City of Riverside

Parks, Recreation and Community Services Department Performance Assessment and Financial Expenditures Review

November 2018

Management Partners

November 1, 2018

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

Dear Mr. Zelinka:

Management Partners is pleased to transmit this report detailing the results of the performance assessment of the Riverside Parks, Recreation and Community Services Department. The recommendations in the report were derived from interviews with the department director, senior managers and employees, a review of numerous documents, analysis of existing 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, strategic planning, interdepartmental communication and collaboration, programs and services, management systems and asset management, technology use, economic impact and performance measurement. The higher priority recommendations are: 1) develop a comprehensive strategic plan for the department that identifies goals and priorities shared by City Council, City Manager, departmental leadership and staff; 2) conduct a fee study to determine current cost recovery levels and establish cost recovery standards and the necessary fees and charges to achieve those levels; and, 3) establish measurable performance standards and evaluate performance and future improvement opportunities annually.

The scope of our work also included a review of financial expenditures for certain overtime and non-personnel expenditures. Overtime usage for the department is highest in its Special Transit Division, which is due primarily to staffing shortages and the need to maintain planned bus routes. The department should closely monitor overtime trends to determine causation, operational impacts and financial efficient in overtime use. 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 department's service delivery.

Sincerely,

Gerald E. Newfarmer
President and CEO

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Executive Summary

The City of Riverside Parks, Recreation and Community Services Department (PRCS) provides a host of services to the community including parks, trails, park planning, a golf course, community centers, swimming pools and programs, recreation programs, activities, camps, special events, senior programs, senior centers, and transit. 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 parks and recreational services to the fullest extent possible with existing resources.

In fact, Management Partners was only able to find a few programs where the department had cut services in a planned or strategic way. Rather, department leaders made cuts where opportunities presented themselves as funding was reduced. As an example, as positions were vacated by attrition or other reasons it was common for the department to hold the position vacant or eliminate it to balance the budget.

Service reductions were made to scheduled tree trimming, and reduced community center and pool operational hours. Department personnel are committed and motivated to providing the level of services that the community and the City Council expect, however inadequate funding of those services is challenging the department's ability to meet service delivery expectations. The cost recovery percentage is at 23%, which is below the national average for parks and recreation departments of 28%.

Staffing has been reduced from approximately 339 prior to the recession to approximately 276 currently. At the same time, the parks and facilities the department is expected to operate have increased significantly. This highlights one of the biggest issues facing the department: There is a limit to the "doing more with less" mantra. Inevitably, services and quality will tend to erode, when an organization keeps trying to do what it always has as resources drop.

This reality is the reason our top recommendation for the department is to develop a strategic plan to align programs and activities with resources. It needs to define priorities with the help of the community

and focus its limited resources on those priorities, at service levels that are sustainable.

It also should be noted that even in this challenging environment, the department is making progress on many fronts toward achieving some of the leading trends and best practices in parks and recreation. They are committed to implementing a computerized maintenance management system (CMMS) that will allow them to better plan, organize and budget their maintenance operations. They are reviewing their current golf course operations during a time when many municipalities are moving away from operating local golf courses. They have also made several inroads in forming productive and effective partnerships in the operation of community programs and special events. Finally, they are well positioned to move forward with the concept of "brokering" public facilities – concentrating on providing an "umbrella" of facilities and administration and looking for partners who operate the programs. Continuing to expand these areas will help position Riverside as a leader in the parks and recreation field.

Our analysis of the performance of critical areas in the organization resulted in 41 recommendations to improve 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:

- Develop a comprehensive departmental strategic plan and engage the community to help inform the plan's development. The department needs to align services with resources and a strategic plan is a proven means of doing so.
- Conduct a fee study to determine current cost recovery levels.
- Develop cost recovery goals and implement changes to fees and charges to attain those cost recovery goals.
- Implement quantifiable performance standards and regularly evaluate performance against established standards.
- Implement a computerized maintenance management system for parks maintenance. This could be done by partnering with Public Works on a system that can meet both departments' needs.

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 workshop with PRCS staff,
- Reviewed and analyzed a variety of data and documents from the City, and
- Created and deployed a benchmarking survey for seven peer organizations 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 seven individual interviews with City staff that included those indicated in Table 1.

Table 1.   List of City Staff Interviewed

PRCSD	Finance	Office of Organizational Performance & Audit
• PRCS Director • Deputy Director • Parks Superintendent • Recreation Superintendent • Principal Park Planner	• Chief Financial Officer	• Manager of Organizational Performance & Audit

These 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 of the organizational structure, staffing, and operational improvements that should be prioritized in the next few years. Employees consistently discussed the fact that the department has hardworking and resourceful 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, budgets by division, position listings and turnover data to assess reporting relationships, spans of control, and information regarding overall 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;
- Fee schedules and reports to City Council regarding fee increases;
- Organization charts;
- Copies of contracts and agreements;
- Department maintenance schedules;
- Performance measurements;
- Methods of cost recovery;
- Capital improvement and infrastructure management plans; and
- Information technology use.

Employee Survey

Management Partners administered an employee survey that was sent to all employees in the department. The results of the employee survey are detailed in the section entitled Employee Engagement Results below.

Focus Groups

Fifteen employees were invited to participate in a focus group and 13 were able to participate. They represented a cross-section of employees in terms of various divisions and levels within the organization. The two-hour workshop was focused on determining what was working well within the organization, areas of improvement, service level gaps, interdepartmental collaboration and communication, and performance measurement used in their respective divisions. The results from the workshop are detailed in the section entitled Employee Engagement Results 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 the seven identified peers. 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 organized generally around the City's original scope of services. We have chosen to organize the report to move from the more general observations to specific issues about programs and recommendations. The report begins with a section on employee engagement which discusses the results of the employee survey, focus groups, and focus areas. This section details how employees feel about their work and such issues as the resources they have and 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 that can be successfully implemented.

Next the report contains a discussion of comparative peer research results. This sets the context for how Riverside's PRCS performs relative to industry standards and in comparison with similar municipal agencies. It includes sections on criteria for developing comparisons, service levels, recreation and community programming, staffing, finance, and maintenance and development standards. This section provides context for Riverside in terms of how it compares with peers.

The heart of the report is the section entitled Performance Assessment. This contains the bulk of our recommendations as well as supporting analysis. Sections include the following:

- Management of human resources including organizational structure, staffing, succession planning, staffing levels, communications and strategic planning;
- Operational assessments dealing with programs and services, management systems and asset management, technology, as well as performance indicators and benchmarks;
- Economic impacts of departmental assets and operations.

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

Employee Engagement Results

As mentioned previously, we performed two activities to engage employees in PRCS to gain their perspectives on the department's performance. The first is the employee survey, which was sent to all PRCS employees. The second is the employee focus group. The results from both are summarized below.

Employee Survey Results

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 115 employees responded between April 5 and 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 of the survey are included as Attachment B to this report. Some of the important observations from the survey are provided below.

- Overall, respondents indicated satisfaction in all eight performance areas.
- Responses show the department has a strong customer service orientation.
- Respondents from the Parks Planning and Design Division consistently provided the most favorable responses and respondents from the Special Transportation Division were consistently the least favorable.
- A notable area of concern was appropriate staffing to accomplish workload. While many employees responded positively to

staffing questions regarding recruiting and retention, 60% disagreed or strongly disagreed with the statement, "Staffing in my department is appropriate for our workload."

- Perceptions about the quality and timeliness of communication varied across divisions.
- Management employees responded more favorably to questions pertaining to communications and strategic or business planning than supervisory or non-supervisory respondents.

Management Partners calculated the composite score to assess employee satisfaction in the eight performance areas covered by the survey (Figure 1) as well as by division. The composite score is the average (arithmetic mean) for all responses in a given area. For example, in the 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 1.   Overall Employee Survey Results by Each Section (Composite Score)
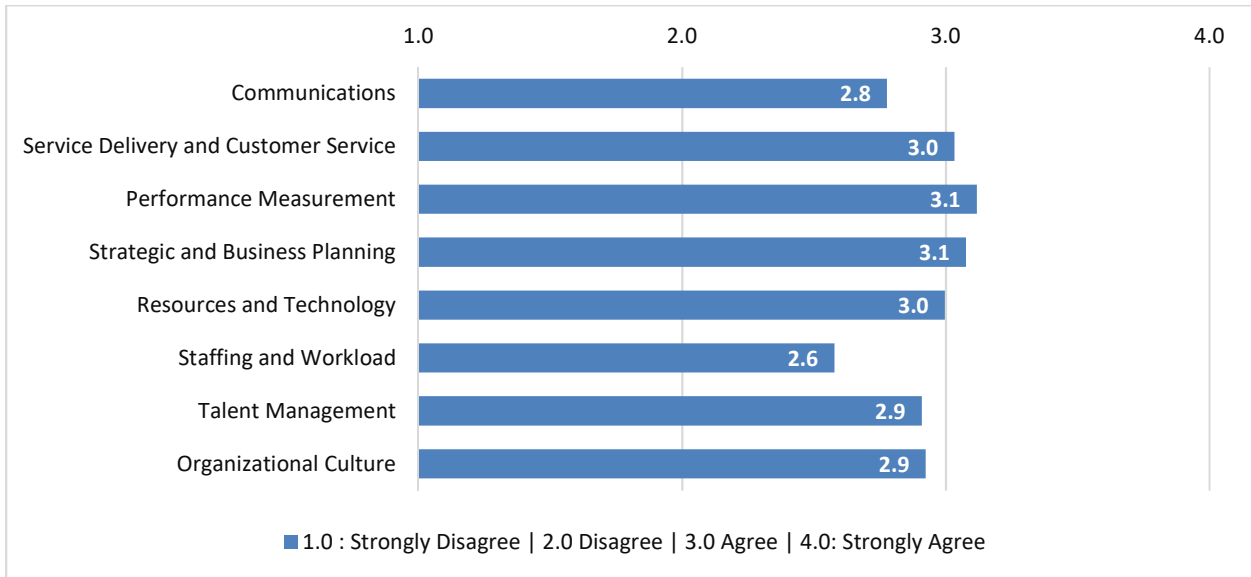
Generally, the survey results show employees are generally satisfied. The responses concerning workload should be taken as a warning sign as a significant number of employees feel staffing levels are not adequate to complete work satisfactorily.

Employee Focus Group

Fifteen employees representing all divisions in the department and classifications including maintenance workers, recreation coordinators and clerical staff as well as supervisors and managers 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

The themes voiced about what is working well in the department are included below.

- Department employees are talented and committed to delivering quality services.
- Employees have cooperative working relationships with their immediate coworkers, other department staff, and staff in other city departments and agencies, e.g., Public Works, General Services, Public Utilities, and the Riverside School District.
- The predominant department attitude is interest in continuous improvement, and a willingness to figure out how to do "more with less."
- When asked to describe PRCS in a single word or short phrase, the positive responses included:

» Fun	» Committed	» Unique
» Energetic	» Giving	» Challenging
» Passionate	» Continuous improvement	» Talented staff

What is not working well in the department

Themes voiced about what was not working so well in the department were:

- The department lacks a sturdy goal and priority-setting process. As a result, the department too often operates in a reactive (and urgent) mode, which does not allow enough time to thoroughly assess situations and make the optimum decisions.
- Managers do not consistently enforce rules/policies, which signals that whomever is involved in a particular situation unduly influences the outcome.
- The desire to maximize revenue has led to overused and understaffed facilities. In some cases, facilities are being inappropriately programmed.

- Department resources have not kept pace with increased expectations for service, and repeated requests to do "more with less" hurts employee morale.
- When asked to describe the department in a single word or short phrase, the more negative responses included:

» Micro-managed	» Overworked	» A little "off"
» Political	» Underpaid	» In vs. Out
» Lack of opportunity	» Cliques	» Favoritism
» Wary of consequences	» Fear of retribution	» Boxed in professionally

Areas Needing Improvement

Focus group participants identified the following two areas in the greatest need of improvement within the department.

1. **Staffing and Training**
   - Frequent changes to staff assignments (i.e., transfers to different locations) impede relationship building with the community and program continuity.
   - There are insufficient training and mentoring opportunities in the department, especially those aimed at creating opportunities for employees' career growth. Transferring employees to different locations does not substitute for "real" training.
   - There is no succession plan for growing the next generation of leaders.
   - Not all supervisors are well equipped to be good supervisors. As a result, the level of day-to-day employee satisfaction varies by who supervises them.

2. **Communication**
   - Communication throughout the department needs improvement. The focus for improvement should be on better communication, not necessarily more communication.
   - Decision makers in the department tend not to consult with staff before making decisions that directly affect them. One result of this has been unrealistic performance expectations and implementation snafus.
   - Senior managers are not perceived as genuinely open to feedback from frontline employees. Consequences of this include a work climate that stifles creativity and a fear of retribution from speaking up.

Focus Areas

As part of the workshop, employees were asked to reflect on two critical areas that were topics of our assessment: performance measurement and customer satisfaction. The common themes discussed in each of these areas are indicated below.

Performance Measurement

- The department's current performance measures are based on goals that management established without input from the employees responsible for doing the relevant tasks. This has led to unrealistic performance expectations described as "setting up employees to fail."
- Data seen as useful to track, analyze, and interpret for purposes of improving performance include well-designed customer surveys; trends in staff vacancies; and reasons for staff turnover.
- The department should develop a process for soliciting feedback on performance from staff at all levels.

Customer Satisfaction

- The department's customers include residents, community partners, user groups (who pay to use facilities), special event organizers, vendors, coworkers within the department, staff in other departments, and elected officials.
- Most customer feedback is informal, although the department's website collects some survey data. Individual staff members, however, get immediate feedback from being onsite for activities and events.
- In general, the feedback from the community indicates satisfaction with the department's services. Staff appreciate that City leaders recognize the important role of the department and the value of parks and recreation services.
- Specific areas of complaint from customers are marketing, fee increases, and the backlog of internal repairs. However, from all accounts, nothing (at least to date) has deterred residents from returning to use the department's facilities.

Comparative Peer Research

As part of this project, Management Partners issued a peer survey to collect information on staffing levels and organizational structure from seven peer cities.

The survey was focused on budget and staffing levels, organizational structure, performance/workload measures and general operating practices for parks, recreation and community services.

Anaheim and Moreno Valley were the only cities to respond to the survey. To collect information from the remaining cities, Management Partners used publicly available data to the extent that it was available.

Major observations from this peer comparison include:

- On average, Riverside parks are larger than other peer cities (median park size is 10.5 acres), but fewer people (48%) are within a 10-minute walk of a park.
- Similar to Riverside, most peer cities place parks maintenance in the same department as recreation (rather than including it in the public works department).
- On average, Riverside's per capita spending on parks and recreation is similar to peer cities.
- Riverside uses a slightly smaller portion of its overall staffing allocation for parks and recreation purposes compared with peers.

Detailed information about the peer selection criteria and data obtained for each agency is highlighted in the sections below.

Peer Selection Criteria

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 2.

Table 2.   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 3 presents an overview of total budgeted operating expenditures for FY 2017-18. 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 3.   Overview of Citywide Budgeted Operating Expenditures, 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.

Service Levels and General Park Statistics

Table 4 provides an overview of park acreage and service characteristics for the peer agencies. Riverside has a higher number of park acres per 10,000 people than the average of the peers and is higher than all but Bakersfield, whose median park size based on acreage is the highest of all peer agencies. However, Riverside's park accessibility as measured within a 10-minute walk is lower than all but Bakersfield.

Table 4.   Park Acreage and Accessibility Statistics

City	Percent of Population within 10-minute Walk of Park	Total Park Acreage	Number of Park Acres per 10,000 people	Median Park Size (acres)	Parkland as Percent of City Area
Riverside	48%	3,531	108	10.5	6.8%
Anaheim	62%	2,618	73	8.3	8.2%
Bakersfield	43%	5,362	140	9.1	5.9%
Chula Vista	55%	2,119	79	7.1	6.7%
Fontana	Unknown	Unknown	Unknown	Unknown	Unknown
Fresno	62%	2,904	55	2.2	4.1%
Long Beach	81%	3,125	65	3.2	10.1%
Moreno Valley	Unknown	Unknown	Unknown	Unknown	Unknown
Peer Average	61%	3,226	82	6.0	7.0%

Source: The Trust for Public Land, ParkScore 2018.

Table 5 presents population density and recreational amenity statistics for the peer agencies. Riverside exceeds the average for basketball hoops and recreation/senior center availability but is lower than the peer average for dog parks. Playgrounds provided is on par with the peer agencies.

Table 5.   Population Density and Community Asset Statistics

City	Population Density (people per acre)	Basketball Hoops per 10,000 Residents	Dog Parks per 100,000 Residents	Playgrounds per 10,000 Residents	Recreation/ Senior Centers per 20,000 Residents
Riverside	6.1	3.0	0.6	2.4	1.1
Anaheim	11.3	1.4	0.6	1.4	0.2
Bakersfield	3.9	1.9	2.1	2.9	0.4
Chula Vista	8.2	2.0	1.9	3.6	0.7
Fontana	Unknown	Unknown	Unknown	Unknown	Unknown
Fresno	6.8	4.6	1.3	2.6	0.6

City	Population Density (people per acre)	Basketball Hoops per 10,000 Residents	Dog Parks per 100,000 Residents	Playgrounds per 10,000 Residents	Recreation/ Senior Centers per 20,000 Residents
Long Beach	15.5	1.6	2.1	1.4	1.1
Moreno Valley	Unknown	Unknown	Unknown	Unknown	Unknown
Peer Average	9.1	2.3	1.6	2.4	0.6

Source: The Trust for Public Land, ParkScore 2018.

Recreation/Community Services Peer Comparison

The following tables provide an overview of the structure, funding and staffing levels for recreation and community services in the peers. Table 6 provides an overview of the department where recreation and community services functions are located and the lead position(s) overseeing those functions.

As the table shows, most cities operate recreation and community services together as one division within one recreation (or similar) department. Riverside and Fresno have two managers who oversee these functions, while four of the peer agencies have only one position that oversees the functions. Chula Vista and Fontana, two smaller agencies compared with Riverside, assign oversight of the functions to their respective recreation directors.

Table 6.   Department and Lead Position Overseeing Recreation

City	Department	Division(s) (if applicable)	Lead Position
Riverside*	Parks, Recreation and Community Services Department	Community Services Division Recreation Division	Recreation Superintendent (2)
Anaheim	Community Services Department	Recreation, Human and Neighborhood Services Division	Unknown
Bakersfield	Recreation and Parks Department	Recreation Division	Unknown
Chula Vista	Recreation Department	Not applicable *(entire department is focused on recreation exclusively)*	Recreation Director
Fontana	Community Services Department	Not applicable *(entire department is focused on recreation exclusively)*	Community Services Director
Fresno	Parks, After School, Recreation and Community Services (PARCS) Department	Community Services Division Recreation Division	Community Recreation Manager (2)

City	Department	Division(s) (if applicable)	Lead Position
Long Beach	Parks, Recreation and Marine Department	Community Recreation Services Bureau	Community Recreation Services Bureau Manager
Moreno Valley	Parks and Community Services Department	Community Services Division	Community Services Supervisor

Sources: Adopted City Budgets, FY 2017-18.
*Riverside recreation data purposely excludes special transportation and golf course divisions, as these are unique programs that complicate an accurate and reliable comparison across recreation programs.

Table 7 presents a comparison of operating expenditures for each peer agency. Riverside's budgeted expenditures are lower than the average on a per capita basis and are also lower than the average as a percentage of total General Fund operating expenditures. Fontana's expenditures per capita and as a percentage of General Fund expenditures far exceed the other peer agencies. When excluding them from the average, Riverside's expenditures are in line with other peers.

Table 7. Recreation Operating Expenditures for FY 2017-18

City	Recreation Budgeted Expenditures	Recreation Budgeted Expenditures per Capita	Budgeted Recreation Expenditures as a Percent of Citywide General Fund Expenditures
Riverside	$7,878,288	$24.11	2.9%
Anaheim	$14,712,527	$41.03	4.7%
Bakersfield	$3,084,725	$8.04	1.5%
Chula Vista	$4,419,735	$16.50	3.1%
Fontana	$15,679,910	$73.69	17.4%
Fresno	Unknown	Unknown	Unknown
Long Beach	$18,844,452	$39.25	3.9%
Moreno Valley	$4,146,799	$20.06	4.4%
Peer Average	$10,148,025	$33.09	5.8%
Peer Average (excluding Fontana)	$9,041,647	$24.98	3.5%

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

Table 8 indicates recreation staffing levels among peer agencies. Riverside's staffing level per 100,000 residents is higher than all peer agencies other than Fontana.

Table 8. Full-time Recreation Staffing for FY 2017-18

City	Full-time Recreation Staffing	Full-time Recreation Staffing per 100,000 residents	Full-time Recreation Staffing as a Percent of Citywide Staffing
Riverside	24.0	7.3	1.1%
Anaheim	Unknown	Unknown	Unknown
Bakersfield	13.0	3.4	0.9%
Chula Vista	17.0	6.4	1.7%
Fontana	46.0	21.6	8.1%
Fresno	37.5	7.1	1.0%
Long Beach	Unknown	Unknown	Unknown
Moreno Valley	8.0	3.9	2.2%
Peer Average	24.3	8.5	2.8%
Peer Average (excluding Fontana)	18.9	5.2	1.5%

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

Parks Maintenance and Development Peer Comparison

The following tables provide an overview of the structure, funding and staffing levels for parks maintenance and development services in the peer agencies. Table 9 provides an overview of the department where parks services are located and the lead position(s) overseeing those functions.

Chula Vista and Fontana operate the parks maintenance function in their public works departments, however the rest of the agencies include them in their parks and recreation departments. All agencies other than Moreno Valley have a parks manager or superintendent as the lead position overseeing parks maintenance and development activities.

Table 9. Department and Lead Position Overseeing Parks

City	Department	Division(s) (if applicable)	Lead Position
Riverside*	Parks, Recreation, and Community Services Department	Parks Division	Park Superintendent
Anaheim	Community Services Department	Parks Division	Unknown
Bakersfield	Recreation and Parks Department	Parks Division	Unknown
Chula Vista	Public Works Department	Parks Division	Parks Manager

City	Department	Division(s) (if applicable)	Lead Position
Fontana	Public Works Department	Parks and Landscape Division	Public Works Manager
Fresno	Parks, After School, Recreation and Community Services (PARCS) Department	Parks Division	Parks Manager
Long Beach	Parks, Recreation and Marine Department	Maintenance Operations Bureau	Maintenance Operations Bureau Manager
Moreno Valley	Parks and Community Services Department	Parks Division	Park Maintenance Supervisor (2)

Sources: Adopted City Budgets, FY 2017-18.
*Riverside parks maintenance data purposely excludes golf course division, as this is a relatively unique program.

Table 10 presents a comparison of park operating expenditures for each peer agency. Riverside's budgeted expenditures are higher than the average on a per capita basis, but lower than the average as a percentage of total General Fund operating expenditures.

Table 10. Parks Operating Expenditures for FY 2017-18

City	Parks Budgeted Expenditures	Parks Budgeted Expenditures per Capita	Parks Budgeted Expenditures as a Percent of Citywide General Fund Expenditures
Riverside	$10,427,360	$31.91	3.9%
Anaheim	$9,796,417	$27.32	3.1%
Bakersfield*	$16,006,906	$41.74	8.0%
Chula Vista	$6,758,755	$25.23	4.7%
Fontana	$5,534,160	$26.01	6.1%
Fresno	Unknown	Unknown	Unknown
Long Beach	$14,426,804	$30.05	3.0%
Moreno Valley	$4,980,062	$24.09	5.2%
Peer Average	**$9,583,851**	**$29.07**	**5.0%**

Sources: Adopted City Budgets, FY 2017-18. Parks expenditures exclude costs associated with capital improvement projects (CIP), debt service, golf course maintenance, as well as any park and landscape maintenance delivered as part of a community benefit district. Parks expenditures include departmental indirect costs and overhead, when possible.
*Bakersfield Parks Division has a more robust set of services than other peers, including urban forestry and tree maintenance, street scape maintenance and craftworkers repair and maintenance.

Table 11 shows park staffing levels among peer agencies. Riverside's staffing level per 100,000 residents and per 1,000 park acres is lower than the average of the peer agencies.

Table 11. Parks Full-time Staffing for FY 2017-18

City	Full-time Parks Staffing	Full-time Parks Staffing per 100,000 residents	Full-time Parks Staffing per 1,000 Park Acres	Full-time Parks Staffing as a Percent of Citywide Staffing
Riverside	**29.0**	**8.9**	**8.2**	**1.3%**
Anaheim	14.0	3.9	5.3	0.7%
Bakersfield*	127.0	33.1	23.7	8.4%
Chula Vista	38.0	14.2	17.9	3.8%
Fontana	14.8	7.0	Unknown	2.6%
Fresno	36.0	6.8	12.4	1.0%
Long Beach	Unknown	Unknown	Unknown	Unknown
Moreno Valley	22.0	10.6	Unknown	6.2%
Peer average	**42.0**	**12.6**	**14.8**	**3.8%**

Sources: Adopted City Budgets, FY 2017-18. Staffing includes only authorized, full-time positions. Citywide staffing includes positions supported by all funds.
*Bakersfield's Parks Division has a more robust set of services than other peers, including urban forestry and tree maintenance, street scape maintenance and craftworkers repair and maintenance.

The overall result of our comparative research suggests that Riverside is roughly in line with other similar service providers, although staffing may be low.

Performance Assessment Analysis and Recommendations

The City of Riverside, like other agencies, is still trying to recover from the Great Recession, which resulted in funding cutbacks and staff reductions. PRCS was asked to reduce its expenditures in the wake of the recession. As mentioned previously, the department's total budget was reduced from $23.3 million in FY 2007-08 to $19.8 million in FY 2018-19. Staffing was reduced from 339 FTE to 276 FTE.

It appears that to cope with the Great Recession City leaders prioritized public safety expenditures over other areas. The data in the Comprehensive Annual Financial Report (CAFR) indicate that while both general revenues and public safety expenditures have trended up since 2013 (older trend data on revenues is hard to reconcile due to the demise of redevelopment in 2012), PRCS expenditures have declined. Notably, public safety recovered from Great Recession reduction by about 2012, while PRCS spending has not recovered and may never recover, especially with respect to staffing levels. This is simply a function of City leaders having to make difficult budget decisions for many years.

Workload has also increased for PRCS. The City's 2006-2013 "Renaissance Project" represented a significant revitalization project where $1.6 billion was invested to improve various aspects of infrastructure and development projects for the community. One of the results of the project was that the PRCS received an additional 190 acres of developed park land to maintain. Staff report there were no additional staffing resources provided to maintain this land.

The City Council has indicated a strong preference for maintaining and enhancing services but has been reluctant to make users pay more for programs and facilities. The public expects services to be maintained even when funding cuts are made and have protested when the department proposes eliminating programs to meet budgetary requirements. Staff have proposed adjusting and/or increasing fees and charges for programs and facilities, such as in the areas of sports field use, that would provide the additional resources necessary to meet the Council's and public's

demand for services, but they have not been allowed to move forward with those proposals.

The City is now facing additional fiscal pressures and has asked departments, including PRCS, to reduce expenditures that will not affect staffing levels. The department has made several expenditure reductions, including reducing its training budget that has impacted the ability to maintain a properly trained workforce.

Capital projects funding is now primarily coming from community development block grant (CDBG) funds that have several requirements imposed on the department after the projects are completed. This places additional pressures on staff to comply with those grant requirements.

The combination of recovering from the recession, additional park acreage to maintain, pressures to further reduce costs, and the inability to raise fees or reduce services has resulted in a department that is stretched thin and struggling to determine a sustainable path forward.

Department Organization and Staffing Levels

Organizational Structure

Figure 2 shows the functional organization chart for the department.

Figure 2.   Riverside PRCS Functional Organization Chart
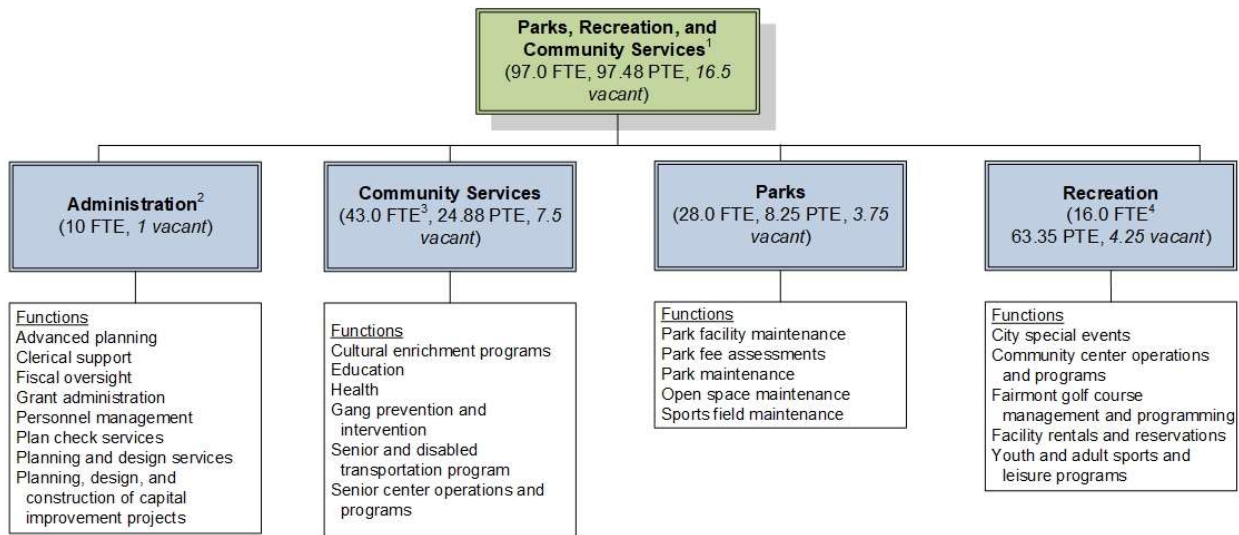
[1]Total FTE counts for the department include permanent, part-time and temporary personnel.
[2]Administration also includes the planning and design team.
[3]Community services includes 9 FTE in the community services function and 37 FTE for special transportation.
[4]Recreation includes 10 FTE for recreation and 1 FTE for Fairmont Park golf course operations.

Staff believe that the City Council and public are very supportive of the services provided by PRCS. They also believe that the City's management team allows each director the freedom to run their own department operations. The department's management staff with whom we interacted are positive about the community and their department, love what they do, and are passionate about serving their community. They believe they are providing great service but feel they do not have the necessary resources to do what is expected.

The department has been operating with an organizational structure where the director oversees a deputy director, who oversees three division superintendents, the administrative division, and the principal park planner. Though this is a traditional structure for a department the size of Riverside, several changes have recently occurred as a result of some staffing issues.

- **Duplicity in reporting relationships**. The principal park planner has been reporting to the director and deputy director, which added confusion about the chain of command and responsibility. The City had difficulty getting the park planner position filled when it was open. Just recently, the director moved the principal park planner under the daily supervision and direction of one of the deputy directors, which should smooth out the previous confusion that existed.

- **Consolidation of multiple superintendents into one deputy director.** During our work on this project, the department took advantage of a vacancy in one of the superintendent positions and combined two recreation superintendent positions (Recreation Division and Community Services Division) into a single, second deputy director position. This flattened the organization which reflects a trend in the parks and recreation profession. It has also reduced the cost of one superintendent position. This change will expand the span of control for the deputy director and is something the department should pay close attention to over time. Though the flattening of organizations has become a best practice, it can also increase the span of control and can add complexity to succession planning.

  At this time, it is hard to determine whether this will increase any efficiencies other than to save money. A result of this move will reduce promotional opportunities for supervisors who want to move up but are not ready to be a deputy director and may make

a department succession plan more difficult to implement. Thus far, the move has allowed the sections to work closer together and under the single management style of a single deputy director.

- **Supervisory responsibilities of the senior analyst.** Until recently, the senior analyst in the Parks Division supervised a park supervisor and five specialists, which is not a normal structure for a department of this size. However, this was done to take advantage of the special skill set the analyst had, as they had previously been a supervisor. The director has reassigned the park supervisors and specialists to report to the park superintendent and has the senior analyst concentrating on project and analyst work. These moves should better align the park maintenance structure and conforms to best practices in other parks departments with which we have experience. As departments work to become more efficient and effective, having analyst positions that can concentrate on special projects and assignments becomes more important than having to supervise related staff.

- **Reassignment of the trails coordinator position.** The trails coordinator position has been moved from park maintenance to park planning and will be put in charge of plan checking in addition to trail projects and programs. This move may be beneficial for plan check activities but may come at the expense of trails work. The department will need to make sure that this move does not stretch the workload so thin that it negatively affects trails work.

We believe these organizational changes will be positive for the organization. The director will need to review the impacts of these changes over the coming year and reassess if those changes are having the intended impact on the organization's performance.

> **Recommendation 1.   Review the recent organizational structure changes (e.g., second deputy director position, reassignment of the principal park planner, senior analyst, and trails coordinator positions) one year after going into effect to determine impacts on staffing, responsibilities and workload.**

Succession planning

Staff try to focus on cross training, rotation of assignments, and taking advantage of free training opportunities to prepare staff for promotions

through a management academy. The department also provides training to staff at management meetings. The culture is to expose staff to as many training opportunities as possible to ready them for advancement.

The director has also been sending management staff through the National Recreation and Park Association's (NRPA) national Director's Training School and supervisory staff through the NRPA Management Schools as a way to expose them to higher levels of training. Though the culture is one that prioritizes training and career advancement, PRCS has no formal succession plan in place, and very limited funds for training.

Based on data provided by the City there were 20 retirements from PRCS from January 1, 2012 through April 10, 2018. The City did not include the ages of those who retired. 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. During the same period, the department had 249 employees leave to take other positions.

Table 12 below shows the age and years of service for current PRCS employees for those who would be eligible to retire in the next five years.

Table 12. Parks, Recreation and Community Services Employees Currently Eligible to Retire

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	3	10	Moderate
55 to 59	2	10	High
60 to 64	1	7	Very High
65+	0	6	Very high
Employees Eligible to Retire	6	33	
Total Employees	24	324	

An additional six managers and 42 non-management employees will reach the age of 50 and have five years of service credit in PERS in the next five years and will become eligible to retire.

The Human Resources Department has been assigned the authority and responsibility for developing a comprehensive succession plan throughout the City for each of its departments. Instituting a formal succession plan will help the department maintain seamless operations, enhance retention of institutional knowledge, and prepare staff for opportunities to grow professionally.

Such a plan should focus on critical positions expected to be vacant over the next five years. More broadly it should include cross-training, rotation of assignments, formal and informal training opportunities, and implementation of a management/supervisor academy. Career ladders can also be effective in retaining and developing internal staff talent, as employees can move to a higher-level classification once they receive the required performance, experience, education, and technical certification.

> **Recommendation 2.   Request that the City's Human Resources Department develop a formal succession plan and career ladders for the PRCS Department.**

Classification Analysis

As noted later in this document, the department needs to prepare a comprehensive strategic plan that aligns with the City Council's expectations, the City's strategic plan, and the department's mission and values. Upon completion of that strategic plan, the timing would be ideal to conduct a classification study that matches PRCS's goals with the appropriate staffing structure to accomplish those goals.

> **Recommendation 3.   Perform a classification study to determine job duties and responsibilities for existing and necessary staff positions.**

Staffing Levels

Figure 3 shows staffing levels in the department over the past 10 fiscal years through FY 2016-17. Staffing levels were reduced in FY 2013-14 based on fiscal pressures that the City was facing as it coped with the realities of the Great Recession. However, demands on the department in terms of the number of recreation classes and facility rentals has grown by 20% since the department's staffing levels were reduced.

Figure 3.   PRCS Staffing Levels and Operating Indicators from FY 2007-08 to 2016-17
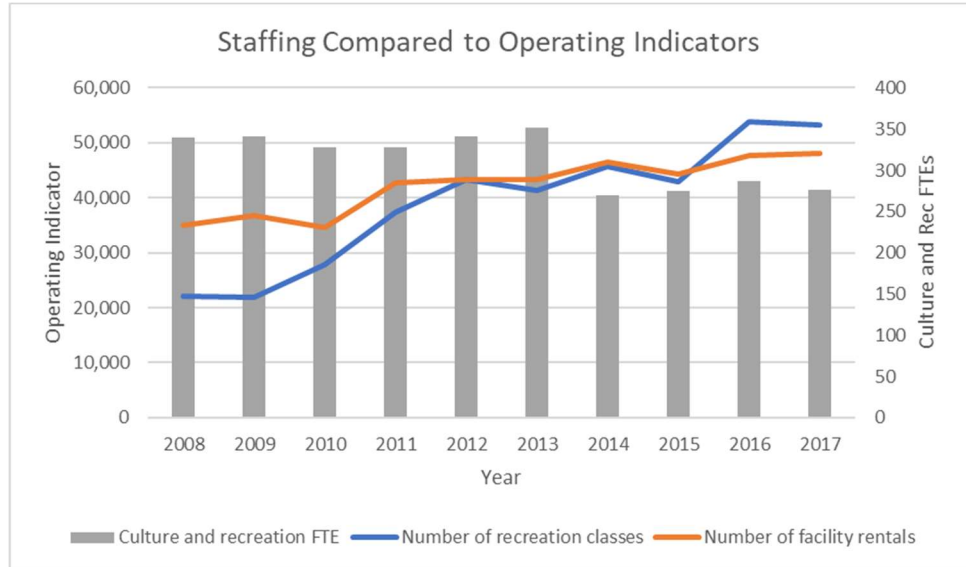
Source: Riverside FY 2016-17 Comprehensive Annual Financial Report (CAFR)

Over the same period, parks acreage also increased by 210 acres as a result of the Riverside Renaissance Project discussed earlier, as shown in Figure 4.

Figure 4.   Riverside Parks Acreage under City Management for FY 2007-08 to 2016-17
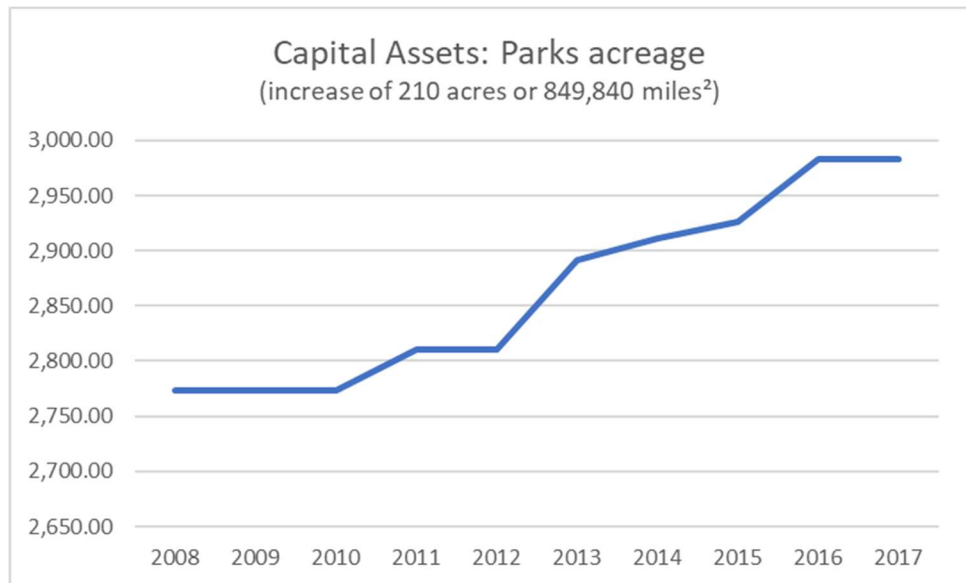
Source: Riverside FY 2016-17 CAFR

The department has several unfunded and vacant positions that limit staff's ability to get all the work completed. Managers must cope with competing pressures and lack the capacity and time to address the large

backlog of workorders. Some remain open for months or years. They have difficulty making time to properly mentor and train employees. Morale has also been suffering for maintenance workers who feel stretched in being able to meet expected performance levels, as evidenced by responses received from the employee survey (see Attachment B).

The maintenance staff in the department recently switched to a 9/80 work schedule. Initial indications are that staff feel this has been positive. Staff members indicated this change is helping them get to those regular tasks that were not being completed previously. However, when staff are asked to do tasks outside their normal duties such as homeless camp clean up or other emergency type items, their daily duties suffer.

The department is responsible for 48 parks plus 10 undeveloped/natural properties, 41 of which have contracts for routine maintenance. City staff maintain the remaining eight parks with in-house staff and handle major trade work for all parks for such jobs as electrical, HVAC, and general repair and maintenance. The department is also responsible for oversight of a municipal golf course, tree maintenance, swimming pools maintenance and operation, janitorial service in city facilities, lake maintenance, rodent/pest control, weed abatement, orange tree groves maintenance, and landscape maintenance of 15 other city facilities outside the department.

Riverside has one arborist in the Public Works' Urban Forest Division who provides insights into specific issues with various trees. Otherwise, the department uses the services of tree maintenance companies to perform grid pruning and dealing with emergencies as they arise. Management Partners believes this is a good blend of contracted and in-house staffing because it takes advantage of the edge private firms have in cost, and the advantage City staff have regarding institutional memory and complex maintenance, although there is particular concern regarding the level of funding available for tree maintenance.

Parks planning and construction management staff place an emphasis on ensuring the successful completion of large, high-profile projects. Given this prioritization and the overall volume of activity for parks planning and construction staff, they indicate there is insufficient time to adequately oversee the construction of smaller capital projects. This results in work needing to be redone, which jeopardizes the ability to keep the project within budgeted resources. Planning for CIP projects is also being completed late as the department has had trouble in filling the park planner position.

Staff expressed concerns that there is a tendency in the City for employees to gain experience in Riverside and then leave for better compensation and resources in surrounding cities, which tend to pay more for similar positions. Additional concerns were raised related to surrounding cities of smaller sizes that pay more than Riverside while also having a smaller workload. In fact, several recreation staff have recently left to take jobs in surrounding agencies that pay more and do less than Riverside.

Staff indicated that the ability to recruit new employees is also inhibited by the policy that allows new employees to only be placed on the first three steps of a six-step salary schedule, with placement in higher steps requiring approval from the City Manager's Office. The sense is that compensation is not competitive in the marketplace, which works against the ability to hire and retain PRCS employees.

The cities of Corona and Moreno Valley have been successful in recruiting employees from Riverside in lateral positions offering higher compensation and benefits packages as well as greater opportunities for promotion to supervisory positions. For example, Corona offers $6,469 per month for a top-step salary for a recreation supervisor. Moreno Valley's top-step salary for the same position is $7,638 per month. Riverside's recreation supervisor earns a top-step salary of $6,344 per month.

There is also a need to adjust coordinator and supervisor position salaries in Recreation and Community Services as they have become compacted over time. The director feels that the coordinator positions are about where they should be; however, the supervisor positions should be 10% to 15% higher than they currently are to reduce this compaction.

A merit-based compensation system exists for which the director has approval authority for supervisory positions and above. There has been reluctance to implement the system to recognize superior performance, as there are not clear standards for performance that would indicate differences between expected and superior performance. Clearer standards are required to properly evaluate performance and those who are eligible to receive increases. Better utilization of the merit-based compensation system can also be a valuable tool to retain employees.

While PRCS conducts informal compensation analyses to determine how their positions rank with other nearby communities, a comprehensive compensation study should be conducted by the Human Resources

Department to determine where compensation should be adjusted to support the department's recruitment and retention efforts.

> **Recommendation 4.   Request that the Human Resources Department conduct a compensation study of benchmark PRCS positions to identify opportunities to provide competitive compensation packages to recruit and retain quality PRCS employees.**

> **Recommendation 5.   Develop clear standards in consultation with the Human Resources Department for use of merit-based increases for positions of supervisor and above so performance is rewarded for work that is above and beyond expectations.**

The Parks Division lost nearly half of its maintenance staff because of the need to reduce costs due to reduced revenue sources during the Great Recession. Department managers had to think differently about providing maintenance services as service requests increase faster than department revenue. With the reduction in staffing levels, budget cuts, and additional facility responsibilities, PRCS began a department-wide process of looking at alternative ways to provide programs and services. Such efforts included:

- Asking outside groups to take over some events.
- Seeking non-profit groups to operate the two remaining senior centers. One non-profit organization currently operates one senior center and is better able to run the center compared with staff-operated centers, as city staff is not specialized in senior issues and programming.
- Seeking and adding sponsorships to pay for programs, events, and projects.
- Reviving foundations to assist in fundraising efforts.
- Leaning heavily on contractors for recreation class programming.
- Considering an RFP to outsource drivers for special transit operation.
- Contracting standard "mow and blow" maintenance services in all parks.
- Contracting maintenance of facilities in 41 parks, using 3 city inspectors to monitor their work.
- Considering contracting maintenance of facilities in eight additional parks that are now done by staff.

- Considering in-sourcing golf course maintenance by having staff do the maintenance and contracting maintenance services in other parks.
- Using seasonal temporary staff instead of full-time benefitted positions.
- Using a contract inspector for large capital projects.

The department has done an excellent job identifying alternative delivery options for many of its services. Department managers were encouraged in the response from the community, sponsors and partners and now use a combination of these alternative delivery options as a way to provide programs and activities in light of reduced staffing levels. Staff are looking to use even more collaborative and partnering efforts as a best practice of operating programs and activities in Riverside.

The department is actively in the process of determining whether contracting out golf course maintenance will provide fiscal and operational benefits. An RFP was released for golf course maintenance and proposals have been received. Staff is in the process of analyzing whether in-house maintenance is more cost effective. Careful consideration must be made regarding future staffing cost increases, particularly in light of rising pension and health benefit costs.

City leaders must decide whether the existing service levels can be maintained with the existing staffing. If not, service levels will need to be reduced or staff will need to be added to meet expectations. The City also needs to be more strategic in planning for future parks and facilities to include the cost of ongoing maintenance at the time funds are being set aside for construction and development.

One example of the disconnect between construction of facilities and the funding of operational maintenance is the Youth Innovation Center. The City is moving forward with the Center without providing the additional maintenance and operational funds necessary to manage the facility.

The practice of adding facilities and parks while cutting maintenance and funding for operations is limiting the ability of the department to meet maintenance and operational obligations. On March 20, 2018, the City Council adopted the Multi-Year Capital Planning Fiscal Policy that indicates that the City's Capital Plan submitted as part of the biennial budget should include financial strategies and sources of funding both for the acquisition or improvements associated with the project's construction, and also "for the subsequent annual operation and maintenance costs of the capital asset throughout its life."

This new policy is a best practice in capital project planning and capital asset management and will help to address the issues discussed above on a go-forward basis. For now, however, PRCS must still cope with the need to maintain and operate assets such as the Youth Innovation Center with limited resources.

An area of concern for department leaders relates to staff's ability to close out work orders. Currently, staff is having a difficult time getting to work orders in a timely fashion and many do not get closed out when completed. As a result, many work orders stay active and never get completed or closed out. Department leaders are considering ways to reallocate staff responsibilities to see if they can free up some time to get work orders closed out. The concern is this could result in other important duties being neglected. If staff time cannot be allocated, consideration should be given to bringing in part-time, seasonal or contract staff to get caught up and stay up to date with work orders.

We believe current staffing levels are not sufficient to maintain the services that are expected by the City Council and the public. This is a primary driver for the strategic planning work recommended in the next section.

Filling the vacant positions noted earlier will help the City maintain services at their existing levels. Using contractors strategically to deliver services can help supplement staffing. Ultimately, funding will be a primary factor in determining the extent to which contracted services can be a sustainable approach to meet service level requirements.

> **Recommendation 6.   Prioritize and complete outstanding work orders by either reallocating staff or by contracting services with third-party maintenance contractors to eliminate the backlog.**

> **Recommendation 7.   Establish realistic maintenance standards that correlate with existing staffing levels to determine those duties that can be accomplished with city staff and those that should continue to be contracted considering rising future employee costs.**

Strategic Planning and Service Level/Resource Alignment Process

As with other park and recreation agencies, the City of Riverside is still trying to recover from the Great Recession which resulted in funding cutbacks and staff reductions (as mentioned previously). In addition to trying to adjust budgets and right-size programs, the department is still

dealing with results of the 2006-2013 Renaissance Project, which involved a $1.6 billion project to revitalize the City. As mentioned previously, one of the results was that the PRCS received an additional 210 acres of developed park land to maintain without additional resources.

Additionally, the department would like to conduct a comprehensive study of user fees and charges for programs and facilities, subject to City Council review, to ensure that users pay a fair and equitable fee for PRCS programs and facilities. The combination of an economic downturn, additional park acreage, and the inability to raise fees or reduce services has resulted in a department that is stretched thin and struggling to identify a sustainable path forward. This is the primary business problem facing the department.

The PRCS is lacking a current comprehensive strategic plan. However, it has older vison and mission statements, and a statement of core values as shown below:

- **Vision Statement.** By 2010, the PRCS will be recognized within the community, State of California and the profession as a leader in innovative, diverse and well-maintained parks, programs and recreational facilities.
- **Mission Statement**. The mission of the Parks, Recreation and Community Services Department is to provide innovative recreation experiences and social enrichment opportunities to address the changing needs for people of all ages and cultures in a variety of attractive parks, trails, landscapes and facilities.
- **Core Values**. Teamwork; Honesty and Integrity; Respect, Ethical Behavior; Professionalism; Pride in Excellence, Creativity and Innovation; and Quality Customer Service.

The department has also identified several business goals, department objectives, and department goals (dated July 1, 2017 to September 30, 2017 and October 1, 2017). The director provides updates based on Council priorities, however this information is not collected and presented in a single format where it can be reviewed and tracked easily. As a result, during interviews, we heard that there is not agreement on a vision, mission, core values, and department goals and objectives.

A comprehensive strategic plan is needed for PRCS to move forward and determine if and how it can meet the needs of the community and ensure alignment with the City's overall vision and strategic plan. However, given the department's main business problem, that of having an imbalance between workload and resources, proves this effort needs to be

more than a traditional strategic planning process. It needs to explicitly incorporate a process of aligning services and programs with resources. This is why we recommend a strategic planning and service level/ resource alignment process.

Key steps in this process would include:

- Conduct a strengths, weaknesses, opportunities and threats (SWOT) exercise focusing on the workload/resource imbalance. This would involve managers within the department.
- Identify reasonable maintenance and programmatic resource needs and the means and manner for delivering service in the best manner possible. Given the cost of city employees, this would probably involve some hybrid system to take advantage of contracting where possible while still having the department possess enough staff to effectively lead and steer the organization.

This process would enable the City to have an open discussion about the mismatch between resources and workload and look at how to solve the problem from every conceivable angle. For example, the current vision for the department may try to accomplish several objectives that are just not possible given current and reasonably anticipated resources. The result would be to pare back the number of objectives to a level that can be successfully accomplished. The alternative is to continue the status quo in which the department tries to keep up but inevitably reduces services in an unplanned non-strategic manner.

The plan should articulate a clear vision and mission of the department, its core values, identify strategic initiatives, and establish the goals, objectives and implementation plan necessary to carry them out. The existing vision, mission and core values provide a good start. They should all be revisited and revised to be more forward thinking and also ensure alignment with the current service delivery expectations and financial status of the City. Community engagement during the strategic planning process will also help inform the development and implementation of the strategic plan.

Given that this process will necessarily result in changes from current service levels and even types of services, and given the public nature of the services, the department will also need to create a communications strategy to engage with key stakeholders who will be impacted by changes in services.

Recommendation 8.   Initiate a comprehensive strategic planning effort for the department and a process to realign service levels with resources.

Recommendation 9.   Create a communications strategy to engage key stakeholders who will be impacted by changes in services as a result of the strategic planning and service level/resource alignment process.

Recommendation 10. Align service level expectations to budgetary resources using the strategic planning and service level and resource realignment process.

Funding of PRCS Programs

Given the continued cutbacks of City funding for PRCS programs, it is a normal practice in the industry for a department to look at all avenues available to reduce expenses and obtain additional revenue. PRCS has reduced many expenses in their budget. As mentioned previously, the department has not been allowed to reduce services to correspond with budget cuts nor raise fees sufficient to offset the costs of providing programs and activities. As a part of the budget discussion each year, the director has discussed options to reduce costs related to programs. However, direction from City Council has been to keep the programs without appropriating additional funds necessary to keep them operating.

In November 2016, voters approved Measure Z, a one-cent sales tax measure to help restore services that were reduced during and in the wake of the Great Recession. The expressed purpose of the measure was to restore critical services and to address other needs such as first responder staffing and vehicles, road and tree maintenance, and building repair and maintenance.

Of the nearly $52 million in annual revenues generated by Measure Z, $11 million was dedicated to restoring those June 2016 service reductions. This included providing $600,000 for the construction of the Youth Innovation Center and $50,000 per year for two years for operation of swimming pools on Fridays during the swim season. The five-year spending plan includes $1 million in tree trimming, most of which is spent on trees maintained by the Public Works Department. PRCS has expressed interest in tapping Measure Z funds to help support its services, but most of the funds are targeted for public safety, facility improvements, capital and technology needs, and addressing fiscal gaps

such as replenishing the General Fund reserve and liquidating General Fund debt obligations.

PRCS leaders have recommended that a special revenue fund be created that would allow the department to reserve budgetary savings and one-time revenue to fund one-time maintenance costs such as refurbishing parks playground equipment or recreation center repairs. To date, there has been no action taken on implementing that recommendation.

Department managers have researched ways to supplement revenue by considering contracting services, forming collaborations/partnerships with public and private entities, and reactivating the support foundation. There exists an opportunity to leverage the Riverside Community Services Foundation as a means of raising revenues that help to support certain department programs and services. Additional efforts should be placed in soliciting donations and grants through the foundation to help support current service levels. A good starting point for this would be to develop a youth scholarship program to offset costs for providing youth classes and other programs.

> **Recommendation 11. Implement a youth scholarship program through the Riverside Community Services Foundation, a 501(c)(3), to help offset department costs for offering programs and activities.**

The City charges fees to customers to reserve facilities. However, certain groups (e.g., Boy Scouts, Girl Scouts, advisory members, collaborative partners) are allowed to use meeting rooms for free on a first-come, first-served basis. In the past, the director had the absolute authority to waive any fees for any organization's facility usage.

The new director has worked with the City Manager's Office to develop a waiver program for non-profit organizations and groups that request a waiver for facility use. The program would operate on a yearly basis and is projected to cost the department approximately $130,000 in lost revenue each year. The fee waiver program is subject to City Council approval, which the department is preparing to bring forward for considerations.

> **Recommendation 12. Implement the updated fee waiver process for non-profit and partner organizations' use of facilities.**

> **Recommendation 13. Add a corresponding line item in the PRCS budget to reflect revenues that are waived.**

**Recommendation 14. Prepare quarterly reports of the
volume and costs of fee waivers and share those reports
with the City Manager's Office and City Council.**

Subsidizing parks, recreation and community services is a typical practice
in our experience in working with parks and recreation agencies across
the country. Some services such as summer camps, after-school
programs, and golf courses tend to operate using a full cost recovery
model. Others, such as swimming pools, facility rentals, recreation
classes, and use of parks/open space are typically not expected to operate
at full cost recovery. The appropriate level of cost recovery from users of
these programs is different for each agency and is established based on
City Council policy.

In its 2018 Agency Performance Report, the National Recreation and Park
Association (NRPA) provides a national average cost recovery percentage
of 28% for parks and recreation agencies. The NRPA report indicated
Riverside's cost recovery percentage for the department overall is 15.6%.

Based on our review of budget and the City's comprehensive annual
financial reports, we calculate the department's cost recovery as 22.8% in
FY 2017-18. Figure 5 below indicates that the cost recovery for the
department has hovered around 22% in the past five years with the
exception of FY 2014-15 where there were some one-time revenues that
supported certain department activities in that year.

Figure 5.   PRCS Historical Cost Recovery for FY 2013-14 to 2017-18
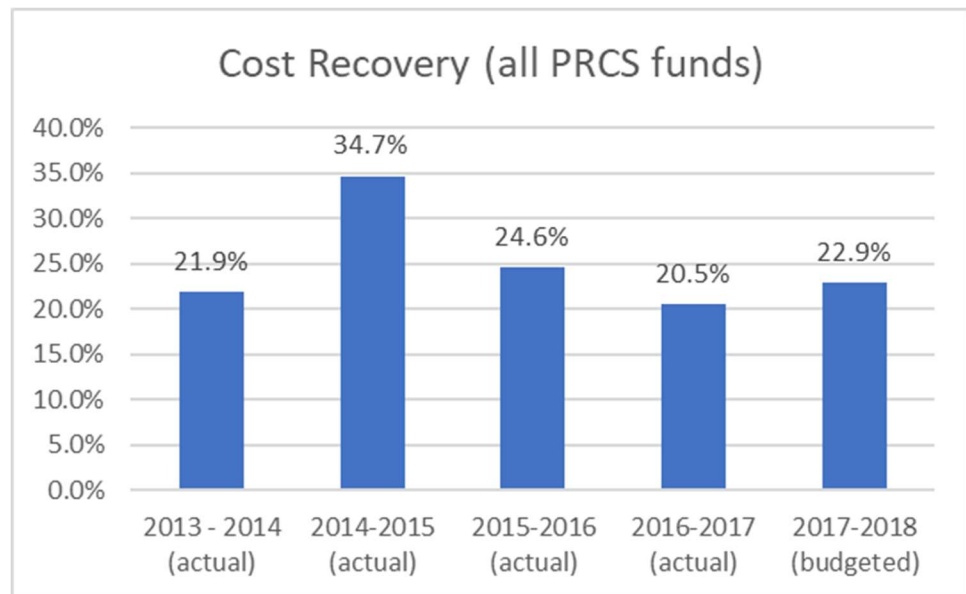
The City Council approved cost recovery goals for the department a few years ago for youth and adult programs. However, when the respective fees were brought to Council for adoption to match the cost recovery goals, Council decided to not approve the new fees. Only fees related to field and community center use have been increased in recent years.

Considering the General Fund's fiscal challenges, there may be pressure for PRCS to further reduce its costs, which would have to result in service level reductions. A best practice used by other agencies is to review cost recovery levels once every three to five years through a comprehensive fee study, and make periodic adjustments based on inflation and other factors until the next fee study is conducted. PRCS has not conducted a cost recovery analysis for many years.

Such a study would identify the current cost recovery, prompting action by the City Council to establish the appropriate level of cost recovery for PRCS programs and services. The study should also include a benchmark survey of fees charged by other similar communities and, possibly, non-profit agencies with which the City competes for similar services. This will help provide information about market rates for similar services and help inform the City Council's decisions on cost recovery expectations.

Moreover, the department has indicated they have identified options that could provide greater funding to offset the cost of providing programs without significantly impacting the public's ability to access those programs. The City Council should consider all options to raise revenue to offset costs of providing services.

Management Partners recommends that the City target a level of cost recovery that is consistent with the national average of 28%. This would increase department revenues by approximately $1.4 million.

> **Recommendation 15. Conduct a fee study of programs, facilities, and special events fees and charges to determine the cost of providing services compared with cost recovery.**

> **Recommendation 16. Obtain City Council policy direction concerning cost recovery goals for programs, facilities and special events targeting a cost recovery level of 28% that, if necessary, could be implemented over time.**

Recommendation 17. Implement changes to fees and charges based on cost recovery goals established by City Council.

Interdepartmental Communication and Collaboration

Based upon our interviews with staff, the discussions in the focus group workshop, and discussions with other departments that interact with PRCS (particularly General Services and Public Works), there is general consensus that communication within the department and between departments is excellent and that staff across all departments with whom they operate are collaborative and helpful. Within PRCS, there is a high level of expectation that staff work across department lines to help on joint projects. The director keeps staff informed and takes a collaborative approach in working with other departments and staff. Internally, department managers communicate and work well together. Staff also take the time to set up event teams from all areas to work together.

Staff have regular manager-level staff meetings and three employee recognition meetings every year that are open to all employees. Managers have an open-door policy and schedule one-on-one meetings with staff to share issues/concerns.

As the department prepares its strategic plan, a core value that should be included in the plan is to maintain the level of interdepartmental community and collaboration that currently exists, and to ensure that staff monitor those touchpoints with other departments through constant interaction and assessment of the relationships.

Program and Services

PRCS is a full-service department of programs, classes, facilities, events and activities. Staff members are dedicated to providing the best programs and facilities possible for the community and have kept a positive attitude in light of the economic difficulties and reduction on overall budgets. There is also a strong feeling that the community is very supportive of what the department offers based upon customer survey results that were conducted by the department.

The Recreation Division delivers a wide range of programs, activities and events. Staff currently uses over 60 contractors to provide these programs. Volunteerism is also strong in the City and the public is used to getting involved and providing good support to the department.

Youth service programs are offered at a low cost to the public through creative, progressive programming and marketing. Special events are

high quality and well attended and customer feedback is 90% to 95% good to excellent when it is received. The department has also recently been recognized as a leader in the industry in its recreation and community service programs and has received the following four awards in 2017 from the California Parks and Recreation Society:

1. Creating Community Award for the Project BRIDGE Youth Development program;
2. Marketing and Communications Award for the Capture Riverside Photo Contest;
3. Marketing and Communications Award for the PRCS Activity Guide publication; and
4. Champions of the Community award for the Riverside Live Steamers.

The department does not have written standards or a written process for measuring the success of what they do, or the ability to target their customer base. They also do not produce any written reports that back up any measures of success, which is further discussed in the Benchmarks and Performance Indicators section below. The department has created an online survey tool using SurveyMonkey as a means of gaining input from the community through its website; however, this tool is not specifically focused in any one area and, instead, seeks input on specific events or interactions rather than a comprehensive survey on PRCS programs and services. Annual community-wide surveys would go a long way in helping the department gauge areas where the department's priorities should be focused, programs that provide little value or are underperforming, opportunities to improve customer service, and assess improvements made over the years.

> **Recommendation 18. Implement annual customer satisfaction surveys on parks, recreation and community services and programs.**

Management Systems and Asset Management

Using a computerized maintenance management system (CMMS) is a best practice and has become an industry standard for park, facility and landscape maintenance. A CMMS captures an agency's assets, sets standards for performance, outcomes and service levels, establishes necessary budgets, develops preventive maintenance and capital improvement programs, and provides reports against expectations. A CMMS also provides the tools for staff to enter, assign, report and

respond to work assignments and work orders electronically to eliminate hard copies containing information that is difficult to track.

There are several vendors who provide CMMS tools that can be implemented in a specific department (e.g., parks maintenance, public works maintenance, utilities), or can be implemented across departments that can provide managers with the ability to understand organization-wide resource allocation for maintaining city infrastructure. The Public Works Department uses a CMMS application, SPL, to manage their assets. However, we understand they are not satisfied with that tool and may initiate a process to replace it with a new CMMS.

We noted in our discussion with staff and in touring various parks facilities, Riverside's park aesthetics are good: the parks are clean, mowed, and edged; graffiti is not prevalent and when it occurs is addressed promptly; and, weeds are kept to a minimum. Staff report that the equipment is in good working order.

However, PRCS does not use a CMMS program other than for work orders, and as a result, cannot track exactly how well they are performing against expected standards. Staff has indicated they have not received training on how to use SPL nor do they have any administrative support for use of the system. A pilot project was attempted using a program called Facility Dude; however, it has been paused as it does not appear to integrate well with other applications, including SPL used by public works.

Some of the following issues would be alleviated with a CMMS system:

- Tree trimming is being managed in an ad hoc fashion.
- Parks maintenance reports difficulty in matching funding resources with actual maintenance needs.
- Reactionary maintenance is causing staff to respond to emergencies rather than mitigating those situations.
- Work orders are left open for extended periods of time before being completed (which may also be an indication of inadequate staffing as discussed earlier).
- Staff do not have the data to determine if contract maintenance efforts are more cost effective than providing those services with in-house staff.
- There are insufficient data to determine if in-sourcing golf course maintenance would be more cost-effective and beneficial for the City.

- The greatest draw of staff maintenance time (for which records do not exist) include plumbing, electrical, and irrigation systems.
- Equipment is inventoried annually by PRCS staff using an Excel spreadsheet during the citywide asset inventory process, but is not tracked in an asset management system.

One area of success in asset management is HVAC systems. The department has good, detailed inventories which are used to schedule preventive maintenance and replacement of units. The department is expanding this inventory by working with the General Services Department to obtain a database of other facilities assets that could be included in a similar preventative maintenance schedule.

Within PRCS, there is uniform agreement that a CMMS system is needed to collect the necessary information to properly budget, maintain, replace and report their ability or lack thereof to meet agreed upon standards. Implementing a CMMS will take financial and personnel resources; however, the long-term benefits of proactively tracking, monitoring and managing assets in organizations the size of Riverside typically outweigh the short-term costs associated with implementation.

> **Recommendation 19. Research CMMS applications that would meet the needs to properly budget, plan, track, organize, and document maintenance of PRCS assets and facilities.**

> **Recommendation 20. Investigate opportunities to partner with the Public Works Department on the selection of a CMMS system that might provide a consistent application, economies of scale in selection and acquisition, and data sharing between departments.**

> **Recommendation 21. Conduct a request for proposal process to select and implement a CMMS application.** The RFP should include the appropriate training of department staff, acquisition of software/hardware/ computers, and administrative support.

Technology Use

In support of the Recreation Division's offering of programs and activities, ActiveNet is used for recreation reservations and bookings. This is a well-known and widely used application by many recreation agencies in California and across the nation.

Staff report that the application works well for creating classes/programs, registrations, and accepting payments. However, our experience with ActiveNet is consistent with staff in that the reporting feature is less than desirable, requiring advanced data extraction and Excel data modeling skills to use the data for making management decisions. The application also does not interface with an asset management application such as SPL. Staff acknowledge they do not utilize all the functions available in the program.

> **Recommendation 22. Provide additional training on ActiveNet to staff and managers to fully utilize the features of the application and to enhance report writing skills.**

> **Recommendation 23. Determine opportunities to integrate ActiveNet into a successor CMMS.**

> **Recommendation 24. Conduct a business needs assessment for the registration application and determine if ActiveNet is capable of meeting those needs or if another application should be considered.**

Social media applications such as Facebook, Instagram and Twitter are being used for outreach by the department to promote upcoming events and programs, celebrate events that have been completed through posting pictures and videos, and to invite people to participate in recreation classes through links to the activity guide.

The parks maintenance work order system comes from the City's 311 system and the SPL system. However, as mentioned above, staff has not received any training on using the system nor do they have the necessary administrative support to operate it. Public requests come through that system and staff then enter their work orders into the system. At the time of our interviews, there were over 300 outstanding work orders and staff do not believe they will be able to reduce this with existing staffing levels (see discussion in the Staffing Levels section of the report above).

The City uses CADME as its core GIS application. This application was implemented originally in 1996 by the Public Works Department. The City was heralded in *Government Technology Magazine* for implementing what was considered a cutting-edge tool in managing facilities and infrastructure.

The system has outgrown its useful life and is being transitioned to ArcGIS. The effort is starting in Utilities and IT and the transition will be

expanded to the other departments. Typical GIS layers that benefit parks departments include park acreage, irrigation systems, tree inventories, landscape areas, medians, playground equipment, park lighting and electrical systems, and facilities.

> **Recommendation 25. Prepare for integration of ArcGIS for the department by assessing the functions and features of the new system.**

> **Recommendation 26. Identify GIS layers that should be developed in the new ArcGIS system.**

> **Recommendation 27. Implement ArcGIS in the department and train staff in its use.**

AutoCAD is used by park planning staff for design of new or reconstructed parks. Staff indicated that this tool works well for their needs. Printing plans, however, cannot be performed in house as staff do not have proximate access to a large-format printer, requiring them to either send it to public works, the in-house print shop, or to outside parties to produce, reducing productivity and timely access to plans.

> **Recommendation 28. Fund and acquire a large-format printer/plotter for the Parks Planning Division.**

The City uses a project management tool called HIVE that was created several years ago in house. The program has proven to be a good tool to assist project planners in managing their projects, allowing staff from all parts of the City to report their activities on a project to a central location. Park planning staff could benefit from the application's use but have not been trained in how to use it.

> **Recommendation 29. Train Parks Planning staff in the use of the project management tool HIVE.**

Managers and supervisors indicate it would be helpful for more people to have remote (VPN) access to the City's networks and applications from home. Such access could have implications regarding overtime and other work rules as specified in the City's memoranda of understanding and personnel rules. The Human Resources Department and Information Technology Department should be consulted to determine how to extend access to the City's technology infrastructure without violating workplace or technology requirements.

> **Recommendation 30. Extend remote access to the City's networks and applications to appropriate staff.**

A proactive computer replacement program is also needed. The City used to set aside funds for computer replacement but eliminated replacement funding during the Great Recession. With the passage of Measure Z, the 1% local transactions and use (sales) tax measure in 2016, the City's IT Department now budgets approximately $50,000 a year for computer replacement for the department. Staff report that this does not fully fund the department's replacement needs.

Generally, each department is now tasked with identifying the funds necessary for each individual computer replacement as a part of their yearly operating budget. PRCS is replacing a few desktops each year but does not have the funding long term to replace all their computers without cutting back in other areas. PRCS has had some success getting computers replaced through sponsorships, but this is not a reliable way of replacing City assets. Proactive funding of technology equipment is a best practice used by many other agencies to ensure that staff have the appropriate and reliable tools to perform their jobs effectively.

> **Recommendation 31. Reinstitute the technology equipment replacement funding program for desktop systems, servers and applications.**

Economic Impact of Special Events

PRCS offers and participates in several cultural events throughout the year. Some are sponsored by the department and others are sponsored by third parties that work with the department and use City facilities. Though these types of events are vital to bringing various segments of a community together, they can be expensive and time consuming to conduct. As tax dollars become more difficult to stretch, many times it is the special events and cultural activities that are the first to suffer cuts.

Pre-event and post-event planning guides are used for each event to track attendance, cost, feedback from vendors as to what went well, and what could be improved. These guides are valuable tools in evaluating the effectiveness of events. The post-event planning guide does not include an analysis on the economic impact in the community, which would enhance the evaluation of event success. Before decisions about whether to continue and/or change cultural events are considered, the department should conduct an analysis to ascertain the exact costs of offering special and cultural events and the economic impact the events have in the community.

The department currently uses a written program plan to capture costs for planning, coordinating, and running activities for each event. It is

important that the department use these plans to create budgets for the events on a yearly basis, including participation numbers, revenues and expenditures. Additionally, the department should use examples that local market park and recreation agencies use related to the economic impact that results from the offering of programs and events. Understanding the costs and benefits of events and activities is an important tool that can be used to prioritize funds and staffing when the request for services outpaces the ability of staff to meet the need.

> **Recommendation 32. Complete a cost-benefit analysis related to special and cultural events.** Depending on the outcome of the analysis, consider alternative ways to form partnerships and collaborations to continue the activities rather than discontinuing them.

> **Recommendation 33. Work with the City's economic development department and professional organizations to utilize economic benefit models of the local market to evaluate the impact of local events and activities.**

> **Recommendation 34. Review all special and cultural events annually to determine the appropriate level of involvement (i.e., sponsor or collaborator) when an event uses City facilities.**

Benchmarks and Performance Indicators

The department produced a report covering July to September 2017 that included various statistics about the services they provided ranging from attendance and class registrations to work orders for parks maintenance. The report was graphically rich and provided an easy-to-follow overview of key department data.

The department has also solicited customer feedback periodically through hard copy surveys and SurveyMonkey, an online survey tool. The department also uses a "Happy or Not" tool to solicit responses from visitors about the facilities and/or services provided, which is used to track satisfaction from customers.

Staff also engage in the following processes to gauge whether what they do is successful:

- After every recreation class, customers are asked to fill out a survey.
- Staff conduct face-to-face discussions with customers to gauge how the public feels about the services provided.

- ActiveNet, the recreation registration program used by the department, provides recreation reports that can be used to determine the extent of repeat customers who participate the next time the classes or events are offered.
- After every event, a wrap-up report is prepared that indicates what went well, what did not, and how to improve.
- Staff monitors work orders completed to gauge performance.
- Park maintenance standards have been developed and staff inspect parks based on those standards.
- Staff performance in park planning is based on budget and schedule for capital projects.

However, there are no periodic reports that indicate performance against pre-established benchmarks, nor has the department established standards for recreation program service delivery that can be measured. The concept of performance measurement is intended to provide data for decision makers, leaders, staff and customers to understand how a department is performing, identify trends that may be indicative of problems or issues before they grow too large, and help show efficient and effective performance.

The department participated in the National Recreation and Park Association's (NRPA) performance report and performance benchmarks program. In this program, NRPA prepares a report that uses agency data and compares it to a comprehensive list of benchmarks to gauge an agency's performance. NRPA issued its 2018 Performance Report for PRCS. The report provided insights on Riverside's performance in key areas including operating expenditure per capita, revenue-to-operating expenditure ratio, acres of parks per 1,000 residents, residents per park, and other benchmarks that they have accumulated from agencies across the United States.

The report provides a comprehensive list of effectiveness ratios, operating and capital budget measurements, personnel and workload statistics that can be used to evaluate how Riverside measures up to other agencies.

NRPA offers a Park Metrics program (formerly PRORAGIS) as a comprehensive source of data standards and insights for parks and recreation agencies. They can use the data to measure and evaluate the agency, which can also be used as a basis for funding support, improving operations and serving the community better.

PRCS is on the right track in terms of identifying measurements that it can use as a basis for evaluating its performance as it reviews the agency

performance report that NRPA developed. The next step is for the department to review the measures, select those that are the most relevant to its operations, and develop standards for performance. Once those standards are developed, the department should then report its performance against them and use them as a basis for determining policy, program and operational activities that will help address any gaps between the standards and actual performance.

At a minimum, we recommend that the department develop standards for such areas as cost recovery, full-time equivalent employees (FTE) per 10,000 residents, park operating expenditures per acre of park land, revenue per capita, and number of contacts (e.g., participants, users) using parks and facilities per year.

> **Recommendation 35. Review the results of the NRPA 2018 Agency Performance Report to determine appropriate performance measures to measure PRCS' performance.**
>
> **Recommendation 36. Establish quantifiable standards for each performance measure.**
>
> **Recommendation 37. Collect data for a comprehensive set of performance measures and use them to manage the work of the department.** Prepare quarterly update reports and comprehensive annual reports that articulate the department's performance against established benchmarks. Conduct quarterly meetings with all department supervisory staff to review performance against benchmarks to identify opportunities for continuous improvement**.**
>
> **Recommendation 38. Conduct all-department annual meetings to review performance against benchmarks, soliciting input on how to improve.**

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 paid leave time for sick, vacation and compensatory leaves.

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 of 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 in order 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 13. Out of the 30 transactions tested, all overtime hours paid for the paychecks selected were approved by the employee's supervisor.

Table 13. Overtime Expenditures Sample Selection and Testing – PRCS

Fiscal Year	Employee Name (Last Name, First Initial)	Pay Period End Date	Overtime Hours Worked	Overtime Compensation Paid	Supervisor Approved
2014-15	Employee 1	10/23/14	27.80	$628	Y
2014-15	Employee 2	4/23/15	17.50	$839	Y
2014-15	Employee 3	5/7/15	16.40	$389	Y
2014-15	Employee 4	4/9/15	18.00	$488	Y
2014-15	Employee 5	11/6/14	27.20	$645	Y
2014-15	Employee 6	5/12/15	27.40	$889	Y
2015-16	Employee 7	2/25/16	24.10	$586	Y
2015-16	Employee 8	11/19/15	25.10	$610	Y
2015-16	Employee 9	7/30/15	20.90	$508	Y
2015-16	Employee 10	6/16/16	12.60	$327	Y
2015-16	Employee 11	2/25/16	25.60	$622	Y
2015-16	Employee 12	4/21/16	9.10	$189	Y
2015-16	Employee 13	7/30/15	17.20	$376	Y
2015-16	Employee 14	8/27/15	26.30	$602	Y
2015-16	Employee 15	10/8/15	15.20	$369	Y
2015-16	Employee 16	12/17/15	16.35	$340	Y
2016-17	Employee 17	12/15/16	28.10	$683	Y
2016-17	Employee 18	5/4/17	25.60	$622	Y
2016-17	Employee 19	10/20/16	34.30	$714	Y
2016-17	Employee 20	7/14/16	11.00	$159	Y
2016-17	Employee 21	5/18/17	15.00	$312	Y
2016-17	Employee 22	12/1/16	25.20	$612	Y
2016-17	Employee 23	5/18/17	18.00	$558	Y
2016-17	Employee 24	4/6/17	12.00	$425	Y
2016-17	Employee 25	3/23/17	22.00	$1082	Y
2016-17	Employee 26	6/1/17	9.40	$196	Y
2016-17	Employee 27	10/20/16	38.90	$916	Y
2016-17	Employee 28	6/1/17	22.00	$688	Y
2016-17	Employee 29	10/20/16	23.55	$514	Y
2016-17	Employee 30	6/30/16	16.00	$776	Y

Table 14 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 3.5% of regular pay in FY 2014-15 to 3.7% in FY 2016-17. It is not uncommon in our experience for maintenance related divisions such as parks maintenance that do not have 24x7 response requirements to have an incurrence of overtime of 5% of regular pay.

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 Parks division overtime rate decreased from 5.8% to 4.0% over the three-year period. Special Transit, however, has seen its overtime pay rate increase from 10.3% in FY 2014-15 to 14.1% in FY 2016-17, which may be indicative of a shortage of staffing or the need to review scheduling of start and stop times of transit drivers to mitigate overtime requirements.

Table 14. 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	$3,703	$976,997	0.4%	$2,675	$896,372	0.3%	$1,937	$902,837	0.2%
Special Transit	$140,114	$1,355,894	10.3%	$130,374	$1,398,971	9.3%	$191,624	$1,363,181	14.1%
Recreation	$9,388	$1,989,992	0.5%	$8,538	$2,264,303	0.4%	$11,305	$2,280,398	0.5%
Parks	$95,183	$1,629,922	5.8%	$61,915	$1,739,936	3.6%	$71,586	$1,782,624	4.0%
Golf Course	$135	$161,880	0.1%	$0	$156,988	0.0%	$473	$184,357	0.2%
Community Services	$6,795	$1,247,177	0.5%	$7,985	$1,244,726	0.6%	$5,827	$1,183,959	0.4%
TOTALS	$255,318	$7,361,862	3.5%	$211,487	$7,701,296	2.7%	$282,752	$7,697,356	3.7%

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 15 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. Sixteen of the eighteen employees in the list are from Special Transit. Two employees exceeded the 20% threshold in all three years, with an additional three employees that exceeded the threshold in two of the three years. A total of 452 employees in the department received paychecks in FY 2016-17.

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

Employee Selected	Division	FY 2014-15	FY 2015-16	FY 2016-17
Employee 1	Parks	16.2%	13.0%	20.7%
Employee 2	Parks	22.0%	10.2%	1.7%
Employee 3	Special Transit	20.3%	24.8%	45.2%
Employee 4	Special Transit	25.2%	29.8%	36.1%
Employee 5	Special Transit	13.3%	21.3%	39.4%
Employee 6	Special Transit	10.5%	30.1%	37.1%
Employee 7	Special Transit	17.4%	25.9%	32.6%
Employee 8	Special Transit	N/A	N/A	42.8%
Employee 9	Special Transit	13.1%	16.6%	32.6%
Employee 10	Special Transit	N/A	N/A	28.1%
Employee 11	Special Transit	14.3%	18.1%	27.7%
Employee 12	Special Transit	N/A	N/A	22.9%
Employee 13	Special Transit	10.8%	13.7%	21.2%
Employee 14	Special Transit	23.0%	11.3%	19.3%
Employee 15	Special Transit	26.9%	8.6%	5.8%
Employee 16	Special Transit	21.3%	13.2%	N/A
Employee 17	Special Transit	23.1%	8.4%	N/A
Employee 18	Special Transit	23.7%	N/A	N/A

Management should review overtime trends quarterly as part of its management systems to determine the cause of excessive overtime by a division and for individual employees. Excessive overtime may be a sign of inadequate staffing, shifting capacity between employees, potential burnout of individual employees, or the need to more closely compare hours scheduled and hours worked.

Recommendation 39. Establish a policy to review overtime usage per employee that exceeds 20% in one quarter that may require further investigation as to the cause of excessive overtime.

Recommendation 40. Establish a policy to review overtime usage by division on an annual basis and investigate cases for any division that exceeds 10%.

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 C to this report.

One of the key provisions within the Purchasing Resolution is the circumstances under which the department may dispense with competitive bidding requirements 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 PRCS 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 16. In all instances, we received sufficient documentation to indicate that the purchasing requirements were followed for the transactions selected for testing.

Table 16. Non-Personnel Expenditures Sample Selection and Testing – PRCS

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 – Invoice Paid
PR01	9/5/14	Valley Maintenance Corp	$13,989.22	Y	Y	N/A	N/A	Y	Y	Y	Y	Y	Y	Y
PR02	9/5/14	Basic Backflow	$356.24	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
PR03	9/26/14	Basic Backflow	$225.00	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
PR04	10/3/14	Studio 33	$5,250.50	Y	Y	N/A	N/A	Y	Y	N/A	Y	N/A	N/A	Y
PR05	10/24/14	Ability Counts Inc	$7,337.00	Y	Y	N/A	Y	N/A	Y	Y	Y	Y	Y	Y
PR06	11/14/14	Excel Landscape Inc	$218.26	Y	Y	N/A	Y	N/A	Y	Y	Y	Y	Y	Y
PR07	11/14/14	Excel Landscape Inc	$2,421.00	Y	Y	N/A	Y	N/A	Y	Y	Y	Y	Y	Y
PR08	1/9/15	Jacobsen West	$405.93	Y	N[1]	N/A	N/A	N/A	N[1]	N/A	Y	N/A	N/A	Y
PR09	3/27/15	Jacobsen West	$478.57	Y	N[1]	N/A	N/A	N/A	N[1]	N/A	Y	N/A	N/A	Y
PR10	5/29/15	Service 1st	$415.92	Y	Y	N/A	Y	N/A	Y	Y	Y	Y	Y	Y
PR11	9/8/15	Spectrum Business	$100.00	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Y
PR12	11/6/15	Source Studio (Instructor)	$69.30	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Y
PR13	11/13/15	Valley Maintenance Corp	$20,945.00	Y	Y	N/A	N/A	Y	Y	Y	Y	Y	Y	Y
PR14	11/13/15	DC Electronics Inc	$75.00	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
PR15	12/11/15	Basic Backflow	$60.00	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
PR16	12/31/15	Master Wash	$405.00	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
PR17	12/31/15	UC Regents UECC	$55,000.00	Y	N/A	Y	N/A	N/A	N/A	Y	Y	Y	Y	Y
PR18	3/11/16	Excel Landscape Inc	$148,736.00	Y	Y	N/A	Y	N/A	Y	Y	Y	Y	Y	Y
PR19	3/18/16	Jacobsen West	$319.38	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
PR20	6/24/16	ACS Enterprise Solutions Inc	$716.59	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
PR21	7/8/16	Amy Hung (Instructor)	$1,521.00	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Y
PR22	8/5/16	Riverside Dance Academy (Instructor)	$556.50	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Y
PR23	8/12/16	DC Electronics Inc	$90.00	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
PR24	10/14/16	David Simpkins (Instructor)	$525.00	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Y
PR25	10/21/16	Brightview Golf	$21,452.00	Y	Y	N/A	N/A	N/A	N/A	Y	Y	Y	Y	Y
PR26	11/4/16	RPW Services Inc	$1,005.00	Y	Y	N/A	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
PR27	11/23/16	Heart and Soul Line Dance (Instructor)	$63.00	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Y
PR28	4/7/17	American Fence Co Inc	$988.72	Y	N/A	N/A	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
PR29	4/21/17	Basic Backflow	$188.66	Y	N/A	Y	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y
PR30	6/23/17	Hilltop Geotechnical Inc	$555.00	Y	N/A	N/A	N/A	N/A	N/A	N/A	Y	N/A	N/A	Y

Legend: Y=Yes; N=No; N/A=Not Applicable
1 – No documentation provided indicating informal bid process was implemented; purchase order in the amount of $38,000 for maintenance services at Fairmount Golf Course for FY 2014-15

We noted during our testing of sample transactions that instructors of recreational services are not included as an exception from competitive procurement requirements in the Purchasing Resolution. In our experience, recreation instructors are typically not subject to competitive procurement processes. Typically, agencies desire to establish working relationships by entertaining proposals from instructors for class content and monitoring class performance and evaluations to determine that instructors are fulfilling the advertised program for the class and the agency's expectations for performance. A best practice used by other agencies is to identify recreation instructors as an exception from the agency's competitive procurement requirements. This should be added to Section 201 in the Purchasing Resolution.

> **Recommendation 41. Amend the Purchasing Resolution Section 201 to include an exception for recreation class instructors from competitive procurement requirements.**

Conclusion

PRCS is providing parks, recreation and community services at levels that are attempting to meet the community's and the City Council's desires and expectations. However, the department has been tasked with maintaining larger acres of parks, open space, building space and increased use of its classes and facilities with lower staffing levels.

Fees and charges for classes and other programs are being held below the expected level of cost recovery based on the desire by the City Council to maintain affordability of those services. This is placing additional pressure on the General Fund, which supports the department's operations, making it difficult for PRCS to meet demands with increasing pressures to reduce costs.

The creation of a comprehensive departmental strategic plan that incorporates service delivery expectations and the means to fund them will help everyone from the City Council, City Manager's Office, department leadership, staff, and the public to be in alignment in regard to the priorities of the department and the implementation plan to achieve the department's mission and goals.

Attachment A – List of Recommendations

Recommendation 1.   Review the recent organizational structure changes (e.g., second deputy director position, reassignment of the principal park planner, senior analyst, and trails coordinator positions) one year after going into effect to determine impacts on staffing, responsibilities and workload.

Recommendation 2.   Request that the City's Human Resources Department develop a formal succession plan and career ladders for the PRCS Department.

Recommendation 3.   Perform a classification study to determine job duties and responsibilities for existing and necessary staff positions.

Recommendation 4.   Request that the Human Resources Department conduct a compensation study of benchmark PRCS positions to identify opportunities to provide competitive compensation packages to recruit and retain quality PRCS employees.

Recommendation 5.   Develop clear standards in consultation with the Human Resources Department for use of merit-based increases for positions of supervisor and above so performance is rewarded for work that is above and beyond expectations.

Recommendation 6.   Prioritize and complete outstanding work orders by either reallocating staff or by contracting services with third-party maintenance contractors to eliminate the backlog.

Recommendation 7.   Establish realistic maintenance standards that correlate with existing staffing levels to determine those duties that can be accomplished with city staff and those that should continue to be contracted considering rising future employee costs.

Recommendation 8.   Initiate a comprehensive strategic planning effort for the department and a process to realign service levels with resources.

Recommendation 9.   Create a communications strategy to engage key stakeholders who will be impacted by changes in services as a result of the strategic planning and service level/resource alignment process.

Recommendation 10.   Align service level expectations to budgetary resources using the strategic planning and service level and resource realignment process.

Recommendation 11.   Implement a youth scholarship program through the Riverside Community Services Foundation, a 501(c)(3), to help offset department costs for offering programs and activities.

Recommendation 12.   Implement the updated fee waiver process for non-profit and partner organizations' use of facilities.

Recommendation 13.   Add a corresponding line item in the PRCS budget to reflect revenues that are waived.

Recommendation 14.   Prepare quarterly reports of the volume and costs of fee waivers and share those reports with the City Manager's Office and City Council.

Recommendation 15.   Conduct a fee study of programs, facilities, and special events fees and charges to determine the cost of providing services compared with cost recovery.

Recommendation 16.   Obtain City Council policy direction concerning cost recovery goals for programs, facilities and special events targeting a cost recovery level of 28% that, if necessary, could be implemented over time.

Recommendation 17.   Implement changes to fees and charges based on cost recovery goals established by City Council.

Recommendation 18.   Implement annual customer satisfaction surveys on parks, recreation and community services and programs.

Recommendation 19.   Research CMMS applications that would meet the needs to properly budget, plan, track, organize, and document maintenance of PRCS assets and facilities.

Recommendation 20.   Investigate opportunities to partner with the Public Works Department on the selection of a CMMS system that might provide a consistent application, economies of scale in selection and acquisition, and data sharing between departments.

Recommendation 21.   Conduct a request for proposal process to select and implement a CMMS application.

Recommendation 22.   Provide additional training on ActiveNet to staff and managers to fully utilize the features of the application and to enhance report writing skills.

Recommendation 23.   Determine opportunities to integrate ActiveNet into a successor CMMS.

Recommendation 24.   Conduct a business needs assessment for the registration application and determine if ActiveNet is capable of meeting those needs or if another application should be considered.

Recommendation 25.   Prepare for integration of ArcGIS for the department by assessing the functions and features of the new system.

Recommendation 26.   Identify GIS layers that should be developed in the new ArcGIS system.

Recommendation 27.   Implement ArcGIS in the department and train staff in its use.

Recommendation 28.   Fund and acquire a large-format printer/plotter for the Parks Planning Division.

Recommendation 29.   Train Parks Planning staff in the use of the project management tool HIVE.

Recommendation 30.   Extend remote access to the City's networks and applications to appropriate staff.

Recommendation 31.   Reinstitute the technology equipment replacement funding program for desktop systems, servers and applications.

Recommendation 32.   Complete a cost-benefit analysis related to special and cultural events. Depending on the outcome of the analysis, consider alternative ways to form partnerships and collaborations to continue the activities rather than discontinuing them.

Recommendation 33.   Work with the City's economic development department and professional organizations to utilize economic benefit models of the local market to evaluate the impact of local events and activities.

Recommendation 34.   Review all special and cultural events annually to determine the appropriate level of involvement (i.e., sponsor or collaborator) when an event uses City facilities.

Recommendation 35.   Review the results of the NRPA 2018 Agency Performance Report to determine appropriate performance measures to measure PRCS' performance.

Recommendation 36.   Establish quantifiable standards for each performance measure.

Recommendation 37.   Collect data for a comprehensive set of performance measures and use them to manage the work of the department.

Recommendation 38.   Conduct all-department annual meetings to review performance against benchmarks, soliciting input on how to improve.

Recommendation 39.   Establish a policy to review overtime usage per employee that exceeds 20% in one quarter that may require further investigation as to the cause of excessive overtime.

Recommendation 40.   Establish a policy to review overtime usage by division on an annual basis and investigate cases for any division that exceeds 10%.

Recommendation 41.   Amend the Purchasing Resolution Section 201 to include an exception for recreation class instructors from competitive procurement requirements.

Attachment B – Employee Survey Results

As part of the performance assessment and financial expenditures review of the Parks, Recreation and Community 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 115 employees responded between April 5 and 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, respondents indicated satisfaction in all eight performance areas.
- Responses show the department has a strong customer service orientation.
- Respondents from the Parks Planning and Design Division consistently provided the most favorable responses and respondents from the Special Transportation Division were consistently the least favorable.
- A notable area of concern was appropriate staffing to accomplish workload. Of all survey respondents, 60% disagreed or strongly disagreed with the statement, "Staffing in my department is appropriate for our workload."
- Perceptions about the quality and timeliness of communication varied across divisions.
- Management employees responded more favorably to questions pertaining to communications and strategic or business planning than supervisory or non-supervisory respondents.

Management Partners calculated the composite score to assess employee satisfaction in the eight performance areas covered by the survey (Figure 6) as well as by division. The composite score is the average (arithmetic mean) for all responses in a given area. For example, in the 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 6.   Overall Employee Survey Results by Each Section (Composite Score)
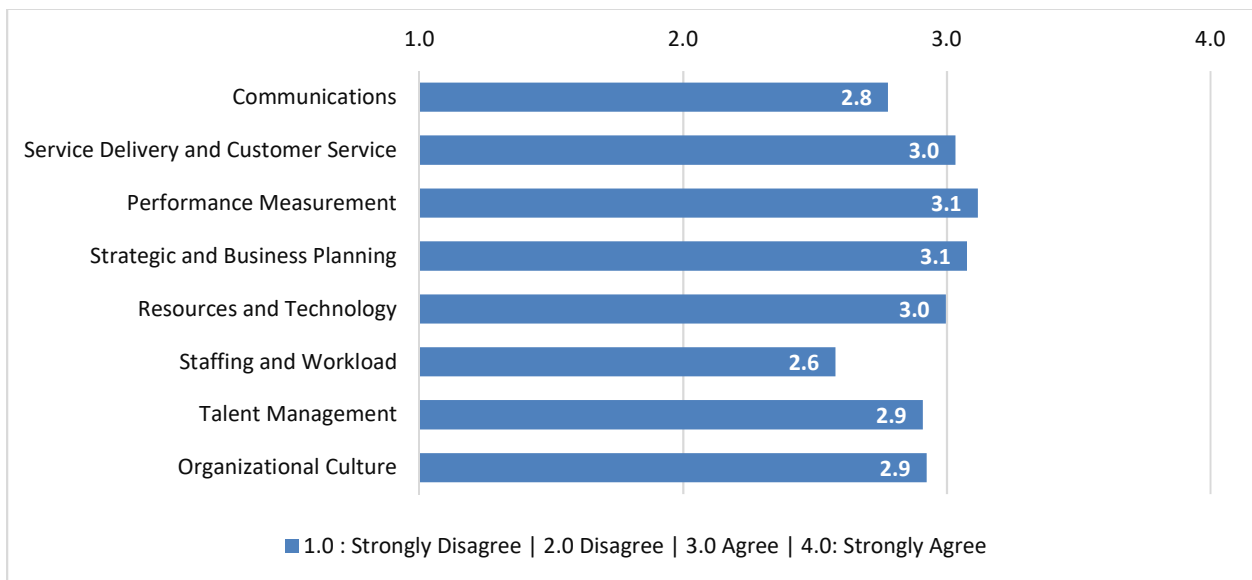
Respondent Data

The survey requested that all respondents identify their division, their position, and the number of years they have been with the department. Tables 17. 18 and 19 show the results of these questions, as does Figure 7. Some highlights include:

- A total of 115 employees responded to the survey (approximately 59% of the department's budgeted positions).
- Most divisions were well represented in the survey, with the exception of golf course operations and special transportation.
- Half of all respondents (50%) have been with the department for less than five years.

Figure 7.   Percent of Full-time Budgeted Positions that Responded
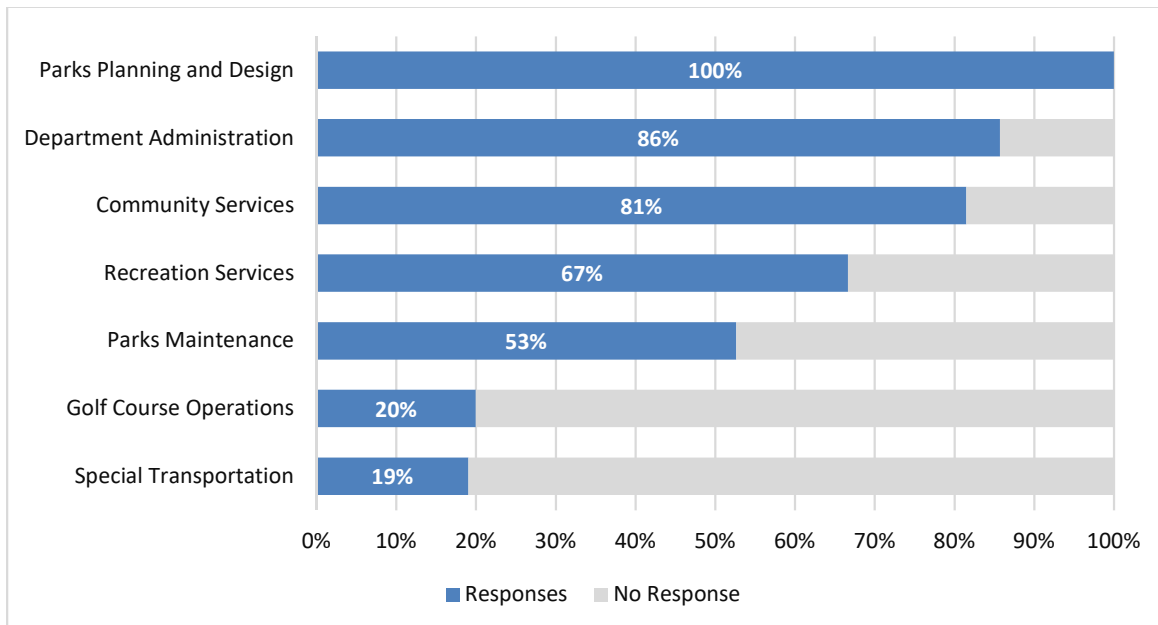
Note: Vacant positions have not been excluded from the calculation; therefore, the data may underreport the percent of
employees from each division who responded to the survey.

Table 17. What is your current division?

Answer Choices	Response
Department Administration	6 (5%)
Community Services	22 (19%)
Golf Course Operations	1 (1%)
Parks Planning and Design	3 (3%)
Parks Maintenance	20 (17%)
Recreation Services	50 (43%)
Special Transportation	8 (7%)
Other*	5 (4%)
Total Answered	**115**

**Four of five respondents who selected "other" commented that they work
within multiple divisions. The remaining respondent works in "facilities."*

Table 18. Which of the following best describes your position?

Answer Choices	Response
Management	17 (15%)
Supervisory	29 (25%)
Non-Supervisory	42 (37%)
Other*	27 (23%)
Total Answered	115

*A total of 11 respondents who selected "other" identified as recreation leaders.
Most other respondents who selected "other" are non-supervisory employees
(general services worker, recreation coordinator, instructor, bus driver, etc.)

Table 19. How long have you worked for the Riverside Parks, Recreation and Community Services Department?

Answer Choices	Response
Less than 1 year	23 (20%)
1 to 5 years	35 (30%)
6 to 10 years	22 (19%)
11 to 15 years	13 (11%)
Over 15 years	20 (17%)
Prefer not to answer	2 (2%)
Total Answered	115

Employee Survey Results

The employee survey covered eight topics, the results of which are presented in the following tables. The eight topics, 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 that information provided on the website meets community needs.

The survey results related to communication are presented in Table 20.

Table 20. 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.	14 (13%)	60 (58%)	20 (19%)	10 (10%)	3
	74 (71%)		30 (29%)		
2. Important information about my division is provided to me in a timely manner.	17 (16%)	50 (48%)	25 (24%)	13 (12%)	2
	67 (64%)		38 (36%)		
3. Communication from department leaders to staff is good.	20 (19%)	54 (51%)	22 (21%)	10 (9%)	1
	74 (70%)		32 (30%)		
4. Communication among divisions is good.	18 (18%)	46 (46%)	30 (30%)	7 (7%)	6
	64 (63%)		37 (37%)		
5. Communication between my department and other departments is good.	16 (17%)	55 (59%)	15 (16%)	7 (8%)	14
	71 (76%)		22 (24%)		
6. Information provided on our website meets community needs.	19 (21%)	58 (65%)	10 (11%)	2 (2%)	18
	77 (87%)		12 (13%)		

Survey respondents were invited to provide comments on why they *disagreed* or *strongly disagreed* with the above statements. Some 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.
- Information provided from management is inconsistent and not provided in a timely manner.

As Figure 8 shows, the Parks Planning and Design Division had the highest composite score with an average rating of 3.2. The golf division received the lowest composite rating. However, the response rate from employees in the Golf Division was very low.

Figure 8.   Communication Composite Score by Division
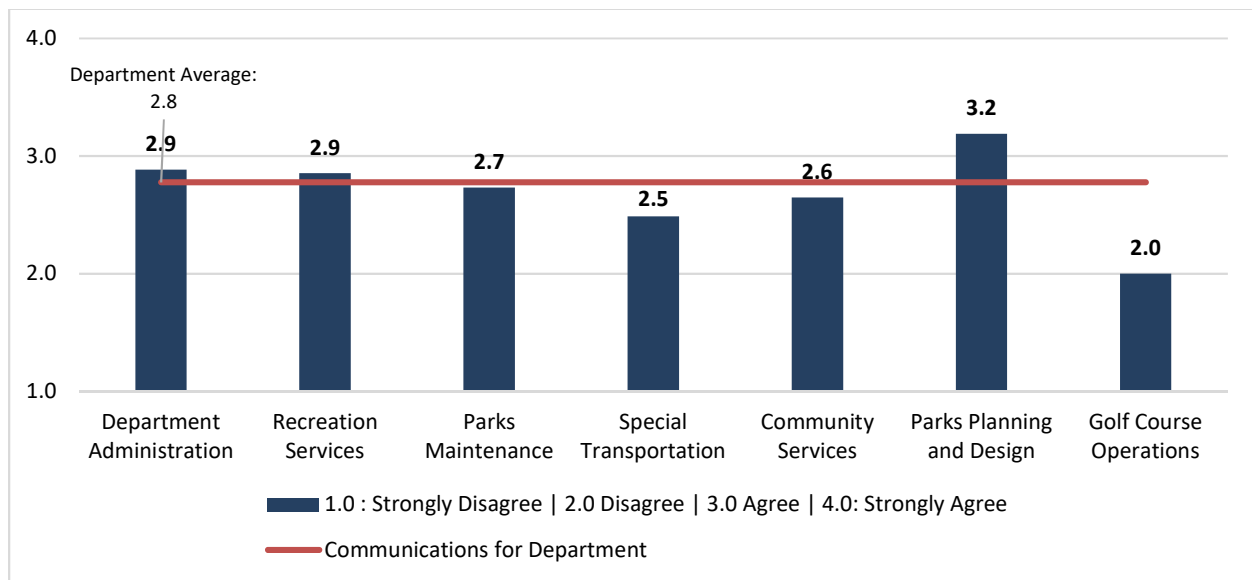
Service Delivery and Customer Service

Survey respondents were asked to rate how strongly they agree with statements on the topic of service delivery and customer service. Overall, a majority of respondents agree or strongly agree with all service delivery and customer service statements. The results suggest a strong customer service orientation. Most respondents agree that the department is well organized to deliver services. Consistency when applying department policies presents the greatest opportunity for improvement in this area. Only 66% of respondent agree or strongly agree with the statement that policies are applied consistently to all employees. The results for the service delivery and customer service section are presented in Table 21.

Table 21. 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.	20 (20%)	63 (62%)	15 (15%)	3 (3%)	
	83 (82%)		18 (18%)		2
2. My division provides prompt customer service.	40 (40%)	51 (50%)	9 (9%)	1 (1%)	
	91 (90%)		10 (10%)		2
3. My division has a strong customer service focus.	38 (38%)	54 (53%)	9 (9%)	0 (0%)	
	92 (91%)		9 (9%)		2
4. I am allowed to make decisions to solve problems for customers.	31 (32%)	48 (49%)	16 (16%)	3 (3%)	
	79 (81%)		19 (19%)		5
	33 (34%)	50 (52%)	11 (11%)	3 (3%)	6

Answer Choices	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
	Strongly Agree/Agree		Strongly Disagree/Disagree		
5. We have an established process to receive feedback from our customers.	83 (86%)		14 (14%)		
6. Policies are applied consistently to all employees in the organization.	27 (27%)	38 (38%)	19 (19%)	15 (15%)	4
	65 (66%)		34 (34%)		
7. Department policies and procedures are clear.	20 (20%)	51 (52%)	18 (18%)	10 (10%)	4
	71 (72%)		28 (28%)		

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

- Department policies and procedures are not clear.
- Department scheduling and organization does not optimize customer service needs.
- Department policies and procedures are not applied consistently.
- The department is not held accountable for providing good customer service.
- Department staff members are not empowered to make decisions or provide input on changes to policies and procedures.

As Figure 9 shows, the Parks Planning and Design Division had the highest composite score with an average rating of 3.2. The special transportation division had the lowest composite score with an average rating of 2.5.

Figure 9.   Service Delivery and Customer Service Composite Score by Division
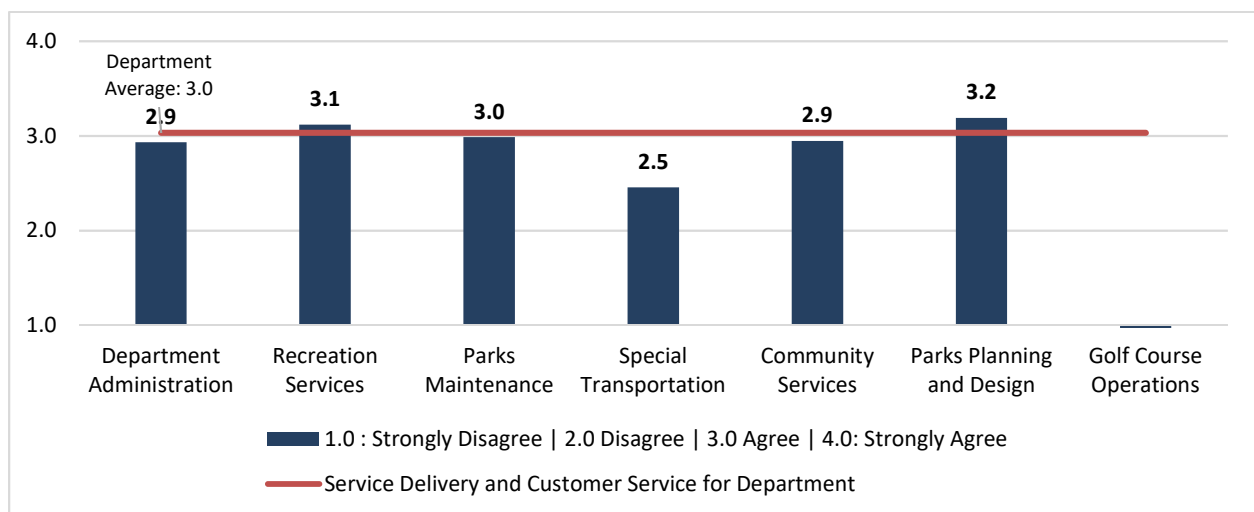
Performance Measurement

Survey respondents were asked to rate four statements on the topic of performance measurement. Overall a majority of respondents agree or strongly agree with all performance

measurement statements. Eighty-nine percent of respondents report they are collecting data to measure performance and nearly all respondents (98%) report they understand the value of performance measurement, as shown in Table 22.

*Table 22. 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.	20 (25%)	50 (63%)	8 (10%)	1 (1%)	21
	70 (89%)		9 (11%)		
2. Department staff are collecting the right data to measure performance.	12 (16%)	47 (64%)	10 (14%)	4 (5%)	27
	59 (81%)		14 (19%)		
3. Department managers use data to make decisions.	14 (18%)	48 (63%)	11 (14%)	3 (4%)	24
	62 (82%)		14 (18%)		
4. I understand the value of performance measurement.	34 (36%)	58 (62%)	2 (2%)	0 (0%)	6
	92 (98%)		2 (2%)		

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

- Customer service survey data are not utilized in making management decisions.
- Customer service survey data are not collected in an unbiased way and more consideration is given to negative responses.

The Parks Planning and Design Division had the highest composite score with an average rating of 3.3, as shown in Figure 10. The Special Transportation Division had the lowest composite score with an average rating of 2.8.

Figure 10. Performance Measurement Composite Score by Division
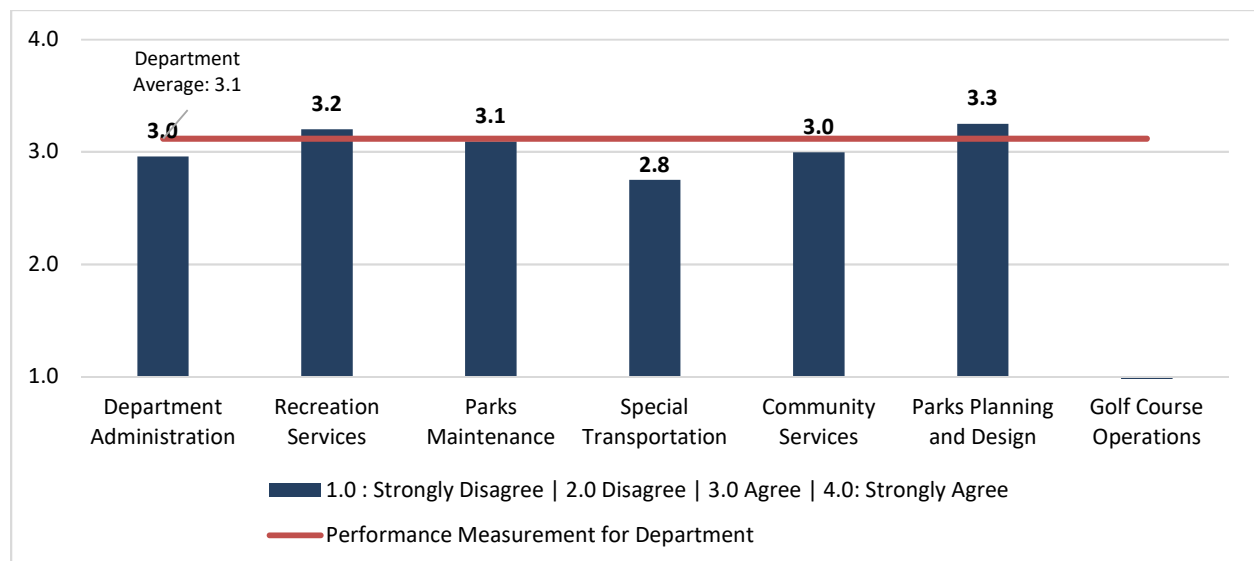
Strategic and Business Planning

Survey respondents were asked to rate six statements about strategic and business planning, as shown in Table 23. Overall, a majority of respondents agree or strongly agree with all strategic and business planning statements. Respondents report clarity on how their job and department contribute to the larger goals of the organization and how to be successful. Fewer respondents agree that decisions are made in a timely manner (61% agree or strongly agree).

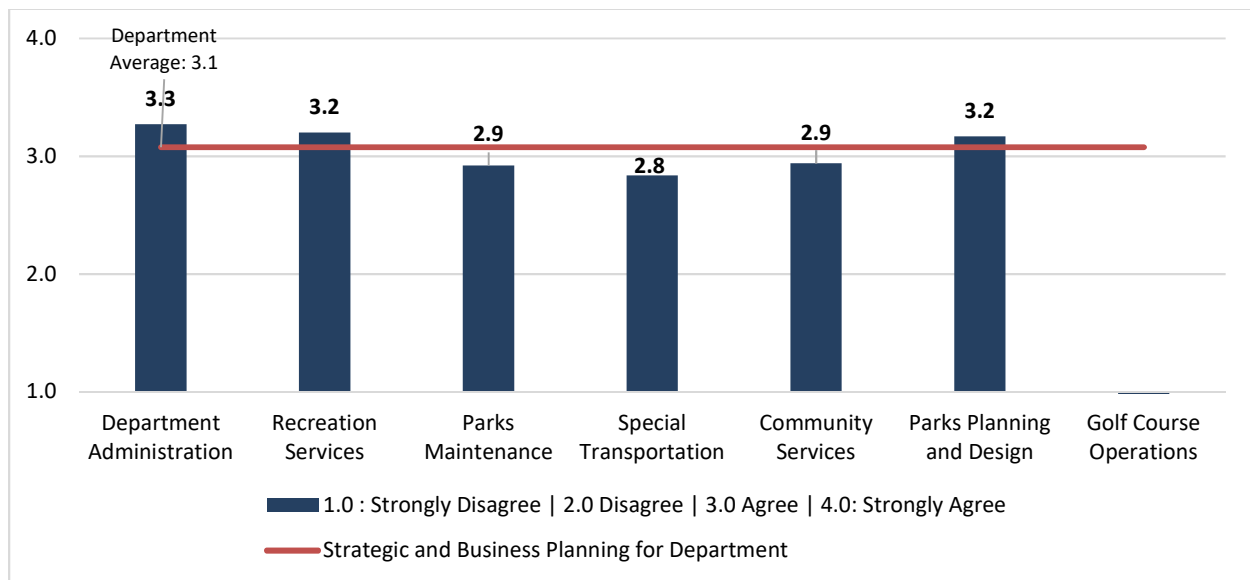*Table 23. Strategic and Business Planning*

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.	37 (39%)	52 (54%)	6 (6%)	1 (1%)	2
	89 (93%)		7 (7%)		
2. I have a clear understanding of how my department contributes to fulfilling the City's strategic plan.	30 (33%)	53 (58%)	7 (8%)	2 (2%)	6
	83 (90%)		9 (10%)		
3. Decisions in our department are made in a timely manner.	15 (17%)	40 (44%)	27 (30%)	8 (9%)	8
	55 (61%)		35 (39%)		
4. I understand the department's priorities.	27 (30%)	47 (52%)	12 (13%)	5 (5%)	7
	74 (81%)		17 (19%)		
5. Our director communicates a clear vision of what this department needs to succeed.	27 (30%)	46 (52%)	11 (12%)	5 (6%)	9
	73 (82%)		16 (18%)		
6. Our director emphasizes the importance of following department policies and procedures.	30 (34%)	51 (57%)	6 (7%)	2 (2%)	9
	81 (91%)		8 (9%)		

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

- Decisions are not made or communicated to staff in a timely manner.
- The department's priorities are not clear.
- Staff concerns or input are not communicated to the department head.
- Department policies and procedures have not been updated.

The Administration Division had the highest composite score with an average rating of 3.3. The Special Transportation Division had the lowest composite score with an average rating of 2.8, as shown in Figure 11.

Figure 11. Strategic and Business Planning Composite Score by Division

Resources and Technology

As Table 24 shows, survey respondents were asked to rate five statements on the topic of resources and technology. Overall a majority of respondents agree or strongly agree with all resources and technology statements. A total of 89% of respondents report they have the technology they need to perform their jobs and use it effectively.
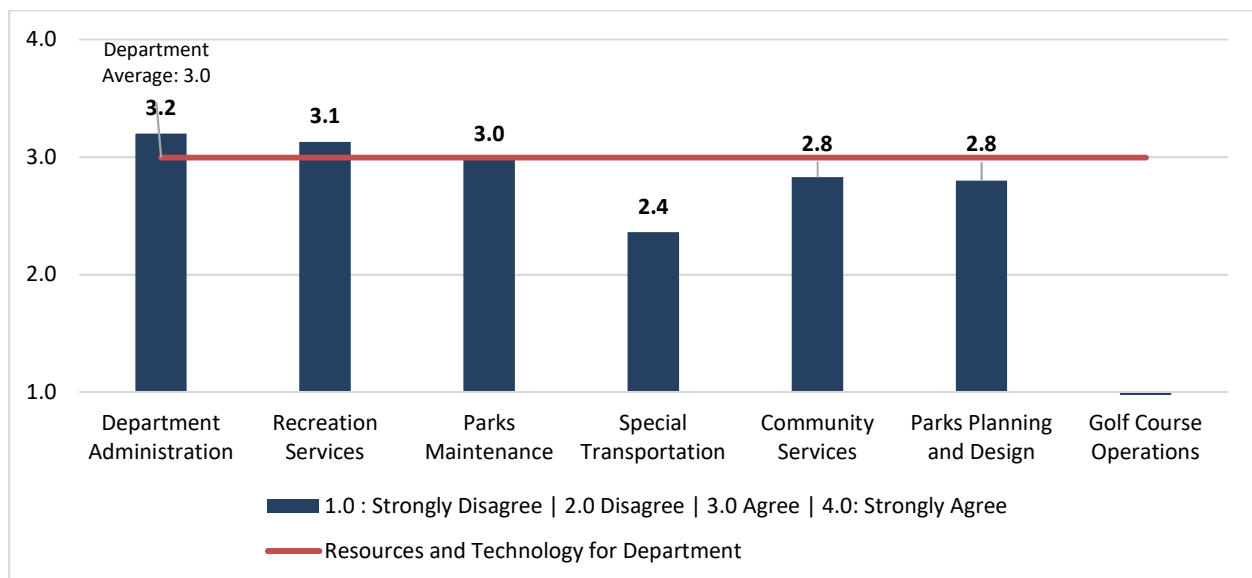
Table 24. Resources and Technology

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.	21 (22%)	54 (56%)	14 (14%)	8 (8%)	
	75 (77%)		22 (23%)		1
2. The resources (e.g., materials/ equipment) available allow me to do my job efficiently.	21 (22%)	56 (58%)	13 (13%)	7 (7%)	
	77 (79%)		20 (21%)		1
3. I have the technology I need to do my job efficiently.	27 (28%)	59 (61%)	7 (7%)	4 (4%)	
	86 (89%)		11 (11%)		1
4. The department uses technology effectively.	21 (22%)	64 (67%)	4 (4%)	6 (6%)	
	85 (89%)		10 (11%)		3
5. Technology I use is up to date.	22 (23%)	56 (59%)	11 (12%)	6 (6%)	
	78 (82%)		17 (18%)		3

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

- Department lacks the materials and equipment needed to run programs.
- Equipment and software are outdated (e.g. computer software, laptops, trucks, tractors, etc.) and impacts customer service.
- The department is understaffed.
- The department needs ongoing training for staff.
- Resources in the department are not equitably distributed.

As Figure 12 shows, the Administration Division had the highest composite score with an average rating of 3.2. The special transportation division had the lowest composite score with an average rating of 2.4.

Figure 12. Resources and Technology Composite Score by Division

Staffing and Workload

Survey respondents were asked to rate four statements on the topic of staffing and workload, as shown in Table 25. Respondents report they are able to complete their work within the expected timeframe and that the department does a good job of recruiting staff. However, 60% of respondents disagree or strongly disagree with the statement, "Staffing in my department is appropriate for the workload."
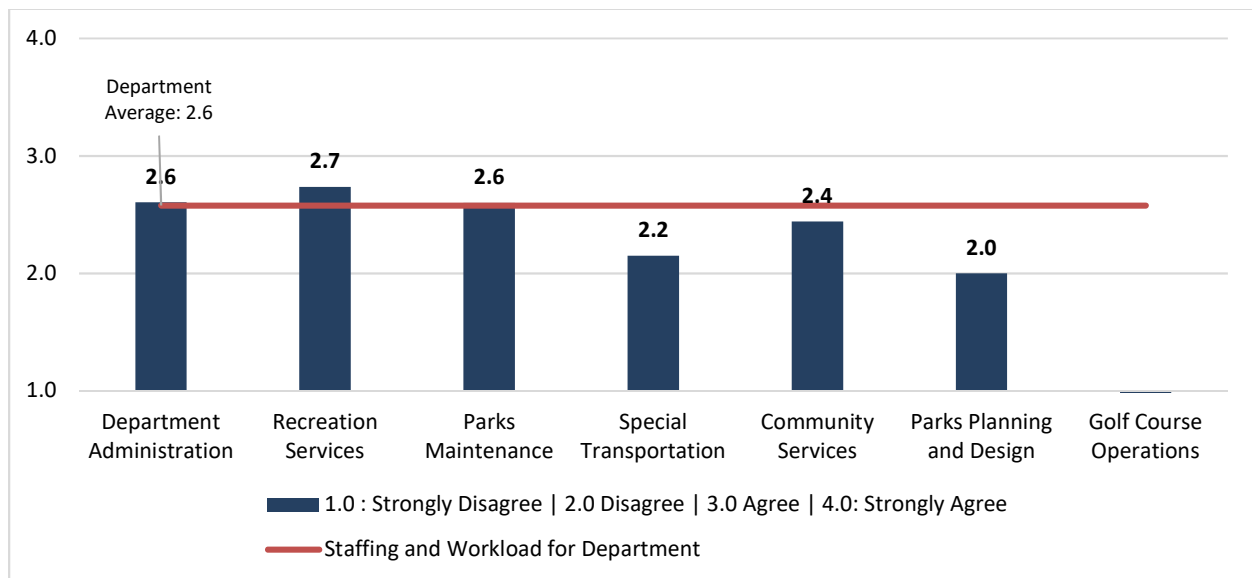
Table 25. Staffing and Workload

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.	6 (7%)	58 (67%)	19 (22%)	4 (5%)	11
	64 (74%)		23 (26%)		
2. Our department does a good job retaining staff.	6 (7%)	41 (46%)	27 (30%)	15 (17%)	9
	47 (53%)		42 (47%)		
3. Staffing in my department is appropriate for our workload.	8 (9%)	30 (32%)	33 (35%)	23 (24%)	4
	38 (40%)		56 (60%)		
4. I can complete my work within the expected timeframe.	18 (19%)	52 (54%)	18 (19%)	9 (9%)	1
	70 (72%)		27 (28%)		

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

- Workload is not consistent across staff.
- Low staffing levels lead to higher turnover rates and impact service delivery.
- The department has recruitment issues due to a long recruitment process and insufficient starting salary and benefit options
- The department has retainment issues due to a) insufficient pay compared to other agencies, b) large and expanding workloads, and c) lack of professional development opportunities.

As Figure 13 shows, the Recreation Division had the highest composite score with an average rating of 2.7. The Park Planning and Design Division had the lowest composite score with an average rating of 2.0.

Figure 13. Staffing and Workload Composite Score by Division

Talent Management

Table 26 shows respondents' ratings to five statements on the topic of talent management. Overall a majority of respondents agree or strongly agree with all talent management statements. Based on the results, training and development is valued by the department. However, only 58% of respondents 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 26. 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.	20 (20%)	58 (59%)	16 (16%)	4 (4%)	0
	78 (80%)		20 (20%)		
2. The department provides effective safety training.	20 (21%)	64 (67%)	9 (9%)	3 (3%)	2
	84 (88%)		12 (13%)		
3. My supervisor allows me to take advantage of professional development opportunities.	20 (22%)	53 (60%)	9 (10%)	7 (8%)	9
	73 (82%)		16 (18%)		
4. My department is prepared for future retirements and employee turnover.	11 (15%)	31 (43%)	24 (33%)	6 (8%)	26
	42 (58%)		30 (42%)		
5. I receive timely annual performance evaluations.	16 (19%)	46 (55%)	16 (19%)	6 (7%)	14
	62 (74%)		22 (26%)		

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

- Employee training does not seem to be a priority (i.e., staff need more professional and safety training).
- Performance evaluations are not conducted regularly or administered on time.
- Succession planning is an area that needs more attention.
- There is a lack of acknowledgement of good performance in the performance evaluation process.

As Figure 14 shows, the Recreation Division had the highest composite score with an average rating of 3.0. The Administration Division had the lowest composite score with an average rating of 2.5.

Figure 14. Talent Management Composite Score by Division
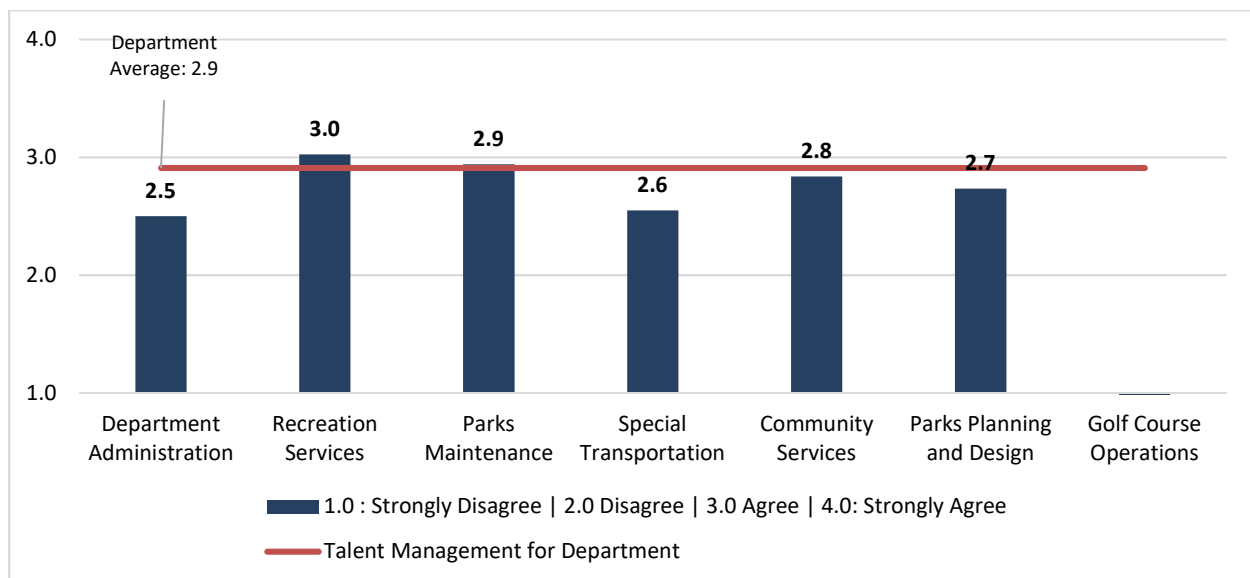
Organizational Culture

Survey respondents were asked to rate how strongly they agree with seven statements on the topic of organization culture, as Table 27 shows. Overall, a majority of respondents agree or strongly agree with all of the statements about organization culture. Respondents reports clear understanding of job responsibilities and feel encouraged to use their own judgment and initiative. Employee morale is positive overall, but appears to vary across divisions. With only 60% agreeing or strongly agreeing with the statement that quality performance is recognized and rewarded, there may be opportunity to strengthen employee recognition efforts in departments.

Table 27. 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.	32 (33%)	55 (56%)	9 (9%)	2 (2%)	0
	87 (89%)		11 (11%)		
2. Employees in my department work well as a team.	26 (27%)	51 (53%)	17 (18%)	3 (3%)	1
	77 (79%)		20 (21%)		
3. Employees at all levels in the organization treat each other with respect.	18 (19%)	45 (47%)	28 (29%)	4 (4%)	3
	63 (66%)		32 (34%)		
4. Quality performance is recognized and rewarded.	13 (15%)	40 (45%)	30 (34%)	6 (7%)	9
	53 (60%)		36 (40%)		
5. Employee morale in the department is good.	13 (13%)	53 (55%)	19 (20%)	12 (12%)	1
	66 (68%)		31 (32%)		
6. I am encouraged to use my own judgment and initiative when carrying out my job.	24 (25%)	59 (61%)	11 (11%)	3 (3%)	1
	83 (86%)		14 (14%)		
7. Leaders encourage employees to improve work processes.	19 (20%)	53 (57%)	19 (20%)	2 (2%)	5
	72 (77%)		21 (23%)		

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

- Recognition of quality performance is not common and not consistent for all employees.
- Managers are not receptive to process improvements or suggestions from staff, which impacts morale.
- A small group of disgruntled staff are not team players, which impacts morale.
- Most employees work well as a collaborative team.
- Supervisors and managers do not treat employees with trust or respect.
- Employees are overworked, which impacts morale.
- Quality performance is not always recognized.

As Figure 15 shows, the Parks Planning and Design Division had the highest composite score with an average rating of 3.1. The Special Transportation Division had the lowest composite score with an average rating of 2.5.

Figure 15. Organizational Culture Composite Score by Division
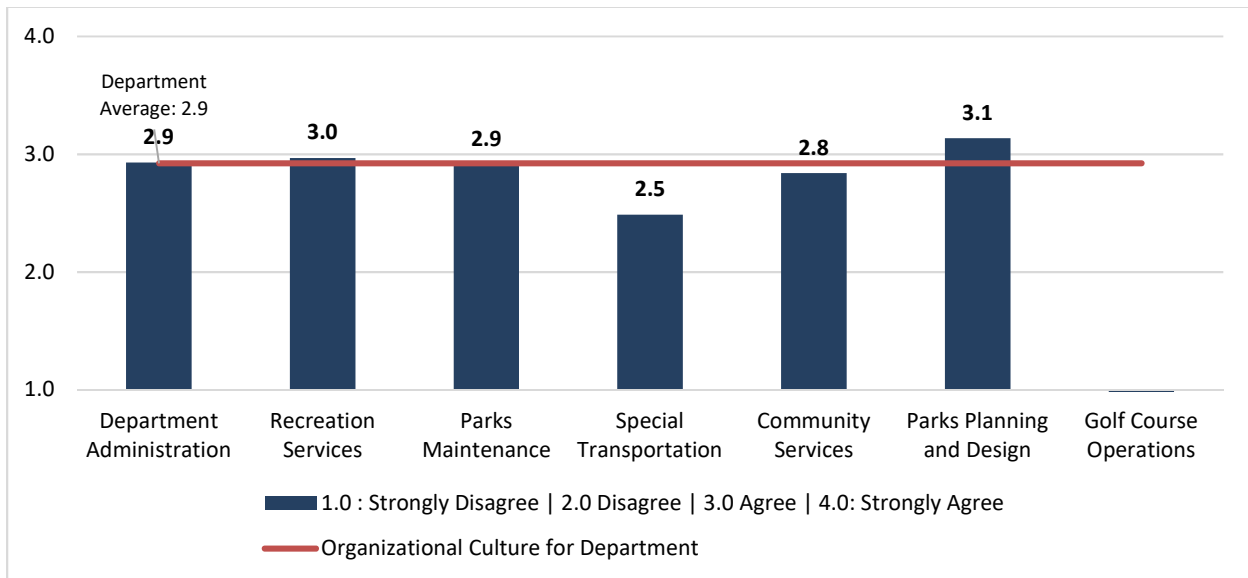
Open Question Highlights

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 the Tables 28 and 29 below.

Table 28. What is Working Well in the Organization?

What is working well in the organization?	Number of Comments Mentioned*
Focus on customer service	12
Communication and sharing of knowledge	10
Great colleagues, good team work	7
Day-to-day operations (i.e., quality work)	6
Good morale, positive attitude	5
Leadership and emerging leaders	4
Flexibility with hours	3

Includes comments mentioned by three or more separate survey respondents.

Table 29. One Thing That Needs to Change to Improve Service Delivery

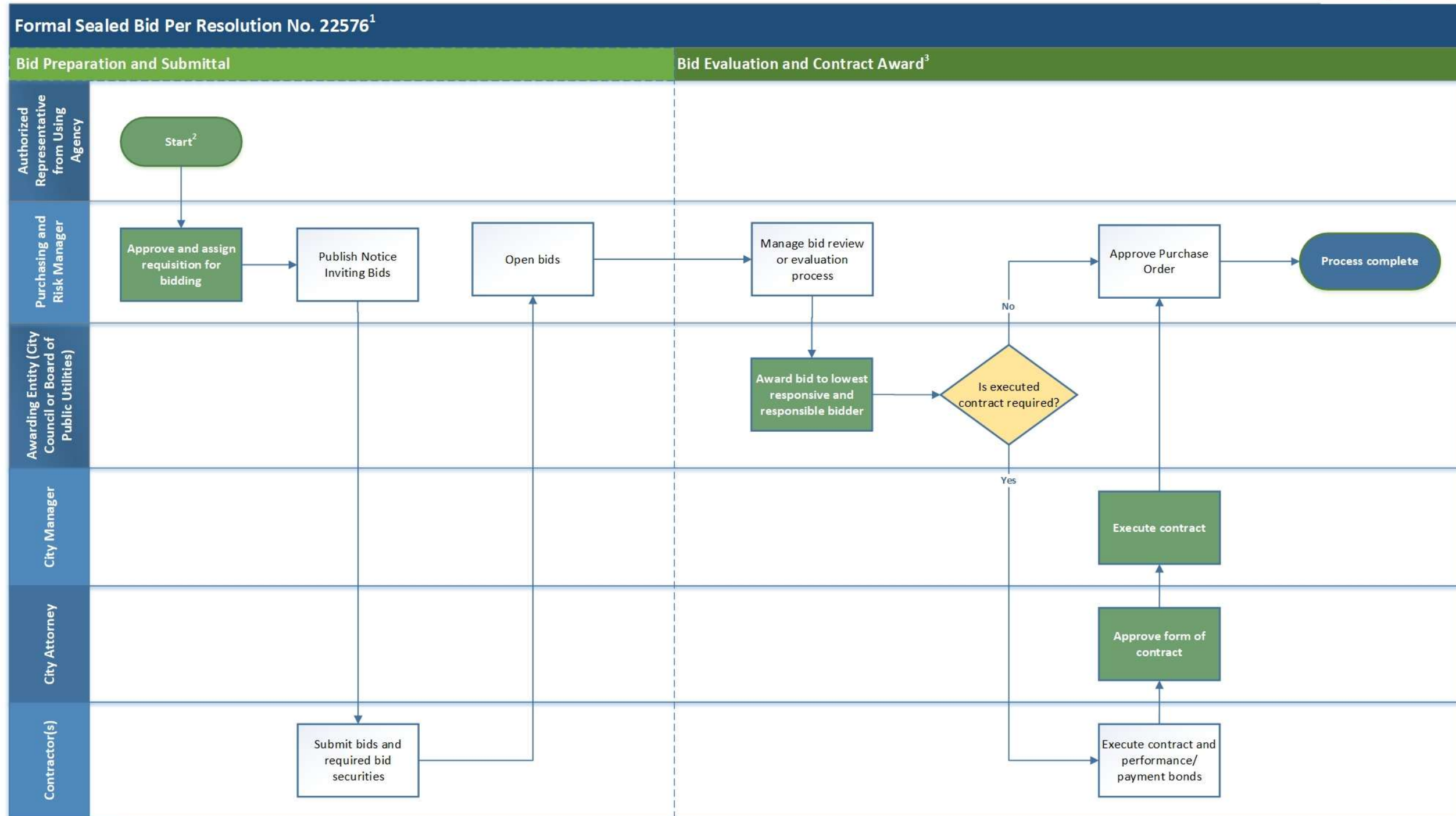| One Thing That Needs to Change to Improve Service Delivery	Number of Comments Mentioned*
More employees to improve service delivery	13
Improved communication	11
Address classification/pay inequities	7
Focus on customer service	6

One Thing That Needs to Change to Improve Service Delivery	Number of Comments Mentioned*
Address attitude and/or productivity issues	4
Opportunities for staff input	3
More funding for programs and services	3

Includes comments mentioned by three or more separate survey respondents.
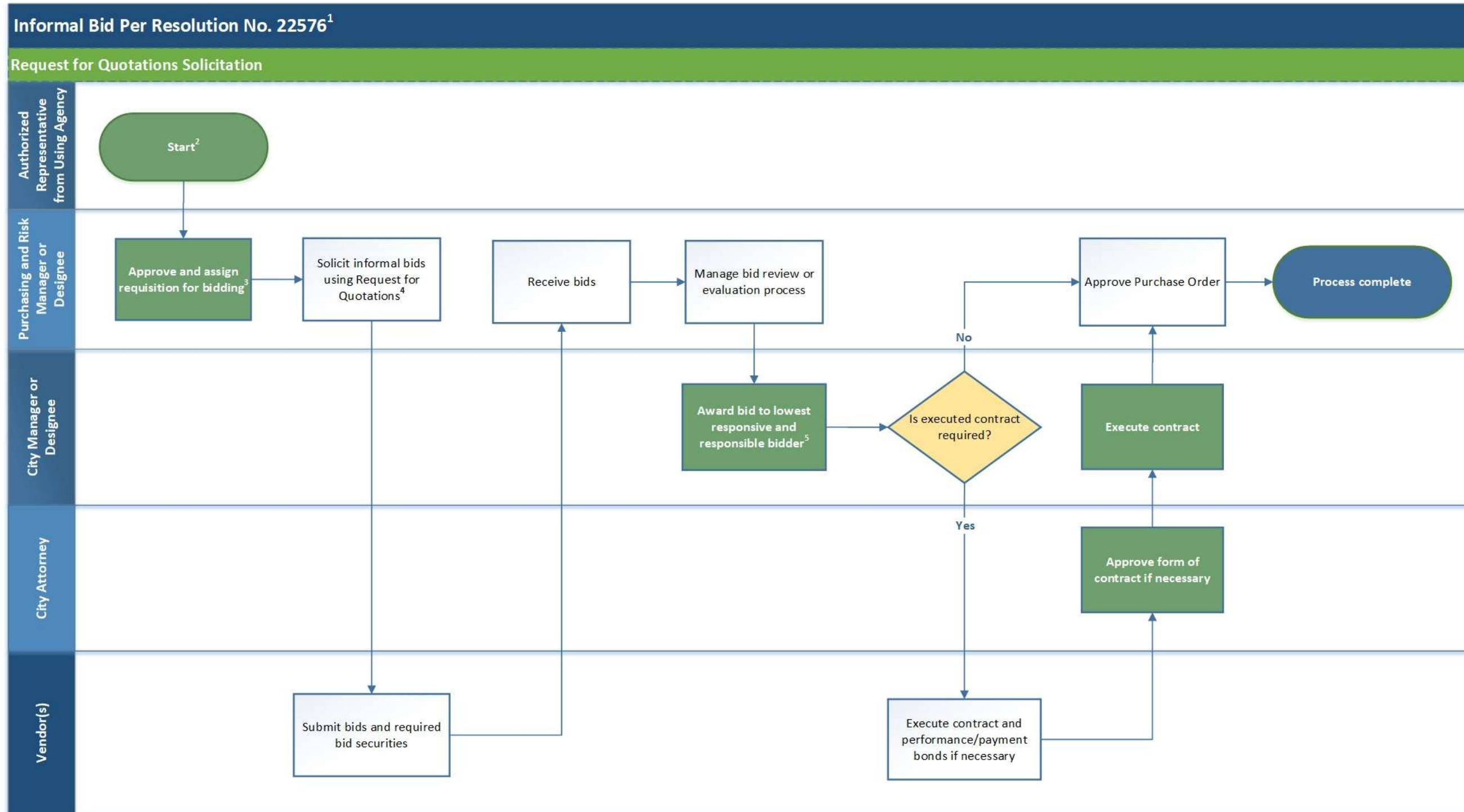
Attachment C – Purchasing Process Overview Maps

City of Riverside Parks, Recreation and Community Services Department Performance Assessment and Financial Expenditures Review – Workflow Process for Formal Procurement

Management Partners

Formal Sealed Bid Per Resolution No. 22576[1]

| Bid Preparation and Submittal | Bid Evaluation and Contract Award[3] |

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 Parks, Recreation and Community 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.
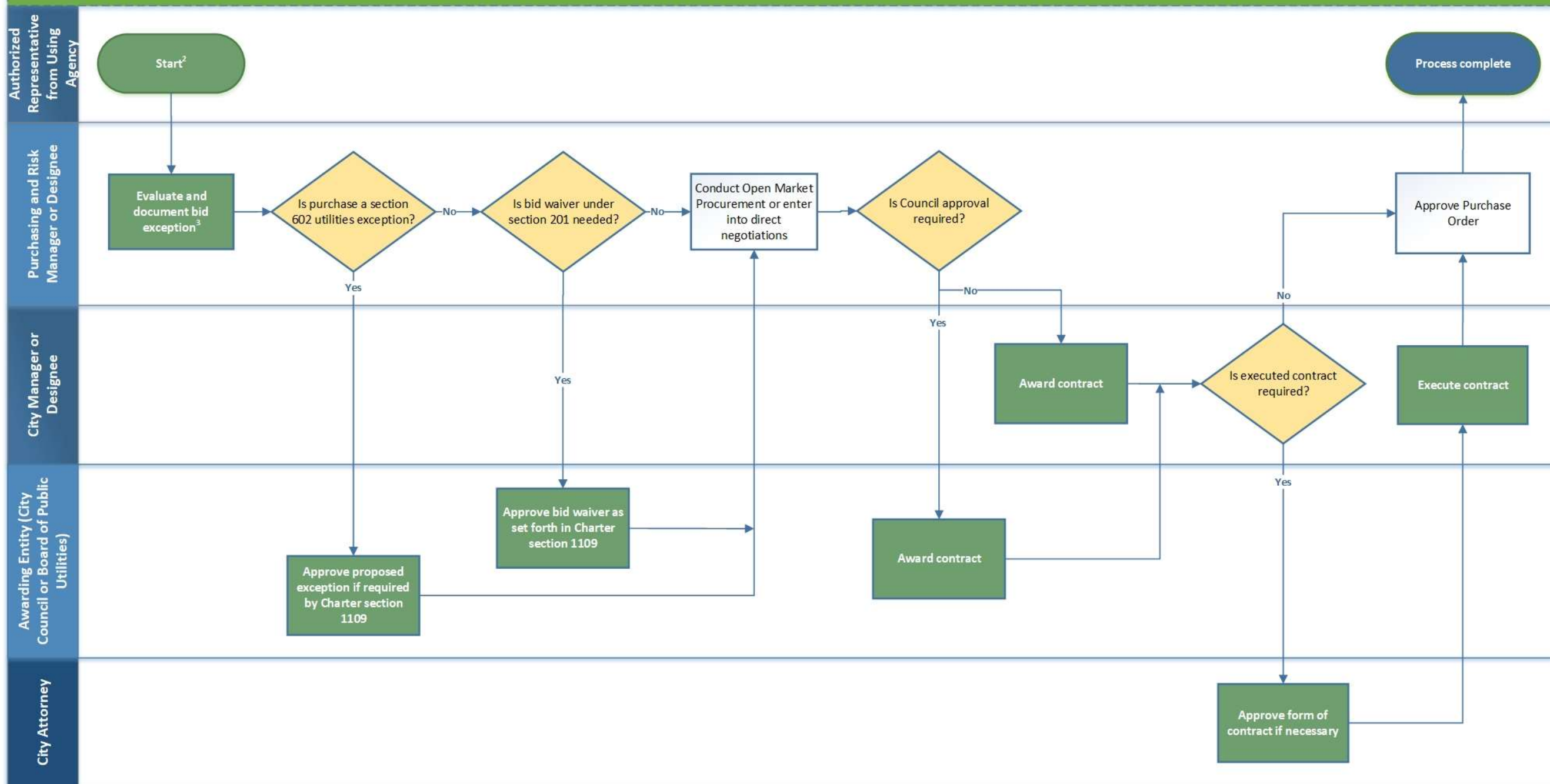
City of Riverside Parks, Recreation and Community Services Department Performance Assessment and Financial Expenditures Review –
Workflow Process for Bid Exceptions

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

Authorized Representative from Using Agency

Start[2]

Process complete

Purchasing and Risk Manager or Designee

Evaluate and document bid exception[3]

Is purchase a section 602 utilities exception? — No → Is bid waiver under section 201 needed? — No → Conduct Open Market Procurement or enter into direct negotiations → Is Council approval required?

Approve Purchase Order

City Manager or Designee

Award contract

Is executed contract required?

Execute contract

Awarding Entity (City Council or Board of Public Utilities)

Approve proposed exception if required by Charter section 1109

Approve bid waiver as set forth in Charter section 1109

Award contract

City Attorney

Approve form of contract if necessary

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.