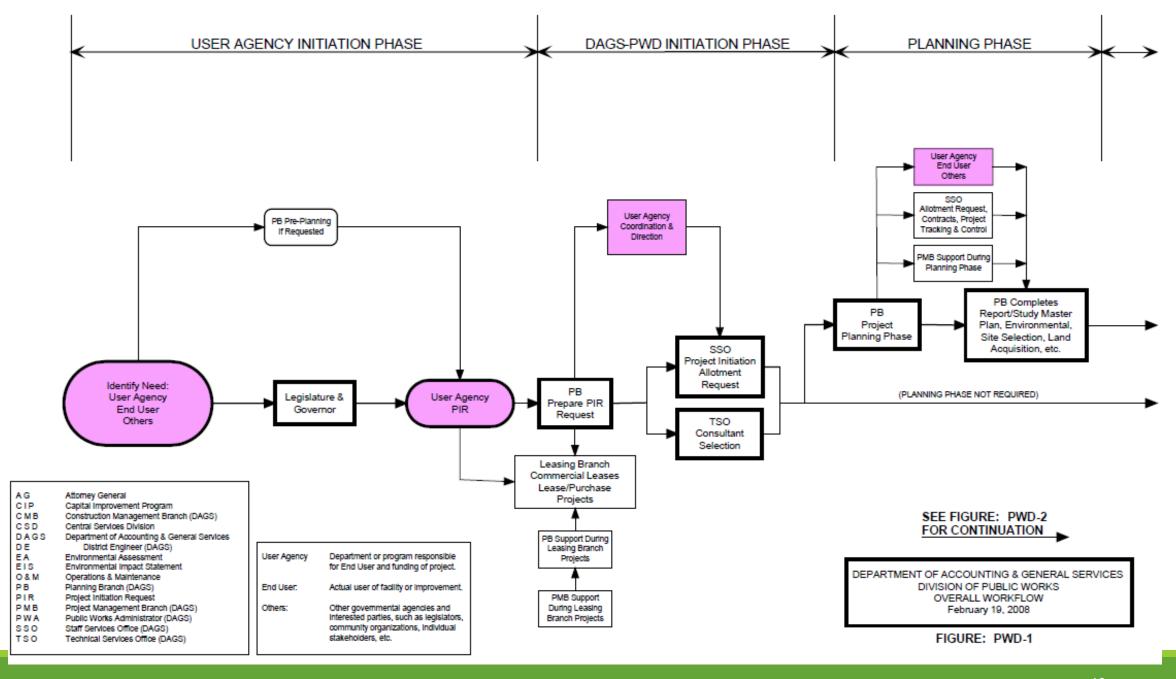
OVERVIEW COORDINATION OF DAGS PROJECTS

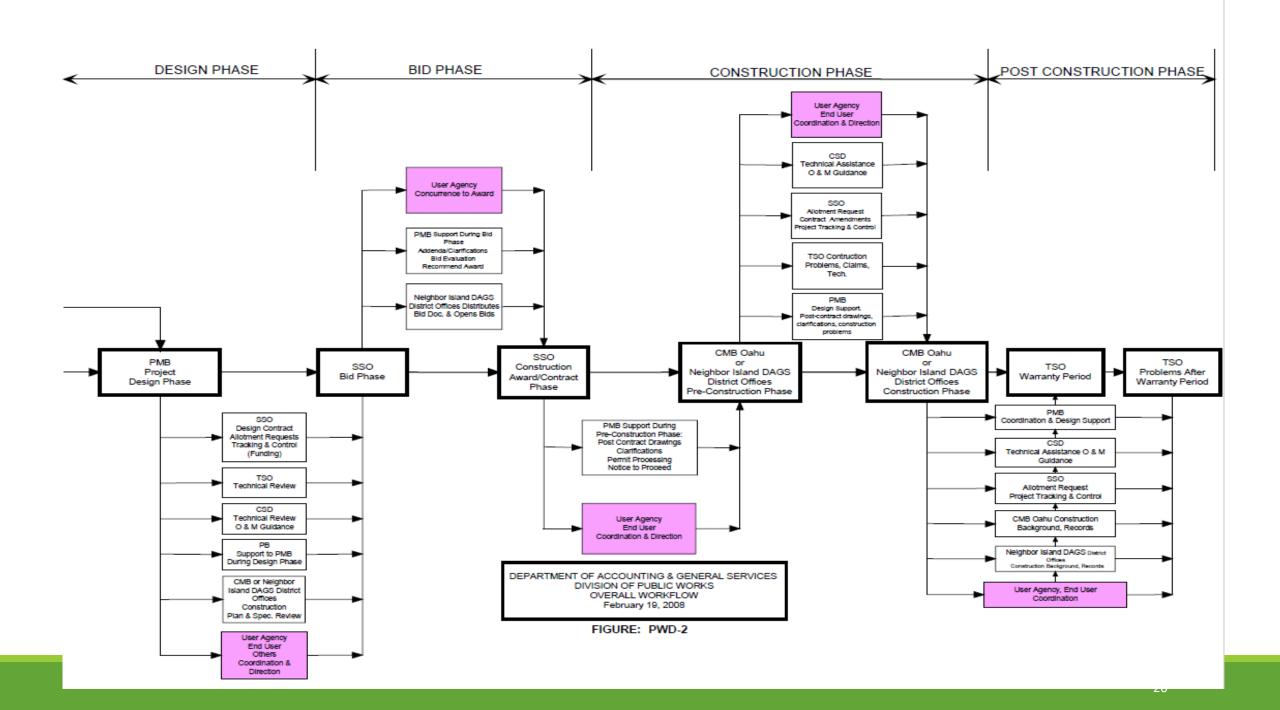


PROJECT DELIVERY PROCESS: TIMELINE

Table B1a Regular Time Requirements







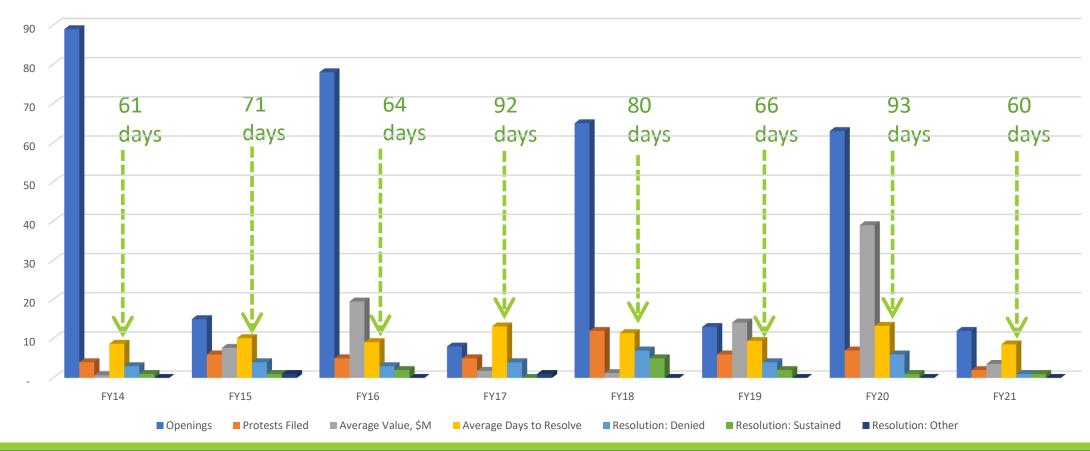
Process

- □PWD receives protest letter: route to Contracts Engineer (CE) for processing and resolution
- □CE formally stays processing toward award of project
 - ☐ Including suspension of analysis of all bids
- □CE analyzes and researches claimed basis or bases of protest
- ☐ As necessary CE request additional information from protestor
- □CE receives protestor's response to request
 - ☐ May include additional bases for protest, triggering additional analysis/research/questions
- □CE confers with Deputy AG on matters of law and interpretation thereof
- □CE drafts letter denying or sustaining protest
- Letter routed for review/approval of BC, PWA, Deputy Comptroller; and Comptroller's signature
- ☐ If denied and no timely receipt of protestor's request for administrative hearing, CE resumes processing toward award of project
- □NOTE: This generalized process is shaped to the particulars of each specific protest.

Basis of Protests ☐ For the period FY14 thru FY21: 47 protests received and resolved **44** protests prior to award ■ Subcontractor list: 28 ☐ 18 Denied, 9 Sustained, 1 Other □ Specifications/Scope of Work: 1 (other) ☐ Procurement Process: 1 (denied) ■ Noncompliance with Solicitation Requirements: 1 Denied, 1 Sustained **□** Other: 12 ■ Examples: bid bond question, bid rejection, bid preference, no subcontractor for work exceeding 1% of bid price, licensure compliance, failure to selfperform, improper use of forms 9 Denied, 3 Sustained

□ 1 alleged unlicensed subcontractor: Denied
□ 1 alleged fraudulent subcontractor credentials:
Denied
□ 1 alleged improper post-award bid rejection:
Denied

☐ Historic Timelines



☐ Historic Timelines



PWD Challenges

Projects Cradle to Grave: The "Silos"

Pla	lanning	Design		Construction	Post Construction	
Project Initiation: Scope-Budget- Schedule PDR Site Feasibility or Site Selection	EA/EIS Land Acquisition/ Entitlements Master Plan Complex Development Report	Design Bid	Award NTP	Construction Furniture & Equipment Move-In	Warranty Maintenance	

Projects Cradle to Grave: Actual Functions

				Planning					Des	sign		С	onstructio	n	Post Con	struction
Entity/Branch	Project Initiation: Scope-Budget-Schedule	PDR	Site Feasibility or Site Selection	EA/EIS	Land Acquisition/ Entitlements	Master Plan	Complex Development Report	Design	Bid	Award	NTP	Construction	Furniture & Equipment	Move-In	Warranty	Maintenance
User/Owner																
TSO																
SSO																
PB																
PMB																
CMB																
LSB																
PWA																
Hawaii District																
Kauai District																
Maui District																

Projects Cradle to Grave: Planning & More

	٠		•		Conti	nuous		•								Planning					
Entity/Branch	DCCM Special Conditions	Consultant Registry	Administer DAGS CIP Budget	Administer PWD Operating Budget	Legislature	Procurement - Internal & External	Work Requests Environmental Reviews	TOD Broadband	SHPD	Industry Collaboration	Planning Budget/Funding	Project Initiation: Scope-Budget-Schedule	Allotment Request	Consultant Selection/Award	Contract Encumbrance	PDR	Site Feasibility or Site Selection	EA/EIS	Land Acquisition/ Entitlements	Master Plan	Complex Development Report
								<u> </u>	<u> </u>					, , , , , , , , , , , , , , , , , , ,			0, 0,			_	
User/Owner																					
TSO																					
SSO																					
PB																					
PMB																					
СМВ																					
LSB														}							
PWA																					
Hawaii District																					
Kauai District																					
Maui District																					

Projects Cradle to Grave: Design

							Des	ign						
Entity/Branch	Design Budget/Funding	Allotment Request	Consultant Selection/Award	Contract Encumbrance	Design	Construction Budget/Funding	F & E Relocation Budget/Funding	Advertise	Bid	Award	Contract Encumbrance	Permits	Move-Out	NTP
			<u> </u>			<u> </u>					<u> </u>			_
User/Owner														
TSO														
SSO														
PB														
PMB														
СМВ														
LSB														
PWA														
Hawaii District														
Kauai District														
Maui District	_	_			_			_						

Projects Cradle to Grave: Construction/Post Construction

	С	onstructio	n	Post Con	struction
Entity/Branch	Construction	Furniture & Equipment	Move-In	Warranty	Maintenance
User/Owner					
TSO					
SSO					
PB					
PMB					
СМВ					
LSB					
PWA					
Hawaii District					
Kauai District					
Maui District					

PWD Cradle to Grave

		Non-P	roject R	elated				Unpr	ogramr	ned Sup	port		
Entity/Branch	Leasing Services	Space Authorization	Space Assignments	Grants in Aid	State ESF-3	Governor Requests	Legislative Requests/Inquiries	рон	PSD	HSPLS	Aloha Stadium	CSD	LSB
		3,	σ,										
User/Owner													
TSO													
SSO													
PB													
PMB													
СМВ													
LSB													
PWA													
Hawaii District													
Kauai District													
Maui District													

CAPACITY

- Number of Projects
- Value of Projects
- Complexity
- ➤ Breadth of Project Types
- > Users/Owner's Preparation/Capacity
- Competing Responsibilities
- **≻**Time
- **≻**Money

Our Internal Clients

- DAGS Divisions
 - Archives
 - AutomotiveManagement
 - Central Services

Occupants of DAGS-Managed Facilities

- Attached Agencies
 - Aloha Stadium
 - Office of Enterprise
 Technology Services
 - State Foundation On Culture and the Arts

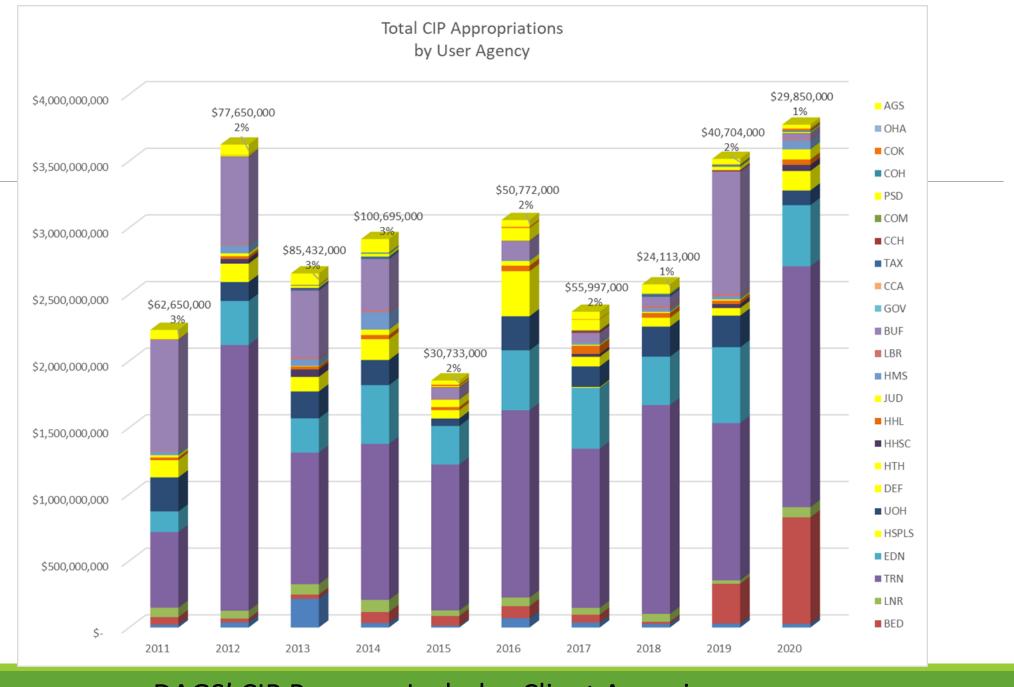
Our External Clients - DAGS Typical Clients

- Dept. of Agriculture
- Dept. of Business,
 Economic Development,
 and Tourism
- Hawaii State Public Library System
- State Dept. of Defense (National Guard, OVS, HIEMA)

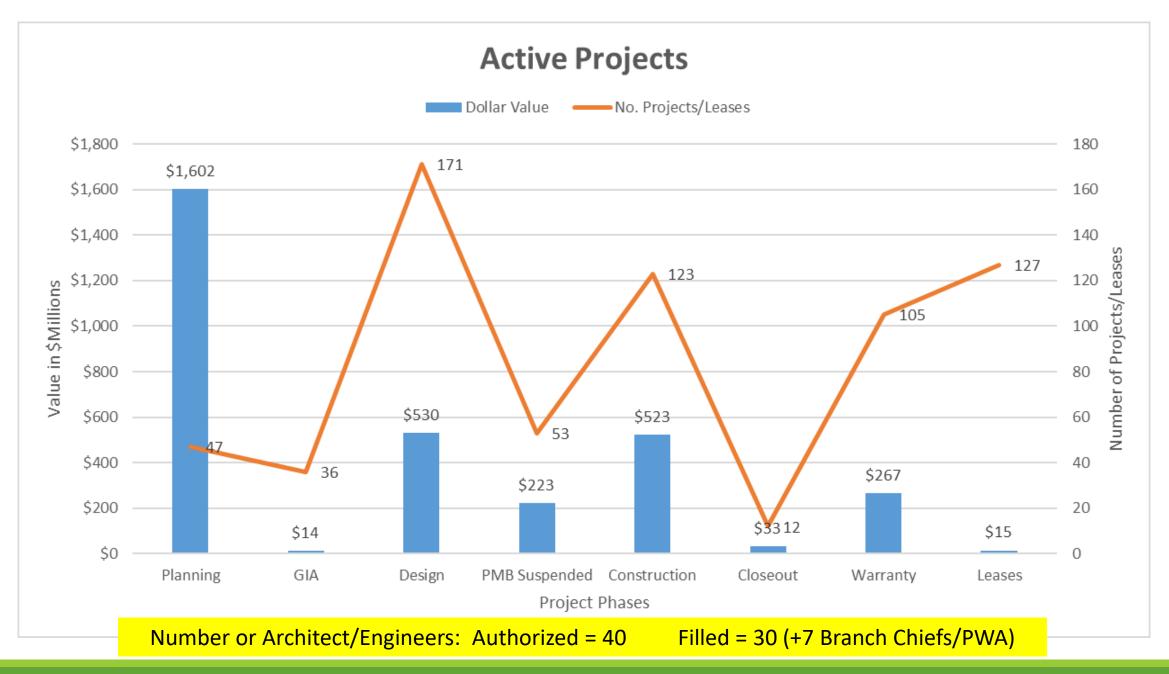
- ODept. of Health
- Dept. of Human Services
- Judiciary
- Dept. of Public Safety
- Chapter 42F Grants in Aid
- State Museum of Natural History (Bishop Museum)

Clients for Special Projects

- Dept. of Hawaiian Home Lands
- Dept. of Land and Natural Resources
- Dept. of Transportation
- High Tech Development Corp
- University of Hawaii
- Other



DAGS' CIP Program Includes Client Agencies



Active Consultant Contracts

- □ Planning: 60 Contracts \$41 million
- Design: 239 Contracts \$116 million
- □CM and Misc.: 8 Contracts \$6.9 million

Value Added Focus

- ■Not Change the Procurement Code → Improve Utilization & Understanding of Existing Strengths.
- ☐ Fund and Fill Vacancies → Not Rely on 3rd Party Services
- Provide Recruitment and Retention Tools
 - ✓ Increased Pay
 - ✓ Increased Benefits including incentives (e.g. geographic and/or increased shortage differentials)
 - √ Flexibility
 - ✓ Reinstate PRO Agencies Able to Direct Hire
- ■Emphasize Succession and Survival Planning for the Brain Drain

SUPPORT

- Recognize the Crisis
- Provide Value Added Support: Focus on the Crisis
- ☐ Fund Vacancies Statewide
- Allow Filling of Vacancies
- ☐ Implement Direct Hiring
- ☐ Provide Incentives to Work for the State: Pay, Benefits, Training, Working Conditions

All the rules in the world won't matter when no one is working.

Bonus Material

Change Orders Profile

BY PROJECT PHASE AND TYPE

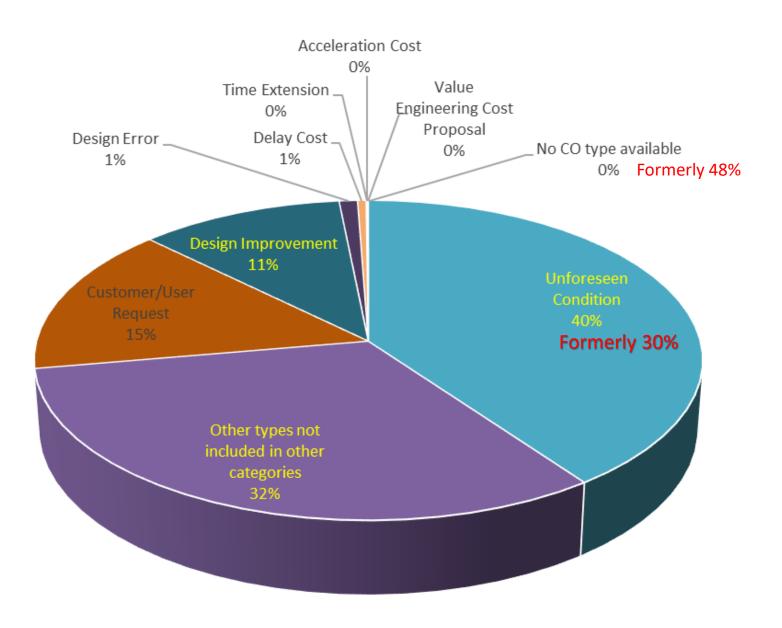
Change Orders Projects Over \$100K Completed FY 2019 - 2021

		(In \$ Millions)						Average Per Project	
		Original	Final			No.			
Type of		Contract	Contract	Total	Total %	Change	No.	No. Change	No.
Contract	No.	Total	Total	Increase	Increase	Orders	Extensions	Orders	Extensions
Planning	10	\$4.73	\$5.07	\$0.340	7.2%	1	9	0.1	0.9
Design	35	\$13.8	\$25.7	\$11.9	86.6%	66	0	1.9	0.0
Construction	85	\$277	\$301	\$23.6	8.5%	630	199	7.4	2.3
GIA	8	\$4.59	\$4.59	0	0.0%	0	14	0.0	1.8

Notes on Professional Services Contracts for Planning and Design:

- ☐ Change Orders are actually contract amendments
- ☐ Most are anticipated from the time of contract execution.
- ☐ In general, consultant contracts for planning and design are still quite fluid at the time of award.
- ☐ Many are executed as "subject to change" contracts with minimal initial scopes, as final project scope, existing conditions, and cost/funding are unknown.
- ☐ As the project progresses through its due diligence steps, work scope becomes more defined and fee negotiations may ensue. As fees are approved, contracts are amended to include the refined scopes and fees.

^{*} Per SmartSheet December 2020: U.S. National Average is 10 – 15 % for capital construction.



Other Types of Change Orders

Change Order Type	Total No.	Total Amount	<u>Percentage</u>
No CO type available	0	\$0.00	0.00%
Unforeseen Condition	289	\$7,208,704.00	40.04%
Other types not included in other categories	41	\$5,814,547.00	32.29%
Customer/User Request	108	\$2,711,961.10	15.06%
Design Improvement	96	\$1,999,141.00	11.10%
Design Error	19	\$178,866.00	0.99%
Delay Cost	5	\$83,802.00	0.47%
Time Extension	34	\$7,960.00	0.04%
Acceleration Cost	1	\$7,138.00	0.04%
Value Engineering Cost Proposal	1	-\$6,763.00	-0.04%
	594	\$18,005,356.10	

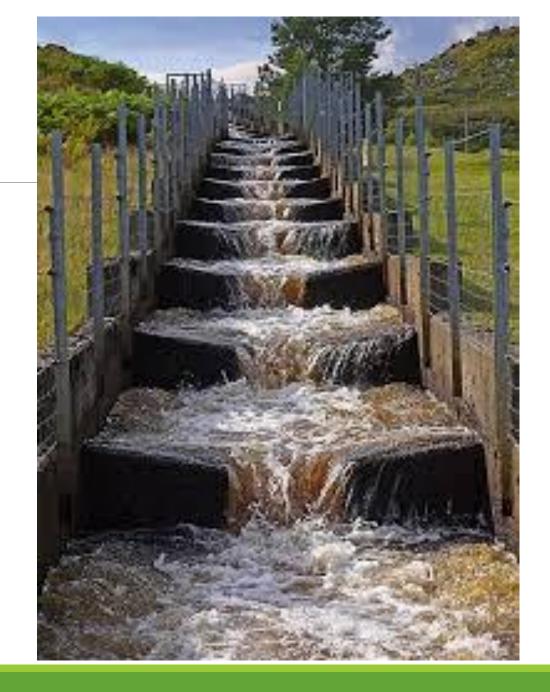
Other Types of Change Orders

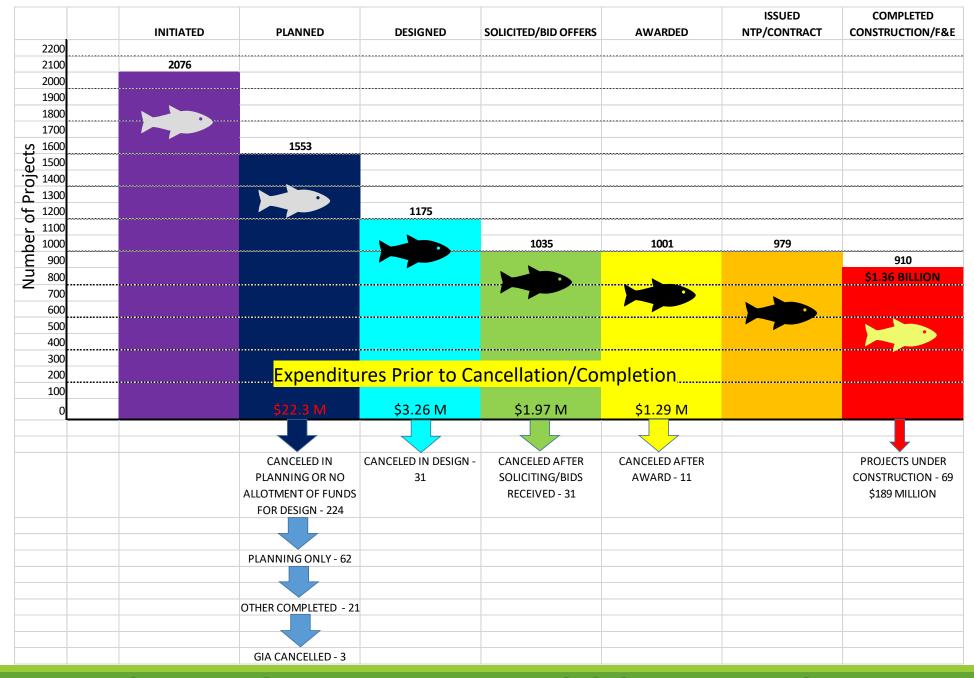
- ☐ The number of change orders is relatively small, but the dollar value is large.
- □ When DPP, HECO, DCAB, etc., make comments on the project after bid and changes are required, these changes are marked as "Other". These types of changes may be major so the dollar values may be large.
- At times, CMB or the District Offices may "package" multiple Authorizations For Change (AFCs) into a single change order. While each of the individual AFCs may have different "causes/types" identified, "Other" is entered so that the percentages are not skewed toward any one "cause/type". This "package" of change orders usually has a high dollar value, appears to occur at the very end of construction when the project is being closed, and is more prevalent in areas that are short-staffed.
- ☐ Work is underway to encourage better break-down recordation of all change orders.

THE SALMON LADDER

A significant number of projects initiated within PWD do not survive through construction completion. This may due to:

- ✓ Lack of Funding at multiple stages
- ✓ Lack of Commitment
- ✓ Lack of Support
- ✓ Change in Direction
- ✓ Entitlements
- ✓ Permit Requirements Exceed Project Capacity
- ✓ Rarely: Environmental / Community Impacts

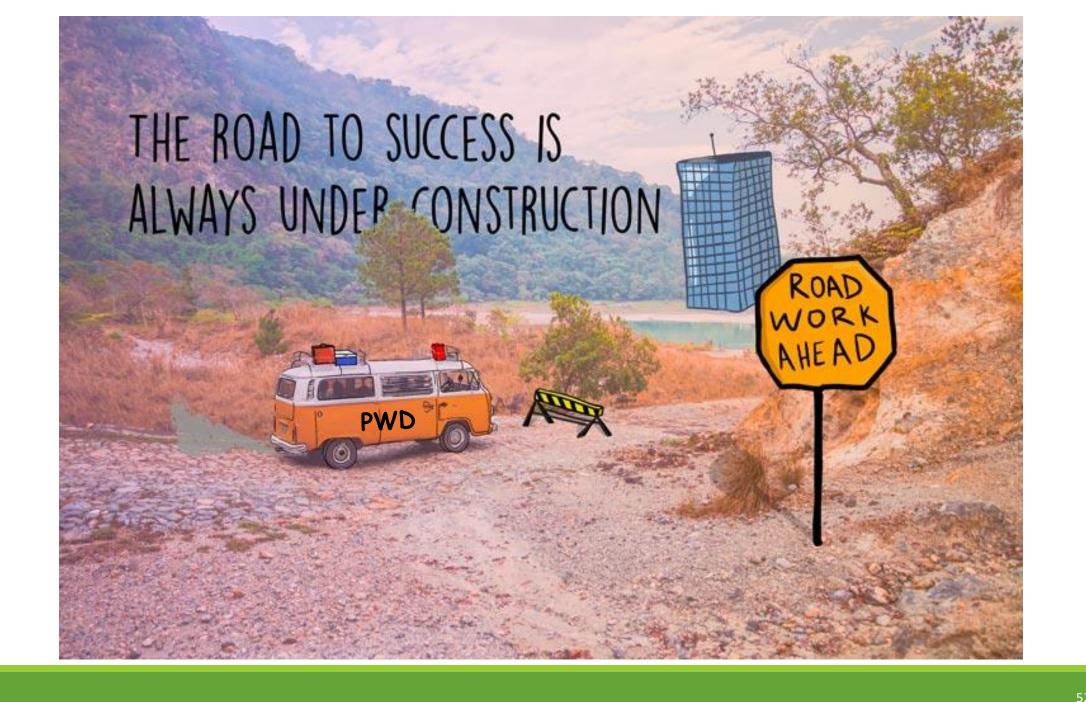




IN CONCLUSION...

Continuous Improvement is the Key

But Having a Capable Team is Essential



DISCUSSION

MAHALO!