



COLORADO

Department of Transportation

Office of the Chief Engineer

4201 East Arkansas Avenue, Room 262
Denver, CO 80222

DATE: APRIL 20, 2016
TO: TRANSPORTATION COMMISSION
FROM: JOSH LAIPPLY, CHIEF ENGINEER
MARIA SOBOTA, CHIEF FINANCIAL OFFICER
JANE FISHER, OFFICE OF PROGRAM MANAGEMENT DIRECTOR
SUBJECT: PROGRAM MANAGEMENT WORKSHOP

Purpose

The Program Management Workshop provides the Transportation Commission with an update on the delivery of programs and significant projects. This month there is a focus on the RAMP Partnership & Operations and Flood programs.

Action

There is no action required by the commission at this time and the information contained is informational only.

Background

A primary performance objective related to the integration of Cash Management and Program Management is a reduction of the cash balance. Total program spending has a significant impact on CDOT's cash balance. Included in the PMO deck is a bar chart projecting the impact of total program spending through December 2016 on individual cash fund balances and federal cash equivalents. The attached memorandum gives further details of the accounts in the total cash balance.

The Office of Program Management is continuing to report on the performance metrics and objectives to the Commission that CDOT considers helpful to achieve its goals and vision. We will continue to monitor and report to the Commission on both Fiscal Year and Calendar Year 2016 Expenditures until June 2016.

Details

We are tracking program delivery at the statewide level using the expenditure performance index (XPI) to evaluate actual construction expenditure performance as compared to planned. The cumulative Fiscal Year 2016 XPI decreased to 0.95 from 0.96 in February. March's expenditures were below the expenditure target and achieved a monthly XPI of 0.79.

The March XPI is less than 1.0 primarily due to delays in project advertisement and construction expenditures when compared to the baseline as established in May 2015. Review of data from the past six years indicates ~25% of total fiscal year expenditures occur in April, May, and June. This suggests we are currently on track to achieve the fiscal year 2016 goal of \$790 million. In the near-term, we also plan to closely monitor and update construction drawdowns in each region with particular emphasis on larger projects as these will have the most influence on total fiscal year 2016 expenditures.



Alternatively, this is the third month of expenditure data for Calendar Year 2016. The cumulative Calendar Year 2016 XPI decreased to 0.84 from 0.85 in February, which is approximately \$14 million behind our cumulative expenditure target. While March's expenditures were below the expenditure target and achieved a monthly CY16 XPI of 0.82, our forecasted total expenditures are tracking above the 2016 Calendar Year Goal of \$737 million.

The PMO Reporting Overview slide provides a status update of the four main programs reported on by the Office of Program Management. The Schedule Performance Index (SPI) for the RAMP Partnership and Operations program increased to 0.99 in March from 0.97 in February. The SPI for CDOT administered RAMP projects remains at 1.00 in March. The SPI for locally administered RAMP projects increased to 0.93 in March from 0.91 in February.

The attached RAMP Partnership Program Controls update shows how the program is tracking against the remaining contingency and how CDOT is managing the Partnership program to stay within that amount. There are no RAMP Partnership funding requests this month that requires commission action. Please refer to the attached Program Controls table for more details.

The Flood Recovery Program is in the process of closing out Emergency Repair (ER) projects and initiating design and construction on the Permanent Repair (PR) projects. To date, 63% of Emergency Repair Projects are closed with 97.5% of the budget expended. Several Permanent Repair (PR) projects are underway with over 18% projects closed and 56% budget expended. Total Flood Program Expenditures (including Local Agency projects) have increased \$2.2 million since February 2016 and \$7.3 million since January 2016.

A key point in the project delivery for the flood program is the FHWA approval of the Detailed Damage Inspection Report (DDIR). This is a determination of eligibility for FHWA reimbursement for both Emergency Repair projects and Permanent Repair projects. The PowerPoint shows the total amount of approved DDIRs from the available relief funds.

Attachments

1. Attachment A - Cash Balance Memorandum
2. RAMP Partnership Program Controls Update (table)
3. PMO PowerPoint Presentation
4. Attachment B - Capital Construction (Fund 400) Cash Balance Threshold Policy Memorandum and Powerpoint Slide Presentation





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Division of Accounting and Finance

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MEMORANDUM

DATE: APRIL 20, 2016
TO: TRANSPORTATION COMMISSION
FROM: JOSH LAIPPLY, CHIEF ENGINEER
MARIA SOBOTA, CHIEF FINANCIAL OFFICER
JANE FISHER, OFFICE OF PROGRAM MANAGEMENT DIRECTOR
SUBJECT: ATTACHMENT A - CASH BALANCE MEMORANDUM

Purpose

Included in the PMO deck is a bar chart projecting the impact of total program spending through December 2016 on individual cash fund balances and federal cash equivalents. This memorandum gives further details of the accounts in the total cash balance.

Action

This memorandum is informational only. There is no commission action required at this time.

Background

A primary performance objective related to the integration of Cash Management and Program Management is a reduction of the cash balance. Total program spending has a significant impact on CDOT's cash balance.

Details

Capital Construction Fund (Fund 400)

The cash balance in the chart is split out by fund with the Capital Construction Fund (Fund 400) being the most relevant as its activity includes the receipt of Highway User Tax Fund (HUTF) transfers, receipt of FHWA reimbursements, and the majority of CDOT's construction spending. The projected Fund 400 cash balance at March 31, 2016, was \$455 million. The actual Fund 400 cash balance at March 31, 2016, was \$516 million - a difference of \$61 million. The increase in the cash balance resulted from CDOT actively billing FHWA to convert federal obligation limitation to cash.

The federal obligation limitation, which is CDOT's authorization to bill FHWA for reimbursement of expenditures, is an important driver of cash balance increases and decreases. In general, CDOT begins to spend down the Fund 400 cash balance when the federal obligation has been exhausted. This is because as long as CDOT has federal obligation available, it will receive reimbursement for approximately 80 percent of any qualifying expenditure.

With the passage of the Fixing America's Surface Transportation (FAST) Act, CDOT received its full federal obligation limitation of \$496 million for the year on January 11, 2016. The projected ending balance for federal obligation at March 31, 2016, was \$305 million. The actual ending balance for federal obligation at March 31, 2016, was approximately \$406 million - a difference of \$101 million. Out of the \$496 million in federal obligation received, CDOT has consumed approximately \$334 million, leaving a remaining balance of \$162 for the rest of the year. As of the end of March, CDOT



was holding approximately \$213 million of expenditures in anticipation of billing FHWA. CDOT expects to bill FHWA for the remaining obligation limitation by early Summer 2016. Once the obligation limitation is exhausted, the Capital Construction Fund (Fund 400) cash balance will be spent down until the next fiscal year's new obligation limitation is received in late Fall 2016.

While the passage of the FAST Act reduces uncertainty regarding federal obligation receipts in 2016, it will continue to be important for CDOT to closely monitor the cash balance as the Cash Management initiative progresses. By April, Department staff will provide the Transportation Commission with a recommendation of a cash balance threshold to sustain an increased capital construction program while effectively managing expenditure timing and related risks.

Bridge Enterprise Fund (Fund 538)

The projected Bridge Enterprise Fund (Fund 538) cash balance at March 31, 2016, was approximately \$157 million. The actual Fund 538 cash balance at March 31, 2016, was approximately \$225 million - a difference of \$68 million. The primary reason for the difference between the projected and actual cash balance is the timing of spending on large projects such as Grande Avenue, ILEX, and Central 70. The cash balance is needed to commit to Central 70 milestone payments during construction to limit CBE's long term debt obligation.

Other CDOT Funds

Included in Other Funds are cash balances related to Aeronautics, HPTE, and the State Infrastructure Bank, among other smaller funds. Other Funds generally do not fluctuate significantly from month to month.



RAMP Partnership Program Controls Update

RAMP Partnership Program Controls Update									April 2016
PCN	Project Name	Original TC Approved Budget [A]	Current Forecasted Cost Estimate [C]	Total Project Cost Variance [A-C]	Prelim. Scalable Review	Additional Non-CDOT Contribution	Additional RAMP Contingency	Additional CDOT Contribution	Project Controls Comments
19192	I-25/ARAPAHOE RD INTERCHANGE	\$74,000,000	\$80,000,000 \$84,750,000	(10,750,000)	Completed (\$600,000)	Unlikely	\$9,500,000	\$1,250,000	Awarded; Additional RAMP Contingency Funds approved in March 2016 to award the project; Additional ROW funds approved in September; Planned Construction in Spring 2016.
19954	US 160 Turnouts	\$1,015,000	\$461,538 \$526,187	488,813	Estimated (\$600,000)	Unlikely	\$0	\$0	Awarded; Bid savings realized (\$21k); Project scope reduced to a single decel lane; Alternatively, both decel lanes would cost over \$2.1 million; Construction duration from March to June 2016.
19906	US50/Dozier/Steinmeier Intersection Improvement & Signal Improvements (companion Ops project 2-9)	\$2,500,000	\$2,500,000	0	Completed	Unlikely	\$0	\$0	In Bid/Award; Project reduced MCRs to stay within budget; Includes RAMP Operational improvement and Local Contribution from Canon City; Project savings may be realized upon award; Letting on April 21st.
18331 19039	I-25 AND CIMARRON EXPRESSWAY	\$95,000,000	\$113,624,588	(18,624,588)	Completed (\$11,500,000)	\$2,050,000	\$2,531,138	\$14,043,450	Awarded; Apparent successful proposer was selected in February; TC Approved additional RAMP Contingency funds; \$2.5M in savings from bid opening returned to RAMP Contingency.
19056 19751	US 50 / SH 45 Interchange, Wills to Purcell - Pueblo (companion Ops project 2-10)	\$11,200,000	\$11,075,452	124,548	Bundled Projects	\$0	\$0	\$0	Awarded; Total Project Cost (RAMP + Surface Treatment) is \$13,427,903; Project completion anticipated in Summer 2016.
19094	I-70 Simba Run Underpass (Vail Underpass)	\$20,800,000	\$30,100,000 \$29,173,006	(8,373,006)	Completed	1,803,240	\$6,569,766	\$0	Awarded; CMGC project; Additional Local Contribution approved by Town of Vail; Additional RAMP Contingency Funds approved in June 2015; Ad/CAPP Negotiations finalized in December 2015; Construction duration from Spring 2016 through December 2017.
19930	SH 9 - Frisco to Breckenridge: Iron Springs Alignment and Vail Pass Multi-use Path Devolution	\$21,985,000	\$27,487,269	(5,502,269)	Completed (\$4,200,000)	1,012,454	\$4,489,815	\$0	Awarded; Additional Local Contribution approved by Summit County partners; Additional RAMP Contingency Funds approved in July 2015; Advertised in January 2016; Construction duration from Summer 2016 through December 2017.
19911	I-70 Exit 31 Horizon Drive Roundabouts	\$5,000,000	\$6,095,000 \$6,312,300	(1,312,200)	Complete	\$105,000 + \$496,300 Local Match (\$308,000 Utility Co)	\$423,000	\$0	Awarded; Additional RAMP Contingency funds approved in May; Advertised in June 2015; Additional Local Contribution (\$496k) committed to award project in July; Project completion anticipated in Fall 2016.
19910	SH 9 CO River South Wildlife & Safety	\$46,000,000	\$52,627,747	(6,627,747)	Completed (\$4,200,000)	Completed	\$6,627,747	\$0	Awarded; Increased Local Contribution; Additional RAMP Contingency funds approved to Award; Project is nearly 50% expended; Project completion anticipated in Winter 2017.
12372 18401 19561 20632	US 287: Conifer to Laporte Bypass (Phase 1 - SH1 to Laporte Bypass) (Phases 2 & 3 - Local Agency)	\$36,000,000	\$43,833,509 \$43,553,695	(7,553,695)	Completed (\$800,000)	Completed	\$7,553,695	Local Agency is contributing to the other 2 Phases	Awarded; Bid savings realized (FASTER & RAMP); Local Contribution increased its funding of the other 2 Phases; Additional RAMP Contingency Funds approved in August 2015; Project awarded in December 2015; Project completion anticipated in Summer 2018.
19909	US 550 Sky Rocket Box Culvert Replacement	\$2,000,000	\$2,000,000 \$1,908,753	91,247	Complete	Unlikely	\$0	\$0	Awarded; Bid savings realized (\$250k); Advertised in October 2015; Awarded in November 2015; Project completion anticipated in November 2016.
19908	SH 172 / 151 SIGNALIZATION	\$1,800,000	\$1,729,562	70,438	Complete	Unlikely	\$0	\$0	Awarded; Bid savings realized (\$187k); Readvertised in October (no project bids received in August); Awarded in December 2015; Project completion anticipated in Summer 2016.
19397	SH 145 AT CR P SAFETY IMPROVEMENTS	\$1,660,194	\$1,676,597 \$1,912,975	(252,781)	Possible	Unlikely	\$0	\$252,781	Awarded; Savings realized during the design phase; Awarded in June 2015; Additional FASTER funds approved per original application; Project completion delayed until Spring/Summer 2016.
18972	US 285 Antonito Storm Drainage System Replacement	\$2,742,429	\$3,343,337	(600,908)	Bundled Projects	Completed	\$0	\$0	Project Accepted; Local in-kind contribution increased by \$350,000; Bundled with \$7.0 mil SUR project for bidding economy; Construction completed in 9 months (Accepted in Nov 2015).
19411	SH 62 Ridgeway Street Improvements (pending approval of local match)	\$13,791,257	\$13,963,955 \$12,394,509	896,748	Complete	Unlikely	\$0	\$0	Awarded; Bid savings realized (\$541k); Advertised in December 2015; Awarded in January 2016; Construction completion anticipated in Fall 2017.
19643	US 24 Enhancement Project in Buena Vista	\$2,497,090	\$2,562,329	(65,239)	Possible (3 options)	Unlikely	\$0	\$0	Planned Advertisement in late April 2016; Project to be bundled with \$8 mil SUR project; Scalability, Local Contribution, and FA items under region review; Construction completion anticipated in Summer 2017.
Subtotals		\$337,990,970	\$395,481,709	(\$57,990,639)	(\$600,000)	\$6,710,754	\$37,695,161	\$15,546,231	\$3,061,407
		Total Original	Total Forecast	Total Variance	Total Scope Reduction	Total Local Contribution	Total RAMP Contingency	Total CDOT Contribution	Remaining Projected Liability

Legend:

Project Awarded (blue)
Cells updated since last month (yellow)

Per resolution TC-3209, Establishment of the RAMP Program Project Controls, the table above includes those RAMP Public-Public Partnership CDOT administered projects that were un-awarded as of December 2014.



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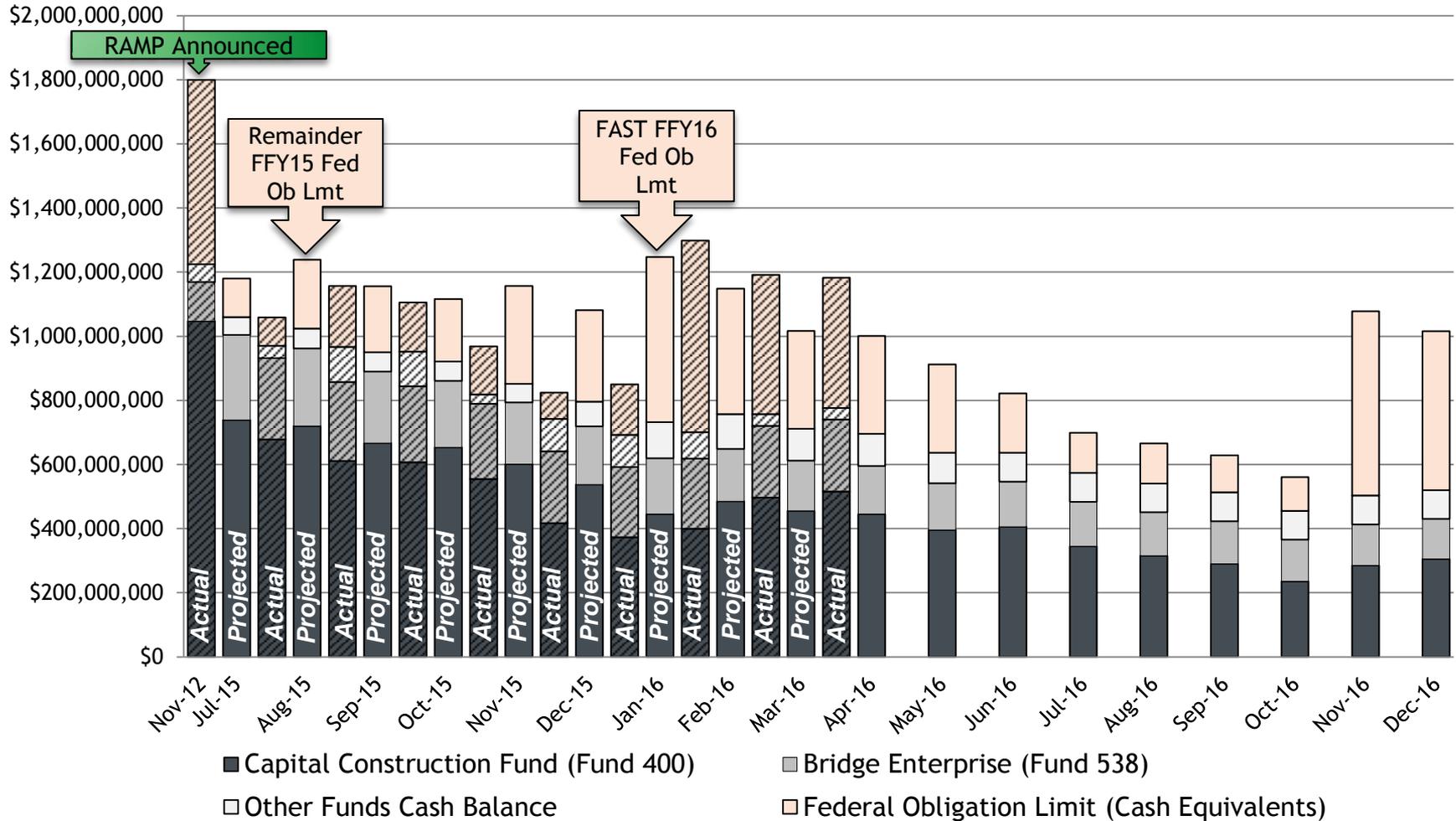
Program Management Update

April 20, 2016



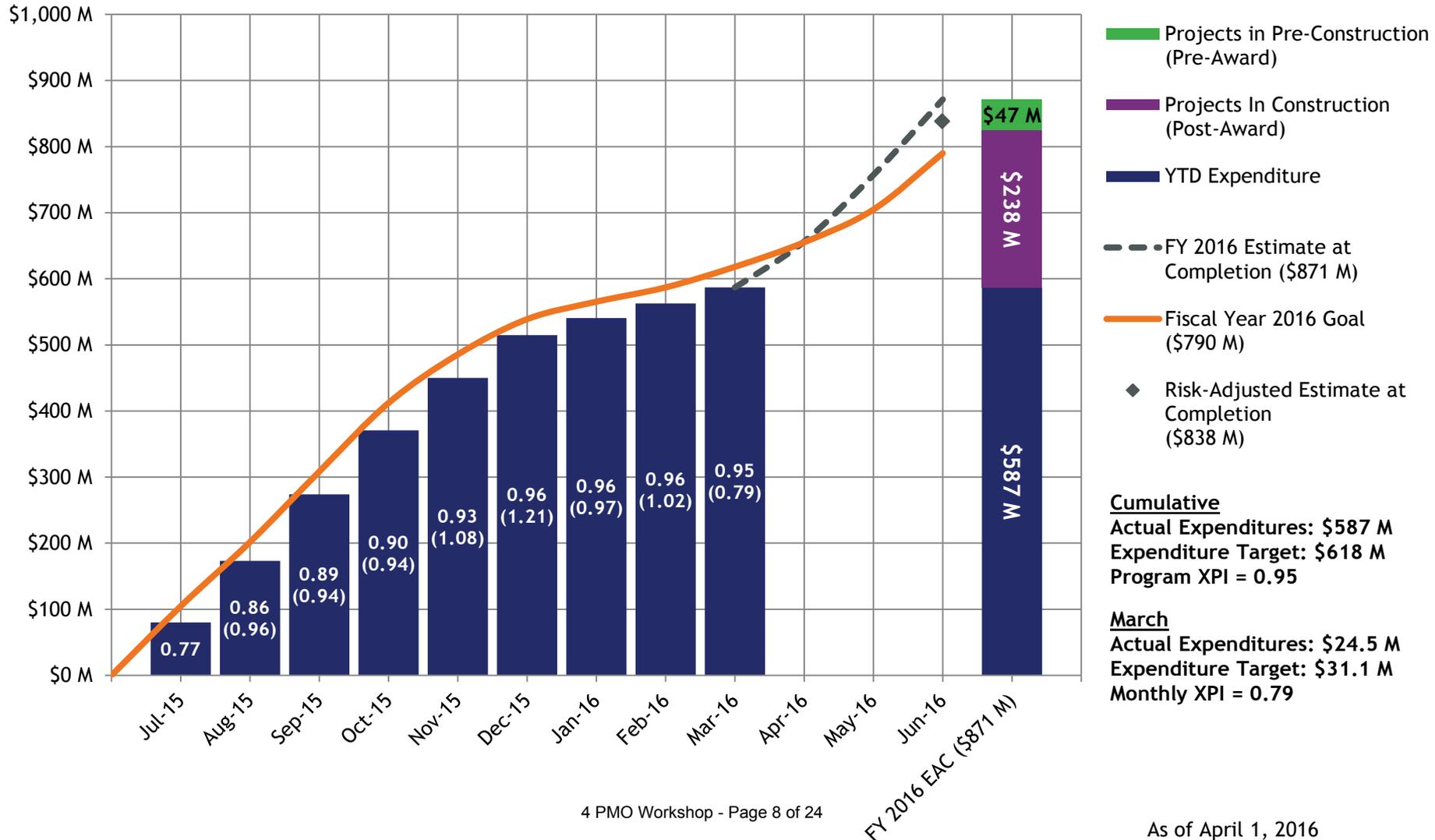
Cash & Federal Obligation Target Balance

Forecast through December 31, 2016 Based on FAST Act



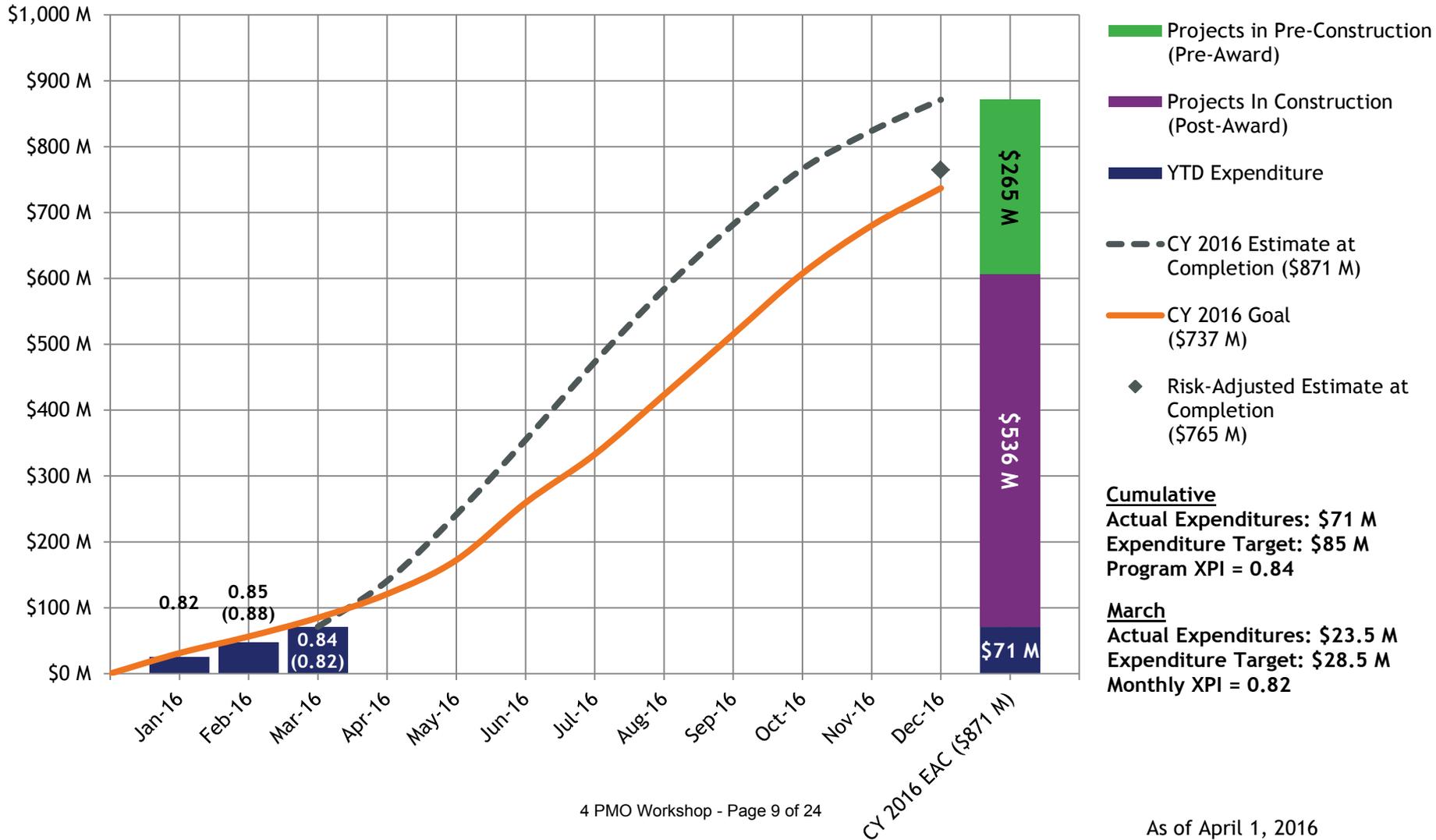


FY 2016 Capital Program Construction Expenditure





CY 2016 Capital Program Construction Expenditure





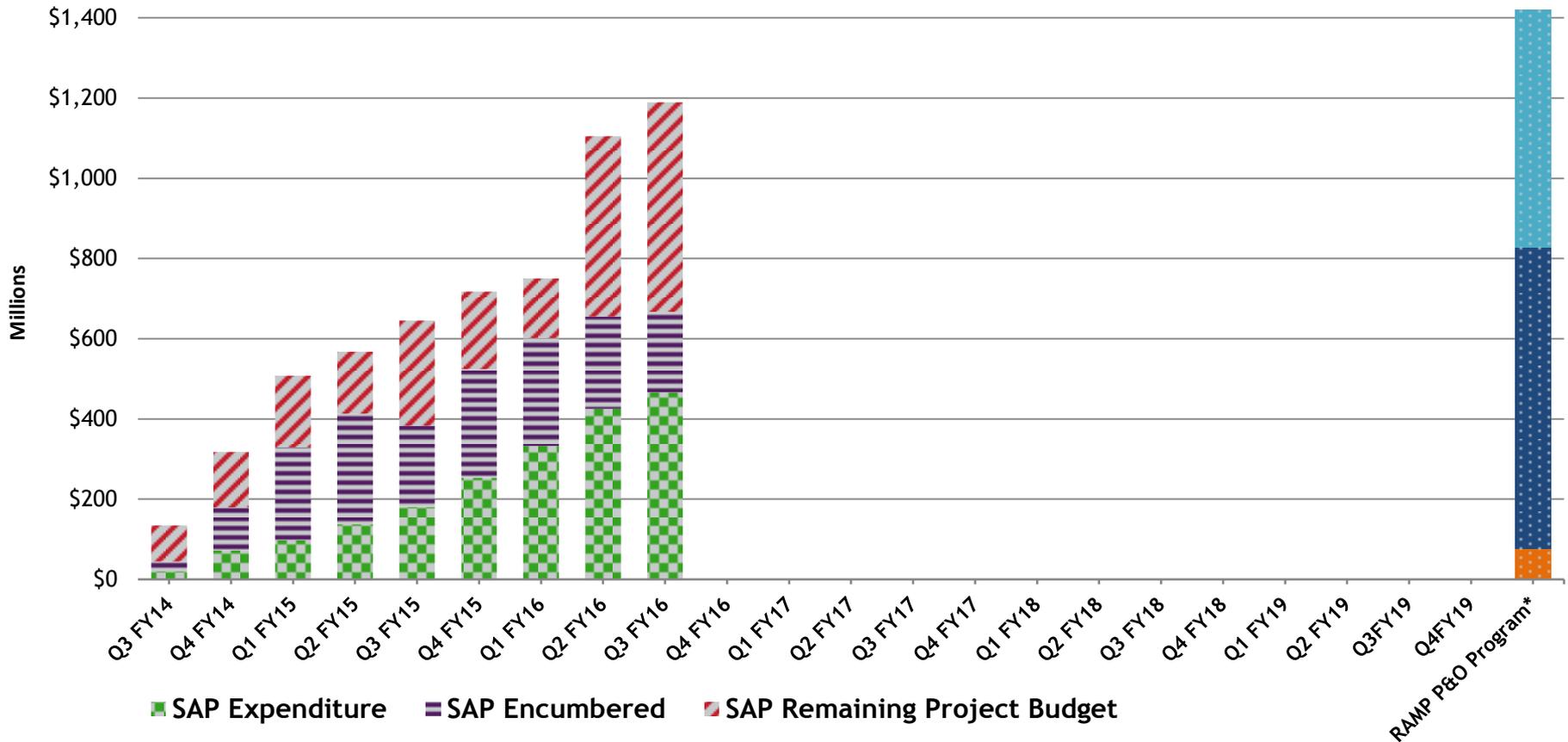
PMO Reporting Overview by Program

Program	Financial Performance (\$Millions)			Precon. Schedule Performance	Quarterly Rotation
	Program Expenditure through 2/19/2016	Program Expenditure through 3/18/2016	\$ Change	SPI	
Flood	\$187.0 [‡]	\$189.2 [‡]	\$2.2	0.95	Apr 2016
RAMP P&O (Overall)	\$448.6	\$465.8	\$17.2	0.99	May 2016
RAMP P&O (Local Agency)	\$57.6	\$59.3	\$1.7	0.93	Apr 2016
RAMP P&O (CDOT)	\$391.0	\$406.5	\$15.5	1.00	May 2016
FASTER and HSIP	\$625.8	\$636.0	\$10.2	*	May 2016
Asset Management	\$1,414.9	\$1,477.3	\$62.4	**	June 2016

- Notes:
1. SPI's shown are for Preconstruction.
 2. * FASTER and HSIP funds are used on projects in multiple programs, and as a result, an SPI is not provided for these programs.
 3. ** Asset Management expenditures are a combination of Fiscal Years 2014 thru 2019 and include MLOS and Roadway Equipment.
(Note: MLOS and Road Equipment are included in expenditures, and as a result, are excluded from SPI calculations)
 4. ‡ Flood totals do not include Fiscal Year Cost Center expenditures



Overview of RAMP P&O Program



Note: RAMP Allocation does not include in-kind match nor locally administered cash match

- Other CDOT Funds (\$593M)
- RAMP Funding Allocation (\$750M)
- Local Cash Contribution (\$77M)

As of March 18, 2016



Managing within the Established RAMP Program Controls (TC-3209)

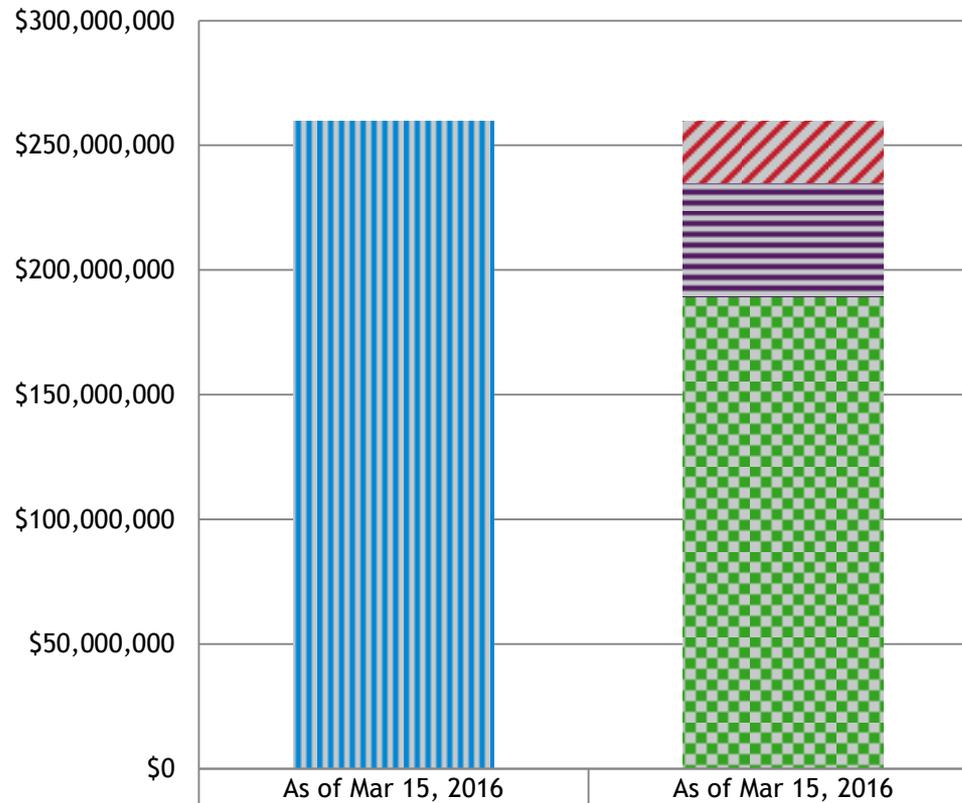
There are no RAMP projects requiring commission action this month:

- ✓ Currently, the remaining RAMP Public-Public Partnership Contingency Reserve is \$2,304,839.
- ✓ The remaining RAMP Operations Contingency is \$2,454,472.



Flood Program Summary

Financial Status



■ Unencumbered		\$24,823,926
■ Encumbrance		\$45,822,851
■ Expenditure		\$189,203,547
■ DDIR Approved Budget	\$259,850,324	

Project Status (180 Projects Total)

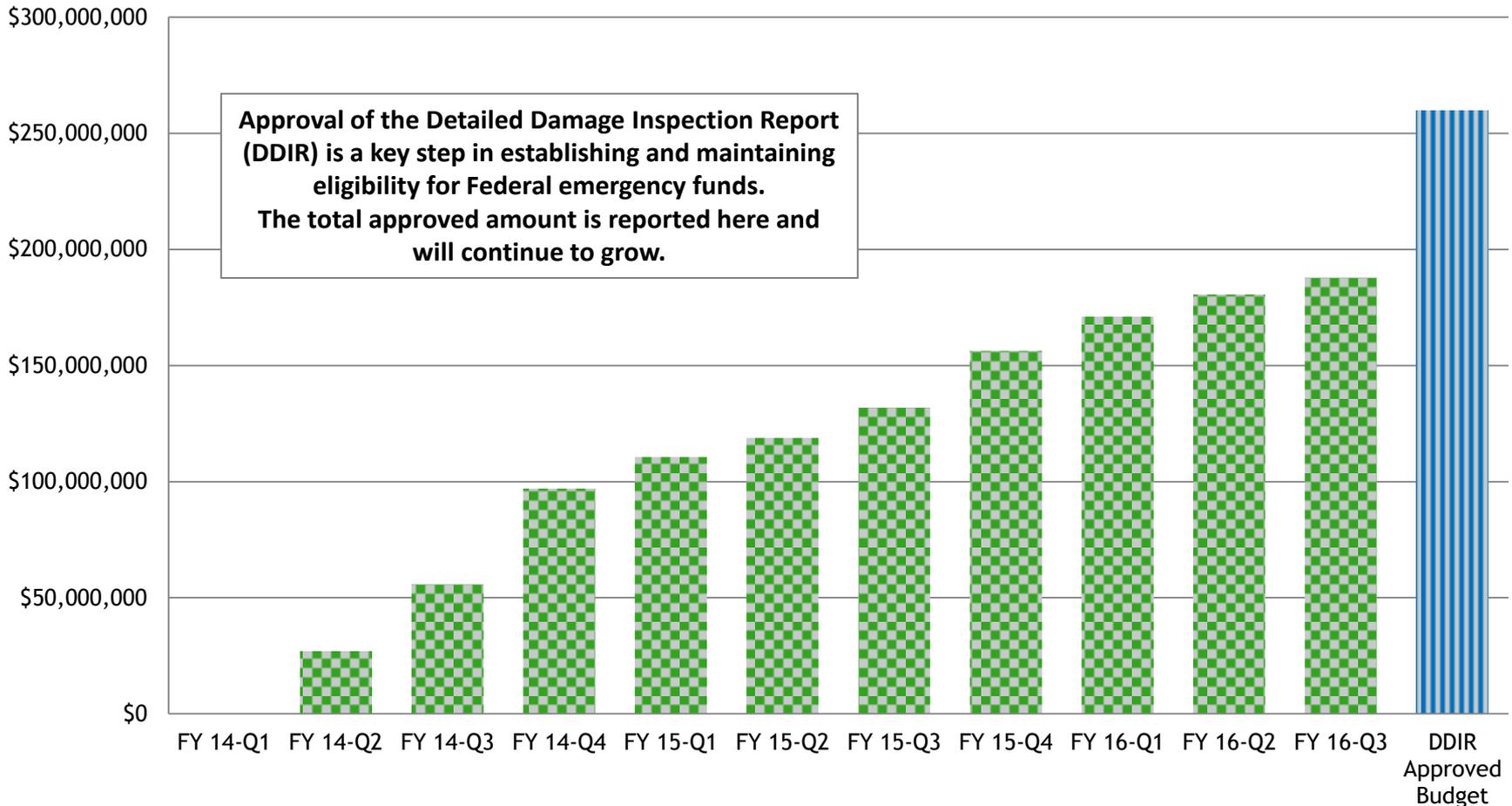


■ Closed ■ Active



Flood Program Expenditures

Cumulative Actual Project Expenditures (FY14 and FY16 YTD)





Questions or Comments

- Upcoming topics for next month
 - Update on Cash Balance & Federal Obligation Targets
 - Update on Expenditure Performance for FY16 & CY16
 - Update on the RAMP Partnership & Ops and Safety programs



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MEMORANDUM

DATE: APRIL 20, 2016
TO: TRANSPORTATION COMMISSION
FROM: MARIA SOBOTA, CHIEF FINANCIAL OFFICER
SUBJECT: ATTACHMENT B - CAPITAL CONSTRUCTION (FUND 400) CASH BALANCE THRESHOLD POLICY

Purpose

This memorandum introduces the topic of Capital Construction (Fund 400) Cash Balance monthly threshold. The Office of Cash Management, within the Division of Accounting and Finance (DAF), is leading the establishment of a collaborative Fund 400 Forecasting Model, and coordinated process management team to ensure effective and proactive management of the CDOT cash balance and spending authority. The anticipated approval in June 2016 of the recommended monthly cash balance by the TC will provide the target values by which CDOT will begin to manage and affect change in the capital construction program up to 36 months into the future.

Action

This memorandum is informational only. Looking forward to May 2016, Department Staff will seek feedback from the TC on this initial policy content. In June 2016, Department Staff plans to prepare an updated Policy Directive, and accompanying Resolution adopting an amended PD 703.0 that will include a new (Section G-Cash Balance Policy) along with an updated Appendix E in the matrix (Monthly Cash Balance Thresholds).

Background

As of November 2012, CDOT had a cash balance in its main construction fund of \$1.2 billion, which was noted in an audit. Subsequently, CDOT took action to reduce the cash balance by: 1) implementing cash and program management to accelerate the expenditure of construction funds; and 2) establishing Responsible Acceleration of Maintenance and Partnerships (RAMP). While RAMP is a temporary initiative, cash and program management has become a permanent initiative. CDOT's ongoing goal is to manage cash as prudently as possible. Division of Accounting and Finance (DAF) staff is managing any potential risk of overcommitting available project resources.

CDOT funds its highway construction program on a cash basis, meaning that CDOT does not wait to accumulate all of the cash funding required to pay out each highway construction contract in total before awarding that project. Utilizing the new tools in the Cash Management program (such as incremental encumbrances, new program management practices, and technology systems) suggests that CDOT's executive management team recommend an acceptable level of this enterprise risk, and staff is seeking TC approval or a recommended revision to management's recommended level of risk going forward.

Any level of cash shortfall risk can be translated into a target cash balance that depends upon the accuracy of CDOT's forecasts. The higher the available cash balance, the more the risk of a shortfall can be reduced. Shortfalls of cash can occur when revenues are lower than forecasted, progress on construction contracts is faster than forecasted, or both. The greater the differences between forecasted and actual cash flows, the greater the risk of a shortfall. Setting a policy and creating the framework to manage these risk assumptions will ensure that appropriate level of oversight and minimize the cash shortfall risk.



Details

CDOT has established cash forecasting models for each of the State Highway Fund (Fund 400), the Colorado Bridge Enterprise Fund (Fund 538) and the Colorado Aviation Fund (Fund 160). When the transportation commission has approved an acceptable level of cash management risk, then the cash balances equivalent to that level of risk are used as targets to which the cash balances forecasted by these models are continually managed. The forecast models draw their information from other economic analysis, reports, and financial forecasts. Cash inflows, cash outflows, available spending authority and encumbrances for prior months shall reconcile to the transactions recorded in CDOT's SAP financial management system and in the State's financial system, Colorado Operating Resource Engine (CORE). Totals, as well as line item detail from SAP, are entered into the monthly cash report for each fund, with lines for manual interventions as appropriate. The roll-up from detailed to summary data in each monthly report shall:

- For cash balances, follow the form established to roll up balance transactions in the Fund 160 monthly report, which was delivered to CDOT in June 2015;
- For revenues, follow the form established to roll up revenues in the long-term revenue forecast model, which was delivered to CDOT in 2009 and updated in 2013; and
- For expenditures, define a form that allows for the roll up of highway construction projects in portfolios established by the Program Management Office (PMO).

The monthly reports for Fund 400 and Fund 538 will import forecasts from the monthly revenue model, and will import forecasts of encumbrances and cash disbursements provided monthly by the PMO over a 36-month forecast horizon.

Key Benefits

Forecast Model expenditure values will be laid on top of the Cash Balance targets. If, at any time in the 36-month window, the forecasted project values drop below the established Cash Balance threshold, a "risk item" is identified. Forecasting risk items upwards of 36 months in advance will allow CDOT to be proactive in mitigation. The process will allow advance opportunities for CDOT to affect change in the short-term and reduce risk in the long-term (CDOT can either accelerate the program or tap the brakes, if needed).

Options and Recommendations

Considering that CDOT is in the early stages of implementing a new, complex model that integrates many integrated, analytical data points, the executive management team recommends that CDOT incurs a risk of a cash overdraft equal to one month in one thousand months; i.e. a probability of an overdraft in any one month that is equal to 0.1%. Cash balances higher than those associated with a probability of 0.1% do not lower risks to levels significantly lower than 0.1%, while the levels of risk associated with cash balances lower than those associated with a probability of 0.1% rise rapidly to 1% then to 10%.

The Fund 400 cash balances that are associated with a probability of an overdraft in any one month that is equal to 0.1% are identified in Attachment A. The cash balance targets in Attachment A are calculated with the same historical data as are used in the forecast models, and they incorporate the margins of error in those models into the calculations. The range of thresholds are as low as \$160.0 million in November-January and as high as \$300.0 million in June during the year. Department Staff is not recommending a single target value at this time.

Note: The Fund 538 cash balances that are associated with a probability of an overdraft in any one month that is equal to 0.1% will be reported later in 2016.



Next Steps

In May 2016, Department Staff will prepare and present an amendment to PD 703.0 that will incorporate the use of the Fund 400 Forecast Model, and a new Appendix E (Monthly Cash Balance Thresholds) that outlines threshold values. We seek the feedback of the TC to update and improve the policy as needed. It is anticipated in June that Department Staff will prepare and present to the TC a final PD amendment for adoption by Resolution.

Attachments

Capital Construction (Fund 400) Cash Balance Threshold PowerPoint Presentation slides





Capital Construction (Fund 400) Forecast Model

The Fund 400 Forecast Model is a **tool** used to track and manage the Cash Balance.

Expenditure Assumptions

Devolutions

Payouts to Construction Vendors
(Drawdown Schedules)

Indirect and Construction
Engineering costs

Debt Service

Payroll

Revenue Assumptions

State Revenues

Federal Reimbursements

Local Agency Contributions



Fund 400 Cash Balance Threshold

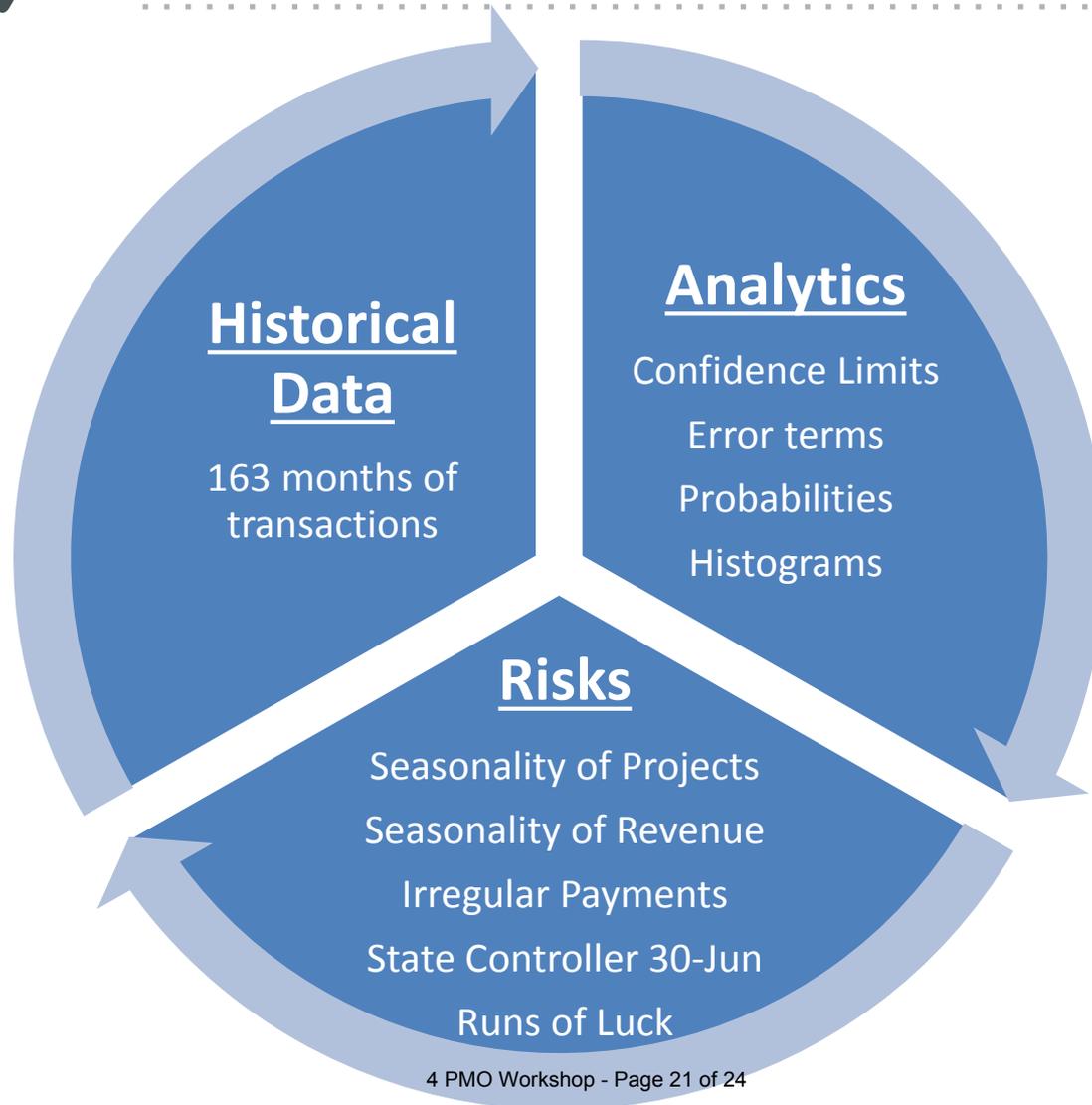
The Cash Balance **threshold** is a set of values determined by an accepted level of risk.

Setting the Cash Balance

The recommended target cash balance has been determined through a multi-step, detailed **analytical** process that blends **historical data** with known **risk items**.



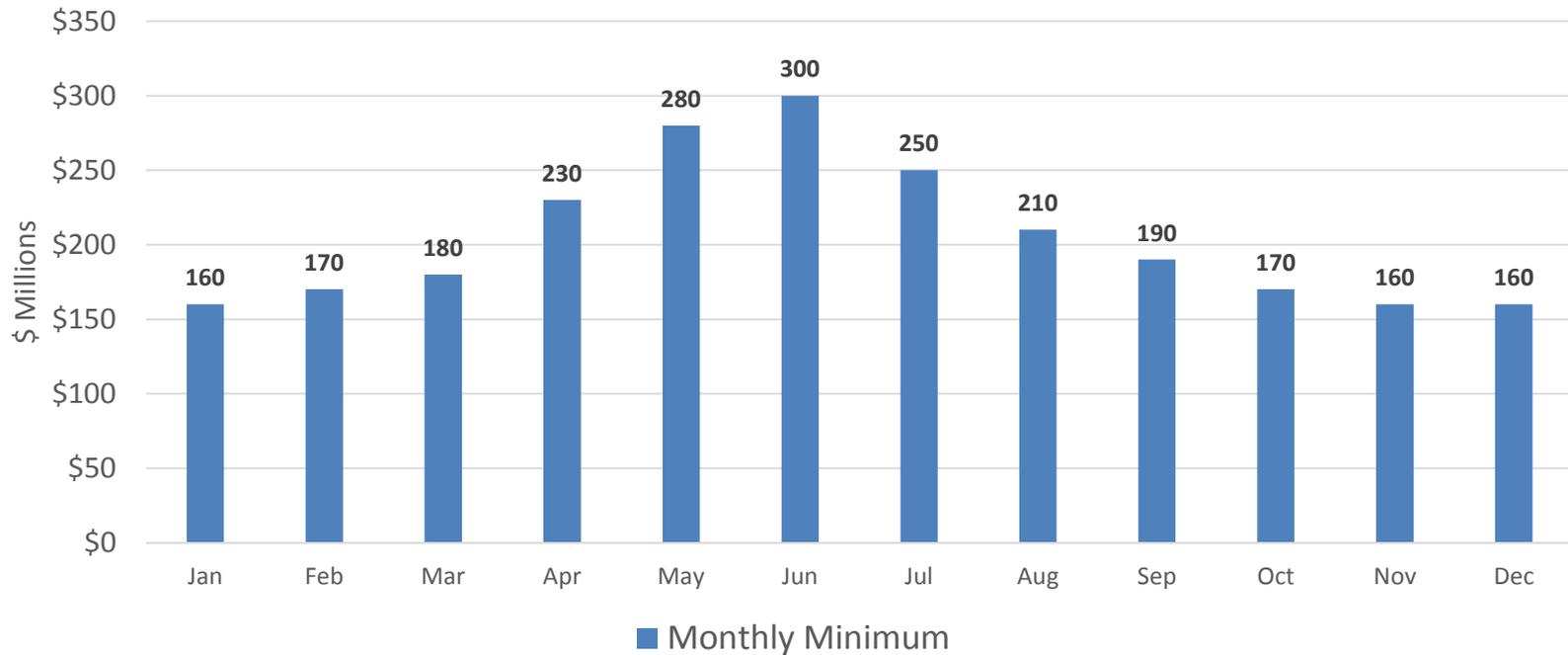
Fund 400 Cash Balance Elements





Fund 400 Target Cash Balances

Data-Driven Cash Balance Thresholds



Rolling wave of monthly Cash Balance targets, between \$160-\$300M.



Managing Cash Balance “Accelerate, or Tap The Brakes”

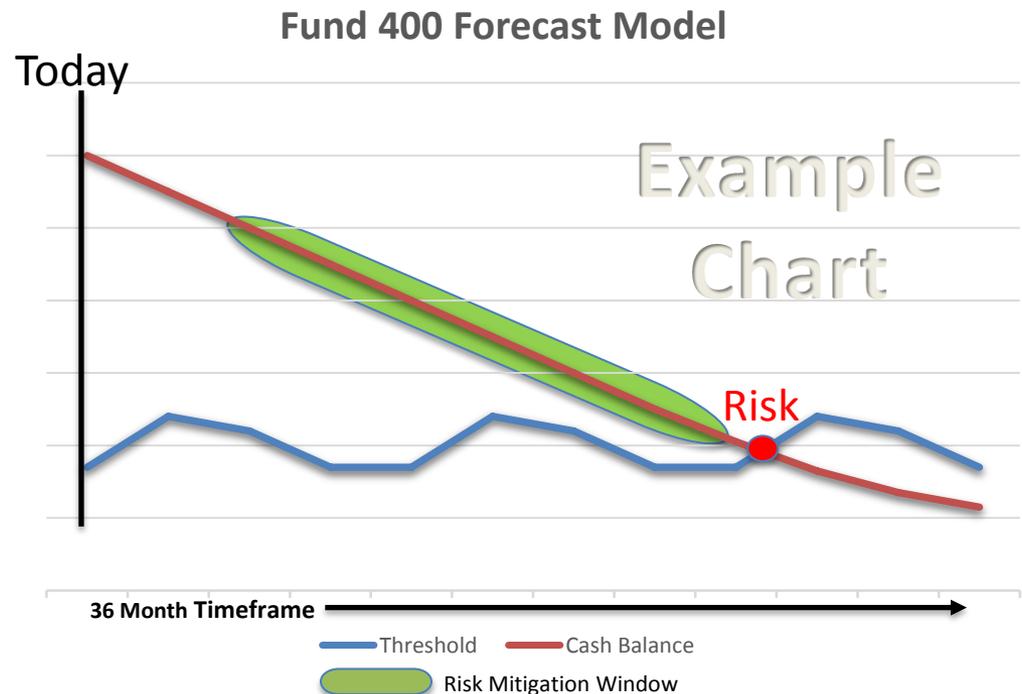
Fund 400 Forecast Model will overlay the **Cash Balance** forecast to the cash balance **Threshold** in a 36 month management window.

Benefits

- Collaborative forecast model.
- Early identification of risk.

Actions

- Proactive management.
- Variance analysis and reporting.
- Program “acceleration” or “tapping the brakes”.





Fund 400 Management Process

The Fund 400 Management Process is a multi team collaborative effort.

