

Reclamation Manual

Directives and Standards

Subject:	Workload Distribution Practices for Technical Services Work
Purpose:	This Directive and Standard (D&S) identifies workload distribution practices for the technical services work required to carry out the Bureau of Reclamation's projects and resource programs, including work that will be outsourced or performed by Reclamation's contractors and stakeholders. Benefits include standardization and improvement of key business practices for workload planning, maintenance of technical capability, and succession planning.
Authority:	Reclamation Act, June 17, 1902 (ch. 1093; 32 Stat. 388; 43 U.S.C. 391 <i>et seq.</i>), as amended and supplemented
Approving Official:	Deputy Commissioner – Operations (DCO)
Contact:	Coordination and Oversight Group (COG) Chairman

1. Introduction.

- A. Reclamation has developed a business model to provide agency-wide processes and procedures for obtaining and managing technical services work in collaboration with its customers. This D&S directs key business practices associated with workload distribution processes for the new business model.
- B. Business practices for the distribution of technical services work (i.e., workload distribution practices) are intended to meet a variety of objectives including:
 - (1) improving coordination and communication between offices in Reclamation;
 - (2) collecting and analyzing data on the planning and performance of technical services work; and
 - (3) maintaining technical capabilities essential to carrying out Reclamation's mission.
- C. The workload distribution practices described in this D&S are the link between advance planning of future technical services work and fee-for-service practices in utilizing Reclamation's technical resource capabilities. Advance planning and fee-for-service practices are addressed in Reclamation Manual (RM) D&S, *Advance Planning for Technical Services Work* (CMP 10-01) and *Fee-for-Service Business Practices for Technical Services Work* (CMP 10-02).
- D. This D&S builds on the requirements in RM D&S, *Maintenance of Design and Construction Technical Capabilities* (FAC 03-01). The business practices in this D&S are applicable to all technical services work to which this D&S applies.

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- E. These workload distribution practices relate to collaboration with customers as identified in RM Policy, *Communication and Collaboration with Customers and Stakeholders Related to the Bureau of Reclamation's Mission* (CMP P08) and RM D&S, *Collaboration with Customers Regarding Technical Services Required for Work on Existing Bureau of Reclamation Facilities* (CMP 10-04).
2. **Applicability.**
- A. This D&S applies to Reclamation employees involved in technical services work performed by program offices and service providers for all Reclamation project and resources program activities, other than routine project operation and maintenance. It is, therefore, applicable to technical services work required for construction of new projects or project features and safety of dams modifications, additions, modernizations, and replacements; for rehabilitation of project features; for extraordinary maintenance; for special, appraisal, and feasibility planning studies; and for the environmental and cultural resources compliance (including regulatory permitting) associated with construction activities, project operations, and land management activities.
- B. The practices set forth in this D&S are not required when Reclamation receives non-discretionary "pass-through" funding; however, should recipients of financial assistance from Reclamation choose to then request technical services work from Reclamation to accomplish the purposes of such assistance, such entities become program offices for purposes of this D&S, and the associated requirements will apply in those instances.
3. **Definitions.** In addition to the definitions included in RM Policy, *Bureau of Reclamation's Business Model for Managing Technical Services*(CMP P10), for the purposes of this D&S, the following definitions apply:
- A. **Capacity.** The availability of staff resources with the necessary technical capabilities to perform the technical services work required by a particular scope of work.
- B. **Specialized Resources.** Specialized resources are the drill crews, dive teams, and construction management staff that are typically shared across regions.
- C. **Technical Capability.** Technical capability is the skill, knowledge, and expertise to perform technical resources work to an appropriate level of quality.
4. **Responsibilities.**
- A. **DCO.** The DCO is responsible for assuring that the workload distribution practices articulated in this D&S are implemented, followed, and adjusted as necessary to achieve their intended purpose. This includes evaluating report findings produced by the COG related to workload distribution.

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- B. **Directors.** Directors are responsible for determining how to obtain the technical services they need in order to accomplish the objectives of their assigned projects and programs. They are also responsible to the DCO for ensuring compliance with this D&S. Each Director will collaborate with other Directors to optimize maintenance of technical capabilities from a Reclamation-wide perspective.
 - C. **Program Offices.** Program offices are responsible for ensuring accomplishment of the technical services work they require within their respective areas of jurisdiction (geographic area, project, or program responsibility), including responsibility for identifying the preferred service provider for technical services work.
 - D. **Service Providers.** Service providers are responsible for making determinations regarding their technical capability and capacity to perform technical services work needed by program offices.
 - E. **Reclamation Managers, Supervisors, and Employees.** Reclamation managers, supervisors, and employees will promote effective implementation of this D&S.
 - F. **COG.** The COG is responsible for evaluating the utility and effectiveness of the workload distribution processes outlined in this D&S, reporting findings to the DCO, and recommending any appropriate changes to workload distribution practices.
5. **Technical Capability.**
- A. In order to maintain technical capability, Reclamation must identify the technical expertise required to carry out the agency's mission; monitor and analyze the size of the technical workforce required; and ensure its sustainability. In many cases, the required technical expertise is essential to Reclamation's mission, and it is imperative that sufficient expertise be maintained.
 - B. Technical capability and capacity varies across Reclamation's program offices based upon project, program, and water management issues unique to each office. Each program office must maintain sufficient technical capability and capacity to allow it to carry out its day-to-day responsibilities efficiently and effectively. However, there are technical services that are required intermittently and are not, therefore, economical to maintain in every program office. In these cases, consolidation of equipment and technical capability and capacity in one or more service providers, with a corporate approach in prioritizing and scheduling of their services, is necessary.
6. **Workload Distribution Principles.**
- A. The central tenet of this workload distribution D&S is that the authority to decide from where technical services work will be obtained remains with program offices. Program offices will maintain a corporate perspective and use the Workload Distribution Flowchart (Appendix A) when making decisions on where to obtain technical services.

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- B. Reclamation will retain technical capability sufficient to accomplish those activities essential to its mission. The COG will develop and maintain data regarding these capabilities.
- C. The COG will monitor the distribution of technical services work to service providers and make recommendations to the DCO when the sustainability of a technical capability is threatened.
- D. Consideration shall be given to the development of technical staff through succession planning, as well as sharing technical resources during periods when one office exceeds its capacity while another is operating below capacity.

7. **Workload Distribution Practices.**

- A. Reclamation service providers are the providers of choice for technical services work. The procedures for distributing technical services work are shown schematically in Appendix A. Should a program office determine that workload will be distributed in some fashion other than that set forth in Appendix A, there will be written documentation for the decision. Stakeholders will be engaged in accordance with CMP P08 and CMP 10-04.
- B. Should advance planning data identify technical services work to be outsourced that is considered by a specialized resource or the TSC to be integral to maintaining their technical capability, then they will initiate discussions with the program office to request reconsideration of the workload distribution decision. If the program office agrees, a proposal from the designated service provider will be requested when the project is appropriately defined.

8. **Appeal Path.**

- A. Directors of specialized technical resources and/or the TSC may appeal the decisions of a program office when a program office determines that extenuating circumstances preclude following the workload distribution process shown in Appendix A or when a program office declines a proposal developed by a service provider in accordance with the workload distribution process. See Appendix B for the appeal path. Under most circumstances, workload distribution decisions are expected to be resolved without formal appeal.
- B. The COG will review appeals by service providers, as well as the program office decision documentation. COG recommendations will then be forwarded to the DCO for a final decision on the workload distribution.

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9. **Outsourcing.** Technical services may be outsourced in instances where Reclamation service providers cannot meet program office objectives. Technical services work not integral to maintaining technical capability or using available capacity may also be outsourced.