



Midpeninsula Regional
Open Space District

R-24-28
Meeting 24-06
March 6, 2024

AGENDA ITEM 2

AGENDA ITEM

Implementation Plan for the Recommendations of the Financial and Operational Sustainability Model Refresh Report

GENERAL MANAGER'S RECOMMENDATION

Receive the implementation plan for the recommendations of the Financial and Operational Sustainability Model Refresh Report.

SUMMARY

Subsequent to voter passage of Measure AA in 2014, the Midpeninsula Regional Open Space District (District) embarked on a Financial and Operational Sustainability Model (FOSM) study in 2015 to evaluate existing District workflow processes, staff capacity, and organizational structure to support Measure AA-funded projects while continuing to carry out daily District business in a financially prudent and sustainable manner. The 2015 FOSM provided detailed staffing growth plans for the first five years, with broader projections out to 2045. Given the expansion of programmatic needs not envisioned in 2015, and a desire to refer to a new, detailed short-term growth plan, the Board requested a refresh of the FOSM study in late 2021, which was then added to the Fiscal Year 2022-23 work plan. The contract for the FOSM Refresh was awarded to Baker Tilly (formerly Management Partner) in spring 2023, the same team that conducted the original FOSM in 2015.

This final report from Baker Tilly was presented to the Board on January 24, 2024, which contains the findings from interviews held with staff and the Board, including focus group meetings, about existing work processes, gaps, challenges, and high-level considerations to best position the agency for the next ten plus years. Consistent with prior early reviews by the Board, the final report includes 49 recommendations that enable the District to continue executing on its current workload while positioning the organization for future sustainable growth.

The 49 recommendations will be implemented in a phased approach, starting January of 2024, with the final recommendations starting implementation in fiscal year 2027. The implementation plan schedules the timing for starting each recommendation across three trimesters per fiscal year and assigns lead staff (Attachment 1).

DISCUSSION

Subsequent to the passing of Measure AA, the District engaged a consulting firm to develop the FOSM to shape the organizational structure, staffing growth, and business systems for best positioning the District in meeting the Measure AA commitments.

Since 2015, project and program delivery has grown significantly, focused on the following:

- Implementing Measure AA projects, including opening new preserve areas and trails to the public;
- Addressing expanding operational needs, such as vegetation management and maintenance and patrol of newly opened public areas and facilities;
- Growing the Interpretive and Education Program to expand environmental education opportunities for the public.
- Putting into place numerous new business systems for improved data management, tracking, and reporting (including for Measure AA), and to better support staffing growth (i.e., scalable).

New Emerging Demands

In 2023, the District acquired Cloverdale Ranch in Pescadero as a wholly new additional preserve on the coastside, expanding total District land acreage by 10%. Most of the land growth in the last five years has occurred on the San Mateo County coast, a geographic area that was annexed into the District's jurisdiction in 2004, and the majority of future land growth is expected to continue on the coastside.

A number of other new emerging issues not previously or fully anticipated in the 2015 FOSM that are also impacting District resources are attributed to a changing climate. In the last five years, the District has shifted and expanded its resources to address a heightened fire risk that is exacerbated by extended periods of drought, is securing new water sources for domestic and agricultural uses to provide redundancy when water levels are low and establishing safe wildlife corridors to allow animals to move across the landscape in response to changing temperatures.

In response to these new issues, the scope of the 2023 FOSM Refresh included a review and reassessment of the District's projected operational growth to meet current and emerging needs and revised projections to guide future organizational growth in a fiscally responsible manner.

2023 FOSM Refresh Recommendations

The final report identifies 49 actionable recommendations, which are summarized below:

- Short-term and long-term staffing growth recommendations for the next decade.
- The Staffing Model proposes a short-term 'catch-up' increase of 28 full time equivalent (FTE) positions, divided over the following service lines: Visitor & Field Services (17), Planning & Project Delivery (5), and Administrative Services (6).
- The total increase (including the short-term 'catch-up' plus any Coastal Management Plan positions) in staffing is projected at 93.25 FTEs over the next ten years.
- The only organizational adjustment recommendation is the creation of a Central Services Department, consisting of Fleet Management, Facilities Management, Property Management, and Contract Support within the Visitor & Field Services service line. The creation of this new department will enable the Land & Facilities Department Manager to reduce their span of control to a manageable level. Concurrently, the Land & Facilities Department would be renamed.
- Planning & Project Delivery needs an increase in staffing capacity in Planning (addition of two [2] Planner IIIs) and Engineering and Construction (addition of one [1] Capital Project Manager II and one [1] Senior Capital Project Manager) to account for the time

demands of project delivery, as well as a Project Management Coordinator as a resource for improving project coordination and workflow, securing project management tools and software, and providing project management training.

- Field Operations is recommended to create two Resource Management & Wildfire Resiliency crews (3 FTEs in the Foothills Field Office and 3 FTEs in the Skyline Field Office), and establish a full-service Coastal Field Office.
- Visitor Services is recommended to add an additional Volunteer Program Lead to enable the department to manage more volunteer projects. Also recommended is the additional of two (2) Rangers and (1) Lead Ranger to address current gaps in staffing capacity due to sustained increased visitation levels and the addition of coastal properties.
- Natural Resources should be engaged at the start of project planning and scoping to identify and address potential natural resource issues early on in order to avoid delays, added scope, and other issues later in the project schedule. Furthermore, a new position is recommended to be the centralized point of contact for resource agency permits to maintain strong relationships with the resource regulatory agencies, ensure consistency of permit submissions and conditions of approval, and timely resolve resource agency permit issues.
- General Recommendations focus on maintaining a clear and defined focus on the District's mission, continued investment in technology, and exploration of the District's self-governing authority.
- To support continued capacity growth and reduce administrative burdens on departments, additional resources are proposed for Human Resources, Information Systems and Technology (IST), Procurement and Budget

The results and recommendations from the FOSM Refresh were reviewed and validated by the Controller, who confirmed the financial sustainability of the recommendations, including the personnel growth recommendations.

Implementation Action Plan

As part of the presentation to the Board at the Strategic Planning Retreat Meeting in December, the General Manager proposed the following implementation schedule:

FY 24 – Midyear Implementation (14 FTE)

- Add HR Management Analyst I/II (Recruiter) (Rec 39)
- Convert shared Accounting/HR Technician into 1 Accounting and 1 HR Technician (Rec 37 & 40)
- Add 2 Planner III (Rec 6)
- Add a Capital Project Manager II (Rec 7)
- Add a Senior Capital Project Manager (Rec 15)
- Establish 2 Resource & Wildfire Resiliency crews (6 FTE) (Rec 23)
- Add 2 Rangers (Rec 31a)
- Explore the self-regulating authority (Rec 12)
- Begin the 2025 IPM update (Rec 35)

On January 10, 2024, the Board approved the addition of the above 14 FTE.

FY 25 – Implementation (9 FTE)

- Next round of Coastal Management Plan recruitments (Rec 1)
 - a. Open Space Technician
 - b. Administrative Assistant
 - c. Planner III

- d. Pursue creation of Coastal Field Office (already underway)
- Add an IST Application Program Manager (Rec 46)
- Add a Budget & Analysis Supervisor (Rec 36)
- Add an IST Management Analyst I/II (Rec 47)
- Add a Senior Procurement Technician (Rec 38)
- Add a Lead Ranger (Rec 31b)
- Add a Volunteer Program Lead (Rec 33)
- Invest in improving project management practices (assessment/training) (Rec 2)
- Adjust internal review authorities (Rec 9)
- Adjust the administrative contract change order approval authority (Rec 10)
- Continue pursuing blanket permits (Rec 11)
- Solidify project scopes early in planning process (Rec 16)
- Evaluate the impact of new initiatives through District-wide/mission lens (Rec 18)
- Continue participation in San Mateo County Regional Training & Development consortium (Rec 44)
- Add salaries to the job descriptions (Rec 45)
- Ensure GIS Master Plan (under preparation) evaluates the need for additional resources (Rec 49)

FY 26 – Implementation (7 FTE)

- Add a Property Management Specialist I/II (Rec 24)
- Establish a new Central Services Department (Rec 25a)
 - a. Add a CSD Manager (Rec 25b)
 - b. Add a Fleet Manager (Rec 29)
 - c. Add a Facilities Maintenance FTE (Rec 27)
 - d. Add an Administrative Assistant (Rec 20a)
 - e. Add a Contract Management position (Rec 30)
- Rename the Land & Facilities Department (Rec 26)
- Next round of Coastal Management Plan Recruitments (Rec 1c)
 - a. Resource Management Specialist I/II
- Explore options for a new Project Management Tool (Rec 3a)
- Centralize the Resource Agency regulatory permitting function (Rec 13)
- Develop in-house conceptual design capacity (Rec 14)
- Incorporate post-construction staff time in scheduling (Rec 17)
- Provide staff training for new program areas (Rec 19)
- Evaluate admin tasks that can transfer from project managers to admin (new/existing) staff (Rec 20b)
- Evaluate the resource loading tool for CIAPs and modify as needed (Rec 21)
- Conduct project close-out reviews to document project time to inform future resource loading efforts (Rec 22)
- Expand career ladders (Rec 42)
- Expand succession planning efforts (Rec 41)
- Evaluate IST job descriptions (Rec 48)
- Identify goals and objectives for the roles of Rangers (Rec 32)

FY 27 – Implementation (2 FTE)

- Purchase/train on a new Project Management Tool (Rec 3b)
- Next round of Coastal Management Plan recruitments (Rec 1d)
 - a. Supervising Ranger
 - b. Resource Management Specialist I/II
- Establish PAWG formation criteria (Rec 4)
- Identify levels of public engagement by project type/conditions (Rec 5)
- Develop a Volunteer Training Program and software system (Rec 34)

- Establish internship/apprenticeship program pipeline with local academia (Rec 43)
- Improve project record keeping (Rec 8)
- Evaluate general AO building management requirements and staff accordingly (Rec 28)

District management will be working with departments and programs to develop the step-by-step implementation actions (“how” recommendations will be implemented) to ensure that these actions fit the culture, values, and capacity of the organization for ease of implementation and adoption. The “how” will also include ongoing communication with staff, trainings, and other change management strategies and tools for effective implementation.

The Implementation Plan schedules the timing for starting each recommendation across three trimesters per fiscal year and assigns lead staff to each action (see Attachment 1). The timing of the implementation may be adjusted should certain opportunities for more efficient timing arise. Below is a summary of the total count of recommendations that would be initiated by business line or lead department for each trimester of each fiscal year.

	General Manager Office	Planning & Project Delivery	Visitor & Field Services	Finance & Administrative Services	Human Resources
FY24					
Nov-Feb					4
Mar-June	1		1		3
FY25					
July-Oct	1	2	1	2	5
Nov-Feb	2				3
Mar-June		1	1		
FY26					
July-Oct		1	1	2	2
Nov-Feb	1	1	2	1	2
Mar-June		1	1	2	3
FY27					
July-Oct		1			2
Nov-Feb		2	1	1	
Mar-June			1	1	

FISCAL IMPACT

There is no direct fiscal impact at this point. The Controller tested the FOSM recommendations in his 30-year cash flow model and ensured fiscal sustainability. The cost to implement the FOSM Recommendations by fiscal year will be included in the annual proposed budgets for Board review and approval. The proposed FY25 budget will include funding for implementation of FY25 FOSM actions.

PRIOR BOARD AND COMMITTEE REVIEW

February 22, 2023: Board approved a contract for the FOSM Refresh to Baker Tilly ([R-23-26](#), [meeting minutes](#))

October 11, 2023: Board received a preliminary report on the FOSM Refresh and provided feedback ([R-23-116](#), [meeting minutes](#)).

November 14, 2023: Board received the draft report from the consultant ([R-23-139](#), [meeting minutes](#))

December 5, 2023: Board received and discussed proposed phasing of implementation ([R-23-140](#), [meeting minutes](#))

January 10, 2024: Board approved 14 FTE as part of the FY24 staffing catch-up ([R-24-05](#), [meeting minutes](#))

January 24, 2024: Board received the final report from the consultant ([R-24-08](#), [meeting minutes](#))

PUBLIC NOTICE

Public notice was provided as required by the Brown Act.

CEQA COMPLIANCE

No compliance is required as this action is not a project under the California Environmental Quality Act.

NEXT STEPS

The General Manager will proceed with the phased implementation of the FOSM recommendations as described in this report.

Attachments:

1. FOSM Refresh Priorities – Implementation Plan with Leads

Responsible Department Head / Prepared by:

Stefan Jaskulak, Chief Financial Officer/Director of Administrative Services, Office of the General Manager

FOSM Refresh Priorities

Recommendation	Status	FY24 - Midyear Implementation	Lead plus Key Support	Business Line	July - October = 1	Nov - Feb = 2	March - June = 3
39	In Progress	Add HR analyst	Candice	HR		2	
6	In Progress	Add two Planner IIIs	HR, Jane	HR		2	
15	In Progress	Add Senior Capital Project Manager	HR, Jay	HR		2	
23	In Progress	Establish 2 crews assigned to RM and WFRP	HR, Brandon	HR		2	
7		Add Capital Project Manager II	HR, Jay	HR			3
31	In Progress	Add two regular Rangers (leverage existing recruitment effort)	HR, Matt	HR			3
37/40		Convert ½ time HR Tech and ½ Accounting Tech to full time	Candice, Rafaela	HR			3
12		Explore self-regulating authority	Ana, Hilary, and Josh	GMO			3
35	In Progress	Begin the 2025 IPM Update	Coty	VFS			3
FY25 First Full Year 1 Implementation					July - October = 1	Nov - Feb = 2	March - June = 3
		FY25 First Full Year 1 Implementation	Owner		July - October = 1	Nov - Feb = 2	March - June = 3
1		Next Round of Coastal Management Plan recruitments - Admin Assistant	HR, Kirk, Allen	HR	1		
1		Next Round of Coastal Management Plan recruitments - Planner III	HR, Jane	HR	1		
1		Next Round of Coastal Management Plan recruitments - Pursue creation of Coastal Field Office	Allen and Kelly	PPD	1		
31		Add a lead Ranger	HR, Matt	HR	1		
47		Add IST Mgmt. Analyst	HR, Casey	HR	1		
2		Invest in improving project management practices (assessment)	Susanna	PPD	1		
11		Continue pursuing blanket permits	Brian, Kirk, Julie	VFS	1		

ATTACHMENT 1

Recommendation	Status	FY24 - Midyear Implementation	Lead plus Key Support	Business Line	July - October = 1	Nov - Feb = 2	March - June = 3
18		Evaluate impact of new initiatives through district-wide/miss	Ana	GMO	1		
44		Continue participation in SM County Regional Training and Development Consortium	Stefan, Candice	FAS	1		
49		Ensure GIS Master Plan (under preparation) evaluates need for additional resources	Stefan, Casey, Jamie	FAS	1		
33		Add Vol Program Lead	HR, Matt, Jen, Brandon	HR	1		
1		Next Round of Coastal Management Plan recruitments - Open Space Technician	HR, Brandon	HR		2	
38		Add Senior Procurement Technician	HR, Sarah	HR		2	
46		Add App Programs Manager	HR, Casey	HR		2	
9		Adjust internal review authorities	Stefan , Maria, Hilary	GMO		2	
10		Adjust administrative contract change order approval author	Stefan , Maria	GMO		2	
16		Solidify project scope early in planning process	Susanna , Jane	PPD			3
45		Add salary to job descriptions	Stefan, Candice , HR	FAS			3
		FY26 - Year 2 Implementation	Owner		July - October = 1	Nov - Feb = 2	March - June = 3
25		Establish new Central Services Department - Add CSD Manager	HR, Brian, Brandon	HR	1		
26		Rename Land & Facilities Dept to Land Stewardship Dept	Brian, Brandon	VFS	1		
1		Next round of Coastal Management Plan recruitments - Resource Management Specialist I/II	HR, Kirk	HR	1		
14		Develop in-house conceptual design capacity	Susanna, Jay	PPD	1		
21		Evaluate resource loading tool for CIAPs and modify as needed	Stefan, Rafaela	FAS	1		
48		Evaluate IST job descriptions (move to FY25 if capacity allowed)	Stefan, Candice, Casey	FAS	1		
29		Establish new Central Services Department - Add Fleet Manager	HR, Brian, Brandon/New Mgr	HR		2	
25		Establish new Central Services Department - Add Admin Assistant	HR, Brian, Brandon/New Mgr	HR		2	

ATTACHMENT 1

Recommendation	Status	FY24 - Midyear Implementation	Lead plus Key Support	Business Line	July - October = 1	Nov - Feb = 2	March - June = 3
3		Explore options for new Project Management Tool	Susanna	PPD		2	
13		Centralize Resource Agency regulatory permitting function	Brian and Kirk	VFS		2	
17		Incorporate post-construction staff time in scheduling	Susanna, Brian , Brandon, Jay, Kirk	VFS		2	
20		Evaluate admin tasks that can transfer from project managers to admin (new/existing) staff	Stefan , Susanna, Brian	GMO		2	
42		Expand career ladders	Stefan, Candice	FAS		2	
24		Add PM Specialist I/II	HR, Brandon	HR			3
27		Establish new Central Services Department - Add Fac Maintenance FTE	HR, Brian, Brandon/New Mgr	HR			3
30		Establish new Central Services Department - Add Contract Management Position	HR, Brian, Brandon/New Mgr	HR			3
19		Provide staff training for new program areas	Stefan	FAS			3
22		Conduct project close-out reviews to document full project time to inform future resource loading efforts	Susanna , Brian , Brandon, Jay, Kirk, Jane	PPD			3
41		Expand succession planning efforts	Stefan, Candice	FAS			3
32		Identify goals and objectives for the roles of Rangers	Brian, Matt , Ana	VFS			3
		FY27 - Year 3 Implementation	Owner		July - October = 1	Nov - Feb = 2	March - June = 3
1		Next round of Coastal Management Plan recruitments - Supervising Ranger	HR, Candice, Matt	HR	1		
1		Next round of Coastal Management Plan recruitments - Resource Management Specialist I/II	HR, Candice, Kirk	HR	1		
5		Identify levels of public engagement by project type/condition	Susanna, Jane , Jay	PPD	1		
3		Purchase/train on new Project Mgmt. Tool	Stefan, Casey , Susanna	FAS		2	
4		Establish PAWG formation criteria	Susanna, Jane	PPD		2	
34		Develop Volunteer Training Program and software system	Brian, Casey, Jen , and Ellen	VFS		2	
8		Improve project record keeping	Susanna	PPD		2	
43		Establish internship/apprenticeship program pipeline with local	Stefan, Candice, and Katie	FAS			3

ATTACHMENT 1

Recommendation	Status	FY24 - Midyear Implementation	Lead plus Key Support	Business Line	July - October = 1	Nov - Feb = 2	March - June = 3
28		Evaluate general AO building management requirements and staff accordingly	Brian, Stefan, Joe, and CSD Manager	VFS			3