City of Riverside

General Services Department Performance Assessment and Financial Expenditures Review

October 2018

Management
Partners

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October 3, 2018

Mr. Al Zelinka
City Manager
City of Riverside
3900 Main Street
Riverside, CA 92522

Dear Mr. Zelinka:

Management Partners is pleased to transmit our report detailing the results of the performance assessment of the General Services Department. The recommendations were derived from interviews with the department director, senior managers and employees; a review of numerous documents; analysis of operating and financial data; and a peer benchmarking survey.

This report identifies opportunities to improve the department's performance and operations in areas related to organizational structure and staffing, interdepartmental communication and collaboration, programs and services, management systems and asset management, and performance measurement. Specifically, we focused in the following three areas: airport, fleet management, and publishing services.

The higher priority recommendations are to: reorganize reporting relationships within the department to provide a better balance of managerial oversight; reorganize the reporting relationship of the airport manager to report directly to the General Services director; develop long-term asset replacement funding approaches for fleet and building maintenance; and conduct a cost comparison analysis to determine the cost effectiveness of the fleet and publishing services groups compared with private sector providers.

The scope of our work also included a review of certain overtime and non-personnel expenditures. Overtime usage appears to be within norms, yet we noted a higher usage of overtime in the building maintenance functions to respond to issues and outages. We found no issues of non-compliance in our testing of non-personnel expenditures.

We appreciate the opportunity to have served the City of Riverside and wish the City success in implementing these recommendations that will enhance the General Services Department's delivery of services to the community.

Sincerely,

Gerald E. Newfarmer
President and CEO

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Executive Summary

The City of Riverside's General Services Department provides critical internal support functions to the City's operating departments in the areas of fleet management, facility maintenance, property management, capital project planning and publishing services. The department also oversees the operations of the Riverside Municipal Airport.

The Great Recession in 2008 impacted all operating departments, requiring reductions in services and workforce and challenging departments to "do more with less." The department has attempted to maintain service levels but has been challenged in meeting the timely responsiveness required by operating departments relative to fleet maintenance and facilities maintenance.

The department's staffing levels have remained relatively stable throughout the recovery from the Great Recession. Staffing was increased from FY 2014-15 to 2017-18, primarily due to increases in fleet maintenance staffing and available funding from Measure Z, the one-cent local transactions and use (sales) tax. The City Council recently approved a net increase of nearly three full-time equivalent (FTE) employees in fleet and facilities maintenance. Our analysis found that the fleet management function is using many industry best practices, and is a leader in public fleet operations.

Overall, customer satisfaction regarding the department's service delivery to operating departments within the City is very positive. Operating department staff indicated that the department is meeting or exceeding their expectations in many areas including responsiveness, quality, and communication.

Management Partners conducted an organizational assessment in 2012, and we have found that the department has implemented many of the recommendations made in that report.

As we looked at the current organization and its performance, we identified 46 recommendations to improve the organizational structure, cost effectiveness and efficiency in providing services to the community.

Attachment A contains a list of all recommendations in this report. The highest priority recommendations for implementation are:

- Request that the Human Resources Department develop a formal succession plan to allow for continuity of service, institutional knowledge transfer, and career growth and promotional opportunities for staff.
- Work with the City Auditor to consider consolidating property management functions in one part of the City organization. Currently, there are several departments involved in property management, which has led to a variety of approaches and potential redundancy.
- Update the Riverside Airport Master Plan, which has not been updated in nearly 10 years, focusing on the potential to further develop hangar rental opportunities. The fact that the airport operates without a general fund subsidy makes revenue generation a very important issue for facility sustainability.
- Enhance revenue opportunities at the Airport by finalizing the competitive bid process underway for fixed base operators, using undeveloped airport property, and increasing rates for hangar rentals.
- Conduct a cost-benefit analysis of fleet maintenance and print services compared to private sector service providers, taking into consideration future rising costs of employee compensation and benefits. When services are readily available in the private sector it is good discipline to regularly make cost and performance comparisons.
- Analyze impacts of creating an internal service fund to accrue funding for regular major maintenance and replacement of facility components such as HVAC, roofing, paint and electrical systems. Preventive maintenance and appropriate replacement and updating of such systems will save money over the long run, but it is difficult to maintain such discipline given the competition for general fund resources. In connection with this effort, we also recommend deploying a modern asset management system to track and monitor facility condition and needs.
- Implement quantifiable performance standards and regularly evaluate performance against established standards.

There are several innovative options we would encourage the General Services Department to pursue, some of which the department has considered or is otherwise aware of. These are considered innovative best practices within the profession but may be more aspirational than

required at this time. Nevertheless, the department is already a leader in several areas, so it has the capacity to be on the cutting edge of current best practices. The limitation is often funding, and we recognize that basic services must take priority over new systems, which is why these are not provided as recommendations. Nevertheless, some of these ideas could save money or reduce resource consumption over time.

- "Internet of Things" (IOT) Technology. The use of IOT technology in the facilities management profession can leverage the organization's and facilities' investment in wireless internet technology through a network of internet-accessible devices such as sensors, actuators, thermostats, and other devices. Each sensor or device picks up data about a building to better inform a facility team of current temperature, vibration, light or even sound levels in areas of a building. Utilizing IOT systems can reduce energy bills and provide insightful data to improve occupant happiness. A solid wi-fi infrastructure is required in each building to make the best use of this technology.

- Advanced Heating/Ventilation/Air Conditioning (HVAC) Technology. HVAC systems are critical in maintaining a comfortable and safe work environment. Large facilities benefit from the use of advanced heating and cooling technology to reduce a building's overall environmental footprint. Integration of sensors, controllers, heat pumps, air conditioning units, and variable air volume controls helps maximize energy reduction strategies when implemented correctly. Newer ductless air conditioning units allow agencies to address comfort in hard-to-reach areas in existing buildings.

- Automated Facility Maintenance Software. Use of fully automated facility management systems that include a well-integrated maintenance management system allows facility managers to manage building assets more effectively than spreadsheets and work orders. Such systems allow facility managers to reduce time wasted searching information on assets and instead, focus on reports that indicate problem areas where efforts should be best devoted.

- Drones in Facility Management. Drones bring opportunities for improved efficiencies in facility management in such areas as roof and HVAC system inspections or storm damage assessment in tall or hard-to-reach areas. Riverside Fire and/or Police may have already invested in drones that might be utilized by facility maintenance personnel for inspections and assessments.

- <u>Building Information Modeling (BIM) for Facility Management.</u> BIM is a tool used by contractors and architects to develop and scale virtual models of building projects and is used by building owners and operators to develop visual models to virtually walk through buildings for new construction. Any new or significantly renovated City facility projects in the future should make use of BIM technology to allow facility managers to understand how the building's layout and construction may impact long-term management of the facility.

- <u>Commuter Flight Sharing Services</u>. As indicated in this report, the opportunity to use ride-sharing type technology to support a commuter-based flight sharing service has some potential for Riverside Airport (KRAL). However, U.S. Senate Bill S2650 (Lee), which would amend the definition of a "common carrier" and "personal operator" to reduce restrictions on flight-sharing startups, would need to be signed into law to make such services available at KRAL.

In summary, our analysis showed a well-functioning General Services Department, which like any human organization can be improved by a variety of changes and investments, as detailed in this report.

Project Approach

Management Partners gathered and analyzed information using a variety of means. While reviewing and analyzing data and documents our project team relied on our experience working with over 250 jurisdictions in California and our knowledge of best practices in local governments around the country to identify the most important areas that require improvement in the department. We used the following techniques to gather information:

- Conducted interviews and a focus group with General Services Department staff;
- Conducted an employee survey of General Services Department staff;
- Conducted a customer satisfaction survey of employees from other City departments;
- Reviewed and analyzed a variety of relevant data and documents; and
- Created and deployed a benchmarking survey for seven peer organizations and five regional airports to compare budgeted resources, staffing and services.

Each is described in more detail below.

Interviews

An important component of this study was obtaining employee input about the organization. We conducted nine individual interviews with City staff as shown in Table 1.

Table 1.   List of City Staff Interviewed

General Services	Finance	Office of Organizational Performance & Audit
- General Services Director - Deputy Director - Former Deputy Director (now in Public Works) - Airport Manager - Field Operations Superintendent - Publishing Services Manager - Property Manager	Chief Financial Officer	Manager of Organizational Performance & Audit

The interviews gathered information about:

- Strengths of and opportunities for improving the department,
- Organizational structure,
- Tools, resources and training, and
- Interdepartmental collaboration and communication.

The feedback received from employees informed our analysis about the organizational structure, staffing, and operational improvements that should be prioritized in the next few years. Employees consistently stated the City has a hardworking and resourceful group of staff. They said that operating during and after the recession required staff to work together and maintain a collaborative attitude to provide quality service. The predominant comment from employees was that staffing is inadequate.

Review and Analysis of Documents

Management Partners' team members reviewed a variety of documents and data to inform our observations and recommendations. We reviewed the department organization chart, division budgets, position listings and turnover data to assess reporting relationships, spans of control and information regarding staff capacity. We looked at program descriptions, policies, and the range of functions being performed by different staff groups to verify that functional alignment was consistent with best practices.

To better understand the department's services and potential areas for cost savings, we reviewed the following:

- Policies, procedures and operational plans;
- Strategic planning documents;
- Budget information;
- Organization charts;
- Current and proposed airport land maps;
- Fleet inventory lists;
- Copies of contracts and agreements;
- Department maintenance schedules;
- Performance measures;
- Customer satisfaction surveys;
- Methods of cost recovery;
- Capital improvement and infrastructure management plans; and
- Information technology use.

Employee Surveys

Management Partners administered two separate online surveys to gauge employee responses on a variety of subjects. The first is a General Services employees survey. A link was sent to all employees in the department.

The second is an online Customer Satisfaction Survey. A link was sent to all city employees who use the services of the General Services Department.

The results from these surveys are detailed in the Employee Engagement Results section below.

Focus Group

We invited 13 employees from the department representing a cross-section of employees in terms of divisions and levels within the organization to participate in a focus group. The two-hour meeting asked participants to discuss what was working well in the organization, areas for improvement, service level gaps, interdepartmental collaboration and communication and performance measures used in their respective divisions. The results from the workshop are detailed in the Employee Engagement Results section below.

Comparative Research of Peer Agencies

Peer comparisons provide a perspective to help understand how resources, workload, and performance compare with similar jurisdictions. They help department leaders determine whether they are significantly out of alignment with peers and can reveal opportunities for improvement and prompt further research.

Criteria for selecting peers are included in the section below. Management Partners drafted and administered a peer survey to all seven identified peers for fleet, building services and publishing services, and five regional airports for airport operations. To the extent that surveys were not returned, Management Partners attempted to supplement data based on publicly available information.

Organization of Report

This report is generally organized around the City's original scope of services. It begins with general observations and then progresses to programmatic specifics and recommendations. The report starts with a section on employee engagement which discusses the results of the employee survey, focus group and what we call focus areas. It details how employees feel about their work and such issues as resources, communication and leadership. It sets the stage for understanding department dynamics and more specific programmatic analysis and recommendations, since it is critical to consider the organizational environment in developing recommendations which can be successfully implemented.

Next, the report proceeds to a discussion of peer research results. This sets the context for how Riverside's General Services Department performs relative to industry standards and compared with similar municipal agencies. It is split into separate sections on airport operations and the department's other operations.

Next is the section entitled Performance Assessment. This contains the bulk of the recommendations and supporting analysis. It includes the following:

- Status of the department's efforts to address the recommendations in Management Partners' 2012 report.
- Management of human resources including organizational structure, staffing, succession planning, and staffing levels.
- Operational assessments of programs and services for each of the following divisions:
    - o Airport services,
    - o Fleet services,
    - o Building services,
    - o Publishing services, and
    - o Property management.
- Management systems and asset management, specifically addressing building services and fleet services.

- Interdepartmental communication and collaboration.
- Benchmarks and performance indicators for airport, building services, fleet and publishing services.

The report concludes with a section on the Financial Expenditures Review. This focuses on the management of overtime and service contracts.

Employee Engagement Results

Management Partners used three different activities to understand perspectives on the General Services Department's performance. First was an employee survey sent to all General Services employees in the department. Second, we held a focus group with a cross-section of General Services employees. And third, was a customer satisfaction survey which was sent to all employees throughout the City who interact with General Services.

The results from these engagement activities are summarized below.

General Services Employee Survey Results

Management Partners prepared an online employee survey to gather feedback from General Services Department employees on the topics of communication, service delivery, customer service, performance measurement, strategic and business planning, technology, staffing, workload, talent management, and organizational culture. This document summarizes the results of that survey. A total of 59 employees responded between April 5 and April 16, 2018.

For most of the survey, respondents were provided with a statement and asked to indicate whether they strongly agree, agree, disagree, strongly disagree or don't know. Other questions contained information on respondents' tenure with the department and other demographics. Respondents also had the opportunity to provide open-ended responses to some of the questions.

Summary of Responses

The full results to the survey are included as Attachment B to this report. Some of the key observations from survey responses are provided below.

- Overall, survey respondents provided positive responses in all eight areas surveyed.
- Supervisory respondents were more positive than either management or non-supervisory staff in all areas.

- Respondents were most favorable about strategic and business planning, reporting high rates of agreement with clear understanding of job and department alignment to the broader organizational mission and strategic plan.

Management Partners calculated a composite score to assess employee satisfaction in the eight performance areas covered by the survey (Figure 1) as well as by division for each area. The composite score is the average (arithmetic mean) for all responses in a given area. For example, in the performance area of communication survey respondents indicated if they strongly agree, agree, disagree or strongly disagree for six different statements. The composite score averages the responses across all statements to create a single score for that topic. The survey's four-point scale has 2.5 at the midpoint. Scores higher than 2.5 are above the average and scores lower than 2.5 are below the average.

Overall the employee survey indicates that General Services exhibits a healthy organizational environment.

Figure 1.   Overall Employee Survey Results by Each Section (Composite Score)

1.0 : Strongly Disagree | 2.0 Disagree | 3.0 Agree | 4.0: Strongly Agree
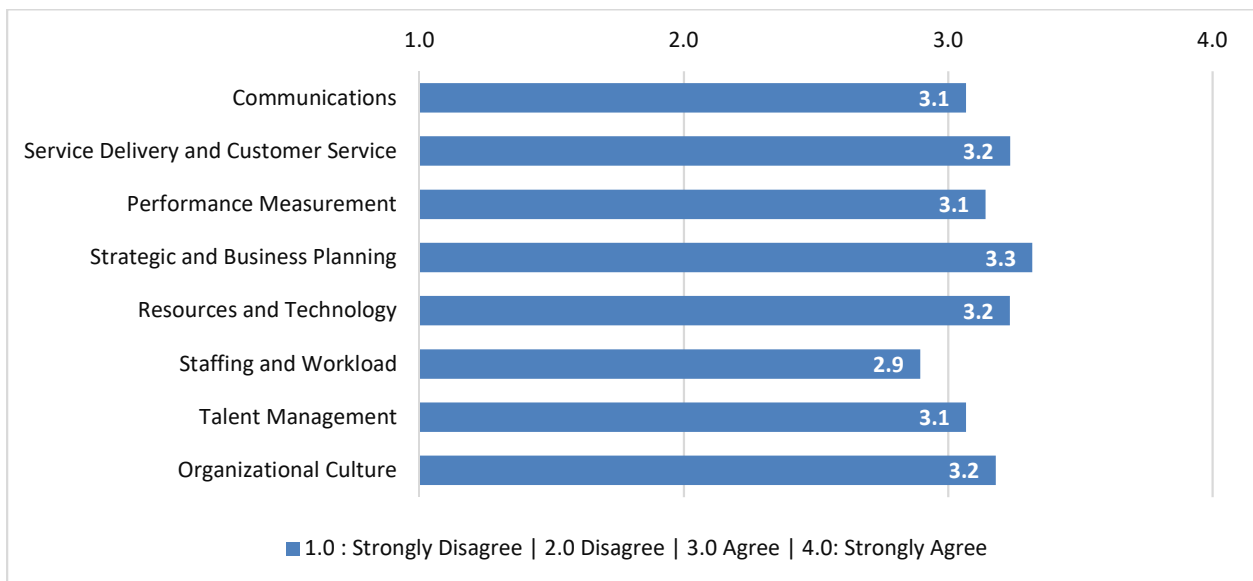
General Services Employee Focus Group

Thirteen employees representing all divisions in the department and classifications ranging from mechanics and analysts to clerical staff and supervisors were invited to participate in an employee focus group held on April 11, 2018. Thirteen employees were able to participate in the two-hour session. A summary of common themes from the survey is presented in the following sections.

What is working well in the department?

- Staff in the General Services Department work collaboratively with each other and with staff from other City departments.
- The department places value on being responsive to its customers.
- The culture places emphasis on working together to solve problems and get the job done on time and efficiently.
- When asked to describe the department in a single word or short phrase, the responses were overwhelmingly positive, including:

Awesome	Responsive	Collaborative
Dynamic	Knowledgeable	Innovative
Versatile	Improving	Team-oriented
Competent	Professional	Open-minded
Efficient	Good problem solvers	Diverse array of services
Timely	Accommodating	

What is not working so well in the department?

The recurring themes voiced about what is not working so well in the department were:

- Resources have not kept pace with increased demands for service.
- Hiring and retaining qualified staffing is becoming an increasing challenge.
- The inefficiency of business processes managed by other departments (e.g., procurement, human resources, IT) impairs the General Services Department's capacity to respond promptly to requests.
- When describing the department in a single word or short phrase, the more negative observations included:

Understaffed	Pay inequities	Reactive (vs. consistently proactive)

Areas Needing Improvement

The focus group participants identified the following three areas in greatest need of improvement.

1. **Staffing and Employee Evaluation**
   - It is growing more difficult to recruit and retain quality staff. During the hiring process, a regular pattern is that job candidates choose to work for another City department where they can perform comparable work and receive higher pay.
   - Staff report feeling demoralized by changes in the City's employee performance evaluation process that make it "pretty impossible" to receive any rating higher than "satisfactory".

2. **Procurement**
   - The procurement process is a recurring source of frustration. The process is described as insufficiently responsive to the needs of the department, and a "roadblock to quick response."
   - Over the past two to three years purchasing goods and services has become more time consuming and inefficient. The inability to electronically track the status of purchase requests is especially problematic. (See comments below on technology.)
   - Other hindrances include the lack of procurement templates for larger purchases and the introduction of rules that have made purchasing more restrictive.

3. **Technology**
   - The department's technology needs are not adequately being met.
   - Specific problems mentioned include the fact that the City's IT systems are not integrated across departments, and the current systems are not designed well for the work performed in the General Services Department. Some employees have resorted to purchasing their own software because of deficiencies in the City's IT system.
   - Designing technology to track the flow of documents in the purchasing approval process would reduce unnecessary delays and possibly create opportunities for greater work efficiency.
   - Employees do not receive the training needed to make maximum use of the technology that does exist. IT training should be a mandatory component when new hires are onboarded.

Focus Areas

As part of the focus group employees were asked to reflect on three critical areas that were topics of our assessment: 1) performance measurement, 2) customer satisfaction, and 3) ideas for generating revenue. A summary of common themes in each of these areas is provided below.

1. **Performance Measurement**
   - Data seen as useful to compile for purposes of improving performance include: survey results from employee and customer satisfaction, whether revenue targets are met,

complaint records, and measures that track whether the
department is being proactive in a smart way.

- The caveat to collecting performance data is that the
information must be reviewed, analyzed, and appropriately
interpreted. Numbers alone could lead to incomplete and
inaccurate conclusions about the department's performance.

2. **Customer Satisfaction**
- Customers of the General Services Department include
residents, coworkers in the department and other city
departments. Customers viewed as "high users" of the
department's services include City Hall, the Fire Department,
and the Library Department.
- While General Services primarily serves residents indirectly,
users of the Riverside Municipal Airport, users of Riverside's
Alternative Fuel Centers, and users of City facilities that the
Department maintains are served directly.
- There is no rigorous system for obtaining customer feedback,
but the feedback received is generally positive. Customer
satisfaction is most often expressed about timely and
accommodating responses to a request.
- When customers register dissatisfaction with the department's
service, it is often related to a customer's misunderstanding
about the department's resources.

3. **Ideas for Generating Revenue**
- Enforce the current rules governing internal chargebacks from
other city departments for services such as printing. Related to
this, examine opportunities for increasing the volume of
printing services provided by General Services to other
departments to reduce outsourcing (which charges
comparatively more).
- Review current policies and fees for issuing entry badges for
the Airport for opportunities to generate additional revenue,
e.g., charge biannually for badge renewals.
- Increase the number of leases (and associated revenue) for cell
tower sites on city property.
- Capture revenue from a more cost-efficient vehicle
replacement program.

Internal Customer Service Satisfaction Survey

As part of the performance assessment and financial expenditures review
of the General Services Department, Management Partners prepared a
satisfaction survey to gather input from employees who rely on building

services, fleet management services or publishing and mail services at least occasionally (i.e., several times a year). This document summarizes the results of that survey, which had 221 respondents between April 5 and April 13, 2018.

Summary of Responses

The full survey results are included as Attachment C to this report. Overall satisfaction levels with General Services internal services were quite high, as shown in Table 2. Respondents from the Publishing and Mail Services Division had the highest levels of satisfaction, with 97% of survey respondents claiming that the service either exceeded or met expectations. The satisfaction levels of respondents from building services (87%) and fleet management (83%) were also quite high.

Table 2.   Overall Satisfaction Level, by Division

Answer Choices	Exceeds Expectations	Meets Expectations	Does Not Meet Expectations	Don't Know
Building Services	56 (33%)	**90 (54%)**	22 (13%)	50
Fleet Management	28 (23%)	**72 (60%)**	20 (17%)	97
Publishing and Mail Services	47 (33%)	**91 (64%)**	4 (3%)	77

In general, survey responses noted that staff members are professional, helpful, friendly and knowledgeable in all three service areas. The vast majority of respondents believe that these services are meeting expectations. The most common suggested improvement in all three service areas was to expand staff capacity by adding new positions. Beyond staffing increases, a few common recommendations emerged:

- Replace or upgrade the City's current building services work order request system to improve usability and customer communication (including generating automated email communications and updates about maintenance requests).
- Evaluate custodial services for bathrooms to improve cleanliness.
- Identify opportunities to increase timeliness of building services repairs and overall responsiveness to fire stations.
- Document the workflow associated with vehicle replacement and identify how the City could streamline the process from budget approval to vehicle acquisition.
- Reinstitute the practice of emailing vehicle operators with reminders about preventive maintenance appointments.

- Explore whether mobile inspections and repairs are possible for offsite vehicles at police and fire stations.
- Institute the practice of performing basic inspections of vehicles when they are serviced for repairs, regardless of the type of work order request issued.
- Communicate the results of fleet service appointments using automated email messages so vehicle operators are well informed as to what repairs were made.
- Advertise publishing services more clearly to potential customers.
- Continue to contract print jobs when staff capacity does not allow for the desired levels of responsiveness.

Comparative Peer Research

As part of this project, Management Partners issued two separate peer surveys to collect information on staffing levels and organizational structure.

1. Airports. This survey was sent to five airport operators of similar size to Riverside's municipal airport and was focused on airport operations, budget and staffing levels, performance/workload measures and general operating practices. The five airports selected for research are shown in Table 3 below.

2. Non-Airport Services. This survey was sent to seven peer cities and was focused on budget and staffing levels, organizational structure, performance/workload measures and general operating practices for fleet maintenance, building/facility maintenance and publishing services. The seven cities selected for research are shown in Table 5 below.

To the extent that survey responses were not received, Management Partners used publicly available data to the extent that it was available.

The results from our research are provided in Attachment D.

Airport Services

Peer Selection and Response

Our peer comparison survey focused on budget, staffing levels and general operating practices at the airport. Five airports were selected based on the nature of operations and size of Riverside Municipal Airport (KRAL). The airports did not need to be operated by cities. The five airports selected for comparison are shown in Table 3 below.

Table 3.   Peer Survey Selection for Airport Services

Airport	Owner/Operator
Corona Municipal Airport (AJO)	City of Corona
Redlands Municipal Airport (REI)	City of Redlands
Chino Airport (KCNO)	San Bernardino County

Airport	Owner/Operator
Brackett Field Airport – LaVerne (POC)	County of Los Angeles
Cable Airport – Upland (CCB)	Cable Land Co. (private)

Corona Municipal Airport (AJO) and the Redlands Municipal Airport
(REI) provided complete peer surveys. To the extent possible,
Management Partners tried to complete the remaining peer responses
using publicly available information for the two publicly owned airports.
We were unable to obtain information from Cable Airport (CCB) other
than operational data from filings with the Federal Aviation
Administration (FAA) as they are privately held and do not publish
information other than what is required under FAA regulations.

Airport Organization

Table 4 indicates the organizational placement within the agency that
owns the airport and the functions that are included in the airport
division for each. There is no consistent approach how agencies organize
their airport operations within their agencies.

Table 4.   Overview of Organizational Placement

	Corona Municipal Airport (AJO)	**Redlands Municipal Airport (REI)**	**Riverside Municipal Airport (KRAL)**	**Chino Airport (KCNO)**	**Brackett Field Airport La Verne (POC)**	**Cable Airport Upland (CCB)**
Owner	City of Corona	City of Redlands	City of Riverside	San Bernardino County	County of Los Angeles*	Cable Land Co. (private)
Department	Maintenance Services Department	Quality of Life Department	General Services Department	Operations and Community Services Department	Public Works Department	N/A
Other Functions Within Department	• Facilities • Fleet • NPDES • Parks/trees/medians • Streets • Warehouse	• Cemetery • Electrical • Facilities • Fleet • Maintenance • Parks/trees • Recreation • Senior Services • Streets	• Capital Projects • Facilities • Fleet • Publishing • TV Broadcasting	• Ag/Weights and Measures • Library • Museum • Parks • Registrar	• Capital Projects • Building Safety • Environmental • Landscape • NPDES • Sewer • Streets	N/A

Source: Adopted Budgets, FY 2017-18.
*Brackett Field Airport operations contracted through American Airports Corporation.

Results from our Research

Riverside's airport (KRAL) has a significantly higher level of local and transient operations (take-offs and landings) than most peer agencies. This is likely due to the regional location as well as the seven flight schools that operate out of the airport. As a result, KRAL has a higher percentage of its operations from locally based aircraft than other peers other than Brackett Field Airport in La Verne. KRAL estimates that 70% of its local operations is likely attributed to flight school activity. KRAL's average daily operations of 288 exceeds the peer average of 255.

The number of aviation leases for KRAL is 135. Corona has a larger number of aviation leases at 589; however, they also have dedicated a larger footprint on their property to house aircraft. They only operate one runway, whereas KRAL operates two, which provides Corona with greater capacity for aircraft storage.

Non-Airport Services

Peer Selection and Response

Management Partners developed a peer survey to collect information from seven peer cities. The survey was focused on budget and staffing levels, organizational structure, performance/workload measures and general operating practices for fleet maintenance, building services and publishing services (print shop).

The seven cities were selected using four criteria:

1. Location (*within Southern California*),
2. Population (*between 200,000 and 500,000*),
3. Land area (*over 40 square miles*), and
4. Median household income (*between $50,000 and $70,000*).

Based on this selection criteria, the seven agencies that were selected are shown in Table 5. Only Anaheim and Moreno Valley responded to the survey. Management Partners used publicly available data to the extent it was available to report data from the remaining cities.

Table 5.   Overview of Community Characteristics

City	County	Population (2017)	Land Area (square miles)	Median Household Income (2016)
Riverside	**Riverside**	**326,792**	**81.1**	**$58,979**
Anaheim	Orange	358,546	49.8	$61,826
Bakersfield	Kern	383,512	142.2	$58,669
Chula Vista	San Diego	267,917	49.6	$66,956
Fontana	San Bernardino	212,786	42.4	$65,995
Fresno	Fresno	525,832	112.0	$41,842
Long Beach	Los Angeles	480,173	50.3	$55,151
Moreno Valley	Riverside	206,750	51.3	$56,456
PEER AVERAGE		**347,931**	**71.1**	**$58,128**

Sources: American Community Survey 2016 Five-Year Estimates; California Department of Finance; 2010 US Census.

Table 6 presents information regarding budgeted expenditures for each of the peer agencies. Riverside's total operating expenditures for the General Fund and All Funds exceeds the average for the peer agencies and is in the top quartile compared to peer agencies.

Table 6.   Overview of Citywide Budgeted Operating Expenditures for FY 2017-18

City	Citywide Expenditures (General Fund)	Citywide Expenditures per Capita (General Fund)	Citywide Expenditures (All Funds)	Citywide Expenditures per Capita (All Funds)	Citywide Staffing (All Funds)	Citywide Staffing per 100,000 population (All Funds)
Riverside	**$270,598,000**	**$828**	**$716,993,741**	**$2,194**	**2,259**	**691**
Anaheim	$312,757,737	$872	$1,361,172,829	$3,796	1,944	542
Bakersfield	$201,168,658	$525	$373,448,885	$974	1,520	396
Chula Vista	$143,644,000	$536	$317,416,000	$1,185	994	371
Fontana	$90,301,390	$424	$194,031,180	$912	571	268
Fresno	$364,381,000	$693	$600,606,800	$1,142	3,575	680
Long Beach	$488,869,863	$1,018	$1,759,423,156	$3,664	5,465	1,138
Moreno Valley	$95,092,361	$460	$184,917,947	$720	356	172
PEER AVERAGE	**$242,316,430**	**$647**	**$684,430,971**	**$1,770**	**2,061**	**510**

Sources: Adopted City Budgets, FY 2017-18. Citywide expenditures exclude costs associated with capital improvement projects (CIP) and debt service. Staffing includes only authorized, full-time positions.

Organization Structure and Services Comparison

Table 7 provides an overview of the department where fleet
management, building/facility maintenance, publishing services and mail
distribution functions are located within the respective peer
organizations. Most other agencies operate fleet and building/facilities in
their public works departments. Fresno, Long Beach and Moreno Valley
operate centralized printing services in various departments, whereas the
other agencies do not provide those services. Fontana has a list of six
vendors identified through a public bidding process that departments
may use for printing services.

Table 7.   Department Responsible for Surveyed Functions

City	Fleet Management	Building/Facility Maintenance	Publishing Services (Print Shop)	Mail Distribution
Riverside	General Services	General Services	General Services	General Services
Anaheim	Public Works	Public Works	N/A	Unknown
Bakersfield	Public Works	Public Works	N/A	Unknown
Chula Vista	Public Works	Public Works	N/A	Unknown
Fontana	Public Works	Public Works	Outsourced by public bid	Management Services
Fresno	Transportation	Public Works	Finance	Finance
Long Beach	Financial Management	Public Works	Technology and Innovation	Technology and Innovation
Moreno Valley	Public Works	Financial and Management Services	City Manager's Office	Financial and Management Services

Source: Peer survey; Adopted City Budgets; City websites

Performance Assessment – Analysis and Recommendations

The General Services Department consists of the following six operating divisions.

1. **Administration**. This division handles administrative support functions for the department, fiscal management of operations, and property management of city-owned buildings and leases of city property to wireless telecommunications (cellular) providers.
2. **Airport.** This division operates Riverside Municipal Airport, which includes such functions as leasing of hangar space and facilities, complying with Federal Aviation Administration (FAA) activities, maintaining infrastructure maintenance and managing capital improvement programs associated with the airport.
3. **Building Services.** This division provides facility maintenance services for city facilities and provides input into facility design and other capital improvement programs impacting city facilities.
4. **Capital Projects.** This division oversees the design, approval, and construction of capital projects associated with city buildings and facilities.
5. **Fleet**. This division provides fleet management, maintenance, and operations services to support the city's vehicle fleet including maintenance and purchasing.
6. **Publishing Services**. This division provides publishing and print shop services to city departments.

The scope of this project was to focus on the airport, building services and fleet management operations.

Status of 2012 Organizational Assessment Recommendations

In 2012, Management Partners was engaged to perform an organizational assessment on the General Services Department which resulted in 36 recommendations to improve its organizational effectiveness. Department leaders have been working on implementing those recommendations over the past five years. The most significant change since the report was consolidating the Airport under the oversight of the

General Services director, who previously reported to the same assistant city manager that oversees General Services today.

The department has made significant progress in addressing the recommendations from the 2012 organizational assessment of the department. Of the 36 recommendations made in that report, the department has reported completion of 29 (over 80%). Those items still outstanding are listed below.

1. **Building services**
   - Develop an in-depth inventory of all facilities maintained by the department. (Recommendation 13)
   - Develop an asset management plan for all city-owned facilities. (Recommendation 14)
2. **Fleet services**
   - Develop a long-range replacement planning and funding strategy for the entire City fleet. (Recommendation 26)
   - Determine which fleet units should be included in the Central Garage Replacement Fund and develop the proper fees that fleet customers need to contribute to offset future replacement purchases. (Recommendation 27)
   - Reengineer the methodology used to compute the fully burdened shop labor rate and markups. (Recommendation 31)
   - Develop service level agreements between fleet management and each of its customers. (Recommendation 32) *(The department determined this is not a current industry standard and that instead, fleet managers will meet annually with key customers to gain feedback on services.)*
   - Customer monthly reports and develop and annual report for each client department. (Recommendation 33)

Department Organization and Staffing Levels

The General Services Department consists of over 71 full-time equivalent (FTE) employees, with an additional eight positions that were vacant at the time of our analysis. A functional organization chart for the department is shown in Figure 2.

Figure 2.   General Services Department Functional Organization Chart
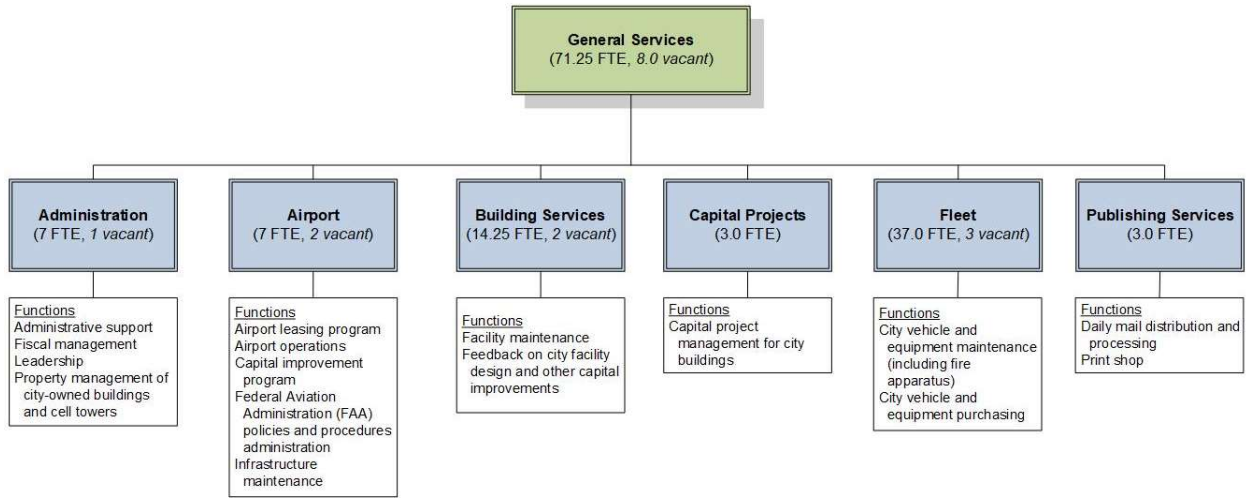
The department is led by the General Services director and is supported by a deputy director and an administrative analyst. Oversight of the various workgroups is shown in Figure 3 below.

Figure 3.   Existing General Services Department Positional Organization Chart
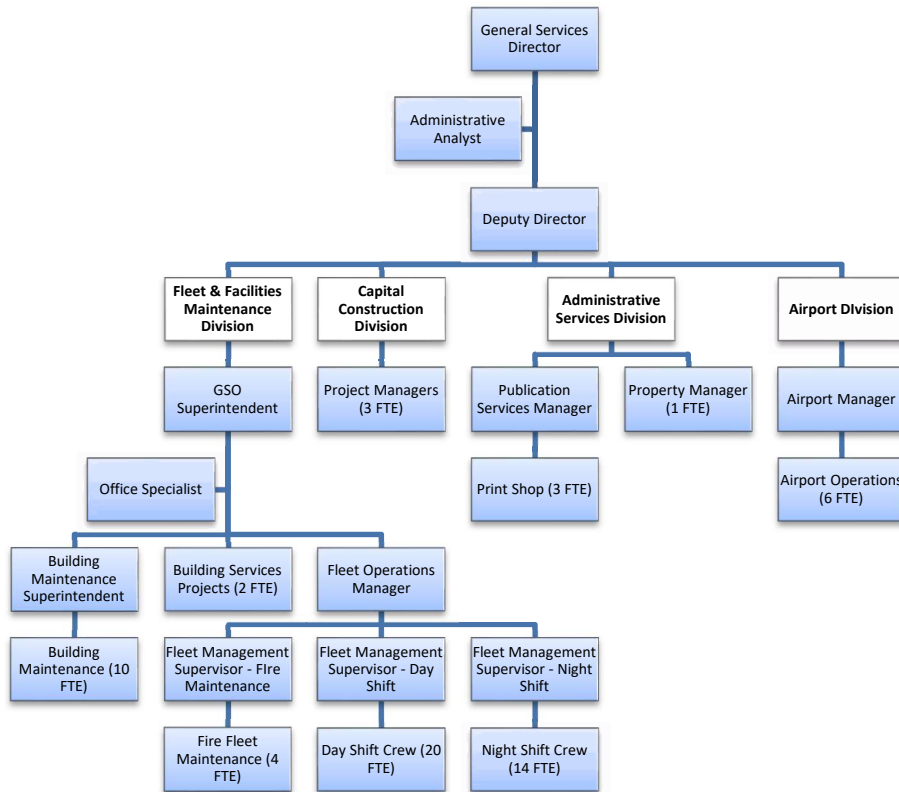
Workgroups have been established based on functional areas. In our experience, a proper span of control would include three to eight employees reporting to a supervisor, manager or director. For fleet operations, it is not unusual for a supervisor or manager to oversee 10 to 12 mechanics plus parts personnel.

We reviewed the spans of control throughout the General Services organization. Supervisors and lead workers have a span of control ranging from three to eight direct reports, other than the fleet maintenance supervisor for the day shift, which has 20 FTE.

The Fleet Services Division has senior mechanics that operate as lead workers, which helps to alleviate shift supervisors from direct supervision responsibilities. Managers also have direct reports within that range. The nature of the work they are overseeing seems to be within typical managerial oversight responsibilities. We did not hear indications in interviews or through surveys and the focus group that there were concerns about oversight or allocation of personnel related to reporting relationship.

There is a significant amount of responsibility placed on the deputy director who has oversight responsibility for all the divisions in the department. In practice, we understand that the General Services director is in constant communication with department managers, yet the direct oversight of all divisions rests with the deputy director.

We understand that in practice the airport manager reports directly to the General Services director. The nature of airport operations is unique within the overall composition of the City's structure. It is also one of most high-profile areas in General Services, and a direct reporting relationship to the director is warranted. This relationship should be indicated by revising the organization chart to demonstrate that direct reporting relationship.

> **Recommendation 1.   Revise the department's organization chart to reflect the direct reporting relationship of the airport manager to the General Services director.**

Administrative support functions in the department appear to be appropriate based on the department's functions and needs. The administrative analyst provides high-level administrative support and analysis to the department director and provides additional support to the deputy director. There are administrative support staff within various divisions and/or workgroups to support their clerical and administrative

requirements. We believe this administrative structure makes sense and provides the administrative support needed within the various workgroups.

In the Fleet Services Division, the organization chart indicates that administrative positions such as management analyst, account technician and senior office specialist report to the fleet maintenance supervisor overseeing the day shift rather than the fleet operations manager. We understand that in practice, the management analyst reports to the deputy director, who provides direction to the analyst to conduct various fiscal and operational analyses that would impact the entire organization, not just fleet services. The organization chart needs to be updated to reflect the existing reporting relationship.

> **Recommendation 2.   Revise the department's organization chart to reflect the direct reporting relationship of the management analyst to the General Services deputy director.**

The account technician and senior office specialist, however, are reporting to the supervisor. In our experience working with large fleet operations, administrative support staff of that nature typically report to the fleet manager. While we did not note concerns about productivity or service delivery in this area, we believe that the administrative staff should report directly to the fleet operations manager. This would reduce the span of control of the day shift supervisor and allow the manager to oversee the administrative support functions that support the entire division.

> **Recommendation 3.   Reassign the account technician and senior office specialist positions in the day shift workgroup to report directly to the fleet operations manager.**

We did not perform a workload study to determine if the workload is properly allocated among administrative staff; however, no concerns were raised in interviews with staff, the focus group, or in the employee survey to suggest that a significant imbalance exists.

Figure 4 presents the revised positional organization chart if these recommendations were implemented.

Figure 4.   Revised General Services Department Positional Organization Chart
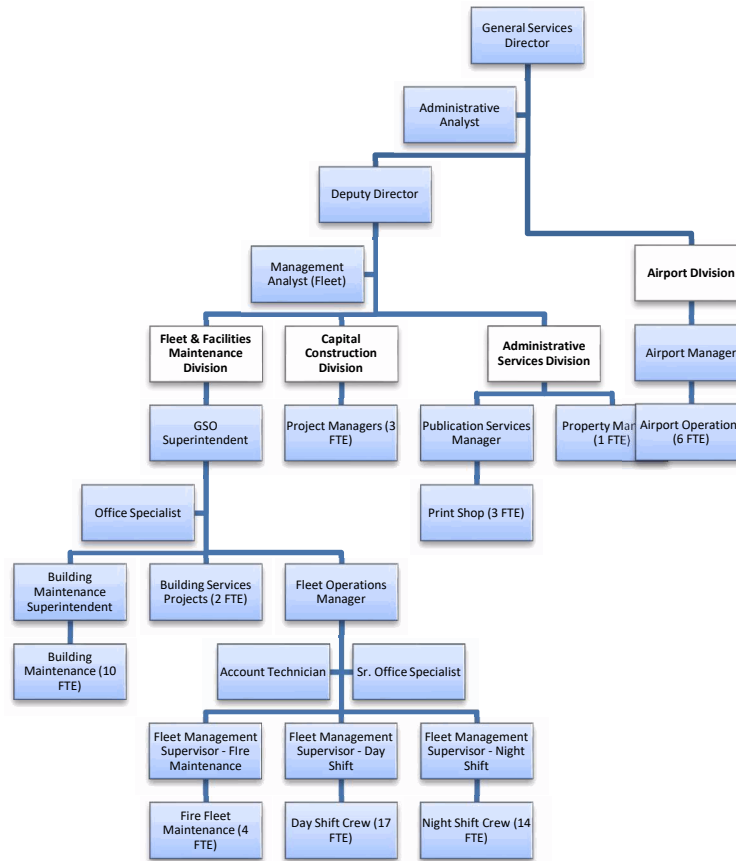
Staffing

Our engagement with employees through interviews, the survey and the
focus group seemed to indicate that the department's staffing levels were,
by and large, appropriate based on existing needs with the exception of
the Building Maintenance Division. Staff in the department as well as
internal customers through the customer satisfaction survey indicated
that the building maintenance function does not have sufficient staffing to
provide timely response to maintenance requests.

Figure 5 shows staffing levels in the General Services Department from
FY 2014-15 to FY 2017-18, and Figure 6 shows the changes in staffing
levels by division during that same period. Staffing levels increased by
three FTE from FY 2014-15 to FY 2017-18. Fleet maintenance has seen the
largest increase, from 35 to 41 FTE. Four additional mechanics were
added in FY 2017-18 as a result of the passage of Measure Z, the one-cent
local transactions and use (sales) tax measure that provides ongoing

funding for enhanced fleet services in support of police, fire, and public works operations.

Figure 5.   General Services Staffing Levels from FY 2014-15 to FY 2017-18
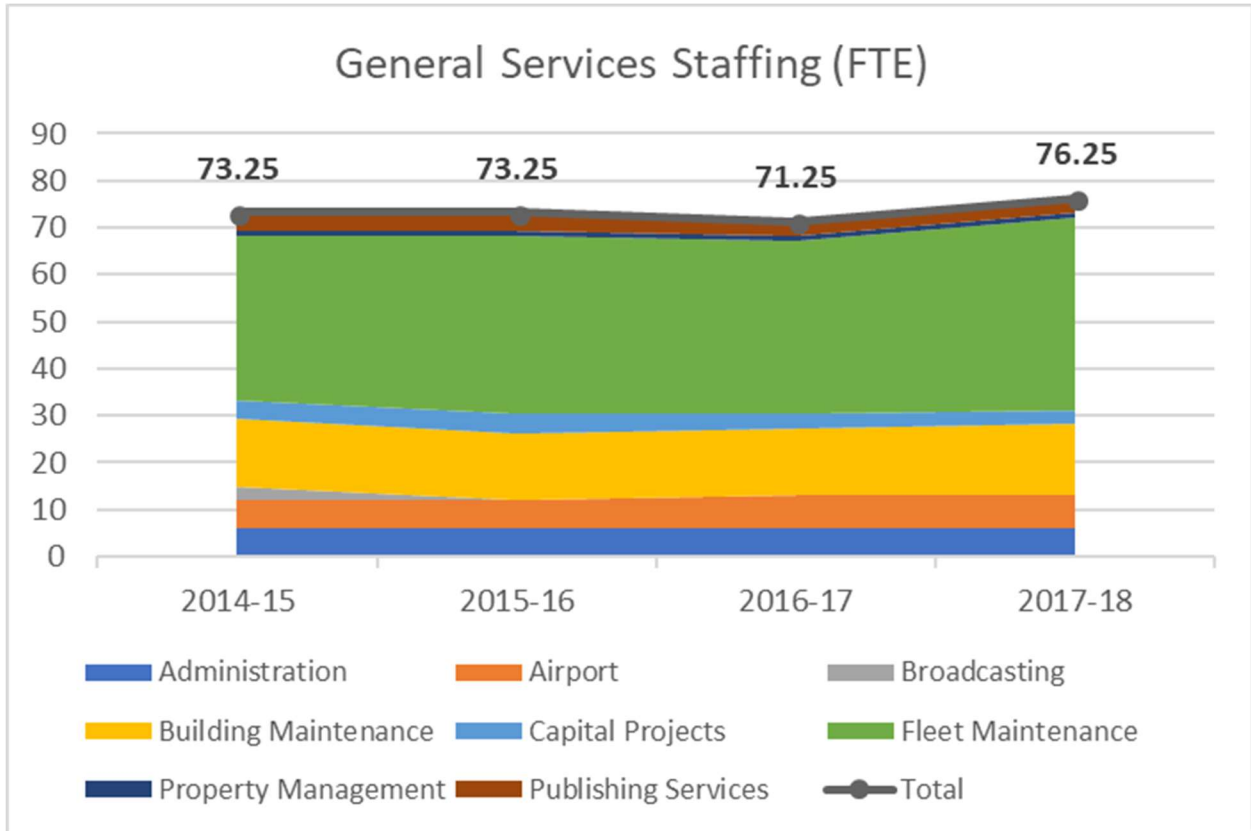
Source: Riverside Annual Budget (FY 2015-16), and Biennial Budgets (FY 2016-18 and 2018-20)
Note: The Broadcasting division was transferred to the City Manager's Office in 2015-16.

Figure 6.   Public Works Staffing Changes from FY 2014-15 to FY 2017-18
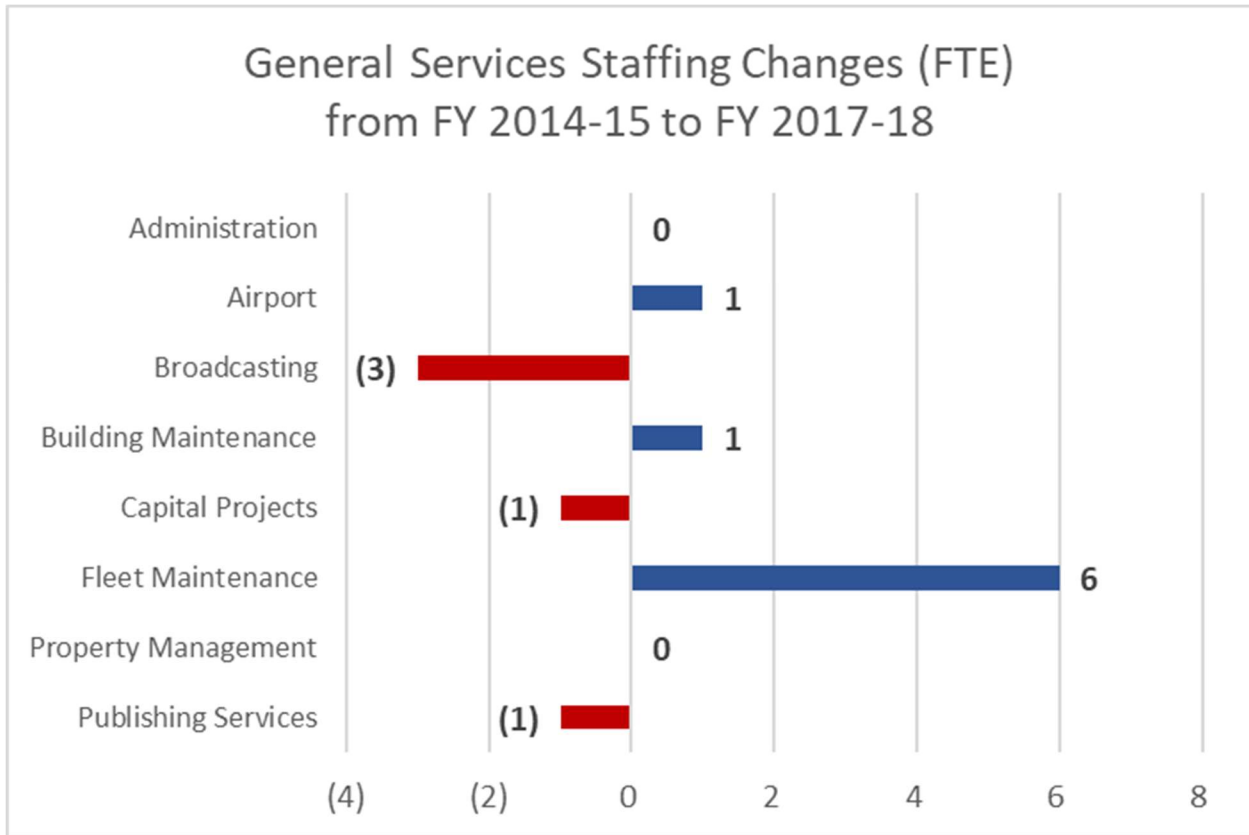
Source: Riverside Annual Budget (FY 2015-16), and Biennial Budgets (FY 2016-18 and 2018-20)
Note: The Broadcasting division was transferred to the City Manager's Office in 2015-16.

The adopted FY 2018-20 biennial budget approved by the City Council in June 2018 includes the addition of 2.75 FTE in the Building Maintenance Division (adding two maintenance workers and converting a part-time general services worker into a full-time position) and two FTE in Fleet Services (one senior mechanic, one mechanic, and one police fleet maintenance coordinator) to meet the growing needs for service.

The budget also includes a reduction of two FTE in the Administration Division (eliminating the vacant assistant general services director and one management analyst position). With these changes, we believe that the division is properly staffed. Careful consideration, however, will be needed regarding the cost of providing fleet maintenance services. These changes may have an impact in the analysis of the competitiveness of that service compared with private repair shops (see the Fleet Services section of this report below).

Succession Planning

A second staffing concern is the aging workforce and the lack of succession planning. The department currently has no formal succession plan in place. Staff reported in interviews and the focus group that half of the facilities maintenance staff are at or nearing retirement age. For several key positions, such as building superintendent, retirement is eminent. Few, if any, internal candidates are ready for promotion to that level.

Based on the data provided by the City, there were 18 retirements from General Services from January 1, 2012 through April 10, 2018. In other cities, we have seen approximately half of the employees retire below the age of 60 while the remaining staff wait until the age 60 or older.

Table 8 below shows the age and years of service for current General Services employees who are eligible to retire.

Table 8.   General Services Employees Currently Eligible to Retire as of March 30, 2018

Age as of March 30,2018	Number of Management Employees	Number of Non-Management Employees	Probability of Retirement in Next Five Years
50 to 54	2	2	Moderate
55 to 59	5	6	High
60 to 64	6	1	Very High
65+	0	3	Very high
Employees Eligible to Retire	13	12	
Total Employees (filled positions)	19	45	
Percentage of total employees eligible to retire	68%	27%	

Source: Human Resources Department

An additional 4 managers and 11 non-management employees will reach the age of 50 and have 5 years of service credit in CalPERS in the next five years and will become eligible to retire. The potential for management retirements is particularly high, with the attendant potential for a substantial drain on institutional knowledge and performance. These data show the department will be facing a succession planning challenge.

The Human Resources Department has been assigned the authority and responsibility to develop a comprehensive succession plan throughout the City and for each of its departments. Instituting a formal succession plan will help the department maintain a seamless transition of operations, enhance retention of institutional knowledge, and prepare staff for opportunities to grow professionally. The plan should incorporate elements to grow staff internally, which could include formal training opportunities, apprentice programs, double filling positions that

are planned to be vacated, expanded cross-training opportunities, career
ladders, flexible work policies, and position trading.

> **Recommendation 4.   Request that the City's Human
> Resources Department develop a formal succession plan
> for the General Services Department.**

Airport Services

Regional Relevance

Riverside Airport (KRAL) is considered a reliever airport for the Southern
California region's commercial airports, primarily Ontario International
Airport. It is situated in the west/central area of the city as depicted in
Figure 7.

Figure 7.   Riverside Airport Aerial Map
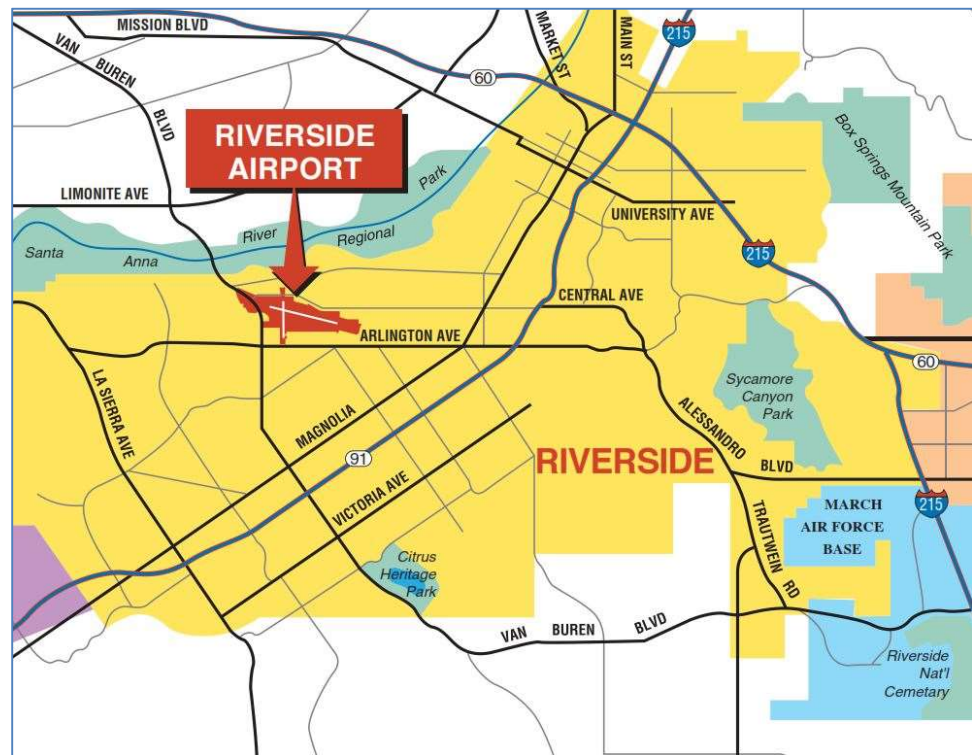
Source: Riverside Airport Master Plan (2009)

KRAL is comprised of approximately 525 acres of land of which
approximately 452 of that acreage is developed for airport use. The
airport has two operating runways: Runway 9/27 (5,400 feet), and
Runway 16/34 (2,850 feet). The airport has 263 leasable spaces, including
hangars and tie-down spaces for aircraft. At the time of our analysis, the
airport had 206 aircraft spaces leased, or 78% of the spots available. All
hangar spaces are leased and there is a waiting list of approximately 75

parties interested in available hangars. The airport is managed by a total
of seven staff led by the Airport manager.

The revenues generated by the Airport allow it to operate without any
funding from the City's general fund, which is a solid accomplishment
for a regional reliever facility such as KRAL.

The airport is bounded by commercial and residential neighborhoods. An
aerial photo of the airport is shown in Figure 8.

Figure 8.   Riverside Airport Aerial Photo

Source: Google Earth

Figure 9 shows the airports that serve the airspace within a 50-mile radius
of KRAL. Riverside is ideally situated within a densely populated region
to support regional demand for fixed-wing aircraft and helicopter
operations, and yet situated within an airspace (especially to the north)
that is not as densely trafficked as in Los Angeles and Orange counties,
making it ideal for flight school operations.

Figure 9.   Riverside Vicinity Airspace Map
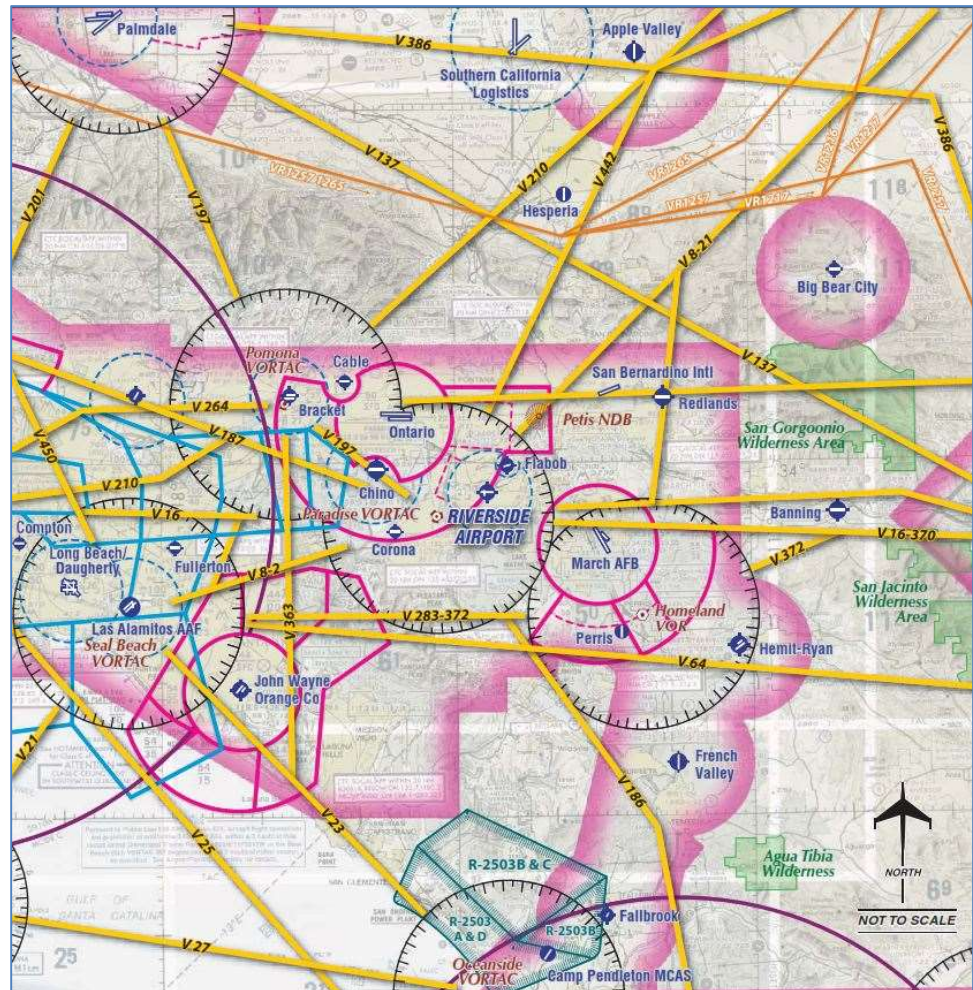
Source: Riverside Airport Master Plan (2009)

The City has focused on making KRAL available to flight school
operators and to allow pilots to house aircraft there. This appears to fit
the needs of the flight community in the region. The proximity to
commercial airports such as John Wayne International Airport (SNA),
Ontario International Airport (ONT) and Long Beach Airport (LGB) could
allow for enhanced options for commuter-based jet services. Several
operators operate air taxi services throughout the North American
continent and in the Los Angeles airspace. The costs are prohibitive for
many travelers. For example, the costs for roundtrip service from
Riverside to Long Beach from one provider can range from $1,900 (up to
three passengers) to $3,000 (up to five passengers).

The City has also actively posted solicitations for commuter-based
services similar to vehicle ride-share programs such as Uber and Lyft but

has not identified an operator in that marketspace. An article from *USA Today* in May 2018 indicated that while flight-share services have taken off in Europe, public policy issues exist in the United States that make such services difficult to operate. The Federal Aviation Administration (FAA) has grounded several flight-sharing startups, classifying any such operator as a common carrier like large commercial airlines.

U.S. Senate Bill S2650 (Lee) was introduced in April 2018 seeking to amend the definition of a "common carrier" and "personal operator" to reduce restrictions on flight-sharing startups. Until federal laws are changed, there will be great difficulty for the City licensing use of KRAL for such services. The airport manager should continue to monitor S2650 to determine when such operations may be more readily available.

> **Recommendation 5.   Track the progress of U.S. Senate Bill S2650 that would redefine the definition of common carrier to allow flight-sharing services in the United States.**

Meanwhile, Airport staff have undertaken several programs and events to market the airport and make it more relevant in the community. Events such as an annual fly-in, an airshow, targeted outreach to pilot associations such as the Latino Pilots Association and Black Pilots Association, and educational events to inspire future pilots have been conducted in the past two years.

Riverside Airport Master Plan

The City adopted an Airport Master Plan for the facility in August 2009. It is a comprehensive look at the airport with an improvement plan for the next 20 years. The Airport Division's stated goal is to have KRAL become a general aviation airport destination for pilots and corporate tenants. Recently, rehabilitation of Runway 9/27, its main runway, was completed.

The current master plan, which is now 10 years old, is a comprehensive document that was the subject of much research, study and review prior to adoption. The plan includes a list of projects broken out by airside and landside categories. Most of the recommended master plan concepts have been undertaken. We believe the master plan should be amended to update the current status of projects, identify any significant changes in operational or strategic objectives, and ensure that valuable resources are focused on the most important and sustainable projects and activities. We are not recommending that the master plan be recreated, rather that it be updated so that City Council, staff, and the public understand the current status of the plan's implementation and those areas that will be the focus

of the plan's final 10 years. As noted above, the airport is attractive to individuals looking for rental hangar space and an updated master plan may help identify ways to meet this demand and generate additional revenues.

> **Recommendation 6.   Prepare an amendment to the Riverside Airport Master Plan to indicate the current status of projects and to focus on the most important elements remaining to be completed.**

Fixed Base Operators

The airport currently only has one fixed base operator (FBO), Riverside Air Service, that handles fuel, ramp and transportation services. There are several other operators that provide maintenance and flight school services, but Riverside Air Service (RAS) is the only FBO based on the airport.

FBOs are regulated by the U.S. Department of Transportation with assistance from the FAA. They must provide certain minimum services such as fueling, maintenance, hangaring, parking/tie downs as well as other services. There is considerable flexibility in service provision depending on the local needs of each airport. However, it is also important to note that many FBO services involving general aviation, especially maintenance, are regulated under federal law.

Other regional airports have found opportunities to enhance services provided to pilots and aircraft operators by adding multiple FBOs at their airports. Given Riverside's size and operational capacity, we believe an opportunity exists to add one additional FBO to create greater competition and increased iterant air traffic. An additional FBO might also provide funding and incentives to provide capital investment in facilities such as new hangars, offices and business space.

Subsequent to our field work, the division conducted a request for proposals process to identify one or more fixed based operators at the airport. The recommendations were presented to the City Council on August 28, 2018 and updated lease agreements were approved.

Funding

The airport's financial operations are accounted for in an enterprise fund. The fund receives no subsidies from the general fund. The airport has an annual operating budget of approximately $1.3 million, which is funded primarily through fees and charges such as leased aircraft and building space. Annual funding for airport operations grew by 19% in FY 2016-17

primarily due to an increase in one full-time position for an airport customer service representative. The Airport Enterprise Fund has available reserves of approximately $900,000. Airport revenues and expenditures are shown in Figure 10.

Figure 10. Riverside Airport Enterprise Fund Revenues and Expenditures for FY 2014-15 to FY 2018-19
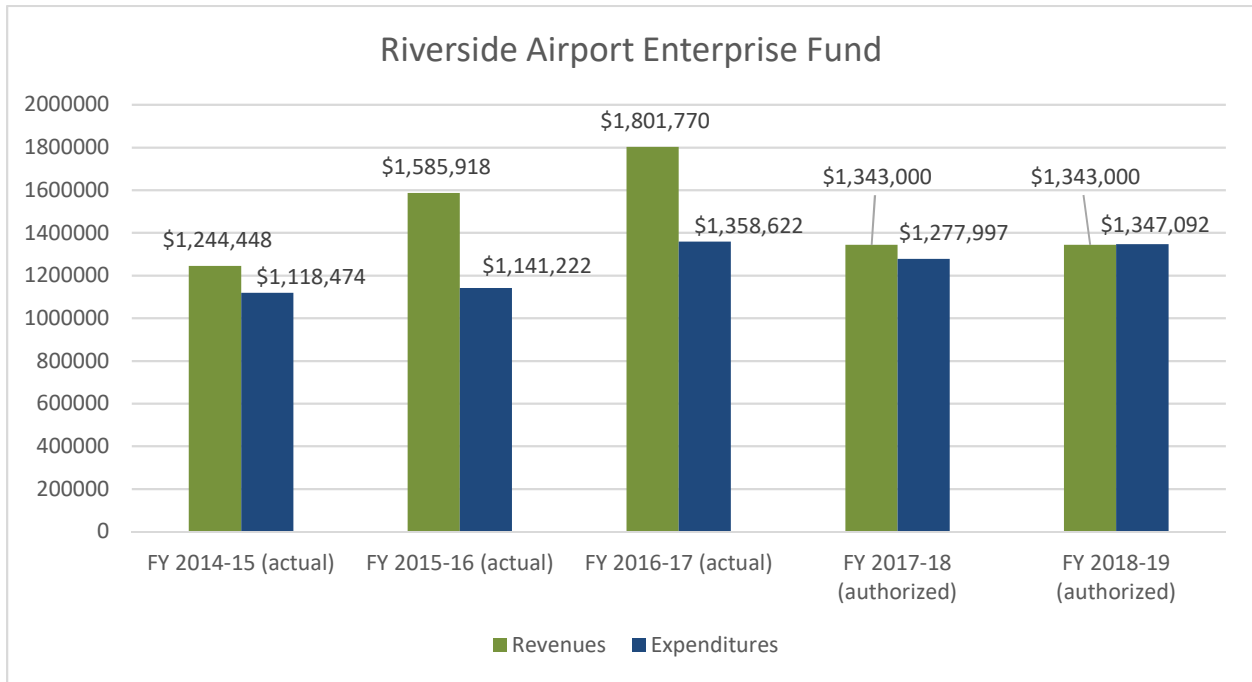
Source: Annual Budget FY 2015-16; Biennial Budgets FY 2016-18 and FY 2018-20

KRAL historically has used funding from the Federal Airport Improvement Program (AIP) to undertake maintenance work and other improvements to the airport facilities. This makes KRAL an obligated airport and any facilities constructed with these funds must be used to the end of their useful life, or 20 years after construction for aviation purposes.

KRAL currently has a waiting list of 75 aircraft owners who are interested in leased hangar space (which is currently fully leased). Based on our discussions with staff, lease rates are set at median based on a survey of surrounding airports. The waiting list suggests there is sufficient demand to warrant an increase in rates that would help offset future operating increases and capital costs, and still ensure full occupancy of hangar space. Increasing leased rates by 10% would generate nearly $65,000 in additional annual revenues for the airport. It is acknowledged, however, that aviation enthusiasts can be antagonistic to lease adjustments. The City would need to conduct an information campaign with existing

lessees regarding the increases and to mitigate any negative impacts on leased space occupancy.

> **Recommendation 7.   Increase hangar rental rates by up to 10% to reflect market demand and considering rates in other local regional municipal airports.**

Facilities and Infrastructure Maintenance

Several of the airport's facilities are of older construction and in need of repair. Examples include hangars and office buildings used to house flight schools. The airport has not performed a comprehensive facilities condition assessment. Without such an assessment, maintenance resources are not focused or targeted to critical needs. Rather, they are reactive in their approach to performing maintenance functions. A comprehensive facility condition assessment is needed to focus limited available resources on rehabilitation needs, serve as a basis for capital funding requests from federally available grant sources, and to develop a preventative maintenance schedule.

> **Recommendation 8.   Conduct an airport facility conditions assessment to identify necessary upgrades and an ongoing preventative maintenance schedule.**

The airport currently has all maintenance activities conducted by airport staff. There are some maintenance activities, such as landscape areas adjacent to runways and taxiways, that could be contracted at potentially lower cost and increased performance.

> **Recommendation 9.   Review the airport maintenance program for opportunities to contract select maintenance activities.** This would provide additional capacity for necessary airport maintenance functions.

Land Development Opportunities

Nearly 20% of the airport property is undeveloped. The largest section of this land is located directly in the flight path of Runway 9/27, making it problematic to house any inhabitable buildings. The U.S. House of Representatives introduced a bipartisan FAA Reauthorization Act of 2018 (HR 4) that would reauthorize programs of the FAA, provide long-term stability for the aviation community, continue investments in airports and provide reforms to improve competitiveness and safety in aviation. One of the key elements of importance to Riverside is relief that might limit FAA regulation of non-federally sponsored airport property to facilitate

airports' ability to generate non-aeronautical revenues. This bill passed the House on April 27. It goes on to the Senate for consideration.

There is the potential, however, for adding additional hangar space. As indicated earlier, the airport currently has a long waiting list of aircraft owners who are interested in hangar space at KRAL. Additional revenues could be generated by developing that space. The City would need to obtain the necessary approvals from the FAA and other regulatory bodies to ensure that construction of such buildings would meet federal and state regulations.

Developing currently undeveloped property on the airport is a way for the airport to generate additional revenues. The City should make it a priority to develop the available land at the airport once the fate of HR4 is known.

> **Recommendation 10. Track the progress of the FAA Reauthorization Act of 2018 (HR 4) that could provide regulatory relief and allow the City to possibly develop airport land for non-aeronautical uses.**

> **Recommendation 11. Create and implement a plan to develop the currently undeveloped airport property as either additional hangar space or non-aeronautical use, pending passage of HR4.**

Fleet Services

The Fleet Services Division is considered a high-performing fleet management organization among its peers. The division was recently ranked number 10 among the "100 Best Fleets in America" for 2018, an award sponsored by Tom C. Johnson and the North American Fleet Association (NAFA). The program recognizes and rewards peak performing fleet operations in North America.

The division was also awarded one of the 2018 Green Fleet Awards in which it received a ranking of 6th place nationally. Riverside continues to be a leader in creating awareness and building a clean fuel infrastructure for the public and private sectors.

As mentioned previously, the Fleet Services Division has been implementing Management Partners' recommendations from the 2012 organizational assessment. Fleet management staff reflected on the items identified in that report, indicating areas where performance had improved and other areas where additional work is necessary. The summary of those discussions is captured in Table 9 below.

*Table 9.   Fleet Management Implementation Experience from Management Partners' 2012
          Organizational Assessment*

Working Well	Needs Additional Improvement
Succession planning – plan is in place; reviewed quarterly; mechanic cross-training is actively conducted	**Performance measures** – measures have been developed, but capturing and/or analyzing data has been delayed
Training – increased training opportunities to enhance skills and learn new technologies	**Fleet replacement** – no long-range replacement plan is in place, although replacement of light-duty units (e.g., sedans, pickup trucks) is being captured in the Fleet Replacement Fund
Police fleet units – brought in-house to improve service level at same or reduced costs	**Fleet utilization** – annual reviews are taking place but minimum miles and hours standards have not been established
Fleet operations business plan – business plan is in active development	**Shop labor rates** – no changes have been made
Fuel infrastructure – modernized and enhancing operations and accountability for consumption	
Mechanic staffing – increased to levels that are able to meet service level demands	
Shop facility – improvements and organizational enhancements made that are streamlining operations	

Fleet Replacement Planning, Funding and Chargeback Practices

The Fleet Division does not have a long-range replacement plan. Such a plan would normally reflect the future replacement cost of each vehicle and piece of equipment in the fleet over a 15- to 20-year period. The plan would not only reflect the future cost, but would also incorporate the auction fees, surplus values and make-ready costs.

To develop a replacement plan, the division first needs to establish replacement criteria for each fleet unit. Currently, the division's criteria for replacing vehicles and equipment exceeds the criteria found in most municipalities. This was one of the issues identified in the 2012 organization review of General Services.

Light-duty replacement cycles have been established and generally are replaced at 15 years/150,000 miles. Cycle criteria for medium- and heavy-duty units have not been established. For example, sweepers are surplused at 12 years instead of 6 to 7 years and refuse trucks are kept as long as 13 to 15 years instead of 6 years. Keeping fleet units beyond their optimum replacement cycle puts a burden on those responsible for

maintaining the fleet and usually results in higher repair costs and excessive downtime.

> **Recommendation 12. Review light-duty replacement cycles and establish replacement cycles for all medium- and heavy-duty fleet units that are commonly found in municipalities.**

> **Recommendation 13. Develop a 15- to 20-year long-range replacement plan.**

The City has a Fleet Replacement Fund (an internal service fund in the fund structure) to which only fleet customers with light-duty units (i.e., sedans, pickups) contribute. These "pool" units, as they are referred to, make up about 30% (423 units) of the entire fleet. Departments with medium- and heavy-duty trucks and equipment ("non-pool units") do not contribute to the fund and must budget for the replacement of their units in their annual operating budgets.

It is a best fleet practice to include most fleet units in a fleet replacement fund. Some exceptions may include expensive fire apparatus and specialized utility trucks that have a cost of over $1 million and for which debt financing or funds from outside the City's fiscal resources (e.g., grants) may be used. Nonetheless, it is our experience that agencies that have all fleet units in their replacement funds and charge back annual charges to departments for those units have a better understanding of the cost of providing services and are better able to build those costs into their service delivery models.

Agencies facing fiscal challenges will tend to either not include those costs in their budgets due to lack of resources or may suspend funding of the costs during recessionary periods. Nonetheless, it is in the City's best interest to capture replacement funding for all units in a replacement fund to ensure fleet resources necessary to provide services to the community will be available when needed.

It is unclear whether the existing fleet equipment fund is sufficient to support future replacement requirements, or if the chargeback rates need to be reformulated as was recommended in 2012. The division has not performed an analysis on its replacement funding available based on existing inventories.

> **Recommendation 14. Analyze the existing fleet replacement fund and determine its capacity to fund**

future replacement of current inventory as well as the chargeback methodology used to support it.

Recommendation 15. Incorporate medium- and heavy-duty fleet units in the fleet replacement fund and the annual chargeback systems needed to support them.

Fleet Utilization

A review of vehicle utilization takes place on an annual basis. The replacement policy is currently being updated and various components of the policy are being implemented. For example, the minimum yearly mileage threshold for most vehicles is being increased from 2,500 miles to 5,000 miles.

Establishing minimum annual mileage criteria for all vehicles in the fleet as mentioned above is not a best practice. A best practice would typically formulate different minimum criteria for vehicles and equipment classes with similar functions. Minimum standards for miles and hours should be developed for classes of vehicles and equipment that perform similar functions along with supportive policies that address take-home vehicles, standby units, pool and rental car usage, use of personal vehicles, etc. For example, take-home vehicles would have their own set of minimum standards that would be different from emergency response units, administrative sedans or field work utility trucks.

Recommendation 16. Establish minimum annual mileage criteria based on vehicle and equipment classes.

Recommendation 17. Conduct a fleet utilization study using revised minimum annual mileage criteria to identify underutilized fleet units for elimination.

Shop Labor Rates and Markups

As recommended in our previous study, the methodology used to compute the shop labor rates and markups needs to be reengineered. The current methodology used to develop labor rates and markups appears to be good, but it needs to be refined in terms of properly allocating overhead costs and calculating mechanic wrenching productivity.

Staff indicate that the current wrenching productivity time is at 81%. This amount is high compared to our experience with other similarly sized fleet maintenance shops, which are typically in the 70% to 75% range.

An activity-based wrenching productivity rate analysis considers the time mechanics spent on wrenching and other non-wrenching activities such

as parts runs, transporting units back and forth to commercial repair shops, and internal team meetings. The division would be advised to review time reporting by mechanics for wrenching activities to ensure that the wrenching productivity rate is accurate. After reviewing the accuracy of wrench time reporting, management can then evaluate the shop labor rates to ensure that they accurately reflect the cost of providing services to departments.

> **Recommendation 18. Reengineer the methodology used to compute the shop burdened labor rate and markups by appropriately allocating labor and overhead costs to the functions of administration/asset management, maintenance/repair, fuel, parts, car wash and sublet.**

> **Recommendation 19. Review the calculation of wrenching productivity rates to ensure the rate is accurate and is properly reflected in the shop labor rate calculation.**

Fleet Acquisition

Fleet management staff expressed concerns with the delay in acquiring vehicles for replacement. They were concerned with the City's purchasing process because it is not streamlined nor sufficient for the timely acquisition of fleet units.

Purchases under $50,000 do not require City Council approval. For these purchases, the division's experience is that bids can be obtained within 10 business days. However, for purchases greater than $50,000 that require City Council approval, those purchases have been taking four to six months to complete. The delay is primarily due to a backlog of requests in the Purchasing Division, which they indicate is due to short staffing. This causes delays in providing vehicles to the operating departments and additional costs to service vehicles in need of replacement.

Vehicles and equipment offered through alternative procurement processes such as the state's General Services Procurement Program or multi-jurisdictional procurement contracts are bypassed in favor of a formal bid contract that gives local businesses an opportunity to bid on fleet units. It is also frowned on for departments to piggyback on their prior bids. For example, the Fleet Division has desired to purchase additional police motorcycles less than six months after a prior multiple-unit purchase, but they are required to obtain new bids for additional units.

An evaluation of the City's purchasing processes is outside the scope of this analysis. However, it would be advisable for the Fleet Division to work with the City's Purchasing Division in the Finance Department to identify opportunities to streamline purchasing practices and policies that will allow them to acquire vehicles for operating departments and place them into services in a timelier fashion.

> **Recommendation 20. Review fleet procurement processes with the Finance Department to determine opportunities to streamline and improve the turnaround time in the acquisition of fleet units.**

Use of Commercial Services

The Fleet Division contracts for services typically outsourced by well-run fleets. They include paint and body work, transmission and engine overhauls, towing, large tire repairs and smog inspections.

The division is responsible for maintaining 60 emergency stationary generators. These generators are considered "specialized equipment" that require a skill set that the fleet service mechanics do not possess. As a result, the City went through an RFP process to seek a commercial firm to maintain these generators and is waiting for the City Council to award the contract.

In January of 2018, the division took over responsibility of maintaining the City's police fleet (excluding motorcycles) that was formerly performed by a commercial dealership. Police are pleased with the level of service they are receiving so far.

The question of whether a fleet services unit should be completely outsourced relies on several factors that include such things as market availability of suitable repair shops, service level standards, composition of the fleet, and geographic dispersion of fleet units. To the extent that cost is a driving factor for outsourcing, the primary indicator of potential savings is a comparison of shop labor rates for in-house service compared with private repair shops and dealership.

The Fleet Division's current shop labor rate of $86.68 (average) appears to be competitive with local heavy- and light-duty dealerships and independent repair shops, whose shop labor rates range from about $90 to $135. Earlier in this report we indicated that fleet services should review its shop labor rate calculations and perform an activity-based cost analysis to determine a fully loaded shop labor rate based on current staffing and servicing statistics. Unless the shop labor rate calculation

exceeds the band of rates for private shops, it would not be advantageous for the City to look at outsourcing its fleet services. Given customer satisfaction with the division's service delivery, we do not believe outsourcing fleet services would be in the City's best interest at the present time.

Fleet Services Expansion Opportunities

Based on our experience working with various government agencies over the past 20 years, we have found that small fleets of less than 300 units typically have a hard time offering a level of service that is both efficient and competitive with commercial dealerships and repair shops. We find that these agencies would benefit from seeking additional customers (i.e. school/special districts, other small governmental fleets) to spread their overhead costs over a larger number of vehicles and equipment. In doing so, they are able to reduce their shop labor rate. By adding additional mechanics, they are in a better position to add a swing shift, thereby offering a higher level of service by working on vehicles and equipment during hours they are not needed in the field.

Fleets with nearly 1,800 units such as Riverside are considered "large" fleets and are not usually able nor incented to take on additional work unless at least one of two conditions exist: 1) there is excess capacity in facilities and staffing; or, 2) there are satellite operations that need to be enhanced.

Based on our review of Fleet Services, none of these conditions apply. The City's fleet operation is providing a high level of service at competitive pricing. Its shop facilities are operating at capacity on both day and swing shifts, and staffing levels appear to be adequate to support the current workload. The parts room is also operating near capacity. While government agencies with small fleets can benefit from partnering with larger fleet organizations, the same does not always benefit a fleet the size of Riverside who would need to expand its facilities and staffing to accommodate additional fleet units.

Fleet Services currently offers alternative fuels to both the public as well as other government agencies. The City should continue to offer these fueling services.

Building Services

The Building Services Division has been implementing Management Partners' recommendations from the 2012 organizational assessment. The department's and division's management staff reflected on the items

identified in the prior report, indicating areas where performance had improved and other areas where additional work is necessary. The summary of those discussions is captured in Table 10 below.

Table 10. Building Services Implementation Status from Management Partners' 2012 Organizational Assessment

Implementation Complete	Implementation in Progress/Pending
Work Order Process – work orders assessed by division supervisor and using data to allocate FTE tasks, time and needs; Projects Assistant at Corp Yard assigned responsibility to process work orders with assistance from intern	**Facilities Inventory** – property inventory list is complete; new asset/facilities management system being considered in light of available fiscal resources; checklists and evaluation of facilities to be conducted
Field Crews Access to Work Order System – field crews provided access to SPL work order system as well as e-mail using desktop systems and one laptop; new pilot program provides SPL access by smartphone	**Asset Management Plan** – see Facilities Inventory above regarding asset management system; Excel being used in lieu of an asset management system; project will be outsourced to vendor to building inventory and management plan
Safety Program – safety program instituted; training provided to staff by City's safety officer, supplemented by computer-based safety training program	
Use of On-Call Contractors – specialist vendors have been identified and annual purchase orders issued for routine maintenance functions	

Customer Focus

The division prides itself on its strong customer focus. The survey of internal customers gave the Building Services Division staff high satisfaction scores for their customer service delivery. Most respondents indicated that the Building Service Division meets expectations across every category surveyed. Respondents indicated the highest ratings were related to staff's knowledge and professionalism.

Contracted Building Maintenance Services

Facilities has performed an analysis of outsourcing opportunities based on our 2012 report. Current contracts used to provide additional support include pest control, plumbing, electrical, painting, janitorial services, security, garage doors, and locksmiths. There is only one electrician on staff who is expected to cover all City facilities as the first line of defense for addressing electrical issues.

It is likely that additional outsourcing will be more cost-efficient. Examples of building maintenance tasks commonly performed by vendors include catering, landscaping, HVAC, and needs requiring

specialized skills such as awnings, sprinkler systems, tile work, appliance servicing, and flooring repair.

> **Recommendation 21. Conduct a comprehensive analysis of facilities maintenance functions to determine those functions that could be served using specialist contractors.**

> **Recommendation 22. Prepare a cost study to compare the cost of maintenance by City staff compared with specialist vendors to determine the most cost-effective way to provide maintenance services.**

Funding Facilities Maintenance

The most significant concern expressed by Building Services Division staff is the dramatic reduction in funding and staffing that has occurred in recent years. The building maintenance budget has decreased from $2.73 million in FY 2013-14 to $2.61 million in FY 2017-18 amidst rising personnel costs.

During our work, there appeared to be a mismatch between expected service delivery and resources to accomplish it. When asked about the changes that would improve facilities maintenance, the internal customers' top response was the need for additional maintenance staffing. The City addressed this matter in the FY 2018-20 biennial budget by adding 2.75 FTE building maintenance staff in FY 2018-19. This will help alleviate the concerns raised by internal customers and better match service delivery requests with staffing resources necessary to meet those needs.

The addition, new staffing required the department to review its cost allocation plan to ensure that the full cost of facility maintenance services is captured and charged to operating departments. We understand that the City has updated its cost allocation methodology with the FY 2018-20 biennial budget to ensure that costs associated with building maintenance are incorporated.

The City does not currently rely on grant funding sources to fund building maintenance activities. The passage of Measure Z, the one-cent local transactions use (sales) tax measure, provides much needed funding for various city services. Additional revenue sources such as grants or reimbursements from other revenue sources should be sought as a means of reducing the City's outlay for its building maintenance functions.

Recommendation 23. Identify opportunities for additional or new funding sources such as grants or reimbursement from other revenue sources to support facilities maintenance and rehabilitation projects.

Funding for facilities is at levels that are especially concerning. Large new assets have been added in recent years without additional funds for maintenance. These include three new fire stations, the new emergency operations center and training center, and a new library (which were all part of the Renaissance Project). The maintenance focus is therefore almost entirely on reacting to problems with little preventive maintenance. This is not the most efficient way to manage facilities.

Ultimately, funding for facilities maintenance needs to be assessed with the City's overall funding priorities, primarily driven by General Fund priorities and resources. Clearly, the current level of funding will not be sufficient to address repair and replacement of various facility maintenance improvements in future years such as HVAC systems, carpeting, roof and paint.

A best practice used by other agencies is to develop a facilities maintenance internal service fund that sets aside resources for the replacement of facility systems such as those items listed above. Such a fund is not intended to pay for replacement of a facility, which is usually too significant to fund in such a fashion. Rather, it is intended to provide the resources necessary to maintain and extend the lives of existing facilities. The City would be well served by developing a facilities maintenance replacement internal service fund based on an inventory of building systems, and then allocate those costs to operating departments using a cost allocation methodology based on square footage or the number of employees.

Recommendation 24. Establish a facilities maintenance internal service fund to proactively fund repair and replacement of building systems such as HVAC, carpeting, roof and paint.

Publishing Services

The Publishing Services division has changed significantly from years ago. It currently consists of three staff and a large copier that is just below a production unit that private print shops would use for large-scale production. Orders for reproduction from departments are sent through the City's intranet. Publishing Services staff then determine if the jobs should be produced in house or sent to an outside printing vendor,

taking into consideration job size (e.g., jobs greater than 1,000 total sheets), timeframe, document size (i.e., jobs greater than 11"x17") or special handling requirements. Jobs that are outsourced are administered by Publishing Services staff.

Total production volume managed by the division is 1.1 million copies annually. Of this amount, approximately 25% is outsourced with private vendors, as shown in Figure 11.

Figure 11. Publishing Services Print Production Volume for FY 2017-18
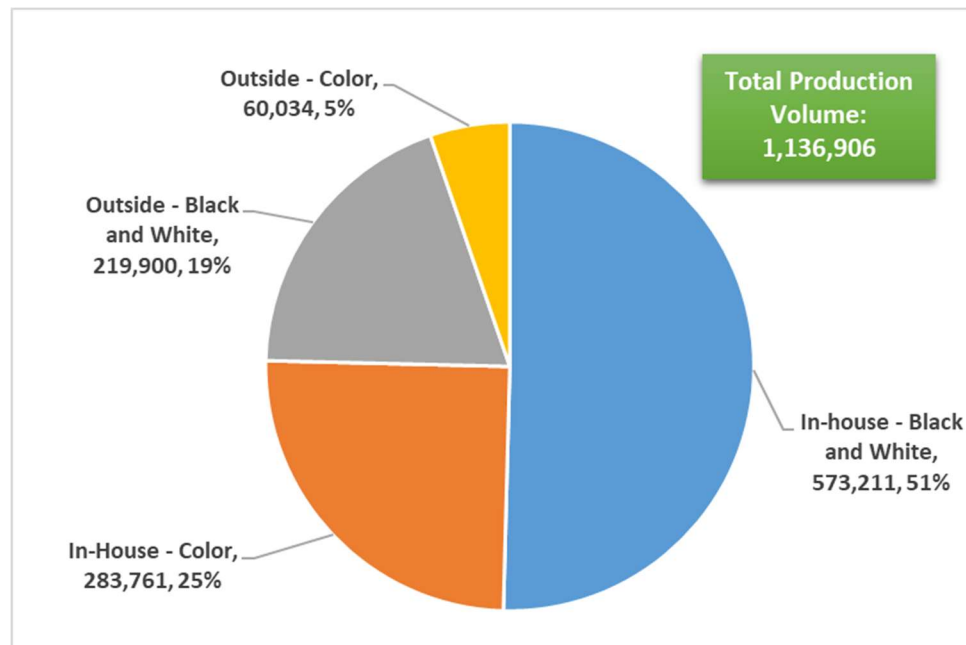
Source: Riverside Publishing Services Division

The copier used by the division is being used beyond its design capabilities as a production machine, given the volume of copies it is producing annually. The division needs to acquire a larger volume production machine that would increase the replacement costs of the asset.

For jobs that are produced in house, the unit has developed a cost allocation methodology that charges users based on the cost per print. Differing rates are charged for color and black-and-white print jobs. Outsourced print jobs are based on quotes that the department receives from a pre-determined list of local print shops.

Figure 12 shows the cost per print for jobs produced in house compared with outside print jobs for FY 2017-18. The division's costs are currently lower than those to outsource print jobs. However, it should be noted that

the quotes received for those external print jobs are based on each job as it comes in, not based on a bulk-pricing bid package.

Figure 12. Cost per Print Comparison of In-House and Outside Print Jobs for FY 2017-18
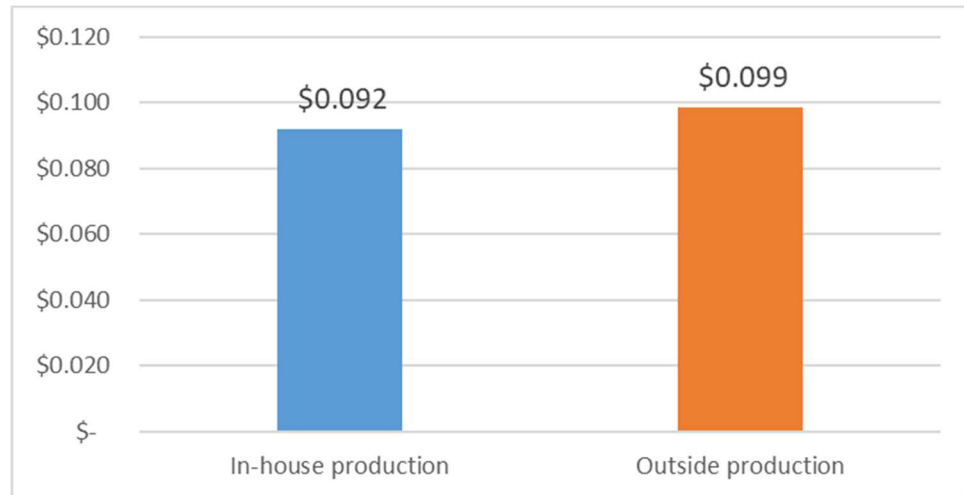
Source: Riverside Publishing Services Division

In addition, the division produces the water utility bills in house for mailing. This is a service that many agencies have incorporated into the scope of their paperless (online) utility billing service provider, and there are now several private companies that are competing for this business. Riverside Public Utilities offers online utility billing and has contracted with a third party for that service. However, those who have not opted for paperless presentment of their bills received printed bills produced by Publishing Services.

The internal customer survey indicated high levels of customer satisfaction, with nearly 96% of those responding to the survey indicating that the division was meeting or exceeding their expectations for quality, service delivery and timeliness.

Most other agencies have outsourced their large-scale publishing operations to private print shops. Contracting this type of work encourages vendors to bid competitively for it. Cities that have contracted all their printing services have found prices lower than the fully-loaded costs of a city-provided in-house print shop, especially in an environment where public employee pension and health benefit costs are increasing at significant rates as is the experience in Riverside. Moreover, rising public employee benefit costs in the areas of pension and medical benefits will make it increasingly less affordable for an agency to compete.

Long-term outsourcing all but the smallest of print jobs (e.g., 500 copies or less) would still require coordination with the chosen vendor(s). In that case, the department would likely still need to retain the manager position and 50% of a support position within the division to coordinate print jobs, with oversight and management of the contract with the outsourced vendor(s) coming from the project manager. City savings will come in the form of reduced personnel and equipment costs. A contract with a private vendor, however, would need to incorporate service level agreements regarding turnaround times, pickup and delivery so customer departments are able to get their large-scale print jobs on a timely basis.

Given the City's fiscal challenges, a cost-benefit analysis should be conducted based on proposals obtained from qualified vendors to provide full-service outsourced print production services. Proposals should also be received to outsource utility bill printing and mailing. The analysis should consider anticipated increases in projected personnel costs and the need to retain certain staff for managerial and mail distribution/processing needs. The analysis would then determine the extent of cost savings that can be generated to reduce the burden on the General Fund.

Based on the cost-benefit analysis, a phased approach should be considered for implementation to evaluate the cost efficiencies that can be gained based on the proposals received. This would allow time for the organization to adapt to the new service delivery model, adjust staffing levels accordingly, and reduce the need to invest in high-volume copier/production units.

> **Recommendation 25. Obtain proposals from local print shops for print production services for all print jobs larger than 500 copies to evaluate the cost-benefit of retaining those services in house.**

> **Recommendation 26. Implement a phased approach to outsourcing elements of print production services over a three-year period.**

> **Recommendation 27. Obtain proposals from utility bill printing and mailing service providers to evaluate the cost-benefit of retaining those services in house.**

The division also handles mail distribution and processing. This is handled by one staff member with support from others in the division during peak mailing periods. Based on our discussions with staff and the

volume of mailing activity handled, we believe the recommendations above would still provide sufficient staffing to accommodate the mail distribution and processing activities currently provided.

Another area with an impact on Publishing Services is the production of large volume contracts that require multiple signatures and copying after signatures have been obtained. The City is not currently using electronic signature technology that would allow for the secure execution of contracts and other documents by authorized contractor and city staff.

Several California cities with whom we have worked have converted to e-signature technology and have found those documents to be deemed valid and in compliance with federal and state laws. Several software solutions exist that maintain and document appropriate security, are cost-effective, and integrate with document management systems. The City Attorney and City Clerk would need to be consulted and opine on the City's use of digital signature technology. The City Clerks Association of California, the Municipal Information Systems Administrators of California, and the Association of Information and Image Management are all valuable sources in identifying policies and solutions that could work for the City's needs.

> **Recommendation 28. Request that the City Attorney's Office and City Clerk Office investigate implementing digital signature technology for contracts and documents.**

Property Management

The property management function is handled by one property manager position in the Administration Division. The division is responsible for negotiating and managing a total of 69 leases on City properties. Of this total, 45 leases represent cellular sites located on operated facilities by Parks and Recreation, Riverside Fire Department, and Riverside Public Utilities. The remaining 24 leases are on City property for uses by parks and recreation, community development, library and the Riverside Redevelopment Successor Agency.

The department also manages retail site leases at the Magnolia Shopping Center, property purchased years ago as part of an acquisition to build the new police headquarters building. The residual property was redeveloped into a shopping center and is being leased to tenants, which is managed by the division.

Certain property management functions are being handled in other departments. Riverside Public Utilities (RPU) was implementing several large capital improvement projects to upgrade capacity in its electrical plant, which required acquisition of properties in a fairly short timeframe. RPU gained approval to add its own property management position in its department to give it the ability to prioritize and have the resources required to manage its property acquisition requirements. Those projects are underway and the swell of property management needs has been reduced.

Community Development negotiates leases for various properties and then turn them over to the Property Management Division to manage the leases. Ambiguity exists regarding responsibilities and authorities for lease negotiation and renewals. This has also caused interruptions and misinterpretations of administration requirements for negotiated leases. In addition, Community Development added one real property agent position (now totaling three agents) to their Property Services Division in the adopted FY 2018-19 budget to consolidate the property management function previously in the RPU.

The dissolution of the City's redevelopment agency in 2012 created additional work relative to the properties being managed by the former agency. A property disposition plan was developed through the assistance of private consultants and was approved by the State Department of Finance. The City, operating as the Successor Agency to the former redevelopment agency, uses the services of a private property management firm to manage those properties. There is close collaboration with the Property Management Division for any crossover of responsibilities or information that impact adjacent properties or rights-of-way matters.

The City's needs for property management have changed significantly in recent years. We believe an opportunity exists to consolidate the citywide property management functions in one department, either Community Development or General Services. This would allow for enhanced operational efficiencies and consistent approaches in managing properties and facilities. We understand that the Office of Organizational Performance and Audit is conducting an assessment in this area and we encourage that study to be completed with an eye towards consolidating the oversight, responsibility, and authority of the property management function.

> **Recommendation 29. Consolidate the property
> management function citywide to better coordinate**

> **property management activities and communication
> protocols with affected user departments.**

Management Systems and Asset Management

Asset management needs in the department are primarily driven by the Building Services and Fleet Management Divisions. Cities own many buildings and physical facilities such as parks, garages, and corporate yards. Asset management, the process of monitoring the inventory and leasing of these investments, can and should be considered as a cost reduction strategy. The General Services Department should develop a comprehensive asset management program.

Advanced asset management programs have been implemented in cities as a best practice to minimize the total cost of acquiring, operating, maintaining, and renewing infrastructure assets. The advanced programs centralize the total life-cycle costs of infrastructure. For example, Charlotte, North Carolina, examined 1,100 city-owned properties and identified 162 surplus and marketable properties. Charlotte sold 125 of these properties for $15 million in the late 1990s. The city of Phoenix also has an aggressive asset management program in place.

Over the long term, an asset management program should integrate with maintenance and replacement schedules for the development of long-range capital improvement program funding needs. The identification of surplus, unneeded properties that can be sold, will result in one-time revenues and a reduction in ongoing maintenance costs.

An advanced asset management program will include information about each separate property including infrastructure improvements, costs, rental rates, etc. It will link to a facilities maintenance database that will track and schedule major maintenance requirements (e.g., roof replacements) for estimating capital improvement needs.

The implementation of a formalized asset management program can result in the following savings and revenues:

- Revenues from the immediate sale of surplus properties,
- Maintenance cost savings on sold properties,
- Revenues from the sale of additional surplus properties after a thorough review of all properties,
- Shift of rental/lease subsidies from the General Fund to various program funds, and
- Overall management of subsidies.

Charging programs for rental subsidies will increase the costs of those
programs but will identify the true costs and will accrue savings to the
General Fund.

> **Recommendation 30. Develop a comprehensive asset
> management program, starting with the Building
> Services and Fleet Divisions in the General Services
> Department.**

Building Services Asset Management

Asset management for the Building Services Division encompasses the
need for an integrated facilities inventory, preventive maintenance, and
work order tracking system. As indicated earlier, one of the most
significant recommendations outstanding from our 2012 report is the
implementation of an asset management system. Staff expressed
significant frustration with the current SPL system. It is cumbersome to
use and does not have the functionality to meet many needs such as
querying data for reports

Internal customers of Building Services also said in the survey that
improving the work order system was a high priority so they could track
the status of work orders and understand where their request was in the
list of priorities. The lowest levels of satisfaction were found in the
feedback customers receive about their completed maintenance requests.

The City acquired Dude Solutions, a work order and asset management
system, and is in the process of implementing it. Staff are optimistic that
it will provide the solution necessary and improve efficiencies in
maintaining City facilities and responding to work order requests from
departments, but interface issues among the work order, asset
management, human resources and finance systems still need to be
resolved. Staff also indicated that additional vendor assistance may be
necessary to assist with integration into current processes and systems
and change management initiatives in Building Services and throughout
the organization.

> **Recommendation 31. Prioritize implementation of Dude
> Solutions as the chosen asset management solution in
> the Building Services Division.**

> **Recommendation 32. Roll out Dude Solutions to
> customer departments, including the necessary training
> and change management resources.**

Recommendation 33. Obtain the assistance of the Dude Solutions' vendor to integrate the system with other citywide systems and to assist in the rollout and change management initiatives associated with implementation.

Fleet Services Asset Management

Fleet Services uses AssetWorks' Fleet Focus Software (M5) to help manage the fleet. This is one of the leading fleet software systems on the market today. Fleet Services uses the system to perform preventive maintenance scheduling and track work orders, labor data, parts and fleet inventories. The division also uses AssetWorks' Fuel Focus software in conjunction with Fuel Master, a wireless technology, designed to track fuel inventory levels, give operators access to fuel, and record fuel transactions. There are plans to install bar coding in the parts room. GPS is currently being used on some but not all fleet units.

Interdepartmental Communication and Collaboration

The results of the internal customer satisfaction survey indicated high levels of satisfaction in service delivery and communication with operating departments. Table 11 summarizes responses from customers to specific questions that address the areas of communication and collaboration for the three divisions.

Table 11. Customer Satisfaction Responses for General Services Divisions – Scores for Meeting or Exceeding Expectations

Answer choice	Building Services	Fleet Management	Publishing and Mail Services
Accessibility of staff	89%	96%	96%
Communication with staff	93%	92%	94%
Responses to special requests	87%	90%	N/A
Timeliness in responding to requests	81%	89%	N/A

The high levels of satisfaction indicate that the department is performing well in communicating with departments and collaborating to meet their needs. This was further evidenced in this last budget process where the department requested additional staff to address fleet and facilities maintenance needs. As mentioned previously, one of the positions approved will be dedicated to providing police fleet coordination activities, and another is devoted to fire mechanic needs. Anecdotally, we received positive responses in our discussions with Public Works and

Parks, Recreation and Community Services staff regarding the leadership of the General Services director and the department's staff.

Benchmarks and Performance Indicators

The department has implemented certain performance measures for their divisions' various operations. Our analysis of the performance indicators used by the department were focused primarily on the largest operating divisions within the department: 1) Airport, 2) Building Services, 3) Fleet, and 4) Publishing. These are discussed below.

In general, concerns were expressed by staff that performance has not been properly managed and that employees have not been held accountable for performance standards. Overall, the department appears to have a positive reputation for customer service delivery based on the results of the internal customers survey. However, there is disparity within the divisions regarding employees who feel some employees are not held accountable for poor performance. The recommendations made in this report regarding performance standards and measures should be incorporated into personnel performance appraisals, which should be conducted timely and on at least an annual basis.

> **Recommendation 34. Hold employees accountable for ensuring timeliness and quality standards are achieved.** As necessary, provide coaching, mentoring, and progressive discipline practices per City personnel rules and memoranda of understanding. Conduct quarterly meetings with Airport division staff to review performance and identify opportunities for continual improvement.

Airport

The Airport Division currently does not track any performance measures to management performance. Operational statistics required to be tracked by the FAA are maintained (such as number of operations, transient flight operations, and number of aircraft based at the airport). However, these are not used in the ordinary course of business to serve as indicators for performance.

Airport management should consider several measures that can indicate trends and be used to establish standards for program performance. These are presented in Table 12.

Table 12. Airport Services – Recommended Performance Measures

Operational Indicators	Compliance Indicators	Infrastructure and Facility Maintenance Indicators
• Number of accidents per 100 flight operations • Number of noise complaints per quarter • Percent of noise complaints responded to within one day • Percent of hangar space occupied • Length of time to fill vacant hangars • Percent of leasable building space leased • Percent of base rents collected by due date	• Percentage compliance on FAA annual airport certification inspection • Number of letters of correction issued by FAA	• Runway and taxiway pavement condition indicator (PCI) score • Percent of airport certification work orders completed within 72 hours • Percent of maintenance work orders completed within 24 hours • Percent of FAA certification maintenance categories with zero deficiencies

The City should adopt a comprehensive list of performance measures and standards that are reflective of the issues that are faced in operating Riverside Airport and develop methods to collect and report on that data on a quarterly basis.

> **Recommendation 35. Develop meaningful performance measures and standards for airport operations.**
>
> **Recommendation 36. Collect data and report compliance with and trends of airport-related performance measures on a quarterly basis.** The reports should be used by department staff and be available to City Council and the city manager**.**

Building Services

The Building Services Division collects and reports data on two performance metrics as follows:

- Percentage of high priority building maintenance work orders completed within prioritized response times; and,
- Percentage of work orders that are preventive maintenance in nature.

There are several measures that are used in the industry that can provide insights into the department's performance. Building maintenance measures that the City should consider are shown in Table 13.

Table 13. Building Services – Recommended Performance Measures/Standards

Facilities Maintenance Projects and Equipment	Facilities Maintenance Response	Custodial Services Standards	Comparative Benchmarks to Other Agencies
• Percent of projects completed on time • Percent of projects completed within budget • Percent of air conditioning equipment downtime	• Percent of emergency requests responded to within 30 minutes • Percent of routine requests responded to within 48 hours (24/7 facilities) • Percent of routine requests responded to within two business days (during facilities staff's normal working hours) • Percent of work orders completed within seven days • Percent of HVAC requests completed within 24 hours • Percent of electrical maintenance requests within two business days • Percent of facility health and safety concerns mitigated within 24 hours • Percent of preventive maintenance work orders completed on time according to maintenance schedule	• Number of minutes for trash removal per 1,000 square feet • Number of minutes for vacuuming per 1,000 square feet	• Square footage of Building Services portfolio per maintenance FTE • Square footage maintained per custodian FTE

A comprehensive list of performance measures and standards should be adopted that are reflective of the issues they face in maintaining the City's facilities. Data should be collected on a regular basis and report on a quarterly basis.

Recommendation 37. Develop meaningful performance measures and standards for building services.

Recommendation 38. Collect data and report compliance with and trends of building services performance measurements on a quarterly basis. The reports should be used by department staff and be made available to City Council, the city manager, and customer departments.

Recommendation 39. Conduct quarterly meetings with Building Services Division staff to review performance and identify opportunities for continual improvement.

Fleet

Fleet Management has established a few key performance indicators and is currently working on implementing several others. These are listed Table 14 below.

Table 14. Fleet Management Current Performance Measures and Implementation Status

Performance Measures Implemented and Tracked	Performance Measures Pending Implementation	Performance Measures Pending Policy Assessment
• Preventive maintenance compliance • Accident frequency • Work order aging/open status	• Total cost per mile • Parts cost per mile • Tire cost per mile • Fuel cost per mile • Miles per gallon per vehicle class • Fuel consumption • Idle time percentage • Average mileage per vehicle class • Scheduled vs. non-scheduled work	• Fleet utilization

Missing from this list are some important performance measures and corresponding targets to measure against. They include such metrics as road calls, repeat repairs, turnaround time and fleet availability as reflected in Table 15 below.

Table 15. Fleet Management – Additional Recommended Performance Indicators

Performance Measure	Recommended Target
Fleet availability	95%
Turnaround time for repairs or maintenance	70% to 80% in 24 hours
Repeat repairs	Less than 2%
Road calls	Less than 2%

Recommendation 40. Develop meaningful performance measures and standards for Fleet Management.

Recommendation 41. Collect data and report compliance with and trends of Fleet Management performance measurements on a quarterly basis. The reports should be used by department staff and be made available to City Council, the city manager, and customer departments.

Recommendation 42. Conduct quarterly meetings with Fleet Management staff to review performance and identify opportunities for continual improvement.

Publishing Services

The Publishing Services Division currently tracks monthly volume activity and costs for print jobs performed in house and those sent to outside print shops. These are the most critical measures that would track performance over time. However, no standards have been established, especially related to cost. There are additional measures that could be considered to measure the division's performance regarding print services (to the extent that print services are retained in house) and mail distribution and processing as indicated in Table 16.

Table 16. Publishing Services – Recommended Performance Measures

Print Services	Mail Processing and Delivery
• Percent of in-house jobs completed within 24 hours • Percent of jobs completed by the requested delivery date • Average number of days to complete duplicating requests • Comparison of per unit cost of black and white impressions in house vs. outsourced • Comparison of per unit cost of color impressions in house vs. outsourced • Percent of jobs returned to correct errors in completion • Percent of waste and reprints	• Percent of incoming US mail distributed within four hours of receipt • Percent of outgoing mail processed the same day • Percent of outgoing mail processed at discounted/bulk rates • Number of pieces of mail sorted and delivered per FTE per day[1]

[1] *This measure would be used to benchmark against other agencies*

A comprehensive list of performance measures and standards reflective of print shop and mail distribution services should be identified and methods to collect and report data on a quarterly basis should be developed.

> **Recommendation 43. Develop meaningful performance measures and standards for Publishing Services.**

> **Recommendation 44. Collect data and report compliance with and trends of Publishing Services performance measurements on a quarterly basis.** The reports should be used by department staff and be made available to City Council, the city manager, and customer departments.

> **Recommendation 45. Conduct quarterly meetings with Publishing Services staff to review performance and identify opportunities for continual improvement.**

Financial Expenditures Review

Management Partners was requested to perform a review of certain financial expenditures in order to assess compliance with relevant policies and internal controls in two areas:

1. Review of overtime expenditures over the three-year period of fiscal years 2014-15, 2015-16 and 2016-17; and
2. Specific non-personnel expenditure transactions over the three-year period of fiscal years 2014-15, 2015-16 and 2016-17 for the following:
   a. Professional services contracts, and
   b. Maintenance and service contracts.

Disclaimer Concerning Generally Accepted Government Auditing Standards

The City requested that we perform our review in accordance with generally accepted government auditing standards (GAGAS). The basis for such standards is the 2018 Revision of Government Auditing Standards as issued by the United States Government Accountability Office, collectively referred to as "the Yellow Book." The specific testing requested is consistent with what the Yellow Book refers to as an agreed-upon procedures engagement.

Management Partners, as a management consulting firm, is not a licensed certified public accounting firm and none of the staff on this engagement are licensed CPAs. Accordingly, we are not providing the City with an agreed-upon procedures engagement report as specified in the Yellow Book. Nevertheless, in the conduct of our work we incorporated GAGAS principles in reviewing the City's compliance with its policies and internal controls concerning overtime pay and processing non-personnel expenditure purchases. We did not, as part of our work, assess the City's compliance with provisions of laws, regulations, contracts or grant agreements, nor did we assess any internal control deficiencies that may exist in the City's purchasing or payroll processes. Instead, our work reports upon the sample selected, whether the internal control policies

were followed for those transactions selected, and observations regarding common themes identified in our testing of those transactions.

Overtime Expenditures Review

Overtime Approval Process Overview and Compliance Features

The city uses a centralized payroll system that is administered by the Finance Department. Employees use the system to report hours worked and leaves such as vacation, sick, and jury duty. The memoranda of understanding with the city's various bargaining units indicate the circumstances under which overtime is paid. For the employees eligible for overtime in the department, overtime is paid for hours worked in excess of eight hours per day and 40 hours in a work week. Hours worked includes consideration of sick, vacation and compensatory leaves used.

Supervisors are required to approve any overtime hours worked. This occurs as part of the payroll cycle. The payroll system requires that supervisors approve hours worked, including overtime and leaves, when the pay period is closed and before payroll is processed. Documentation of overtime approval is captured in the payroll system.

Sample Selection, Testing Results and Observations

Management Partners received a listing compensation earned by each employee in FY 2014-15, 2015-16 and 2016-17. From that listing, we selected a sample of six employees from FY 2014-15, 10 employees from FY 2015-16, and 14 employees from FY 2016-17 to focus on more recent payroll transactions. For each employee selected, we requested a listing be provided of paychecks for those employees for the year selected that indicated overtime paid in each pay period. From those paycheck listings, we then selected one pay period for each employee and requested a printout of the employee's electronic timecard indicating supervisor approval of the timecard that would include approval of the overtime hours worked.

The results of our testing are presented in Table 17. Out of the 30 transactions tested, all overtime hours paid for the paychecks selected were approved by the employee's supervisor.

Table 17. Overtime Expenditures Sample Selection and Testing – General Services

Fiscal Year	Employee Selected for Sample)	Pay Period End Date	Overtime Hours Worked	Overtime Compensation Paid	Supervisor Approved
2014-15	Employee 1	7/31/14	3.75	$131	Y
2014-15	Employee 2	12/4/14	16.50	$719	Y
2014-15	Employee 3	4/9/15	32.50	$1,420	Y
2014-15	Employee 4	10/9/14	21.00	$792	Y
2014-15	Employee 5	11/6/14	25.50	$768	Y
2014-15	Employee 6	4/9/15	18.00	$434	Y
2015-16	Employee 7	2/25/16	11.30	$459	Y
2015-16	Employee 8	12/17/15	6.00	$164	Y
2015-16	Employee 9	8/13/15	16.00	$717	Y
2015-16	Employee 10	11/19/15	22.00	$650	Y
2015-16	Employee 11	6/2/16	20.00	$516	Y
2015-16	Employee 12	2/11/16	25.00	$750	Y
2015-16	Employee 13	5/19/16	10.46	$346	Y
2015-16	Employee 14	3/24/16	25.00	$636	Y
2015-16	Employee 15	9/24/15	16.00	$582	Y
2015-16	Employee 16	2/25/16	11.00	$425	Y
2016-17	Employee 17	12/1/16	19.50	$792	Y
2016-17	Employee 18	12/15/16	30.50	$1,947	Y
2016-17	Employee 19	3/9/17	34.00	$1,054	Y
2016-17	Employee 20	11/3/16	21.00	$572	Y
2016-17	Employee 21	5/4/17	16.50	$632	Y
2016-17	Employee 22	8/11/16	13.50	$598	Y
2016-17	Employee 23	5/4/17	6.50	$224	Y
2016-17	Employee 24	3/9/17	22.00	$851	Y
2016-17	Employee 25	5/4/17	27.00	$1,469	Y
2016-17	Employee 26	5/4/17	24.00	$592	Y
2016-17	Employee 27	12/1/16	40.00	$1,069	Y
2016-17	Employee 28	5/4/17	22.25	$375	Y
2016-17	Employee 29	2/9/17	28.00	$1,382	Y
2016-17	Employee 30	6/1/17	36.00	$965	Y

Table 18 provides a summary of overtime and regular pay by division for
FY 2014-15, 2015-16 and 2016-17. On average, overtime has grown

slightly, from 1.7% of regular pay in FY 2014-15 to 2.9% in FY 2016-17. It is not uncommon in our experience for maintenance-related divisions that do not have 24x7 response requirements to have overtime usage of up to 5%.

There are some organizational benefits to modest overtime usage as it is more cost effective to the organization than hiring more staff, and desired by at least some employees. However, research conducted in 2008 in a study by the American Journal of Epidemiology indicated that when overtime exceeds more than 10 hours per week there are negative consequences on productivity, morale and workers compensation costs.

The Building Maintenance Division's overtime rate has increased from 2.8% in FY 2014-15 to 10.4% in FY 2016-17, which is consistent with our analysis that the division has a shortage of staffing to meet demand.

Table 18. Overtime and Regular Pay by Division for FY 2014-15, 2015-16 and 2016-17

Division	FY 2014-15			FY 2015-16			FY 2016-17		
	Overtime Pay	Regular Pay	%	Overtime Pay	Regular Pay	%	Overtime Pay	Regular Pay	%
Administration	$ -	$446,649	-%	$ -	$464,824	-%	$66	$486,782	<0.1%
Property Services	$ -	$86,023	-%	$ -	$86,455	-%	$ -	$86,472	-%
Building Services	$15,835	$580,403	2.8%	$24,162	$605,121	4.0%	$63,442	$608,194	10.4%
Fleet Services	$37,553	$1,934,886	1.9%	$15,439	$2,095,027	0.7%	$54,844	$2,207,526	2.5%
Publishing Services	$704	$144,983	0.5%	$762	$148,614	0.5%	$939	$148,754	0.6%
Capital Projects	$ -	$333,311	-%	$ -	$338,672	-%	$ -	$340,104	-%
Airport	$12,720	$421,719	3.0%	$11,452	$425,152	2.7%	$8,401	$455,652	1.8%
TOTAL	$66,812	$3,947,974	1.7%	$51,815	$4,163,865	1.2%	$127,692	$4,333,484	2.9%

The City establishes a threshold of reviewing overtime expenditures for any employee with overtime time compensation as a percentage of regular pay that exceeds 20% in any one year. Table 19 presents a list of those employees whose overtime pay as a percentage of regular pay was higher than 20% in any one year from FY 2014-15, 2015-16 and 2016-17. Four employees exceeded the 20% threshold in FY 2016-17 alone, and all of these employees were from the Building Services Division. As discussed earlier in this report, we recommended that Building Services identify additional outsourcing opportunities that would provide for

cost-effective opportunities to maintain services. Increased outsourcing would also assist in addressing overtime and burnout of Building Services staff.

Table 19. Employees with Overtime Pay Exceeding 20% of Regular Pay in FY 2014-15, 2015-16 and 2016-17

Employee	Division	FY 2014-15	FY 2015-16	FY 2016-17
Employee 1	Building Services	N/A	19.5%	35.2%
Employee 2	Building Services	N/A	N/A	58.2%
Employee 3	Building Services	N/A	N/A	29.0%
Employee 4	Building Services	N/A	N/A	20.8%

Managers review overtime trends on a quarterly basis as part of the management system to determine the cause of excessive overtime by a division and for individual employees. In the past three years, the department has had to address staff vacancies and increased demands on its Building Services Division by using overtime. The excessive overtime being experienced is due in large part to addressing aging infrastructure and staffing shortages. Sustained levels of overtime can lead to potential burnout of individual employees and should be closely monitored, especially when service level increases are expected without additional staffing or funding resources provided.

Non-Personnel Expenditures Review

Purchasing Process Overview and Compliance Features

Each department is required to adhere to the city's purchasing policies in the acquisition of goods and services. During the period in which transactions were selected for testing, the purchasing policies in place were based on City Council Resolution #22576 (Purchasing Resolution). The Resolution specifies terms and conditions under which city departments may acquire goods and services, including provisions related to competitive bidding, emergency procurement, purchase requisition procedures, preferences for local vendors and recycled goods, open market and formal procurement procedures, and professional services selection procedures.

The focus of our testing was to determine if the department adhered to the policies and internal control provisions included in the Purchasing Resolution. Management Partners created a process map to identify the key purchasing policies and procedures impacting our testing. These process maps are included as Attachment E to this report.

One of the key provisions in the Purchasing Resolution is the circumstances under which the department may dispense with competitive bidding requirements in order to obtain the necessary goods and services in a timely manner. These exclusions are contained in Sections 201 and 602 of the Purchasing Resolution. Section 201 exclusions are summarized below:

a) Emergency purchases;
b) Purchases less than $2,500;
c) Sole source;
d) Replacement parts for city vehicles, aviation units and other city equipment;
e) Commodities with no significant price differential;
f) Cooperative purchasing with other agencies;
g) Vendors honoring lowest responsible pricing from prior competitive bids;
h) Federal, state or other public entity pricing contracts;
i) Certain public works contracts as specified in City Charter Section 1109;
j) Exclusions approved by the City Manager when in the city's best interests;
k) Library books, journals, maps, publications and other supplies;
l) Energy and water system related supplies or services for Riverside Public Utilities; or
m) Design-build public works projects pursuant to City Charter Section 1114.

Section 602 exclusions are related to supplies, equipment and materials for Public Utilities and Public Works. A long list of product types includes such as chemicals, luminaries (lighting), meters and metering devices, pipes and fittings, and road and backfill materials. These exclusions were taken into consideration when testing the transaction samples in this review.

Based upon our review of the Purchasing Resolution, the following procedures were applied to each sampled transaction to determine if documented approvals occurred:

1. Requisition approval – preparation and approval of a purchase requisition by an authorized representative of the department.
2. Competitive bidding – documentation that competitive bidding procedures were followed, where applicable.

3. Section 201/602 exception – documentation that the purchase did not require competitive bidding under Section 201 and/or 602 of the Purchasing Resolution.
4. Bid notice – documentation that indicates that a notice was published to prospective vendors to bid on applicable goods or services.
5. Request for quotation (RFQ) – documentation that an RFQ was issued to vendors to quote on applicable goods or services.
6. Bid/quote evaluation – documentation to indicate that bids/quotes were evaluated and that the vendor selected was the lowest responsible bidder.
7. City Council/City Manager approval – documentation of approval of the appropriate purchasing authority:
   a. City Council – all purchases over $50,000, or
   b. City Manager – all purchases of $50,000 or less.
8. City Attorney contract approval – documentation that the City Attorney or designee approved the contract/agreement as to form where a contract/agreement was issued to the vendor.
9. City Manager contract execution – documentation that the City Manager executed the contract/agreement with the vendor.
10. Invoice approved – documentation that indicates that the invoice was matched to the purchase order and approved by the department for payment.

Sample Selection, Testing Results and Observations

Management Partners received a listing of all non-personnel expenditure transactions for all General Services divisions to FY 2014-15, 2015-16 and 2016-17. From this listing we selected a random sample to test thirty transactions during those fiscal years, selecting 10 transactions per year to review compliance with the Purchasing Resolution.

The results of our testing are presented in Table 20. In all instances, we received sufficient documentation to indicate that the purchasing requirements were followed for the transactions selected for testing.

Table 20. Non-Personnel Expenditures Sample Selection and Testing – General Services

Control #	Check Date	Vendor	Amount	1 – Req. Approval	2 – Competitive Bidding	3 – Section 201/602 Exception	4 – Bid Notice	5 – RFQ	6 – Bid Evaluation	7a – Council Approval	7b – CM Approval	8 – City Attorney Contract Approval	9 – CM Contract Execution	10 – PO Issued
GS01	8/15/14	One Stop Parts Source	$157.49	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS02	8/15/14	Ramsey, Adam dba Ramsey Backflow and Plumbing	$249.00	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS03	10/3/14	Merchants Building Maintenance	$10,928.06	Y	Y	N/A	Y	N/A	Y	Y	N/A	N/A	N/A	Y
GS04	10/24/14	Napa Auto Parts	$15.98	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS05	11/21/14	Napa Auto Parts	$12.01	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS06	11/21/14	Siemens Industry, Inc	$39,571.00	Y	N/A	Y	N/A	N/A	N/A	Y	N/A	Y	Y	Y
GS07	12/26/14	Bates, Karri D	$40.00	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS08	3/20/15	Inland Electric Inc	$112.50	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS09	6/12/15	Otis Elevator Company	$568.00	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS10	6/19/15	Fuel Serv	$1,855.00	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS11	7/17/15	Fritts Ford Inc	$195.19	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS12	7/24/15	ACS Enterprise Solutions Inc	$225.89	Y	Y	N/A	N/A	N/A	Y	Y	N/A	Y	N	Y
GS13	9/11/15	Napa Auto Parts	$67.31	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS14	10/2/15	Fritts Ford Inc	$29.48	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS15	10/2/15	Merchants Building Maintenance	$12,764.24	Y	Y	N/A	Y	N/A	Y	Y	N/A	Y	Y	Y
GS16	10/23/15	Transwest Truck Center LLC	$2,255.66	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS17	11/25/15	Napa Auto Parts	$13.27	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS18	12/11/15	Guardsmark Inc	$336.42	Y	Y	N/A	Y	N/A	Y	Y	N/A	Y	Y	Y
GS19	2/19/16	Main Street Car Wash	$35.10	Y	N/A	N/A	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS20	3/25/16	Napa Auto Parts	$18.12	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS21	9/16/16	Raceway Ford Inc	$7,362.92	Y	N/A	N/A	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS22	9/23/16	Napa Auto Parts	$29.35	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS23	9/23/16	Napa Auto Parts	$29.14	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS24	11/4/16	Napa Auto Parts	$24.86	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS25	12/9/16	Napa Auto Parts	$18.67	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS26	12/30/16	Napa Auto Parts	$22.45	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS27	1/27/17	Fritts Ford Inc	$45.72	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS28	3/10/17	Napa Auto Parts	$14.06	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS29	3/24/17	Ramsey, Adam dba Ramsey Backflow and Plumbing	$314.00	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
GS30	4/28/17	Fritts Ford Inc	$308.02	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y

Legend: Y=Yes; N=No; N/A=Not Applicable

Several of the transactions that we selected were for the repair or replacement of parts associated with the City's vehicles managed by the Fleet Division. As indicated earlier, Section 201(d) allows the department to bypass competitive procurement processes "when the procurement consists of replacement parts for the city's vehicles, aviation units, and other city equipment." In our experience, this exclusion is typically reflective of the need for the agency to limit the amount of time that a vehicle or piece of equipment is out of service that would jeopardize public health or safety. In those instances, the department was not required to conduct competitive bidding. While competitive bidding is not required, it is a best practice for the city to informally assess whether it is obtaining fair pricing from its vendors. Such an assessment can be performed by calling other vendors to provide quotes on similar parts and services and determining delivery timeframes. Conducting these periodic spot checks will ensure that the City is obtaining fair prices from its chosen vendors.

> **Recommendation 46. Assess competitive pricing being received from vehicle parts vendors by requesting informal quotes on frequently ordered parts from other vendors annually.**

Conclusion

The General Services Department is well regarded within the City for providing quality internal support services, particularly in the areas of fleet maintenance, publishing services and building services. The department has taken great strides to address the improvement recommendations made in Management Partners' 2012 report. Additional opportunities for improvement have been identified based on our assessment of the current operations of the department.

Changes in organizational structure, funding for future replacement needs, and analyzing the costs and benefits to determine whether fleet maintenance and print shop services are competitive to the private marketplace, will assist in determining that the department is operating most cost-effectively in light of the City's overall fiscal sustainability goals. Updating the Airport Master Plan and identifying opportunities for revenue enhancements through increased hangar rates and land development opportunities will allow the airport to continue to be an asset in the region and serve the needs of air travelers and enthusiasts.

Attachment A – List of Recommendations

Recommendation 1.   Revise the department's organization chart to reflect the direct reporting relationship of the airport manager to the General Services director.

Recommendation 2.   Revise the department's organization chart to reflect the direct reporting relationship of the management analyst to the General Services deputy director.

Recommendation 3.   Reassign the account technician and senior office specialist positions in the day shift workgroup to report directly to the fleet operations manager.

Recommendation 4.   Request that the City's Human Resources Department develop a formal succession plan for the General Services Department.

Recommendation 5.   Track the progress of U.S. Senate Bill S2650 that would redefine the definition of common carrier to allow flight-sharing services in the United States.

Recommendation 6.   Prepare an amendment to the Riverside Airport Master Plan to indicate the current status of projects and to focus on the most important elements remaining to be completed.

Recommendation 7.   Increase hangar rental rates by up to 10% to reflect market demand and considering rates in other local regional municipal airports.

Recommendation 8.   Conduct an airport facility conditions assessment to identify necessary upgrades and an ongoing preventative maintenance schedule.

Recommendation 9.   Review the airport maintenance program for opportunities to contract select maintenance activities.

Recommendation 10.   Track the progress of the FAA Reauthorization Act of 2018 (HR 4) that could provide regulatory relief and allow the City to possibly develop airport land for non-aeronautical uses.

Recommendation 11.   Create and implement a plan to develop the currently undeveloped airport property as either additional hangar space or non-aeronautical use, pending passage of HR4.

Recommendation 12.   Review light-duty replacement cycles and establish replacement cycles for all medium- and heavy-duty fleet units that are commonly found in municipalities.

Recommendation 13.   Develop a 15- to 20-year long-range replacement plan.

Recommendation 14.   Analyze the existing fleet replacement fund and determine its capacity to fund future replacement of current inventory as well as the chargeback methodology used to support it.

Recommendation 15.   Incorporate medium- and heavy-duty fleet units in the fleet replacement fund and the annual chargeback systems needed to support them.

Recommendation 16.   Establish minimum annual mileage criteria based on vehicle and equipment classes.

Recommendation 17.   Conduct a fleet utilization study using revised minimum annual mileage criteria to identify underutilized fleet units for elimination.

Recommendation 18.   Reengineer the methodology used to compute the shop burdened labor rate and markups by appropriately allocating labor and overhead costs to the functions of administration/asset management, maintenance/repair, fuel, parts, car wash and sublet.

Recommendation 19.   Review the calculation of wrenching productivity rates to ensure the rate is accurate and is properly reflected in the shop labor rate calculation.

Recommendation 20.   Review fleet procurement processes with the Finance Department to determine opportunities to streamline and improve the turnaround time in the acquisition of fleet units.

Recommendation 21.   Conduct a comprehensive analysis of facilities maintenance functions to determine those functions that could be served using specialist contractors.

Recommendation 22.   Prepare a cost study to compare the cost of maintenance by City staff compared with specialist vendors to determine the most cost-effective way to provide maintenance services.

Recommendation 23.   Identify opportunities for additional or new funding sources such as grants or reimbursement from other revenue sources to support facilities maintenance and rehabilitation projects.

Recommendation 24.   Establish a facilities maintenance internal service fund to proactively fund repair and replacement of building systems such as HVAC, carpeting, roof and paint.

Recommendation 25.   Obtain proposals from local print shops for print production services for all print jobs larger than 500 copies to evaluate the cost-benefit of retaining those services in house.

Recommendation 26.   Implement a phased approach to outsourcing elements of print production services over a three-year period.

Recommendation 27.   Obtain proposals from utility bill printing and mailing service providers to evaluate the cost-benefit of retaining those services in house.

Recommendation 28.   Request that the City Attorney's Office and City Clerk Office investigate implementing digital signature technology for contracts and documents.

Recommendation 29.   Consolidate the property management function citywide to better coordinate property management activities and communication protocols with affected user departments.

Recommendation 30.   Develop a comprehensive asset management program, starting with the Building Services and Fleet Divisions in the General Services Department.

Recommendation 31.   Prioritize implementation of Dude Solutions as the chosen asset management solution in the Building Services Division.

Recommendation 32.   Roll out Dude Solutions to customer departments, including the necessary training and change management resources.

Recommendation 33.   Obtain the assistance of the Dude Solutions' vendor to integrate the system with other citywide systems and to assist in the rollout and change management initiatives associated with implementation.

Recommendation 34.   Hold employees accountable for ensuring timeliness and quality standards are achieved.

Recommendation 35.   Develop meaningful performance measures and standards for airport operations.

Recommendation 36.   Collect data and report compliance with and trends of airport-related performance measures on a quarterly basis.

Recommendation 37.   Develop meaningful performance measures and standards for building services.

Recommendation 38.   Collect data and report compliance with and trends of building services performance measurements on a quarterly basis.

Recommendation 39.   Conduct quarterly meetings with Building Services Division staff to review performance and identify opportunities for continual improvement.

Recommendation 40.   Develop meaningful performance measures and standards for Fleet Management.

Recommendation 41.   Collect data and report compliance with and trends of Fleet Management performance measurements on a quarterly basis.

Recommendation 42.   Conduct quarterly meetings with Fleet Management staff to review performance and identify opportunities for continual improvement.

Recommendation 43.   Develop meaningful performance measures and standards for Publishing Services.

Recommendation 44.   Collect data and report compliance with and trends of Publishing Services performance measurements on a quarterly basis.

Recommendation 45.   Conduct quarterly meetings with Publishing Services staff to review performance and identify opportunities for continual improvement.

Recommendation 46.   Assess competitive pricing being received from vehicle parts vendors by requesting informal quotes on frequently ordered parts from other vendors annually.

Attachment B – General Services Employee Survey Results

As part of the performance assessment and financial expenditures review of the General Services Department, Management Partners prepared an employee survey to gather feedback on the topics of communication, service delivery, customer service, performance measurement, strategic and business planning, technology, staffing, workload, talent management, and organizational culture. This document summarizes the results of that survey. A total of 59 employees responded between April 5 and April 16, 2018.

For most of the survey, respondents were provided with a statement and asked to indicate whether they strongly agree, agree, disagree, strongly disagree or don't know.

Summary of Responses

- Overall, survey respondents provided optimistic responses in all eight areas surveyed.
- Supervisory respondents were more positive than either management or non-supervisory staff in all areas.
- Respondents were most favorable about strategic and business planning, reporting high rates of agreement with clear understanding of job and department alignment to the broader organizational mission and strategic plan.

Management Partners calculated a composite score to assess employee satisfaction in the eight performance areas covered by the survey (Figure 13) as well as by division for each area. The composite score is the average (arithmetic mean) for all responses in a given area. For example, in the performance area of communication survey respondents indicated if they strongly agree, agree, disagree or strongly disagree for six different statements. The composite score averages the responses across all statements to create a single score for that topic. The survey's four-point scale has 2.5 at the midpoint. Scores higher than 2.5 are above the average and scores lower than 2.5 are below the average.

Figure 13. Overall Employee Survey Results by Each Section (Composite Score)
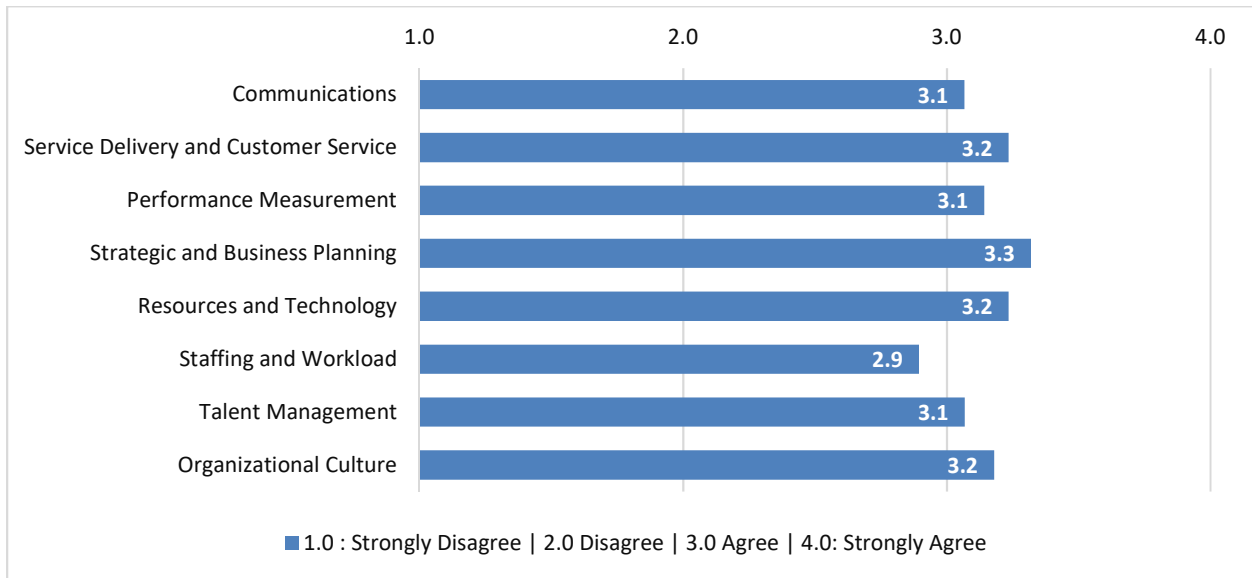
Respondent Data

The survey requested that all respondents identify their division, their position, and the number of years they have been with the department. Tables 21, 22 and 23 show the results of these questions, as does Figure 14. Some highlights include:

- A total of 59 employees responded to the survey (approximately 82% of the department's budgeted positions).
- Nearly half of all respondents came from the Fleet Management Division, which is appropriate given that this division includes over half of all department employees.
- Most divisions were well represented in the survey, with three divisions having responses from all employees.
- More than half of all respondents have been with the department for less than five years.

Figure 14. Percent of Full-time Budgeted Positions that Responded
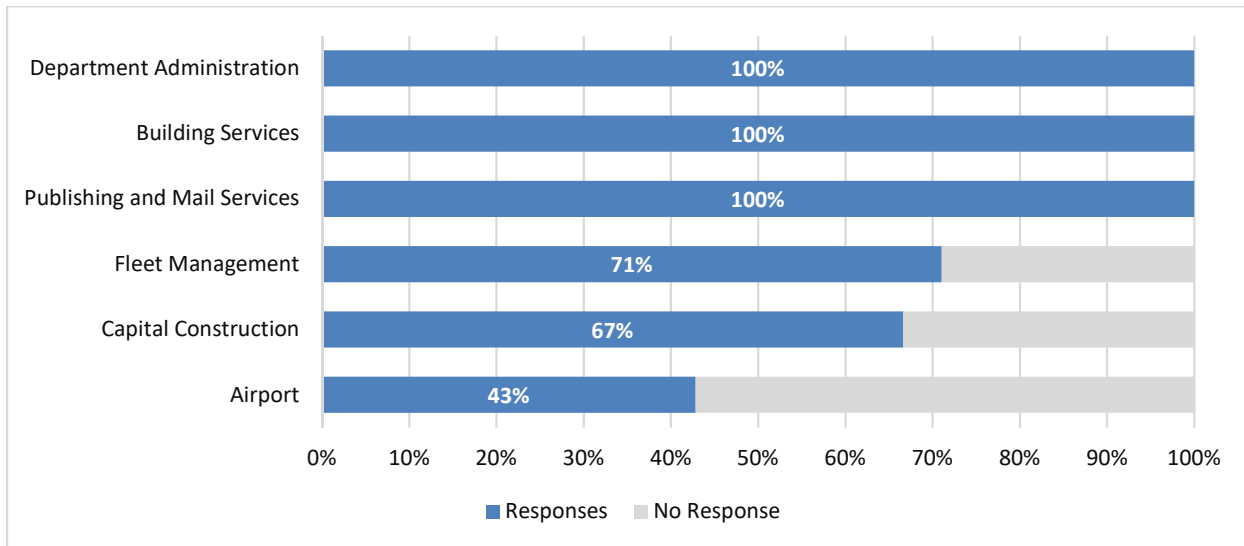
Note: Vacant positions have not been excluded from the calculation; therefore, the data may underreport the percent of employees from each division who responded to the survey.

Table 21. What is your current division?

Answer Choices	Response
Department Administration	7 (12%)
Airport	3 (5%)
Building Services	14 (24%)
Capital Construction	2 (3%)
Fleet Management	27 (46%)
Publishing and Mail Services	4 (7%)
Other*	2 (3%)
Total Answered	59

Those respondents who selected "other" did not specify their division in the space provided.

Table 22. Which of the following best describes your position?

Answer Choices	Response
Management	15 (25%)
Supervisory	5 (8%)
Non-Supervisory	24 (41%)
Other*	15 (25%)
TOTAL ANSWERED	59

Most respondents who selected "other" are non-supervisory employees (intern, mechanic, general services worker, technician, etc.)

Table 23. How long have you worked for the Riverside General Services Department?

Answer Choices	Response
Less than 1 year	12 (20%)
1 to 5 years	22 (37%)
6 to 10 years	7 (12%)
11 to 15 years	6 (10%)
Over 15 years	10 (17%)
Prefer not to answer	2 (3%)
TOTAL ANSWERED	59

The employee survey touched about eight topics, the results of which are presented in the following tables. The eight topics covered, include:

1. Communication
2. Service delivery and customer service
3. Performance measurement
4. Strategic and business planning
5. Resources and technology
6. Staffing and workload
7. Talent management
8. Organization culture

Communication

Survey respondents were asked to rate how strongly they agree with six statements on the topic of communication. Overall, a majority of respondents agree or strongly agree with all communication statements. The statement receiving most agreement by respondents was, "Information provided on our website meets community needs." The survey results related to communication are presented in Table 24.

Table 24. Communication

Answer Choices	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
	Strongly Agree/Agree		Strongly Disagree/Disagree		
1. Communication within my division is good.	21 (40%)	19 (36%)	6 (11%)	7 (13%)	2
	40 (75%)		13 (25%)		
2. Important information about my division is provided to me in a timely manner.	19 (36%)	23 (43%)	6 (11%)	5 (9%)	2
	42 (79%)		11 (21%)		
3. Communication from department leaders to staff is good.	21 (40%)	18 (34%)	7 (13%)	7 (13%)	2
	39 (74%)		14 (26%)		
4. Communication among divisions is good.	20 (39%)	20 (39%)	9 (18%)	2 (4%)	4
	40 (78%)		11 (22%)		
5. Communication between my department and other departments is good.	21 (42%)	23 (46%)	4 (8%)	2 (4%)	5
	44 (88%)		6 (12%)		
6. Information provided on our website meets community needs.	14 (35%)	23 (58%)	2 (5%)	1 (3%)	15
	37 (93%)		3 (8%)		

Survey respondents were invited to provide comments on why they *disagreed* or *strongly disagreed* with the above statements. Major themes include:

- Communication between line staff and the management team needs improvement.
- Employees hear about department-related information through colleagues more often than from managers.
- There is limited opportunity for line staff to provide feedback to the management team.

Figure 15 shows that the Administration and Building Services Divisions had the highest composite scores with average ratings of 3.5 and 3.4, respectively. All divisions received a composite rating above the midpoint of 2.5.

Figure 15. Communication Composite Score by Division
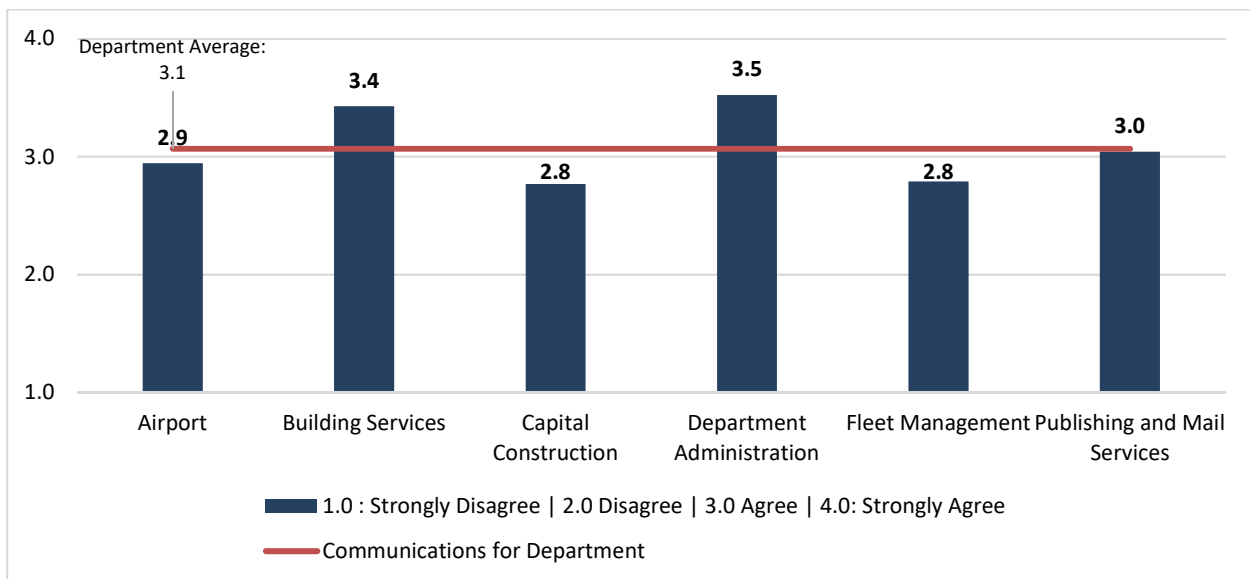
Service Delivery and Customer Service

Survey respondents were asked to rate how strongly they agree with seven statements on the topic of service delivery and customer service and a majority agree or strongly agree with all statements related to this area, as shown in Table 25. The results suggest a strong customer service orientation and most agree that the department is well organized to deliver services.

Table 25. Service Delivery and Customer Service

Answer Choices	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
	Strongly Agree/Agree		Strongly Disagree/Disagree		
1. The department is well organized to deliver the services we provide.	26 (50%)	20 (38%)	2 (4%)	4 (8%)	2
	46 (88%)		6 (12%)		
2. My division provides prompt customer service.	32 (60%)	15 (28%)	5 (9%)	1 (2%)	1
	47 (89%)		6 (11%)		

Answer Choices	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
	Strongly Agree/Agree		Strongly Disagree/Disagree		
3. My division has a strong customer service focus.	35 (66%)	11 (21%)	4 (8%)	3 (6%)	1
	46 (87%)		7 (13%)		
4. I am allowed to make decisions to solve problems for customers.	31 (60%)	15 (29%)	3 (6%)	3 (6%)	2
	46 (88%)		6 (12%)		
5. We have an established process to receive feedback from our customers.	14 (31%)	20 (44%)	8 (18%)	3 (7%)	9
	34 (76%)		11 (24%)		
6. Policies are applied consistently to all employees in the organization.	18 (37%)	19 (39%)	4 (8%)	8 (16%)	5
	37 (76%)		12 (24%)		
7. Department policies and procedures are clear.	17 (33%)	23 (45%)	4 (8%)	7 (14%)	3
	40 (78%)		11 (22%)		

Survey respondents were invited to provide comments on why they *disagreed* or *strongly disagreed* with the above statements. Major themes include:

- Department policies and procedures are not clear.
- Policies and procedures are not consistently applied.
- Department scheduling and organization does not optimize customer service needs.
- There is no formal mechanism to obtain feedback from customers.

As Figure 16 shows, all six divisions are positive about service delivery and customer service. The Administration Division had the highest composite score with an average rating of 3.6. None of the divisions had a composite score below 3.0.

Figure 16. Service Delivery and Customer Service Composite Score by Division
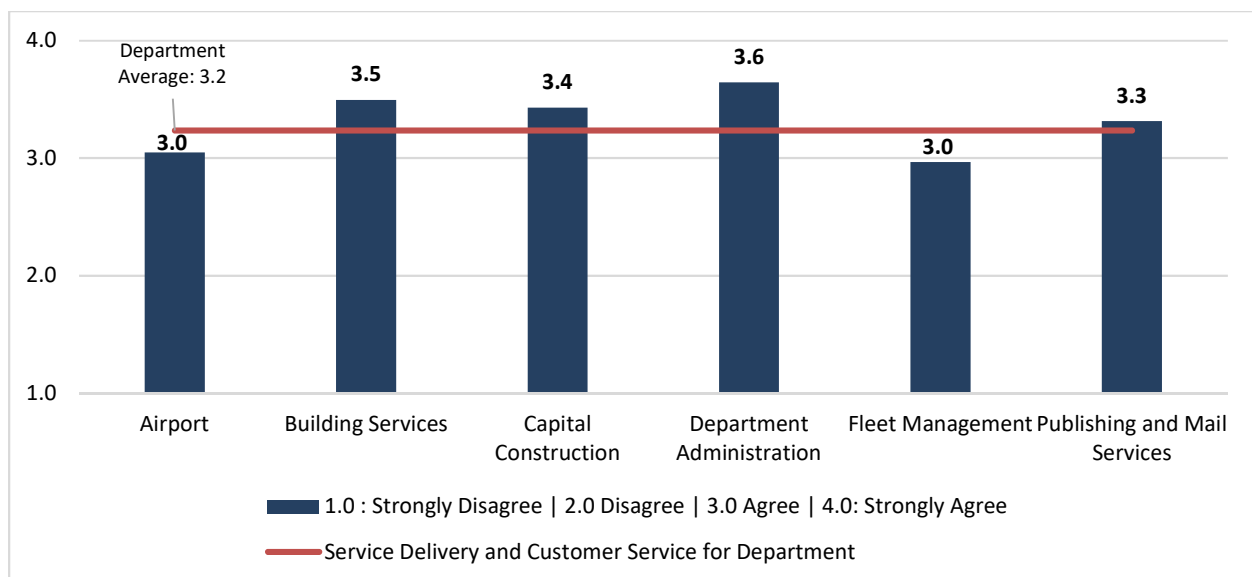
Performance Measurement

Survey respondents were asked to rate how strongly they agree with four statements on the topic of performance measurement, as shown in Table 26. Overall, most respondents agree or strongly agree with them. Eighty-seven percent of respondents report they are collecting data to measure performance and a strong majority of respondents (92%) report they understand the value of performance measurement.

Table 26. Performance Measurement

Answer Choices	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
	Strongly Agree/Agree		Strongly Disagree/Disagree		
1. Department staff are collecting data to measure performance.	16 (35%)	24 (52%)	4 (9%)	2 (4%)	8
	40 (87%)		6 (13%)		
2. Department staff are collecting the right data to measure performance.	14 (32%)	19 (43%)	6 (14%)	5 (11%)	10
	33 (75%)		11 (25%)		
3. Department managers use data to make decisions.	16 (35%)	21 (46%)	4 (9%)	5 (11%)	8
	37 (80%)		9 (20%)		
4. I understand the value of performance measurement.	23 (45%)	24 (47%)	3 (6%)	1 (2%)	3
	47 (92%)		4 (8%)		

Survey respondents were invited to provide comments on why they *disagreed* or *strongly disagreed* with the above statements. Major themes include:

- The department does not systematically use data to provide feedback to all employees.
- The department's use of data does not seem objective or fair.
- The department uses data to reprimand more than encourage.
- The amount of effort does not change the evaluation results.
- Lack of equipment affects productivity.
- Customer service survey at the airport is not designed so it can be used to inform management decisions.

As Figure 17 shows, the Building Services Division had the highest composite score with an average rating of 3.4. The Capital Construction and Publishing and Mail Services Divisions had the lowest composite score with an average rating of 2.8.

Figure 17. Performance Measurement Composite Score by Division
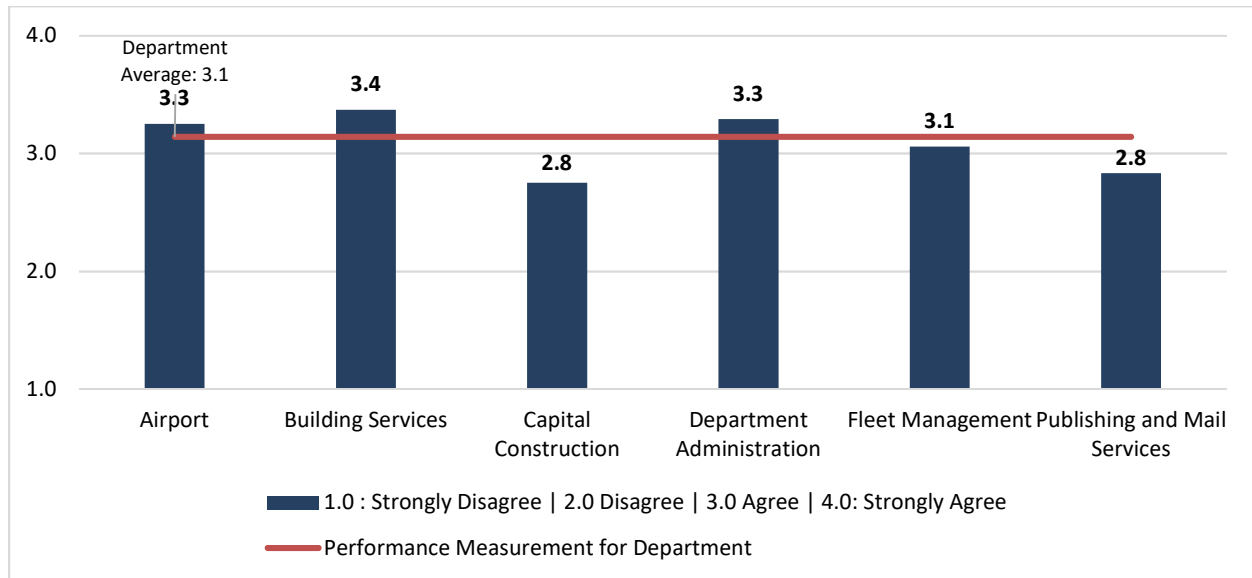
Strategic and Business Planning

Survey respondents were asked to rate how strongly they agree with six statements on the topic of strategic and business planning. Overall, a majority of respondents agree or strongly agree with all strategic and business planning statements, as Table 27 shows. Respondents report a clear understanding of how their job and department align to the broader organizational mission and strategic plan.

Table 27. Strategic and Business Planning

Answer Choices	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
	Strongly Agree/Agree		Strongly Disagree/Disagree		
1. I have a clear understanding of how my job contributes to fulfilling the mission of the department.	29 (57%)	19 (37%)	2 (4%)	1 (2%)	2
	48 (94%)		3 (6%)		
2. I have a clear understanding of how my department contributes to fulfilling the City's strategic plan.	28 (55%)	18 (35%)	4 (8%)	1 (2%)	2
	46 (90%)		5 (10%)		
3. Decisions in our department are made in a timely manner.	20 (41%)	20 (41%)	3 (6%)	6 (12%)	4
	40 (82%)		9 (18%)		
4. I understand the department's priorities.	25 (51%)	19 (39%)	4 (8%)	1 (2%)	4
	44 (90%)		5 (10%)		
5. Our director communicates a clear vision of what this department needs to succeed.	26 (51%)	17 (33%)	4 (8%)	4 (8%)	2
	43 (84%)		8 (16%)		
6. Our director emphasizes the importance of following department policies and procedures.	26 (53%)	15 (31%)	4 (8%)	4 (8%)	4
	41 (84%)		8 (16%)		

Survey respondents were invited to provide comments on why they *disagreed* or *strongly disagreed* with the above statements. Major themes include:

- The City/department's vision, mission and goals are not clear.
- The department's policies and procedures are not clear.

As Figure 18 shows, respondents from all six divisions are positive about strategic and business planning. The Publishing and Mail Services Division had the highest composite score with an average rating of 3.7. The Administration and Building Services Divisions also rated this area highly with composite scores of 3.6 and 3.5, respectively. None of the divisions had a composite score below 3.0.

Figure 18. Strategic and Business Planning Composite Score by Division
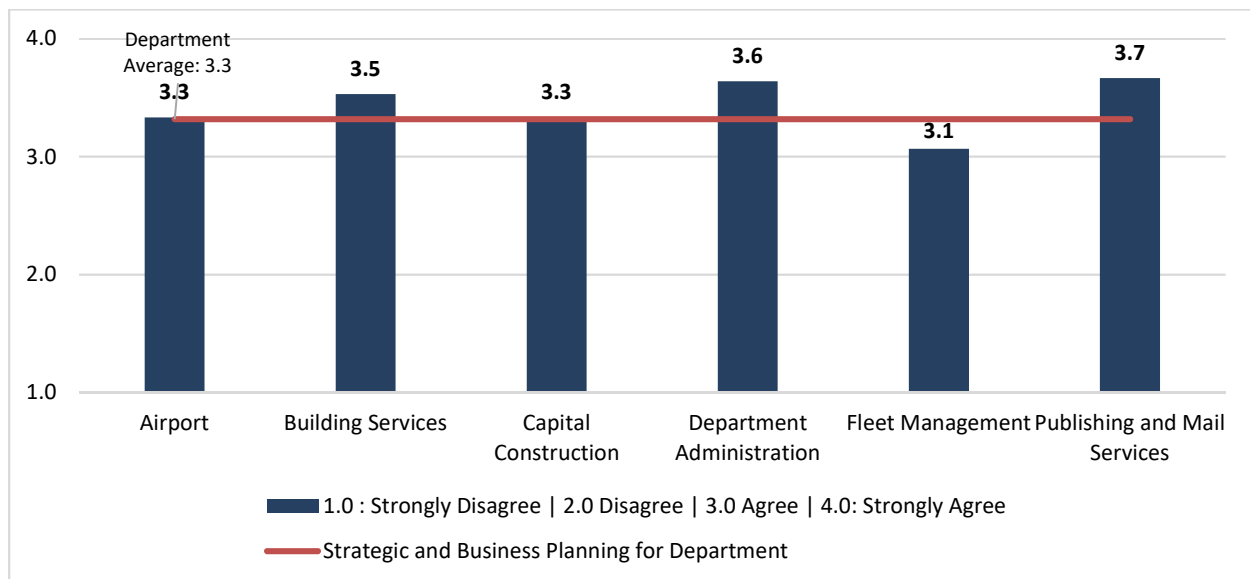
Resources and Technology

Survey respondents were asked to rate how strongly they agree with five statements on the topic of resources and technology. Overall, a majority of respondents agree or strongly agree with the statements. Ninety-one percent of respondents report they have the resources and technology they need to perform their jobs efficiently, as shown in Table 28.

Table 28. Resources and Technology

Answer Choices	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
	Strongly Agree/Agree		Strongly Disagree/Disagree		
1. I have the resources (e.g., materials/ equipment) I need to do my job.	23 (43%)	24 (45%)	5 (9%)	1 (2%)	0
	47 (89%)		6 (11%)		
2. The resources (e.g., materials/ equipment) available allow me to do my job efficiently.	21 (40%)	27 (51%)	4 (8%)	1 (2%)	0
	48 (91%)		5 (9%)		
3. I have the technology I need to do my job efficiently.	20 (38%)	28 (53%)	3 (6%)	2 (4%)	0
	48 (91%)		5 (9%)		
4. The department uses technology effectively.	19 (36%)	27 (51%)	5 (9%)	2 (4%)	0
	46 (87%)		7 (13%)		
5. Technology I use is up to date.	17 (32%)	29 (55%)	5 (9%)	2 (4%)	0
	46 (87%)		7 (13%)		

Survey respondents were invited to provide comments on why they *disagreed* or *strongly disagreed* with the above statements. Major themes include:

- Equipment and fleet are outdated (e.g., capital projects, publishing services, etc.).
- There have been recent improvements in obtaining tools/systems and training necessary in getting the job done.

As Figure 19 shows, the Building Services Division had the highest composite score with an average rating of 3.6. The Capital Construction and Publishing and Mail Services Divisions had the lowest composite score with an average rating of 2.6.

Figure 19. Resources and Technology Composite Score by Division
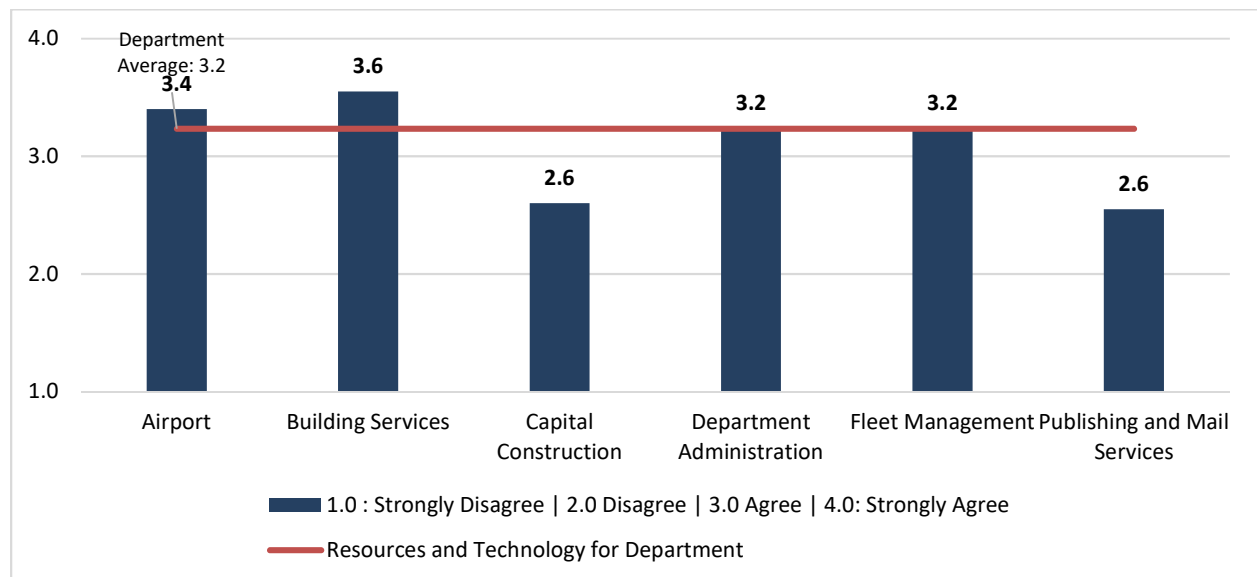
Staffing and Workload

Survey respondents were asked to rate how strongly they agree with four statements on the topic of staffing and workload and most rated each favorably. Respondents report they are able to complete their work within the expected timeframe and feel the department does a good job recruiting staff. Fewer respondents agree or strongly agree that staffing is appropriate for the workload (58%), as shown in Table 29.

Table 29. Staffing and Workload

Answer Choices	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
	Strongly Agree/Agree		Strongly Disagree/Disagree		
1. Our department does a good job recruiting staff.	17 (37%)	21 (46%)	3 (7%)	5 (11%)	6
	38 (83%)		8 (17%)		
2. Our department does a good job retaining staff.	14 (29%)	18 (38%)	9 (19%)	7 (15%)	4
	32 (67%)		16 (33%)		
3. Staffing in my department is appropriate for our workload.	9 (18%)	20 (40%)	14 (28%)	7 (14%)	2
	29 (58%)		21 (42%)		
4. I can complete my work within the expected timeframe.	14 (27%)	32 (63%)	4 (8%)	1 (2%)	1
	46 (90%)		5 (10%)		

Survey respondents were invited to provide comments on why they *disagreed* or *strongly disagreed* with the above statements. Major themes include:

- Low staffing levels impact the ability to deliver services.
- There are a number of vacancies at any given time.
- Alignment of workload, staffing structure, and skills sets have not been evaluated.
- The department has recruitment issues due to its long and complicated recruitment process and pay differential compared to the private sector.
- The department has retainment issues due to a) limited opportunities for promotion, b) subjective hiring and promotion criteria, and c) pay inequities within the organization (e.g., utilities).

As Figure 20 shows, the Building Services and Administration Divisions had the highest composite score with an average rating of 3.2. The Publishing and Mail Services Division had the lowest composite score with an average rating of 2.3.

Figure 20. Staffing and Workload Composite Score by Division

Talent Management

Survey respondents were asked to rate how strongly they agree with five statements on the topic of talent management and most rated the statements favorably, as shown in Table 30. Based on the results, training and development is valued. However, fewer respondents (60%) agree or strongly agree with the statement, "My department is prepared for future retirements and employee turnover," suggesting the need for additional succession planning.

Table 30. Talent Management

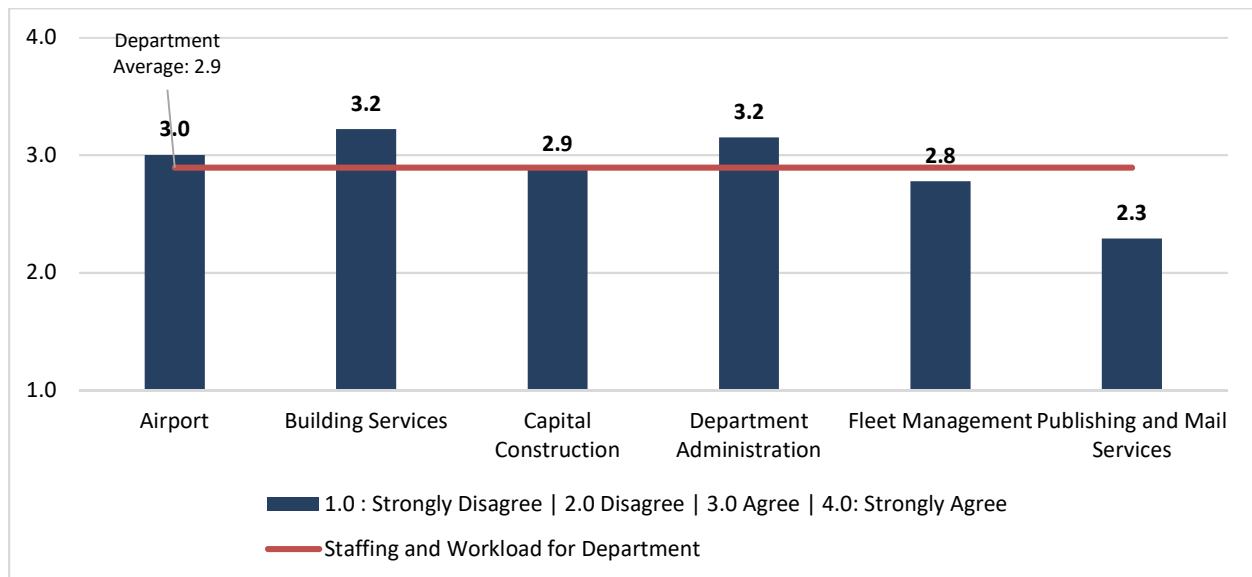| Answer Choices	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
	Strongly Agree/Agree		Strongly Disagree/Disagree		
1. I have the training I need to do my job effectively.	23 (45%)	20 (39%)	7 (14%)	1 (2%)	1
	43 (84%)		8 (16%)		
2. The department provides effective safety training.	16 (34%)	24 (51%)	6 (13%)	1 (2%)	5
	40 (85%)		7 (15%)		
3. My supervisor allows me to take advantage of professional development opportunities.	22 (44%)	18 (36%)	4 (8%)	6 (12%)	2
	40 (80%)		10 (20%)		
4. My department is prepared for future retirements and employee turnover.	12 (27%)	15 (33%)	12 (27%)	6 (13%)	7
	27 (60%)		18 (40%)		
5. I receive timely annual performance evaluations.	12 (27%)	25 (56%)	6 (13%)	2 (4%)	7
	37 (82%)		8 (18%)		

Survey respondents were invited to provide comments on why they *disagreed* or *strongly disagreed* with the above statements. Major themes include:

- Succession planning is an area that needs more attention.

- Lower compensation than competitors affect the City's ability to hire.
- Employee training programs/processes are not clearly established or efficient.
- Employee training does not seem to be a priority (i.e., staff need more professional and safety training).
- Performance evaluations are not given to employees on the same day or week of the deadline given to the management team to submit, so it does not allow time for constructive discourse around performance.
- There is a lack of acknowledgement of staff work.
- Evaluation criteria and rating does not seem to acknowledge hard work by staff.

As Figure 21 shows, the Administration Division had the highest composite score with an average rating of 3.6. The Capital Construction and Publishing and Mail Services Divisions had the lowest composite score with an average rating of 2.6.

Figure 21. Talent Management Composite Score by Division

Organizational Culture

Survey respondents were asked to rate how strongly they agree with seven statements on the topic of organization culture and most respondents agree or strongly agree with all organization culture statements, as shown in Table 31. Respondents reports clear understanding of job responsibilities and feel encouraged to use their own judgment and initiative.

Table 31. Organizational Culture

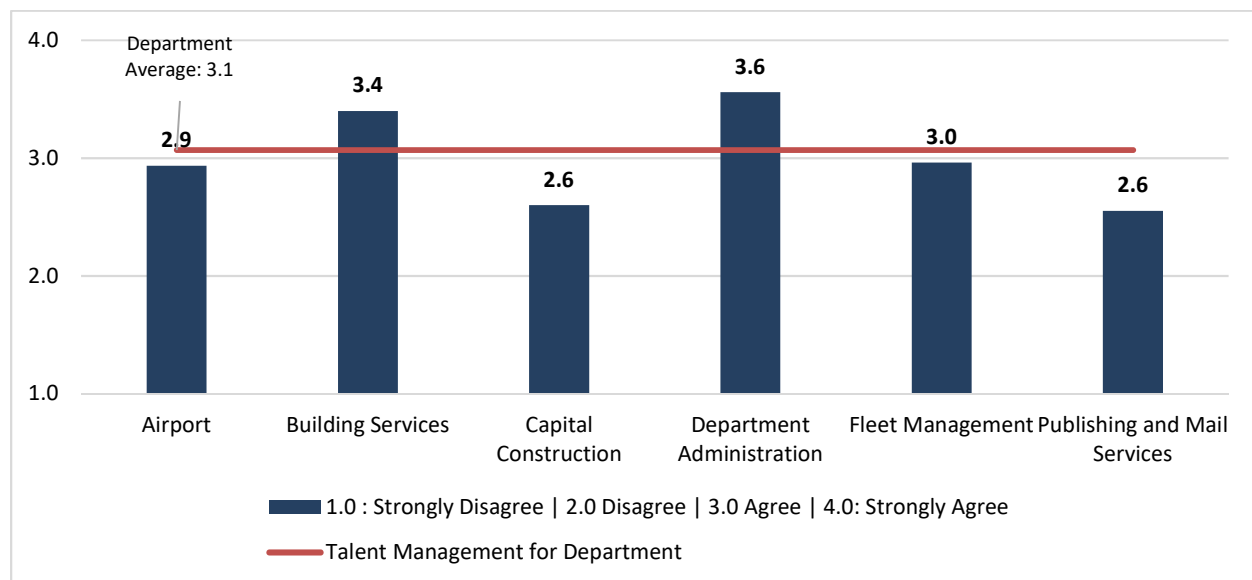| Answer Choices	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
	Strongly Agree/Agree		Strongly Disagree/Disagree		
1. I have a clear understanding of my job responsibilities and expectations.	30 (61%)	16 (33%)	3 (6%)	0 (0%)	1
	46 (94%)		3 (6%)		
2. Employees in my department work well as a team.	22 (46%)	20 (42%)	4 (8%)	2 (4%)	2
	42 (88%)		6 (13%)		
3. Employees at all levels in the organization treat each other with respect.	18 (38%)	18 (38%)	10 (21%)	1 (2%)	3
	36 (77%)		11 (23%)		
4. Quality performance is recognized and rewarded.	18 (38%)	14 (30%)	9 (19%)	6 (13%)	3
	32 (68%)		15 (32%)		
5. Employee morale in the department is good.	16 (33%)	16 (33%)	8 (16%)	9 (18%)	1
	32 (65%)		17 (35%)		
6. I am encouraged to use my own judgment and initiative when carrying out my job.	26 (52%)	18 (36%)	5 (10%)	1 (2%)	0
	44 (88%)		6 (12%)		
7. Leaders encourage employees to improve work processes.	19 (40%)	20 (42%)	6 (13%)	3 (6%)	2
	39 (81%)		9 (19%)		

Survey respondents were invited to provide comments on why they *disagreed* or *strongly disagreed* with the above statements. Major themes include:

- Recognition of quality performance is not common and not consistent for all employees.
- Most employees work well as a team.
- Supervisors and managers do not treat staff with respect.
- A small group of disgruntled staff can be disrespectful to others, which has a large impact on morale.
- It is important to hire good candidates that fit in the organization as people retire.
- Staff work is not acknowledged.
- There are limited promotional opportunities within the organization.

As Figure 22 shows, the Building Services and Administration Divisions had the highest composite score with an average rating of 3.5. The Fleet Management Division had the lowest composite score with an average rating of 2.9, which is still above the midpoint of 2.5.

Figure 22. Organizational Culture Composite Score by Division
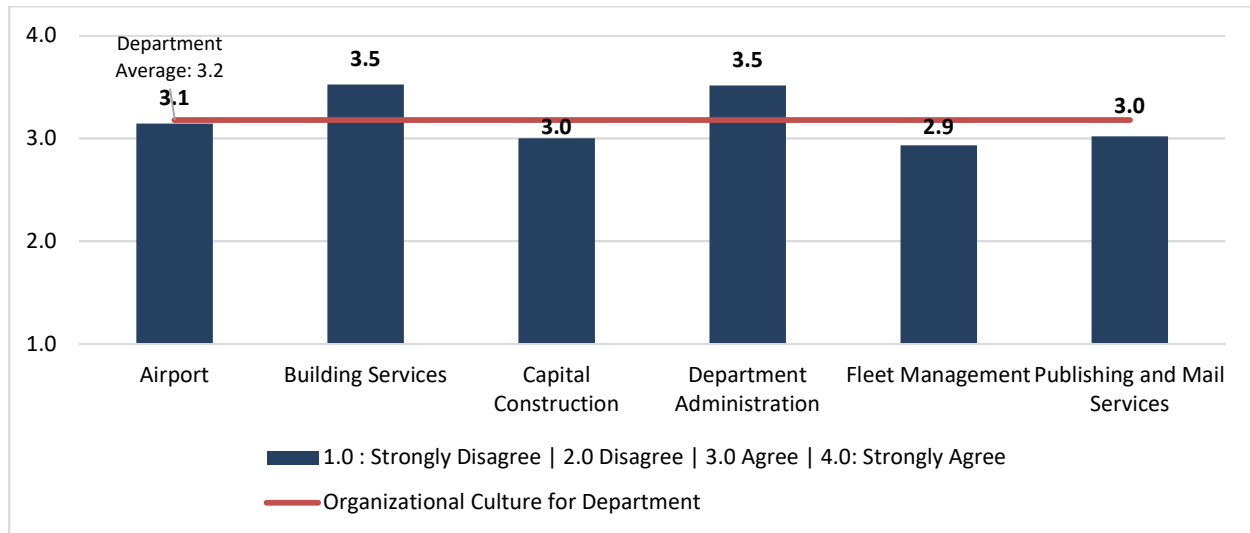
Open Question Highlights

The survey asked respondents to share what they believe is working well and one thing that they believe needs to change to improve service delivery. The results of the response analysis are summarized in Tables 32 and 33 below.

Table 32. What is Working Well in the Organization?

What is working well in the organization?	Number of Comments Mentioned*
Great colleagues, good team work	12
Communication and sharing of knowledge	7
Leadership	7
Focus on customer service	6
Day-to-day operations (i.e., quality work)	6
Good morale, positive attitude	4
Ability to make decisions	3
Recent improvements in facilities and tools	3
Coordinating to improve or address issues	3

Includes comments mentioned by three or more separate survey respondents.

Table 33. One Thing That Needs to Change to Improve Service Delivery

One Thing That Needs to Change to Improve Service Delivery	Number of Comments Mentioned*
Address attitude and/or productivity issues with under performers	4
More employees	3
Address classification/pay inequities	3
Training and professional development opportunities	3

Includes comments mentioned by three or more separate survey respondents.

Attachment C – Internal Customer Satisfaction Survey

As part of the performance assessment and financial expenditures review of the General Services Department, Management Partners prepared an internal services satisfaction survey to gather input from employees who rely on building services, fleet management services or publishing and mail services at least occasionally (i.e., several times a year). This document summarizes the results of that survey, which collected 221 responses between April 5 and April 13 in 2018.

Executive Summary

Overall satisfaction levels with General Services internal services were quite high, as shown in Table 34. Publishing and mail services exhibited the highest levels of satisfaction, with 97% of survey respondents claiming that the service either exceeded or met expectations. The satisfaction levels of building services (87%) and fleet management (83%) were also quite high.

Table 34. Overall Satisfaction Levels, by Division

Answer Choices	Exceeds Expectations	Meets Expectations	Does Not Meet Expectations	Don't Know
Building Services	56 (33%)	**90 (54%)**	22 (13%)	50
Fleet Management	28 (23%)	**72 (60%)**	20 (17%)	97
Publishing and Mail Services	47 (33%)	**91 (64%)**	4 (3%)	77

In general, survey responses noted how professional, helpful, friendly and knowledgeable staff were in all three service areas. The vast majority of respondents believe that these services are meeting expectations. The most common suggested improvement across all three service areas was to expand staff capacity by adding new positions. Beyond staffing increases, a few common recommendations emerged:

- Replace or upgrade the city's current building services work order request system to improve usability and customer communication (by generating automated email communications and updates on maintenance requests)
- Evaluate bathroom custodial services to improve cleanliness
- Identify opportunities to increase timeliness of building services repairs and overall responsiveness to city fire stations
- Document the workflow associated with vehicle replacement and identify how the city could streamline the process from budget approval to vehicle acquisition
- Reinstitute the practice of emailing vehicle operators with reminders about preventative maintenance appointments
- Explore whether mobile inspection and repairs may be possible for offsite vehicles at police and fire stations
- Institute the practice of performing basic inspections of vehicles when they are serviced for repairs, regardless of the type of work order request issued

- Communicate the results of fleet service appointments using automated email messages so that vehicle operators are well informed as to what repairs were made
- Advertise publishing services more clearly to potential customers
- Continue to contract print jobs when staff capacity does not allow for the desired levels of responsiveness

Respondent Data

The survey requested that all respondents identify their department. As shown in Table 35, nearly a fourth of all respondents came from the Public Utilities department.

Table 35. In which department do you work?

Answer Choices	Response (% of all responses)
City Attorney	2 (1%)
City Clerk	3 (2%)
City Manager	5 (3%)
Community and Economic Development	8 (4%)
Finance	6 (3%)
Fire	11 (6%)
General Services	11 (6%)
Human Resources	6 (3%)
Innovation and Technology	3 (2%)
Museum and Cultural Affairs	0 (0%)
Parks, Recreation and Community Services	23 (12%)
Police	17 (9%)
Public Works	32 (17%)
Public Library	10 (5%)
Public Utilities	49 (26%)
Other	3 (2%)
Total Answered	**189**
Did not indicate department	**32**
Total Survey Respondents	**221**

With 221 total respondents, the survey collected only a small portion of potential responses from all city staff. For example, the survey collected 11 responses from the Fire department, which is equal to only 5% of that department's 242 budgeted positions. On the other end of the spectrum, the survey collected three responses from the City Clerk's Office, or 30% of all 10 positions budgeted for that office. Figure 23 shows the percent of full-time budgeted positions that responded to the survey.

Figure 23. Percent of Full-time Budgeted Positions that Responded
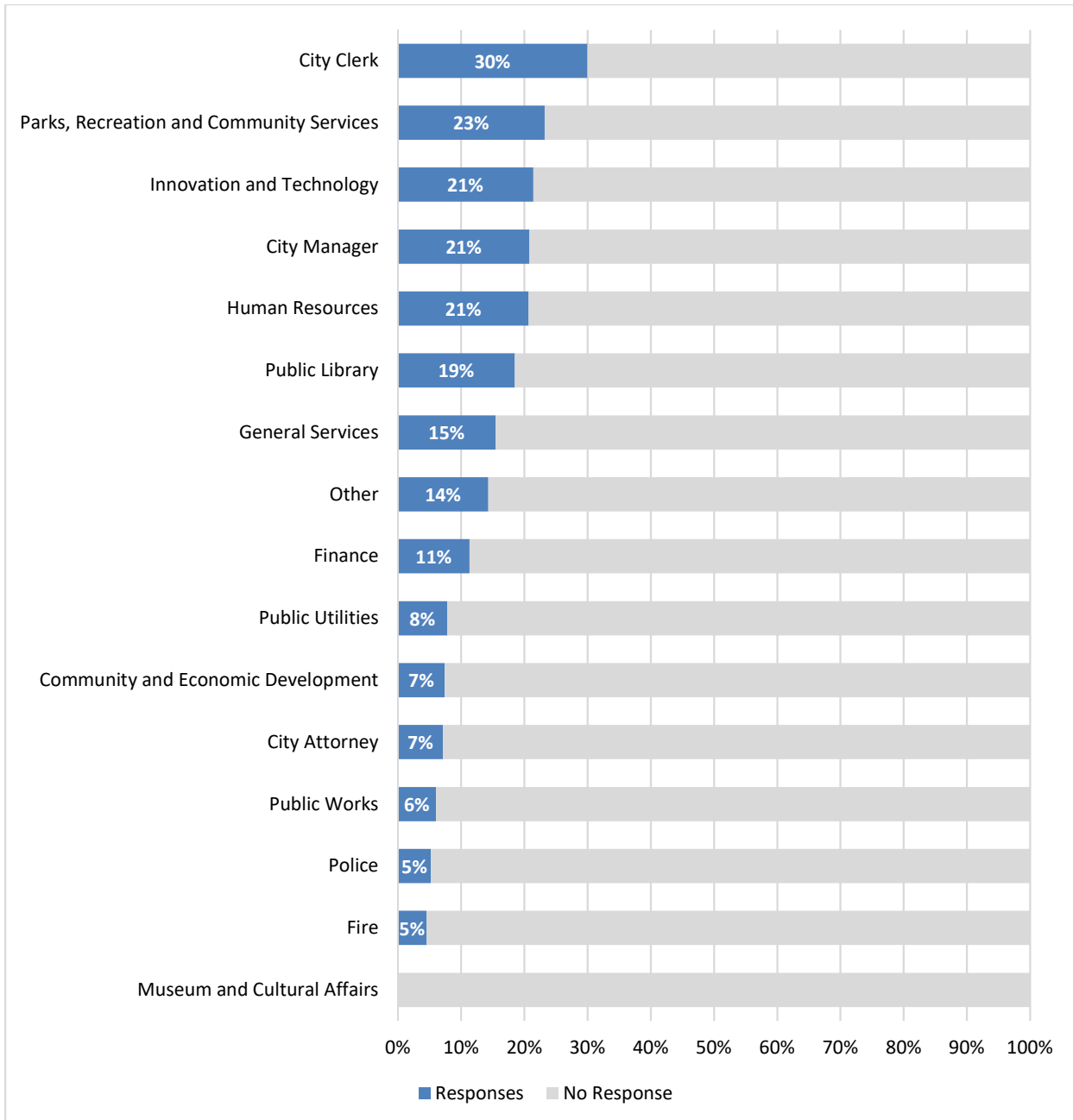
Note: These data likely underreport the percent of employees from each department who responded to the survey, because each percent does not exclude the budgeted positions that are vacant from the calculation.

As shown in Table 36, over half of all survey respondents have been with the City of Riverside for over 10 years.

Table 36. How long have you worked for the City of Riverside?

Answer Choices	Response
Less than 1 year	16 (8%)
1 to 5 years	38 (20%)
6 to 10 years	30 (16%)
11 to 15 years	43 (23%)
Over 15 years	60 (31%)
Prefer not to answer	4 (2%)
TOTAL ANSWERED	191

Table 37 shows how survey respondents described their current role with the city. Although 24 respondents selected "Other," a review of their responses indicated that they were primarily non-supervisory staff.

Table 37. What best describes your current role with the city?

Answer Choices	Response
Executive	5 (3%)
Management	38 (20%)
Supervisory	36 (19%)
Non-Supervisory	84 (45%)
Other	24 (13%)
TOTAL ANSWERED	187

Note: Nearly all the respondents who selected "other" work in non-supervisory roles.

Building Services

The survey began by asking respondents how often they use building services in their current position. Only respondents who use building services at least occasionally were asked to assess their satisfaction with each service. Table 38 shows that 214 employees responded to the survey and that 166 (77%) of those reported using building services at least occasionally.

Table 38. How often do you use the services of the Building Services division in your current position?

Answer Choices	Response	Total
Very Frequently (weekly)	34 (16%)	**166 (77%)** Use at least "Occasionally"
Frequently (once a month or more)	39 (18%)	
Occasionally (several times a year)	93 (43%)	
Never	48 (22%)	**48 (22%)**
	TOTAL ANSWERED	214

Respondents were asked to think about their recent interactions with the Building Service division and indicate the degree to which their expectations were met across different elements of customer service. Table 39 shows that the majority of respondents said that the Building Service division meets expectations across every category. The highest levels of satisfaction were found in the knowledge and professionalism of staff. The lowest levels of satisfaction were found in the feedback customers receive about their completed maintenance requests.

Table 39. Customer Satisfaction for the Building Services division

Answer Choices	Exceeds Expectations	Meets Expectations	Does Not Meet Expectations	Don't Know
1. Accessibility of staff	41 (28%)	**89 (61%)**	15 (10%)	9
2. Communication with staff	43 (29%)	**95 (64%)**	10 (7%)	6
3. Knowledge of staff	60 (42%)	**75 (53%)**	7 (5%)	11
4. Professionalism of staff	68 (45%)	**78 (52%)**	4 (3%)	4
5. Responses to special requests	55 (39%)	**68 (48%)**	19 (13%)	11
6. Technical support for operational needs	34 (28%)	**76 (63%)**	10 (8%)	34
7. Timeliness in responding to requests	32 (22%)	**85 (59%)**	26 (18%)	9
8. Ease of making a facilities maintenance request	32 (23%)	**86 (62%)**	20 (14%)	16
9. Feedback you receive about your completed maintenance requests	26 (22%)	**66 (55%)**	27 (23%)	32
10. Overall cleanliness of facilities where you work	35 (24%)	**92 (63%)**	19 (13%)	7
11. Quality of the overall maintenance of facilities where you work	40 (27%)	**89 (61%)**	17 (12%)	7

Survey respondents were invited to elaborate on their responses to the above questions by sharing why they thought services exceeded or did not meet expectations. Some commonly mentioned themes are described below:

- Many survey respondents commented on how professional, responsive and helpful the building services team has been in addressing work order requests and collaborating

with departments across the City. Other words used to describe this team include friendly, knowledgeable, helpful, polite, courteous, kind, and considerate.

- Limited staffing can delay repairs, particularly at city fire stations. Fire personnel reported long delays for work order requests, which forces them to resolve facility maintenance issues on their own.

- Many survey respondents reported communication issues with building services staff. Once a work order is submitted, it is not clear when they should expect a response. Often, a building services employee will arrive onsite unannounced, or resolve an issue without notifying the requestor that it has been closed out. Customers would appreciate more proactive communication about their requests and a more user-friendly, intuitive and transparent work order request system.

- Some survey respondents reported concerns about cleanliness, especially at police stations and public restrooms, and a general lack of custodial attention. In the case of the police station, however, the Police Department is responsible for managing the janitorial services provided in their facilities.

- Some survey respondents reported concerns about incomplete or incorrect repairs and deferred maintenance more generally, though most acknowledged staffing constraints of the building services unit as a challenge.

When asked to identify one thing that would improve services offered by the Building Services division, survey respondents focused primarily on adding more positions to: a) respond more quickly to work order requests, and b) address deferred maintenance. Other major themes focused on improving the city's work order request system and being more proactive with customer communication, as documented in Table 40.

Table 40. Top Three Changes that Would Improve the Building Services Division

Top Three Changes	Responses
Add new positions*	27 (42%)
Improve work order request system	11 (17%)
Communicate proactively with customer	9 (14%)
TOTAL RESPONSES	65

Four of these respondents recommended that new positions be used to address deferred maintenance; three other respondents recommended that new positions be used to respond to work order requests.

Levels of customer satisfaction vary considerably across City departments. Survey respondents from the Fire department exhibited the lowest levels of satisfaction with the Building Services division, as shown in Figure 24.

Figure 24. Overall Satisfaction with Building Services by Department
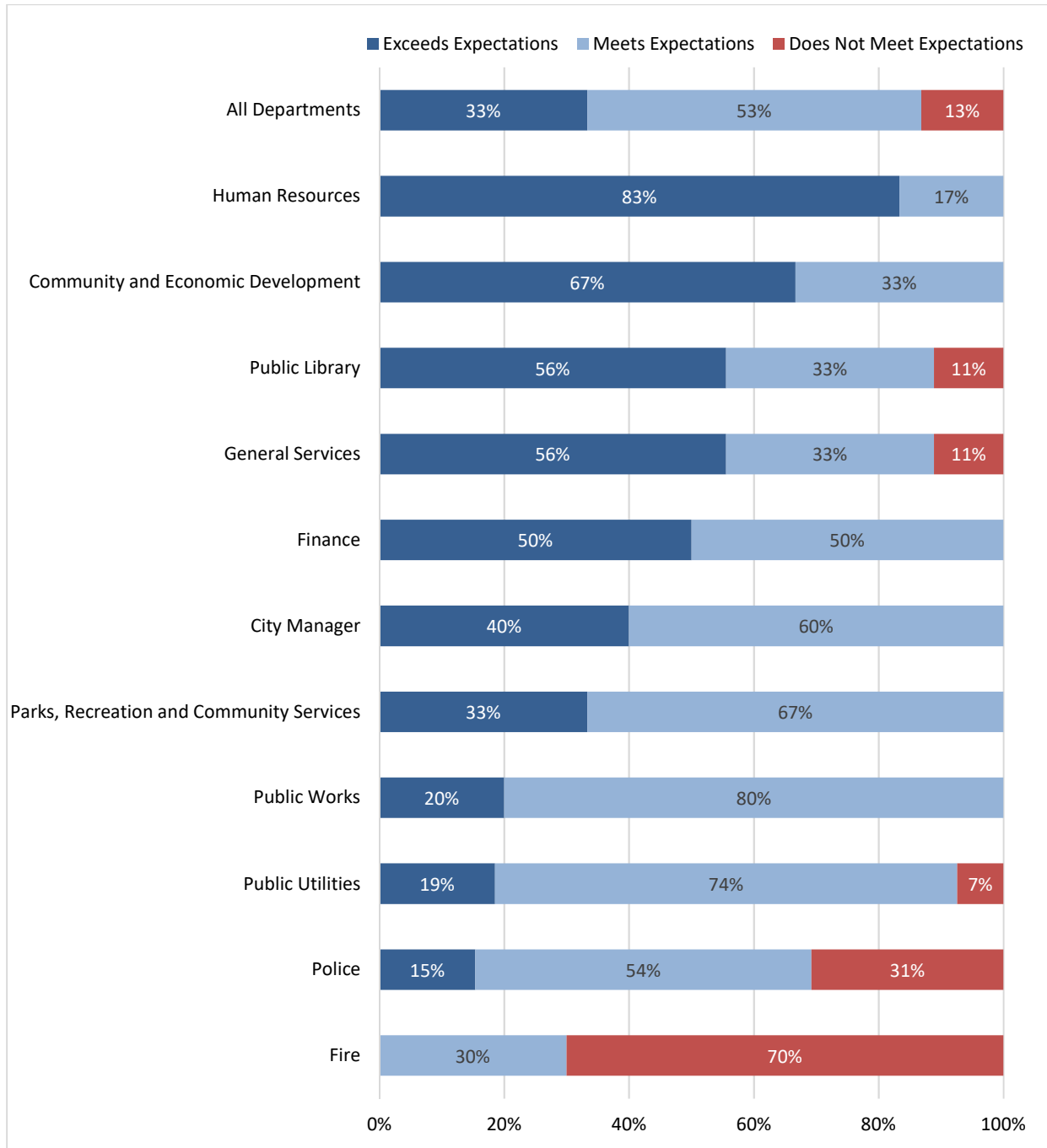
Note: Departments with fewer than four responses to this question were excluded from the above data. Excluded departments include: City Clerk and Innovation and Technology. It is noted that only 11 employees from the Fire Department less than 5% of its total workforce, and 17 employees from the Police Department, less than 9% of its total workforce, completed the survey.

Fleet Management

The survey began by asking respondents how often they use fleet management services in their current position. Only respondents who use these services at least occasionally were asked to assess their satisfaction. Table 41 shows that 201 employees responded to this survey question and that 111 (55%) of those reported using fleet management services at least occasionally.

Table 41. *How often do you use the services of the Fleet Management division in your current position?*

Answer Choices	Response	Total
Very Frequently (weekly)	24 (12%)	**111 (55%)** Use at least "Occasionally"
Frequently (once a month or more)	31 (15%)	
Occasionally (several times a year)	56 (28%)	
Never	90 (45%)	**90 (45%)**
TOTAL ANSWERED		201

Respondents were asked to think about their recent interactions with the Fleet Management division and indicate the degree to which their expectations were met across different elements of customer service. Table 42 shows that the majority of respondents said that the Fleet Management division meets expectations across every category. The highest levels of satisfaction were found in the knowledge and professionalism of staff. The lowest levels of satisfaction were found in the ease of the vehicle replacement process and the information received about preventative maintenance of city vehicles.

Table 42. *Customer Satisfaction for the Fleet Management division*

Answer Choices	Exceeds Expectations	Meets Expectations	Does Not Meet Expectations	Don't Know
1. Accessibility of staff	26 (26%)	**71 (70%)**	4 (4%)	5
2. Communication with staff	30 (30%)	**63 (62%)**	8 (8%)	5
3. Knowledge of staff	31 (33%)	**60 (63%)**	4 (4%)	10
4. Professionalism of staff	37 (37%)	**63 (62%)**	1 (1%)	5
5. Responses to special requests	27 (30%)	**55 (60%)**	9 (10%)	14
6. Technical support for operational needs	22 (25%)	**61 (69%)**	6 (7%)	17
7. Timeliness in responding to requests	23 (23%)	**65 (66%)**	11 (11%)	7
8. Ease of making a fleet maintenance request	28 (29%)	**65 (66%)**	5 (5%)	8
9. Ease of vehicle replacement process	16 (20%)	**42 (53%)**	21 (27%)	27
10. Information you receive about preventative maintenance of your city equipment/vehicle	15 (17%)	**53 (62%)**	18 (21%)	19
11. Quality of repairs on your city equipment/vehicle	17 (18%)	**63 (67%)**	14 (15%)	11
12. Timeliness of vehicle repairs on city equipment/vehicles	13 (14%)	**58 (63%)**	21 (23%)	11

Survey respondents were invited to elaborate on their responses to the above questions by sharing why they thought services exceeded or did not meet expectations. Some commonly mentioned themes are described below:

- Many survey respondents expressed satisfaction with the timeliness of service, noting how quickly fleet management staff respond to requests and generally how accessible they are.
- Some survey respondents recognized that the fleet management is stretched too thin with regard to the number of vehicles/equipment they must maintain.
- Some survey respondents were pleased with the level of knowledge and professionalism demonstrated by the fleet management staff, noting that they take the time to explain repairs so that you understand.
- The most common complaint was that vehicle replacement took too long.
- Some survey respondents expressed a desire for more comprehensive inspections that identify issues that are not annotated on a work request.
- Some survey respondents noted that they used to receive emails requesting an appointment for preventative maintenance, but this has not happened for some time.
- Survey respondents from the Fire Department expressed concern that repair times were too long (likely due to limited staffing, missing parts or lack of reserves). They would prefer repairs to be handled at the station, which could limit out of service times.

When asked to identify one thing that would improve services offered by the Fleet Management division, many survey respondents (25%) focused on adding more employees. Other major themes focused on a) enhancing capacity to do mobile repairs and inspections, as well as picking up and returning vehicles that need service, b) taking the time to do a comprehensive inspections after all service appointments so that repairs unspecified in the work order request can be addressed early on, c) improving how billing and repairs are communicated to customers, including whether a repair needs to be outsourced and when it is scheduled to be complete, and d) improving vehicle turnarounds by better stocking parts and better managing fleet repair contractors to ensure timely return of vehicles. A summary of these responses is provided in Table 43.

Table 43. Top Five Changes that Would Improve the Fleet Management Division

Top Five Changes	Responses
More employees	8 (25%)
Mobile service delivery and vehicle pick up	5 (16%)
Comprehensive service (vehicle inspections)	5 (16%)
Communication on billing, repairs and turnaround	5 (16%)
Timely vehicle turnaround	4 (13%)
TOTAL RESPONSES	32

Levels of customer satisfaction vary considerably across City departments. Survey respondents from the Fire department exhibited the lowest levels of satisfaction with the Fleet Management division, as shown in Figure 25.

Figure 25. Overall Satisfaction with Fleet Management Services by Department
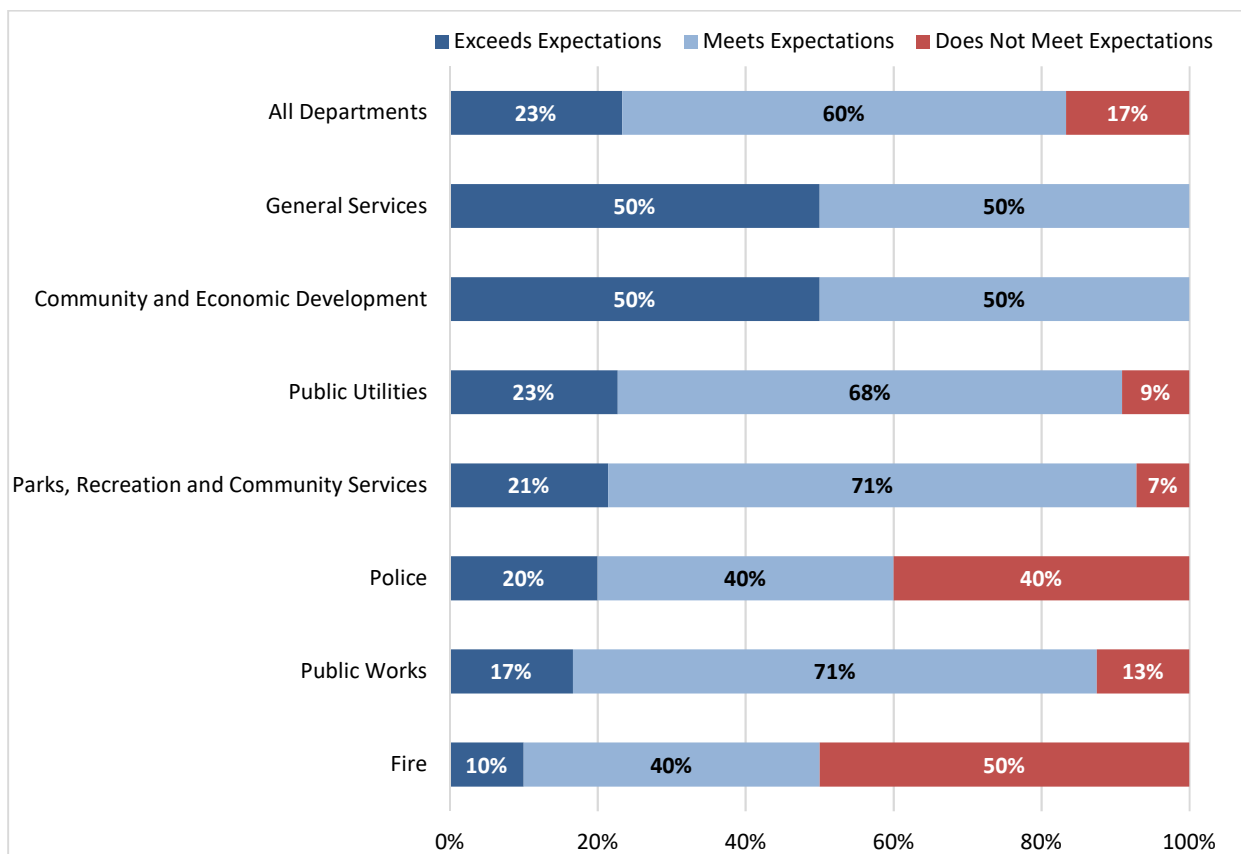
Note: Departments with fewer than four responses to this question were excluded from the above data. Excluded departments include: City Attorney, City Clerk, City Manager, Finance, Innovation and Technology, and the Public Library.

Publishing and Mail Services

The survey began by asking respondents how often they use publishing and mail services in their current position. Only respondents who use these services at least occasionally were asked to assess their satisfaction. Table 44 shows that 195 employees responded to this survey question and that 119 (61%) of those reported using publishing and mail services at least occasionally.

Table 44. How often do you use the services of the Publishing and Mail Services division in your current position?

Answer Choices	Response	Total
Very Frequently (weekly)	43 (22%)	**119 (61%)**
Frequently (once a month or more)	18 (9%)	Use at least
Occasionally (several times a year)	58 (30%)	"Occasionally"
Never	76 (39%)	**76 (39%)**
	TOTAL ANSWERED	195

Respondents were asked to think about their recent interactions with the Publishing and Mail Services division and indicate the degree to which their expectations were met across different elements of customer service. Table 45 shows that the majority of respondents said that the Publishing and Mail Services division meets expectations across every category. The highest levels of satisfaction were found in the customer service, knowledge and professionalism of staff. Very few survey respondents claimed that services did not meet expectations.

Table 45. Customer Satisfaction for the Publishing and Mail Services Division

Answer Choices	Exceeds Expectations	Meets Expectations	Does Not Meet Expectations	Don't Know
1. **Accessibility of staff**	38 (34%)	**69 (62%)**	4 (4%)	7
2. **Communication with staff**	42 (39%)	**60 (56%)**	6 (6%)	9
3. **Knowledge of staff**	43 (41%)	**60 (57%)**	3 (3%)	12
4. **Professionalism of staff**	45 (40%)	**64 (57%)**	3 (3%)	6
5. **Customer service of staff**	50 (45%)	**57 (51%)**	5 (4%)	6
6. **Mail routing service**	39 (35%)	**70 (62%)**	4 (4%)	5
7. **Quality of printed materials**	33 (32%)	**67 (66%)**	2 (2%)	16
8. **Turnaround time from request to delivery**	36 (35%)	**63 (61%)**	4 (4%)	15

Survey respondents were invited to elaborate on their responses to the above questions by sharing why they thought services exceeded or did not meet expectations. Some commonly mentioned themes are described below:

- The majority of survey respondent comments focused on how friendly, kind, pleasant and helpful Publishing and Mail Services division staff are. Respondents were also pleased with how courteous and knowledgeable staff are when completing requests.
- Some survey respondents expressed concerns about the reliability of interoffice mail (it can be suspended due to limited staffing and sometimes gets routed to the incorrect location).
- Some survey respondents suggested that printing requests are handled more quickly or effectively when an outsourced printer is used.

When asked to identify one thing that would improve services offered by the Publishing and Mail Services division, many survey respondents (33%) focused on adding more employees. The remaining responses did not revolve around any other major themes, although two respondents did propose that more print jobs be handled in house, while two others proposed that more print jobs be contracted. A summary of these responses is provided in Table 46.

Table 46. Top Three Changes that Would Improve the Publishing and Mail Services Division

Top Three Changes	Responses
More employees	5 (33%)
Handle more print jobs in house	2 (13%)
Contract more print jobs to outside vendors	2 (13%)
TOTAL RESPONSES	15

Levels of customer satisfaction vary considerably across City departments, but very few departments noted any dissatisfaction with this service, as shown in Figure 26.

Figure 26. Overall Satisfaction with Publishing and Mail Services by Department
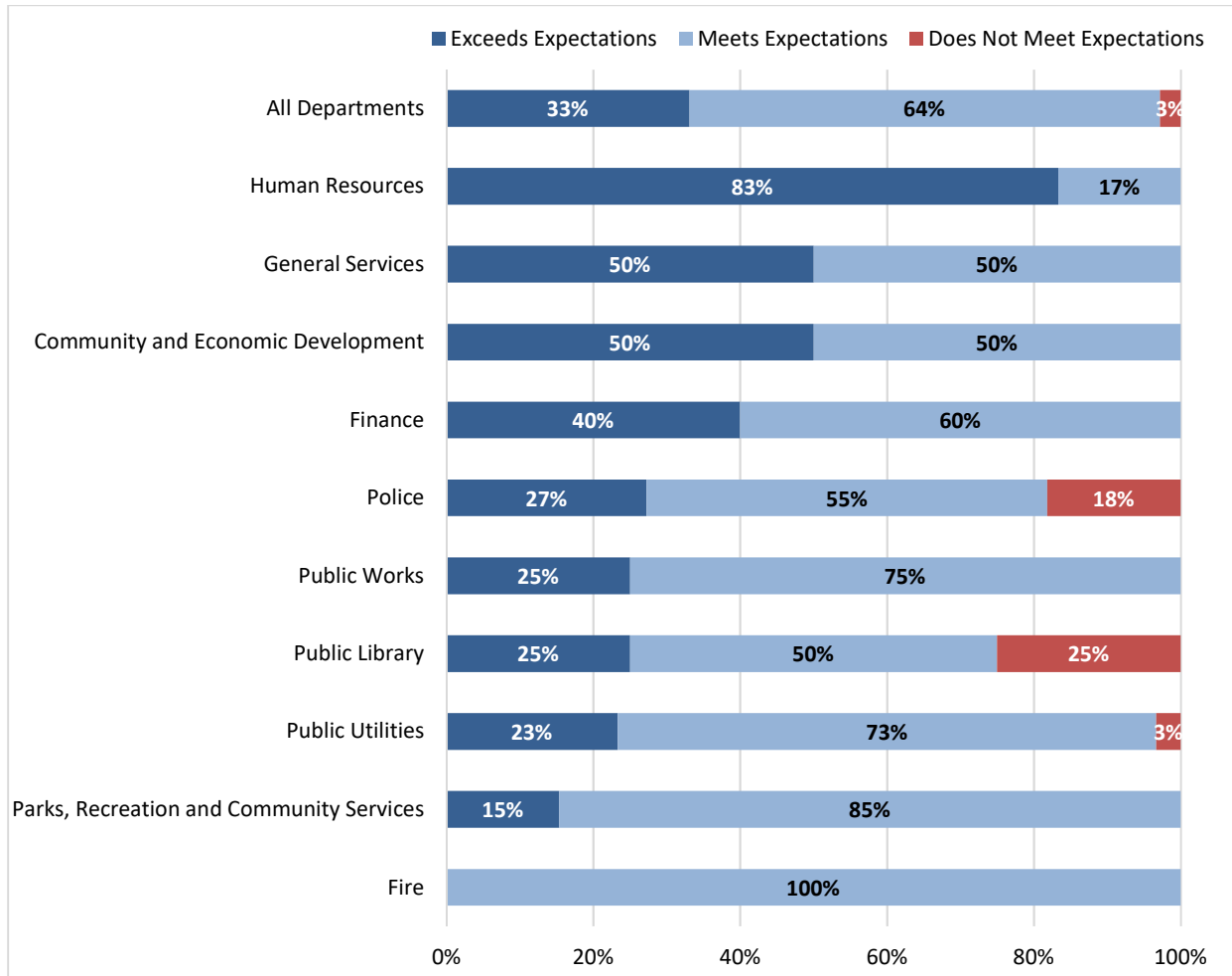
Note: Departments with fewer than four responses to this question were excluded from the above data. Excluded departments include: City Attorney, City Clerk, City Manager, and Innovation and Technology.

Attachment D – Comparative Peer Research Responses

As part of this project, Management Partners issued two separate peer surveys to collect information on staffing levels and organizational structure.

3. Airports – this survey was sent to five airport operators of similar size to Riverside Municipal Airport and was focused on airport operation, budget and staffing levels, performance/workload measures and general operating practices.
4. Non-Airport Services – this survey was sent to seven peer cities and was focused on budget and staffing levels, organizational structure, performance/workload measures and general operating practices for fleet maintenance, building/facility maintenance and publishing services.

To the extent that survey responses were not received, Management Partners used publicly available data to the extent that it was available.

The responses to the survey are indicated below.

Airport Services

Airport Features and Workload Indicators

Table 47 provide general airport information for each peer airport. Riverside's longest runway length exceeds all but Chino (KCNO). The number of spaces available and aircraft based at the airport is the lowest of the peers; however, it has the largest occupancy rate at 82%.

Table 47. General Airport Information

General Information	Corona Municipal Airport (AJO)	Redlands Municipal Airport (REI)	Riverside Municipal Airport (KRAL)	Chino Airport (KCNO)	Brackett Field Airport La Verne (POC)	Cable Airport Upland (CCB)
Number of runways	2	1	2 (+1 helipad)	3	2	1 (+2 helipads)
Length of longest runway (linear feet)	3,200	4,505	5,400	7,000	4,840	3,863
Number of aircraft based at airport	250	237	206	650	482	227
Total number of spaces for based aircraft at airport (including both hanger and tiedown spaces that are filled or vacant)	589	450	291	Unknown	Unknown	Unknown
Percent of spaces occupied	42%	53%	82%	Unknown	Unknown	Unknown

Sources: Peer survey (Corona, Redlands and Riverside); Airnav.com (Number of runway and runway length for Chino, Brackett and Cable; based aircraft for Cable); Adopted budget (based aircraft for Chino); airport website (based aircraft for Brackett).

Table 48 provides information regarding flight schools operating at each airport. Riverside has the largest number of flight schools at seven.

Table 48. Flight School General Information

General Information	Corona Municipal Airport (AJO)	Redlands Municipal Airport (REI)	Riverside Municipal Airport (KRAL)
Number of Flight Schools Operating at Airport	1	1	7*
Estimated Number of Student Pilots Served in FY 2016-17	Unknown	Unknown	220

Embry-Riddle flight school is for classroom studies only.

Table 49 and Figures 26 and 27 indicate local and transit operations data for each airport. Data in Table 49 were provided by peer agency responses. The percentage allocation of local and transient operations and airport operations per day were publicly available for every airport and is shown in Figures 26 and 27, respectively. Riverside is a much busier airport than the other two municipally operated airports in terms of number of operations but is only slightly above the peer average of 255 operations per day. Riverside has a higher percentage of transient operations for all airports other than Brackett Field (POC), likely due to the thriving flight school operations available at the airport.

Table 49. Local and Transient Operations for FY 2016-17

Number of Operations by Type	Corona Municipal Airport (AJO)	Redlands Municipal Airport (REI)	Riverside Municipal Airport (KRAL)
Local Operations	Unknown	30,000	58,710
Transient Operations	Unknown	10,000	44,290
TOTAL	**~30,000 to 40,000**	**40,000**	**103,000**
Percent of Local Operations Likely Attributed to Flight School Activity	2%	Unknown	70%

Figure 27. Percentage Allocation of Local and Transient Operations
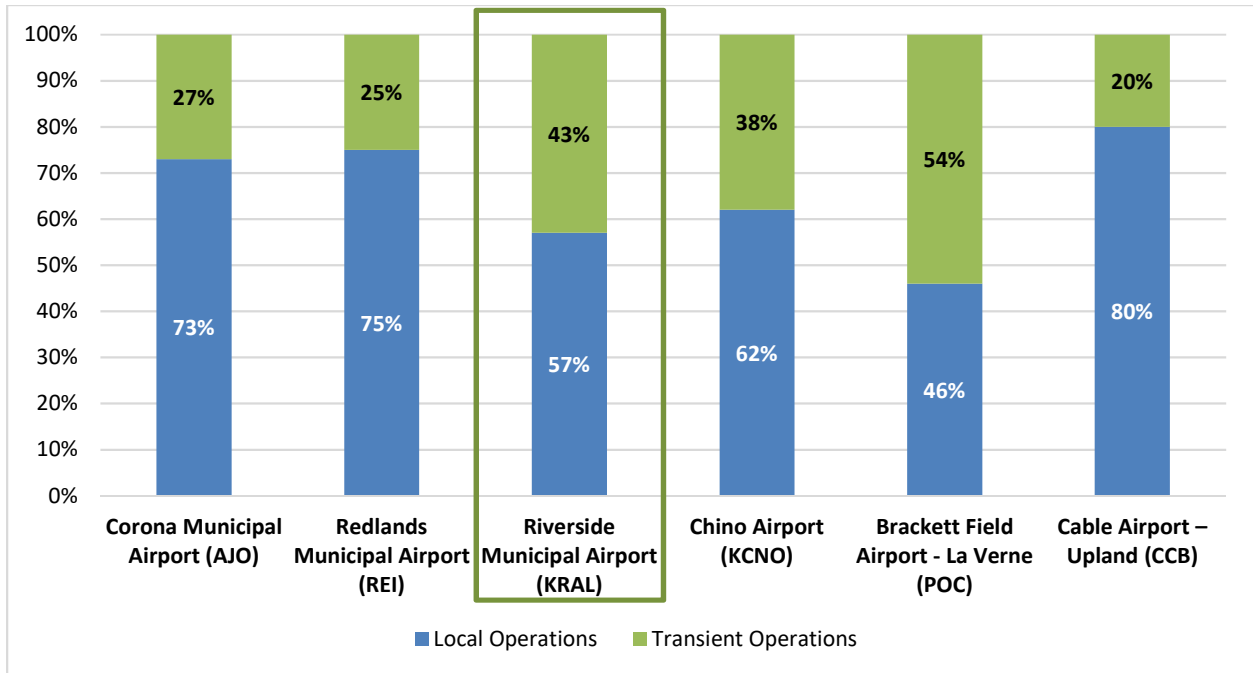
Sources: Peer survey – data reported for FY 2016-17 (Redlands and Riverside); Airnav.com – data reported for 12 months prior to May 24, 2018 (Corona, Chino, Brackett and Cable).

Figure 28. Airport Operations per Day
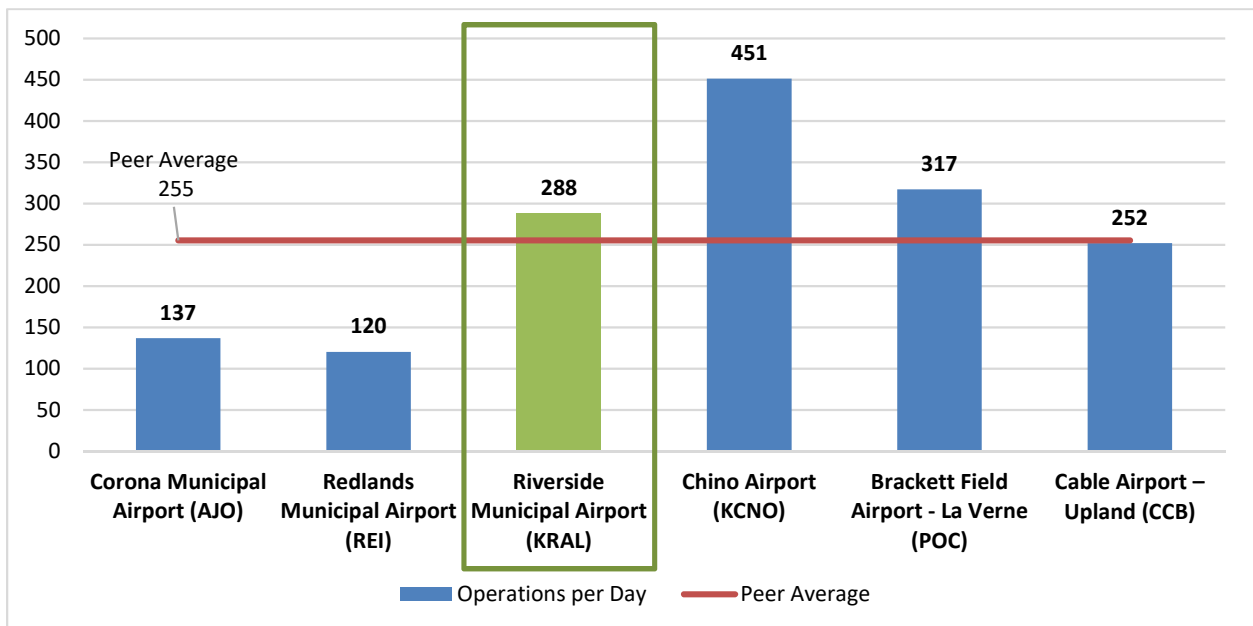
Source: Airnav.com.
Note: Data are presented for different periods of time depending on airport. Data are reported for a 12-month period ending in: December 2014 (Brackett), September 2016 (Chino), August 2016 (Cable), December 2016 (Riverside and Redlands).

Airport Budget and Staffing

Airport revenues and expenditures as budgeted for FY 2017-18 are presented in Table 50 for the two city-owned airports that responded to the survey. Riverside's financial operations well exceed those of Corona (AJO) and Redlands (REI).

Table 50. Airport Budgeted Revenues and Expenditures for FY 2017-18

	Corona Municipal Airport (AJO)	Redlands Municipal Airport (REI)	Riverside Municipal Airport (KRAL)
Revenue			
Airport Operations Revenue (i.e., landing fee, transient parking, etc.)	$0	$20,525	$2,000
Lease Revenue (for aviation and non-aviation leases)	$240,000	$278,072	$1,232,000
Other	$37,000	$348,000	$109,000
TOTAL REVENUES	**$257,000**	**$646,597**	**$1,343,000**
Expenditures			
Personnel (salaries and benefits)	$0	$100,170	$621,100
Contracts and Professional Services	$60,127	$558,051	$454,600
Other Operating Expenditures	$76,156	$93,390	$202,300
TOTAL EXPENDITURES	**$136,000**	**$751,611**	**$1,278,000**

Tables 51 and 52 indicate the reliance each municipally owned airport has on contracted versus city staff to handle maintenance and operations. Corona relies extensively on contractors, whereas Redlands shares duties equally between contractors and city staff for airport grounds and facilities maintenance. Riverside uses contractors for runway/taxiway and airport facilities but relies primarily on use of city staff to maintain and manage the airport.

Table 51. Service Delivery Profile of Airport Operations

Airport Functions	Corona Municipal Airport (AJO)		Redlands Municipal Airport (REI)		Riverside Municipal Airport (KRAL)	
	Percentage by Contractors	Percentage by In-house Staff	Percentage by Contractors	Percentage by In-house Staff	Percentage by Contractors	Percentage by In-house Staff
Runway and Taxiway Maintenance	100%	0%	0%	100%	20%	80%
Property Management	70%	30%	0%	100%	0%	100%
Airport Grounds Maintenance	100%	0%	50%	50%	0%	100%
Airport Facilities/Building Maintenance	80%	20%	40%	60%	20%	80%
Other	None	None	None	None	None	None

Note: Redlands Municipal Airport has no assigned maintenance staff. Other divisions provide maintenance support for airport.

Table 52. Budgeted Airport Staffing for FY 2017-18

Positions	FTE	Notes
Corona Municipal Airport (AJO)		
Administrative Manager IV - Airport Administrator	0.25	Airport operations primarily contracted
Maintenance Technicians	0.25	
TOTAL	**0.5**	
Redlands Municipal Airport (REI)		
Airport Supervisor	1.0	Airport operations partly contracted
TOTAL	**1.0**	
Riverside Municipal Airport (KRAL)		
Airport Manager	1.0	Few services within airport operations are contracted
Administrative staff	2.0	
Airfield operations	3.0	
TOTAL	**6.0**	
Chino Airport (KCNO)		
TOTAL	**7.0**	Position list not publicly available

Source: Peer survey (Corona, Redlands, and Riverside); Adopted budget (Chino).

Airport Asset Management

Table 53 provides responses for the extent each municipally-owned airport relies on asset management technology. Corona has no asset management in place, whereas Redlands has inventoried their assets and have performed condition assessments on each. Only Riverside uses asset management software in support of its asset management initiatives.

Table 53. Airport Asset Management

Question	Corona Municipal Airport (AJO)	Redlands Municipal Airport (REI)	Riverside Municipal Airport (KRAL)
Do you have an inventory/list of the airport's buildings and equipment?	No	Yes	Yes
What percent of airport assets (buildings and equipment) have up-to-date condition assessments? (i.e., completed in the past five years)	Not applicable	100%	100%
Do you use an asset management software?	No	No	Yes

Non-Airport Services

Fleet Maintenance

Table 54 presents operating expenditure information for fleet management services among peer agencies. Riverside maintains the most vehicles of those cities for which data were available, but its fleet maintenance expenditures are less that the peer average for other agencies.

Table 54. Fleet Maintenance Operating Expenditures for FY 2017-18

City	Number of Vehicles/ Equipment (Units)	Fleet Maintenance Budgeted Expenditures	Fleet Maintenance Budgeted Expenditures per Citywide FTE	Fleet Maintenance Budgeted Expenditures as a Percent of Citywide Expenditures	Fleet Maintenance Budgeted Expenditures per Unit
Riverside	1,687	$13,166,120	$5,828	1.8%	$7,804
Anaheim	1,050	$8,886,169	$4,571	0.7%	$8,463
Bakersfield	Unknown	$15,787,446	$10,386	4.2%	Unknown
Chula Vista	Unknown	$3,504,543	$3,526	1.1%	Unknown
Fontana	459	$3,398,310	$5,952	1.8%	$7,404
Fresno	1,900	Unknown	Unknown	Unknown	Unknown
Long Beach	Unknown	$64,826,754	$11,862	3.7%	Not available
Moreno Valley	307	$1,654,010	$4,646	0.9%	$5,388
PEER AVERAGE	929	$16,342,872	$6,824	2.1%	$7,085

Sources: Peer Surveys (Anaheim and Moreno Valley). Adopted City Budgets, FY 2017-18. Fleet maintenance expenditures exclude costs associated with capital improvement projects (CIP) and debt service and include departmental indirect costs and overhead, when possible.

Table 55 indicates the level of full-time fleet maintenance staffing for each agency, and Table 56 provides staffing based upon position/classification as well as noted contracted services for the two agencies that responded to the peer survey. Riverside's staffing is consistent with the peer average as well as the staffing per 100 units.

Table 55. Fleet Maintenance Full-time Staffing for FY 2017-18

City	Fleet Maintenance Full-time Staffing	Fleet Maintenance Staffing as a Percent of Citywide Staffing	Fleet Maintenance Staffing per 100 Vehicle/ Equipment Units
Riverside	42.6	1.9%	2.5
Anaheim	35.5	1.8%	3.4
Bakersfield	48.0	3.2%	Unknown
Chula Vista	9.0	0.9%	Unknown
Fontana	10.0	1.8%	2.2

City	Fleet Maintenance Full-time Staffing	Fleet Maintenance Staffing as a Percent of Citywide Staffing	Fleet Maintenance Staffing per 100 Vehicle/ Equipment Units
Fresno	60.3	1.7%	3.2
Long Beach	120.5	2.2%	Unknown
Moreno Valley	4.0	1.1%	1.3
PEER AVERAGE	41.0	1.8%	2.5

Sources: Peer Surveys (Anaheim and Moreno Valley). Adopted City Budgets, FY 2017-18. Staffing includes only authorized, full-time positions. Citywide staffing includes positions supported by all funds.

Table 56. Fleet Maintenance Staffing (FTE) and Contract Services Profiles for FY 2017-18

Position Classifications	Anaheim[1]	Moreno Valley[2]	Riverside
Superintendent/Manager/Administrator	2.00	-	1.75
Administrative staff	3.50	-	2.00
Supervisor	6.00	1.00	3.00
Vehicle Technician	20.00	3.00	23.00
Storekeeper	3.00	-	3.00
Analyst	1.00	-	0.80
Equipment Service Worker	-	-	6.00
Tire Specialist	-	-	1.00
Service Writer	-	-	1.00
Metal Shop Technician	-	-	1.00
TOTAL FTE	35.50	4.00	42.55[3]
Noted contract services	• Fuel management • Autobody repair • Towing	• Specialized towing • Light bar wiring and installation	• Towing • Painting • Smog

[1]*The Anaheim administrative analyst, senior secretary and management assistant positions also support the facility maintenance functional area.*

[2]*Moreno Valley fleet team is also responsible for emergency/storm response, mobile welding/fabrication, and receiving/ forklift operation.*

[3]*An updated Riverside department organization chart noted 42.55 FTE for fleet maintenance, which conflicts slightly with authorized staffing levels noted in the adopted budget (38.0 FTE). The FTE count provided in the department organization chart was used.*

Table 57 compares operating and capital budget expenditures with the two agencies that responded to the survey. Riverside's operating costs per vehicle/equipment unit are between the two agencies at $7,804 per unit.

Table 57. Fleet Maintenance Budgeted Expenditures for FY 2017-18

	Anaheim	Moreno Valley	Riverside
OPERATING			
Personnel (Salaries and Benefits)	$4,245,936	$428,442	$4,177,969
Professional Services	$426,565	$26,644	$144,272
Parts	$1,729,889	$475,266	$40,848
Fuel	$1,398,192	$640,245	$1,308,900
Other Expenditures (including indirect costs and overhead)	$1,085,587	$83,413	$7,494,130
TOTAL OPERATING EXPENDITURES	**$8,886,169**	**$1,654,010**	**$13,166,120**
TOTAL OPERATING EXPENDITURES PER UNIT	**$8,463**	**$5,387**	**$7,804**
CAPITAL			
Capital Expenditures (shop equipment, fuel dispensers, etc.)	$4,282,411	$4,218,556	$2,181,582

Table 58 compares the composition of current fleet inventory for the two agencies that responded to the survey.

Table 58. Current Fleet Inventory

	Anaheim	Moreno Valley	Riverside
Law enforcement patrol	188	28	149
Sedans (including undercover units)	143	9	92
Pickups, vans and SUVs	278	143	375
Other light-duty trucks (class 1 to 5)		Included above	8
Fire apparatus	27	15	14
Medium- and heavy-duty trucks (class 6 to 8)	168	18	177
Motor driven construction equipment (e.g., loaders, dozers, graders, pavers)	50	12	45
Miscellaneous equipment (e.g., trailers, compressors, landscape equipment)	196	82*	827
TOTAL UNITS	**1,050**	**307**	**1,687**

Does not include handheld power equipment.

Table 59 provides an overview of certain fleet maintenance operating characteristics for the agencies that responded to the survey.

Table 59. Overview of Fleet Maintenance

	Anaheim	Moreno Valley	Riverside
What fleet management software system does your city use (if any)?	FASTER	MITCHEL MANAGER SE	Asset Works

	Anaheim	Moreno Valley	Riverside
What criteria does your city use to replace city vehicles?	Combination of age, mileage and accumulated "points" as indicated in FASTER system. Any vehicle with greater than 15 points is considered for replacement.	Age, mileage and cost of ownership	15 years/150,000 miles Cost of ownership
Are city vehicles equipped with Global Positioning System (GPS) technology?	Yes (used to collect vehicle telematics)	No	Yes – 24 units
Does your city have an internal service fund or similar fund dedicated to replacing fleet vehicles?	Yes (Public Utilities Department and Public Works Operations division do not contribute)	Yes (all departments contribute)	Yes, but for general fund vehicles only (25% of fleet).

Table 60 focuses on the policies related to take-home vehicles for each agency that responded to the survey compared to Riverside.

Table 60. Overview of Take-Home Vehicle Policy

	Anaheim	Moreno Valley	Riverside
Does the city have a take-home policy for city vehicles?	**Yes**	**Yes**	**Yes**
Minimum criteria described in the policy	• Response is required during off hours to locations other than normal worksite handle/manage emergencies • Job routinely requires transporting and/or storing a City resource	• Personnel assigned to emergency response stand-by duty • Personnel on stand-by required to respond within 30-minutes	• Emergency response • Special equipment • Economic benefit to the City
Positions authorized to take home city vehicles	• Positions vary, but request must: • Meet a specific City need • Be recommended, in writing, and receive approval from the department head or designee • Be submitted for renewal/ reconsideration each year	• Not provided	• Approximately 25 to 30 various positions • Decided by department heads with approval from City Manager

Table 61 presents fleet maintenance performance measures used by peer agencies for which information was available.

Table 61. Fleet Maintenance Performance Measures

City	Performance Measures
Riverside	1. Total cost per mile (Pending) 2. Parts cost per mile (Pending) 3. Tire cost per mile (Pending) 4. Fuel cost per mile (Pending) 5. Miles per gallon per class (Pending) 6. Fuel consumption (Pending) 7. Idle time percentage (Pending implementation of telematics) 8. Utilization (Policy under review, pending for M5) 9. PM Compliance (Active) 10. Accident frequency (Active) 11. Average mileage per vehicle class (Pending) 12. Scheduled vs. non-scheduled work (Pending) 13. Work Order aging/open (Active) 14. Accident Frequency
Anaheim	1. Vehicle uptime 2. Fleet utilization 3. Average age 4. Cost-per-mile 5. PM compliance rate 6. Comeback ratio 7. Turnaround time 8. Parts fill rate 9. Inventory turns
Long Beach	1. Percent of preventive maintenance services for city vehicles completed on time 2. Average response time for light-duty vehicles 3. Percent of alternative fueled vehicles in the fleet
Moreno Valley	1. Cost 2. Age 3. Mileage 4. Inventory 5. Regulatory Compliance 6. Preventative Maintenance 7. Down Time 8. Asset Utilization

Source: Peer survey (Anaheim and Moreno Valley), Adopted Budget (Long Beach).

Building/Facility Maintenance

Table 62 presents operating expenditure information for building/facility management services among peer agencies. Riverside's maintenance expenditures are less than the peer average for other agencies for which data were available.

Table 62. Building Maintenance Operating Expenditures for FY 2017-18

City	Building Maintenance Budgeted Expenditures	Building Maintenance Budgeted Expenditures per Citywide FTE	Building Maintenance Budgeted Expenditures as a Percent of Citywide Expenditures
Riverside	$3,047,045	$1,349	0.4%
Anaheim	$10,080,641	$5,186	0.7%
Bakersfield	Unknown	Unknown	Unknown
Chula Vista	Unknown	Unknown	Unknown
Fontana	$5,771,520	$10,108	3.0%
Fresno	Unknown	Unknown	Unknown
Long Beach	Unknown	Unknown	Unknown
Moreno Valley	$1,510,662	$4,243	0.8%
PEER AVERAGE	$5,787,608	$6,512	1.5%

Sources: Adopted City Budgets, FY 2017-18. Building maintenance expenditures exclude costs associated with capital improvement projects (CIP) and debt service and include departmental indirect costs and overhead, when possible.

Table 63 provides information regarding staffing of building maintenance functions among peer agencies, and Table 64 provides staffing based upon position/classification as well as noted contracted services for the two agencies that responded to the peer survey. Riverside's staffing levels are lower than the peer average in terms of full-time staffing and as a percentage of citywide staffing levels.

Table 63. Building Maintenance Full-time Staffing for FY 2017-18

City	Building Maintenance Full-time Staffing	Building Maintenance Staffing as a Percent of Citywide Staffing
Riverside	15.00	0.7%
Anaheim	30.25	1.6%
Bakersfield	Unknown	Unknown
Chula Vista	28.00	2.8%
Fontana	13.70	2.4%
Fresno	19.00	0.5%
Long Beach	Unknown	Unknown
Moreno Valley	7.00	2.0%
PEER AVERAGE	19.59	1.9%

Sources: Adopted City Budgets, FY 2017-18. Staffing includes only authorized, full-time positions. Citywide staffing includes positions supported by all funds.

Table 64. Building/Facility Maintenance Staffing (FTE) for FY 2017-18

Position Classifications	Anaheim[1]	Moreno Valley[2]	Riverside
Superintendent/Manager/Administrator	2.00	1.00	1.00
Supervisor	3.00	1.00	1.00
Contract Specialist	4.00	-	-
Administrative Staff	1.00	1.00	1.00
Electrician	4.00	-	1.00
Facilities/HVAC Mechanic	3.00	1.00	2.00
Lead Maintenance Worker	-	1.00	1.00
Maintenance Worker	11.00	2.00	4.00
Security Guard	2.25	-	-
General Services Worker	-	-	1.00
Custodian	-	-	1.00
Project Manager	-	-	2.00
TOTAL FTE	**30.25**	**7.00**	**15.00[3]**

[1] In Anaheim, the fleet and facility services manager oversees the fleet functional area as well.
[2] In Moreno Valley, two administrative staff members are assigned to both purchasing and facilities.
[3] Riverside General Services Department staff reported 15 FTE for building services, which conflicts slightly with authorized staffing levels noted in the adopted budget (14.25 FTE). We use the FTE count provided by staff.

Table 65 provides service delivery profile information for the two agencies that responded to the survey.

Table 65. Building/Facility Maintenance Service Delivery Profile and Total Staffing for FY 2017-18

	Anaheim		Moreno Valley	
	Percentage by Contractors	Percentage by In-house Staff	Percentage by Contractors	Percentage by In-house Staff
Custodial Services	100%	0%	85%	15%
Building/Facility Maintenance Service Delivery Profile	30%	70%	50%	50%
	Noted contract services: • Lighting/relamping, • Electrical • Plumbing • HVAC repair • Painting • Construction services		*City staff completes all functions, including HVAC, Electrical, Plumbing, Janitorial, Roofing.*	
TOTAL STAFFING	**30.25 FTE**		**7.0 FTE**	

Note: Riverside response not provided.

Table 66 indicates how peer agencies that responded to the survey use seasonal, part-time and/or on-call staffing to supplement service needs.

Table 66. Use of Seasonal, Part-Time and/or On-Call Facility Maintenance Service Providers

	Anaheim	Moreno Valley
Does your city use seasonal, part time and/or on-call facility maintenance service providers?	Yes	Yes
Functions assigned to part-time/on-call providers	• Automated gate/door repair • Construction services • Elevator • Fence • Window repair	• One part-time staff member

Note: Riverside response not provided.

Table 67 provides an overview of number and size of facilities maintained and other operational information from the two agencies that responded to the peer survey.

Table 67. Building/Facility Maintenance Overview

	Anaheim	Moreno Valley
Total number of *square feet* maintained	2,637,590 sq. ft.	406,017 sq. ft.
Total number of *facilities* maintained	253 facilities	37 facilities
Average number of days from receipt of service order to completion	30 days (Response time depends on priority)	7-10 days (estimated; may take more time)
What electronic work order tracking system is used (if any)?	FAMIS (an Accruent, Inc. product)	Mpulse

Note: Riverside response not provided.

Table 68 provides information regarding performance measures used in evaluating performance by the two agencies that responded to the survey.

Table 68. Building/Facility Maintenance Performance Measures

City	Performance Measures
Anaheim	1. Turnaround time 2. Work order aging
Moreno Valley	1. Number of work orders 2. Number of security requests (keycards/access, alarm codes, burglar/fire alarm events, camera investigations) 3. Number of event set-ups 4. Number of routine building inspections performed 5. Number of workspace reconfigurations/relocations 6. Cost of purchasing and facilities, as a percent of General Fund Budget 7. Cost of purchasing and facilities, per capita costs

Note: Riverside response not provided.

Publishing Services (Print Shop)

Table 69 indicates the types of services provided by the two agencies that responded to the survey. Table 70 provides budget information on publishing services. Only Moreno Valley provides centralized publishing services.

Table 69. Publishing Services Service Delivery Profile and Total Staffing for FY 2017-18

	Anaheim		Moreno Valley[1]		Riverside	
	Percentage by Contractors	Percentage by In-house Staff	Percentage by Contractors	Percentage by In-house Staff	Percentage by Contractors	Percentage by In-house Staff
Publishing Services Service Delivery Profile	N/A	N/A	5%	95%	20%	80%
	Noted contract services: • N/A		*Noted contract services:* • High volume prints • Large banners • Specialized binding • Die cuts		*Noted contract services:* • High volume prints • Large banners	
Publishing Services Staffing	N/A		1.0 FTE		3.0 FTE	

[1]*Moreno Valley listed the services provided using in-house staff: Graphic design, motion graphics, 3D design and production, drawings, flyers, invitations, diagrams, maps, advertisements, brochures, newsletters, banners, billboards, cards, guides, tabs, charts, collages, logos, icons, emblems, graphs, proclamations, digital photography, paper publishing, presentations, website design, low-volume printing, architectural design, print binding, video editing.*
[2]*Riverside has one FTE dedicated to the publishing services function, and two FTE dedicated to mail service, but also provide support and services in publishing services.*

Table 70. Publishing Services Budgeted Operating Expenditures for FY 2017-18

Expenditure Type	Anaheim	Moreno Valley	Riverside
Personnel (Salaries and Benefits)	N/A	$56,206	$245,461
Contracts and Professional Services	N/A	$20,000	$10,000
Other Expenditures (including indirect costs and overhead)	N/A	$8,600	$79,959
TOTAL	N/A	**$84,806**	**$335,420**

Table 71 provides staffing levels, and Table 72 indicates services provided, by the agencies that responded to the survey.

Table 71. Publishing Services Staffing (FTE) for FY 2017-18

Position Classifications	Anaheim	Moreno Valley	Riverside
Senior Graphic Designer	N/A	1.0	-
Offset Duplicator/Equipment Operator	N/A	-	3.0
TOTAL FTE	N/A	**1.0**	**3.0**

Table 72. Publishing Services Overview

	Anaheim	Moreno Valley	Riverside[1]
Number of jobs/orders processed in FY 2016-17	N/A	274	Not reported
Total print volume produced in FY 2016-17	N/A	Not available	1,136,906

[1] *Riverside's print volume is for FY 2017-18*

Table 73 indicates the performance measures used by the agencies that responded to our survey.

Table 73. Performance Measures

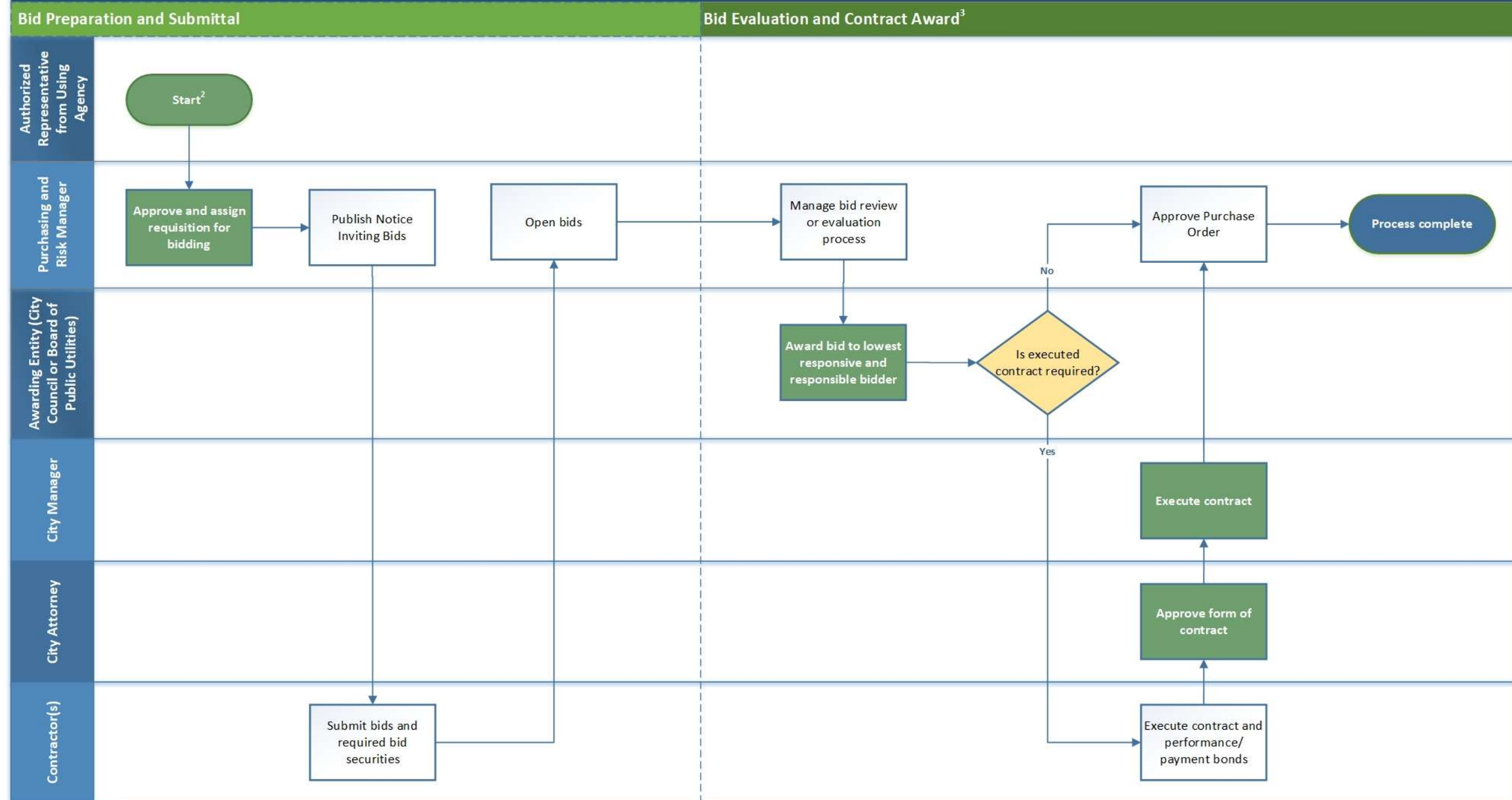| City	Performance Measures
Anaheim	1. Not provided
Moreno Valley	1. Project completion quantity 2. Targeted goal completion 3. Awards and recognitions 4. Number of graphics projects
Riverside	1. Print jobs completed on time

Attachment E – Purchasing Process Maps

City of Riverside General Services Department Performance Assessment and Financial Expenditures Review – Workflow Process for Formal Procurement
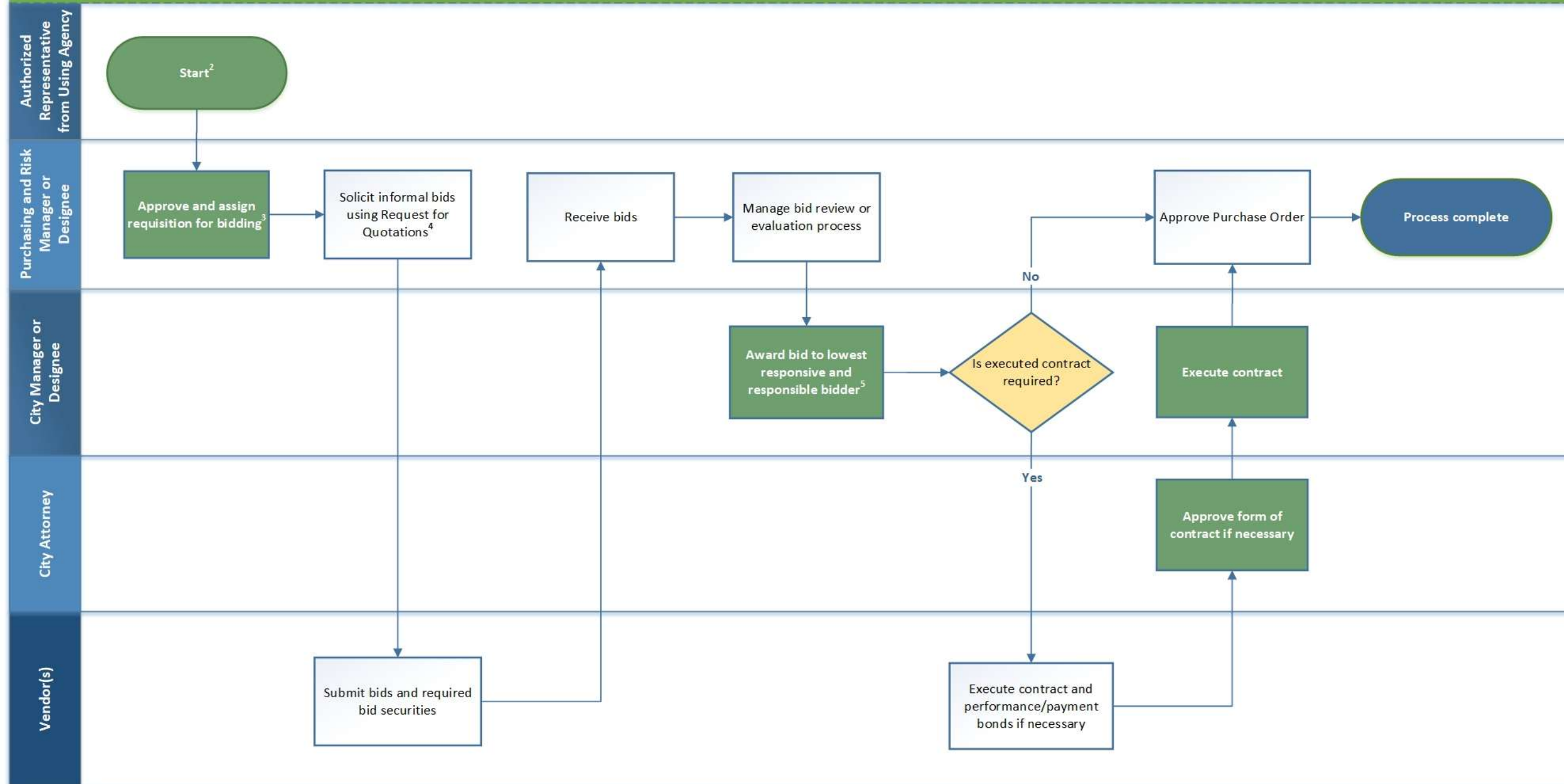
Notes

1. References to "Bid(s)" synonymous with "proposal(s)." Green boxes denote internal control points requiring a signature or other form of approval authorization.
2. Process starts once the Using Agency submits a properly completed and approved purchase requisition to the Purchasing and Risk Manager. The approver is the department head or duly authorized representative.
3. Bid evaluation and contract award phase includes purchasing process steps to determine lowest responsive and responsible bidders and rejecting bids.

City of Riverside General Services Department Performance Assessment and Financial Expenditures Review – Workflow Process for Open Market Procurement

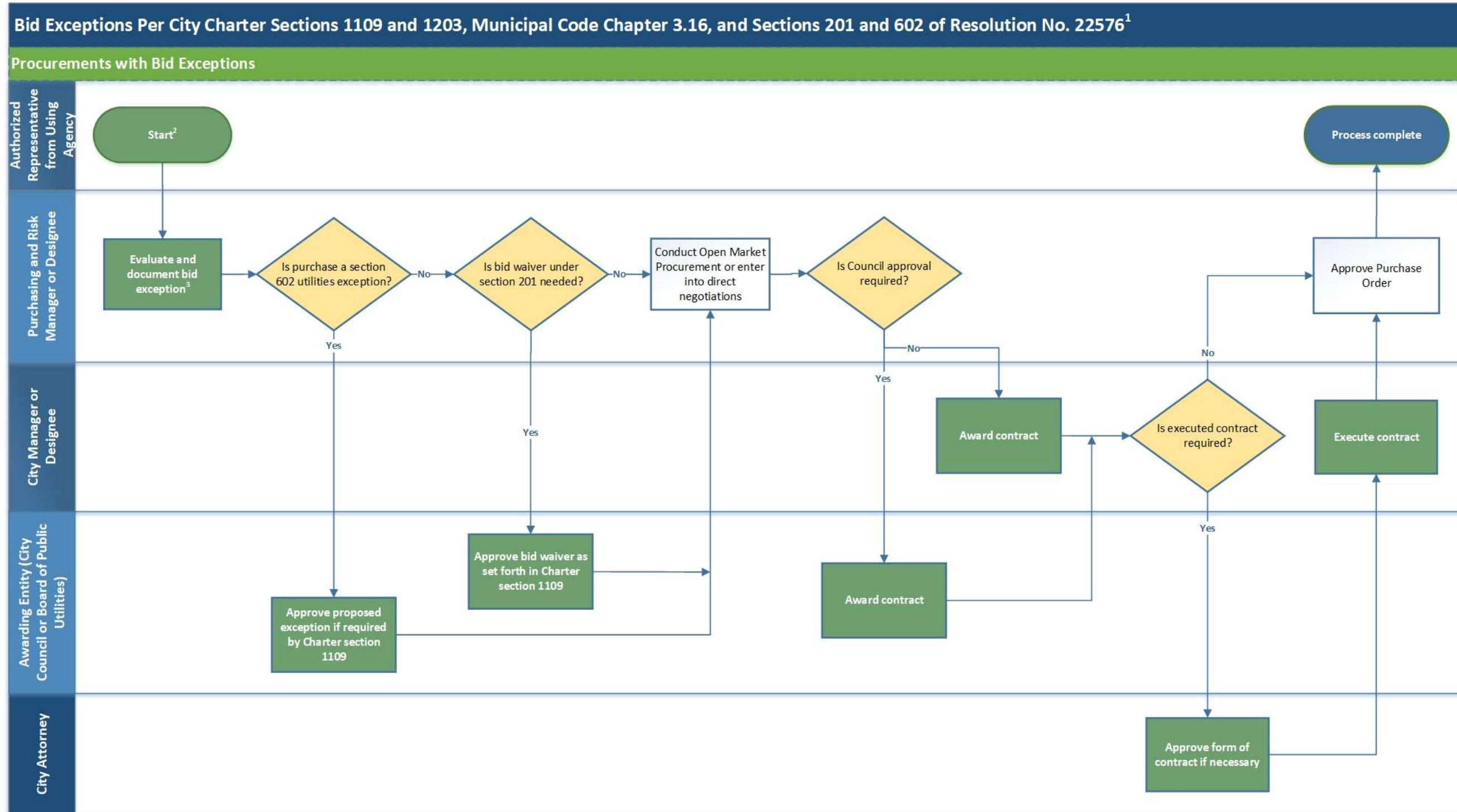Management Partners

Informal Bid Per Resolution No. 22576[1]

Request for Quotations Solicitation

Notes
1. References to "Bid(s)" synonymous with "proposal(s)." Green boxes denote internal control points requiring a signature or other form of approval authorization.
2. Process starts once the Using Agency submits a properly completed and approved purchase requisition to the Purchasing and Risk Manager. The approver is the department head or duly authorized representative.
3. Process may be delegated if the procurement does not involve construction or goods required by section 1109 of the City Charter.
4. The Purchasing and Risk Manager may forego an Open Market Procurement and directly negotiate if so authorized by the Awarding Entity.
5. Section 604 establishes the Purchasing and Risk Manager to be award and rejection authority.

City of Riverside General Services Department Performance Assessment and Financial Expenditures Review – Workflow Process for Bid Exceptions

Management Partners

Bid Exceptions Per City Charter Sections 1109 and 1203, Municipal Code Chapter 3.16, and Sections 201 and 602 of Resolution No. 22576[1]

Procurements with Bid Exceptions

Notes

1. Riverside policies allow several different types of bid exceptions for general goods and services purchases, and for good and services purchases specific to the departments of Public Utilities and Public Works.
2. Process starts once the Using Agency submits a properly completed and approved purchase requisition to the Purchasing and Risk Manager. The approver is the department head or duly authorized representative.
3. Process step includes approval and assignment of properly authorized requisitions from Using Agency. Green boxes denote internal control points requiring a signature or other form of approval authorization.