



THE CITY OF SAN DIEGO
REPORT TO THE CITY COUNCIL

DATE ISSUED: July 15, 2009 REPORT NO: 09-116
ATTENTION: Budget and Finance Committee
SUBJECT: Facilities Division Business Process Reengineering
REFERENCE: Facilities Division Business Process Reengineering Final Report

REQUESTED ACTION:

Forward the Report to Council for Council to consider the recommendations of the Facilities Maintenance Business Process Reengineering (BPR) study.

STAFF RECOMMENDATION:

Forward the Report to Council for Council to consider the recommendations of the Facilities Maintenance BPR study.

BACKGROUND:

The Mayor of the City of San Diego commenced BPR efforts to improve efficiencies, reduce the cost of City government and maximize the services offered to our residents. To support the Mayor's BPR initiative, the Facilities Division of the General Services Department conducted a BPR study on facilities maintenance activities City-wide.

The Facilities Division provides day-to-day maintenance and repair services to more than 1,600 facilities, including preventive maintenance, scheduled maintenance, emergency repairs, and deferred maintenance. Deferred maintenance work includes re-roofing facilities; replacing heating, ventilating, and air conditioning (HVAC) systems; performing structural improvements; and other repair work. The Division's mission is

To proactively, systematically, and in an environmentally-responsible manner maintain and enhance the City's capital assets, ensuring that they are safe, clean, and functional.

Facilities maintenance activities are currently performed by approximately ten departments including General Services, Water, MWWD, Park & Recreation, Library, Police, Fire-Rescue, and Environmental Services. The current, broad disbursement of facilities maintenance activities throughout the City makes Facilities an ideal candidate to focus on ways to reduce cost, increase efficiency, and improve customer service.

During the BPR, employees and stakeholders examined existing processes across core functions. A detailed process review was completed for six major functions: emergency calls, service calls, scheduled maintenance, commissioning and decommissioning of facilities, tenant improvements, and service contract management. In addition, observations were made regarding organizational implications.

BPR RESULTS:

A. Survey Results

Both a customer and an employee survey were performed as part of the Business Process Reengineering. Customers rated their overall satisfaction with Facilities Division services as 3.46 out of 5.00. The top three improvements Facilities Division customers recommended were (1) faster scheduling, estimating, and completion of work; (2) greater variety of services; and (3) more regular and dependable scheduled maintenance. The employee survey resulted in suggestions to address customer concerns including development of a preventive maintenance program, additional staffing and funding, and consolidation of facilities maintenance functions across the City. While additional funding and staffing are not available at this time, additional staff will be required to fully implement all of the recommendations of the BPR.

B. Mandates and Guiding Documents

The Data Gathering Subcommittee identified a variety of authorizing documents pertaining to this BPR including, Council Policy 200-13, Administrative Regulation 40.10, Department Instructions, MOU's with Local 127 and Local 145, Service Level Agreements between departments for services, organizational charts, and applicable City Manager memorandums. As part of the implementation stage, it is recommended that Council Policy 200-13 and A.R. 40.10 - Maintenance of Public Facilities be modified to reflect the new definitions, facility categories, priorities, procedures, and responsibilities.

C. Facilities Inventory

To capture the existing inventory of City facilities, the Data Gathering Subcommittee requested all members of the Reengineering Team to provide the list of facilities utilized by their department. Upon this request, the Subcommittee discovered that the inventory utilized by the Auditor's Office, Real Estate Assets and other customer departments was essentially based on the inventory maintained by General Services-Facilities Division. The Data Gathering Subcommittee believes that this list is the most widely used/accepted in the City, but it is incomplete and contains some inaccuracies. As part of the implementation stage, it is recommended that a complete and thorough inventory be completed and supplied to the Comptroller's Office, Real Estate Assets, Risk Management and General Services for input into databases and computer systems.

D. Types of Services Provided by Various Departments

The Data Gathering Subcommittee found that approximately ten City departments perform facilities maintenance related activities for the following categories:

1. Facilities Maintenance – includes routine facilities maintenance tasks, such as preventative or scheduled maintenance, routine repairs and maintenance, emergency repairs, deferred maintenance, etc.
2. Facilities Improvements – includes planning or performing improvements, including tenant improvements, upgrades and retrofitting for disability access or building efficiencies (i.e. energy retrofits).
3. Facilities Management – includes daily operations and management of a facility (i.e. custodial, landscaping, elevator, security, etc).

The data that was gathered identified 43 positions that could be transferred to a consolidated organization. These positions are discussed in further detail in the Recommendations section. The final positions for transfer may need to be reduced due to budgetary reduction exercises in Fiscal Years 2009 and 2010.

E. Key Performance Indicators

The following five performance metrics have been developed to initially measure the success of the BPR:

1. Time to respond to emergency requests
Target: Within two hours during non-standard working hours and one hour during standard working hours
2. Productivity rate for trades work
Target: Achieve an 80% productivity rate for trades work
3. Develop and implement a preventive maintenance program for Category 1 facilities
Target: Develop plan for all Category 1 facilities
4. Percent of scheduled maintenance requests completed on time
Target: Complete 75% on-time
5. Timeliness of customer notification
Target: Notify 100% of customers within 48 hours of initiating work that staff will be performing work on their facility and identify the type of services that will be performed

RECOMMENDATIONS:

This BPR study has resulted in a total of sixteen recommendations. The goal of the recommendations is to ensure that core functions are performed in the most cost effective manner while maintaining mandated timelines. Each recommendation, along with its anticipated impact, is presented in the table in Attachment A. Below is a summary of the recommendations from the Facilities Division BPR.

1. Accept the definition of a “Facility”
A facility is any permanent or temporary building or structure, including the related support systems (gas, electrical, mechanical, plumbing, fire

suppression, conveyance) that is city owned, leased or operated. Infrastructure associated with a facility such as a parking lot, parking lot lighting, irrigation system and landscaping are considered part of the facility.

Examples of Facilities included in the definition:

- City Office buildings
- Libraries
- Recreation and Senior Centers
- Picnic Shelters
- Police and Fire Stations
- Lifeguard towers
- Comfort Stations
- Golf Course Club Houses
- Museums
- Botanical Buildings
- Organ Pavilion
- Block Houses
- Boat docks
- Washracks
- Sheds (maintenance, tool, storage)

Examples of Facilities not included in the definition

- Parkland
- Stadium turf maintenance
- Golf course
- Launch ramps
- Departmental Operational Equipment
- Pools / Fountains / Water Features
- Non City owned leased facilities, depending on lease agreement
- City owned leased facilities with tenant maintenance responsibility

2. Consolidate citywide functions of facilities maintenance, improvements, and management under the Facilities Division
3. Enhance the Facilities Contracts Section within the General Services Department to manage facility improvements and service contracts. This will enable the Facilities Division to focus on maintenance specific activities. To facilitate the ability of departments throughout the City to complete tenant improvements, the following avenues will be utilized by the Facilities Contracts Section:
 - General Requirements Contracts
 - Minor Construction Program Contracts
 - Project Specific Contracts
 - Engineering & Capital Projects
4. Implement an organizational structure to provide services on a “4 Zones” basis. The City will be split into four quadrants (see Attachment B for maps):
 - Zone 1 will primarily cover council districts 1 and 6
 - Zone 2 will primarily cover council districts 5 and 7
 - Zone 3 will primarily cover council districts 2 and 8
 - Zone 4 will primarily cover council districts 3 and 4

5. Establish one multi-trade crew per zone: areas of responsibility will be preventive maintenance, corrective maintenance-scheduled (routine) and corrective maintenance-unscheduled (emergencies).
6. Establish a centralized Work Control Center that will provide customer service; prioritize and track work requests; and monitor performance and maintenance measures.
7. Develop a “call out” system to prioritize work requests based on the category of a facility and nature of the call (i.e. emergency, routine). All existing and future facilities should be categorized depending on the need for operational readiness.

Prioritization of calls will be based on the Relation Importance of Maintenance Expenditure (RIME) system. This system, a common multiplier priority system, uses two rating scales: one to rate the category of the facility and the other to rate the classification of maintenance work. The scales range from 1 to 5 and 1 to 10, respectively, with 5 and 10 being the highest priorities. When the facility category code is multiplied by the work classification code, the resulting RIME Index number provides the priority for scheduling the repair. The table below demonstrates this:

		Emergency (10)	Critical Core (3)	Core (2)	Routine (1)
Facility Category	1 (5)	50	15	10	5
	2 (4)	40	12	8	4
	3 (3)	30	9	6	3
	4 (2)	20	6	4	2
	5 (1)	10	3	2	1

Note: RIME Multiplier is in Parenthesis

Attachment C summarizes the categories and examples of facilities that would fall into the categories. Definitions of maintenance classifications are:

- Emergency: work that affects the life, safety, or well being of City employees, the public, or City property.
- Critical Core: work that affects building integrity, i.e. roofs, structure, boilers, where no redundancy exists.
- Core: work that affects or causes a major disruption to building systems, i.e. electrical, plumbing, or mechanical.
- Routine: PM’s, scheduled maintenance on redundant equipment, routine safety checks, etc.

Examples for the use of the RIME system:

- There is an electrical outage affecting the Police Dispatch Center at the same time there is an electrical outage on the fifth floor of the City Administration Building. Police Communications is a Category 1 building with a multiplier of 5 and the City Administration Building is a Category 2 with a multiplier of 4.

The electrical outage to Police Communications affects public safety (10) while a power outage in the City Administration Building affects a core function (2). The RIME index for Police Communications is 50 and for the City Administration Building is 8. Therefore, the priority must be Police Communications.

- A sewage stoppage at a Comfort Station (Category 4) on Mission Bay has the potential of overflowing into the bay while an emergency call comes in for a backed up restroom sink at a Fire Station (Category 1). The sewer stoppage is an emergency since it will affect the safety and well being of the public (10). The backed up sink in the Fire Station causes a disruption to the plumbing system where redundancy exists (2). The RIME index for the comfort Station is 20 while it is 10 for the Fire Station. The sewage stoppage must be addressed first.

8. Develop and implement a comprehensive Preventive Maintenance Program that addresses citywide facilities.

9. Develop and maintain an inventory assessment of all facilities and related equipment (does not include operational infrastructure)

10. Centralize Service Contracts for:

- | | |
|--|----------------|
| ▪ Custodial (except P&R) | ▪ Fire systems |
| ▪ Landscaping & irrigation (except parkland) | ▪ HVAC |
| ▪ Security | ▪ Conveyance |
| | ▪ Pest control |

11. Create new/revised multi-trade generalist classifications:

- Senior Building Service Technician (Sr. BST). This classification will replace many of the single trade skill classifications including Painters, Plasterers, and Roofers. These positions will be responsible for maintaining and repairing a variety of building and facility systems.
- Assistant Building Maintenance Supervisor (Assistant BMS). By replacing the number of single trade skilled tradespersons and providing work on a zone basis, the need to have specific skilled trade supervisors is reduced. The recommendation is to create a multi-trade supervisory position, eliminating the need for a Plumber Supervisor, Painter Supervisor, HVAC Supervisor, and Carpenter Supervisor.
- Sr. HVAC Mechanic & HVAC Mechanic. The Heating Technician, Refrigeration Mechanic, and Sr. Refrigeration Mechanic classifications are outdated. These single trade/skill classifications will be combined into a multi-trade / skilled HVAC Mechanic and a higher level Sr. HVAC Mechanic. It is recommended that a salary survey be performed on all new classifications.

12. Standardize hours of operation: Monday – Friday, 7:00 a.m. to 3:30 p.m. Exceptions to standardized work schedules for existing employees are listed in the agreement between the Municipal Employees Association and the City. Additional non-standard work schedules must be approved in writing by the Department Director.
13. Facility maintenance services to enterprise-funded departments and Qualcomm Stadium will continue to be reimbursed via service level agreements.
14. Define a point of contact for Public Safety to handle all work requirements and requests and to work in conjunction with Police and Fire-Rescue.
15. Require all new leases be reviewed prior to execution by Facilities Division to ensure maintenance impacts and responsibilities are known.
16. Include a “Projected Maintenance Analysis” for all new Facilities added to the City’s inventory.

AFFECTED POSITIONS & SERVICE LEVEL IMPACTS:

General Services currently has 114.0 FTE budgeted for facilities-related support, including a transfer of 3.0 positions from the Street Division to Facilities Division for electrical support associated with exterior building and parking lot lights, which will be a function of Facilities Division. The table below reflects the staffing that was identified as performing work in facilities maintenance, improvements, or management in June 2008. General Services has since reduced 3 of the 117 positions as part of budgetary reductions. It is anticipated that other departments have made similar reductions. Therefore, prior implementing the transfer of the positions, a final confirmation of budgeted positions will need to occur.

Department	FTE per Category – 6/08			Total FTE
	Facilities Maintenance	Facilities Improvements	Facilities Management	
General Services	117.00	0.00	0.00	117.00
Police	7.15	2.00	2.35	11.50
Fire-Rescue	1.40	0.90	1.10	3.40
Park & Recreation	2.00	0.00	0.00	2.00
Environmental Services	2.13	0.10	1.76	3.99
E&CP	0.25	0.00	0.00	0.25
Library	1.66	2.61	4.27	8.54
Metropolitan Wastewater	3.60	0.60	1.10	5.30
Water	2.00	0.00	0.00	2.00
Qualcomm Stadium*	13.00	-	-	13.00
TOTAL	150.19	6.21	10.58	166.98

* Qualcomm Stadium was evaluating their facility maintenance requirements at the time of this study

To accomplish the organizational changes and fully implement the recommendations identified in this BPR, a total of 210.00 FTEs were originally proposed. The 210 FTEs included the transfer of 82.50 FTEs from eight different departments (68.50 FTEs for the Facilities Maintenance Division and 14.00 FTEs for the Facilities Contracts Section).

The positions proposed for transfer by department are listed in the table below. If all of these positions are included in the FY 2010 Budget, the total staffing for Facilities & Contracts Division will be 154.0 FTE, 111.0 existing positions plus 43.0 proposed transfers. Attachment D details the transfers by classification for the stated departments.

Department	FY08 FTE	To Facilities Division
E&CP	0.25	-
Environmental Services	3.99	2.00
Fire-Rescue	3.40	2.00
Library	8.54	5.00
Metropolitan Wastewater	5.30	5.00
Park & Recreation	*2.00	2.00
Police	11.50	9.00
Street	3.00	3.00
Qualcomm	13.00	13.00
Water	2.00	2.00
TOTAL	52.98	43.00
*As-is FTE data was revised from 211.70 to 7.00 to 2.00		

Other Adjustments:

The positions transferred out of the departments may not match the specific requirements in General Services; therefore, reclassifications will need to occur. Two primary goals when preparing the recommended positions were (a) ensuring that the proper classifications will perform the functions and (b) moving from a “specialist” approach to a “generalist” approach. For example, instead of having a Painter, Plasterer, or Roofer perform a minor request, the job will be completed by a classification that can perform multiple functions. By introducing new classifications, the number of employees responding to some work requests will decrease resulting in quicker repair times. The proposed organizational structure of the consolidated Facilities and Contracts Divisions based on the FY 2008 staffing level of 157.0 FTE are shown in Attachment E.

As a result of the transfers and adjustments, General Services is projected to have at most, 154.0 FTE’s available to begin implementing the recommendations outlined in this report. Additional positions will need to be identified to fully implement the recommendations to achieve the most efficient organization.

FISCAL CONSIDERATIONS:

Overall the Business Process Reengineering is expected to make the Facilities Division more efficient. Any increases in personnel expenses as a result of the creation of new generalist classifications will likely be offset by the efficiencies gained by implementing the recommendations of the study. Efficiencies that will likely result in decreased costs include reduced travel time and fuel, higher volume service contracts, and decreased repairs resulting from increased preventive maintenance.

COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

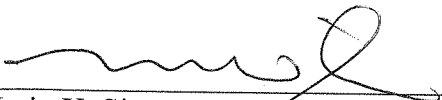
The BPR team conducted benchmarking on many aspects of operations with seven other municipalities and agencies including the City of Phoenix, City of San Jose, Orange County, and San Diego County. Given that this BPR involves position reclassifications and changes in working conditions, it has been subject to Meet and Confer with MEA and Local 127. MEA reached an agreement with the City.

Pursuant to California Government Code section 3504.5, written notice regarding the proposed Facilities Maintenance BPR was provided to Local 127 on June 3, 2008. Negotiations between the City and Local 127 began in June 2008 and continued in July 2008; however, Damian Tryon of Local 127 notified the City's Labor Relations Office by e-mails dated September 15, 2008 and September 16, 2008 that Local 127 was cancelling meet and confer pending resolution of "concerns going forward with BPR's in light of their relationship to Managed Competition."


By letter dated October 16, 2008, the City provided a written response to Local 127's concerns, stating, in summary, that the City's position was there is no linkage between BPR and Managed Competition that would require postponing any BPRs until a Managed Competition guide is negotiated. In this correspondence, the City again provided notice of the proposed BPR for Facilities Maintenance and invited bargaining. The City sent a follow-up letter to Local 127 on October 30, 2008. The failure of Local 127 to respond to the City's letters, dated October 16, 2008 and October 30, 2008, evidences a lack of desire or intent by Local 127 to meet and confer on bargainable subjects related to this BPR.

KEY STAKEHOLDERS AND PROJECTED IMPACTS:

Direct contact with City residents and constituents is minimal; however, the public should expect to see quicker response times for City facility repairs. Service levels for City departments will be similarly impacted. The resulting cost savings and overall efficiencies gained through this BPR will benefit the City.



Mario X. Sierra
General Services Director



David Jarrell
Deputy Chief of Public Works

Attachments:

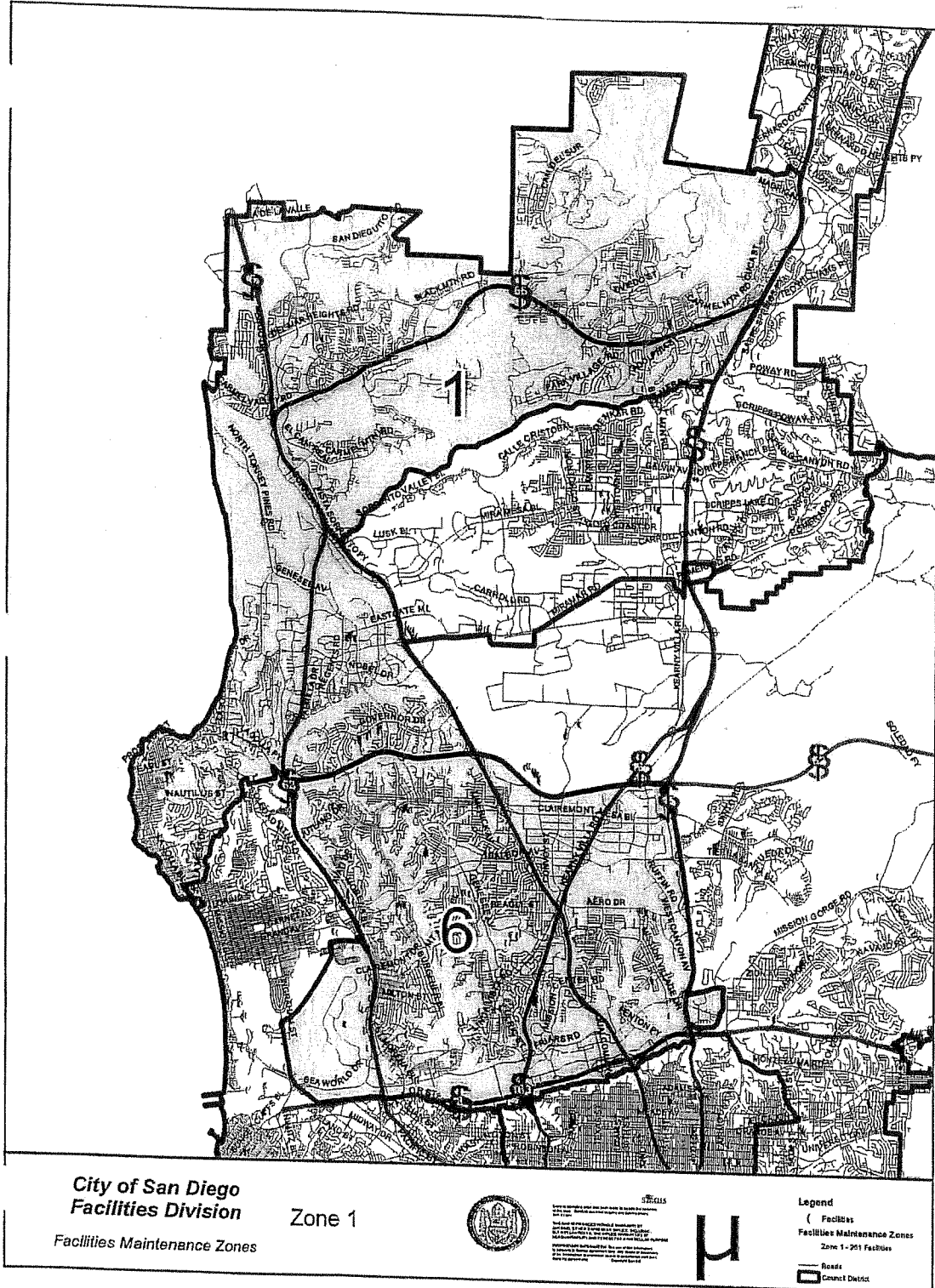
- A. Summary of BPR Recommendations
- B. Facility Zone Map
- C. Position Transfers by Classification
- D. RIME Facility Categories
- E. Proposed Facilities Division Organizational Structure

Facilities Maintenance
Summary of Business Process Reengineering Recommendations

Number	Recommendation	Impact
1.	Accept the definition of a "facility"	Single accepted definition
2.	Consolidate the following citywide functions in the General Services Department <ul style="list-style-type: none"> ▪ Facilities Maintenance ▪ Facilities Improvements ▪ Facilities Management ▪ Facilities Service Contracts 	Improve effectiveness
3.	Enhance the Facilities Contracts Section within the General Services Department	Improve effectiveness
4.	Implement an organizational structure to provide services based on four geographical zones	Quicker job completion; decrease travel time/cost
5.	Establish one multi-trade crew per zone	Improve effectiveness
6.	Establish a centralized Work Control Center that will provide customer service, prioritize and track work requests, and monitor performance and maintenance measures	Improve effectiveness and customer service
7.	Develop a "call out" system to prioritize work requests based on the category of a facility and nature of the call (i.e. emergency, routine).	Improve effectiveness
8.	Develop and Implement a comprehensive Preventative Maintenance Program that addresses citywide facilities.	Reduce maintenance costs
9.	Develop and maintain an inventory assessment of all facilities and related equipment (does not include operational infrastructure)	Improve effectiveness
10.	Centralize Service Contracts for: <ul style="list-style-type: none"> ▪ Custodial (except P&R) ▪ Landscaping & irrigation (except parkland) ▪ Security ▪ Fire systems ▪ HVAC ▪ Conveyance ▪ Pest control 	Economies of scale

Number	Recommendation	Impact
11.	Create multi-trade generalist job classifications.	Improve effectiveness
12.	Standardize hours of operation to: Monday – Friday, 7:00 a.m. to 3:30 p.m.	Quicker job completion; improve effectiveness
13.	Enterprise-funded departments and Qualcomm Stadium to continue to reimburse facility maintenance services via service level agreements.	Proper funding / accounting
14.	Define a point of contact for Public Safety to handle all work requirements and requests and to work in conjunction with Police and Fire-Rescue.	Maintain customer service
15.	Require all new leases be reviewed prior to execution by Facilities Division to ensure maintenance impacts and responsibilities are known.	Improve communications; possible maintenance savings
16.	Include a “Projected Maintenance Analysis” for all new Facilities added to the City’s inventory.	Improve planning

Facility Zone Map
Zone 1



City of San Diego
Facilities Division
Facilities Maintenance Zones
Zone 1

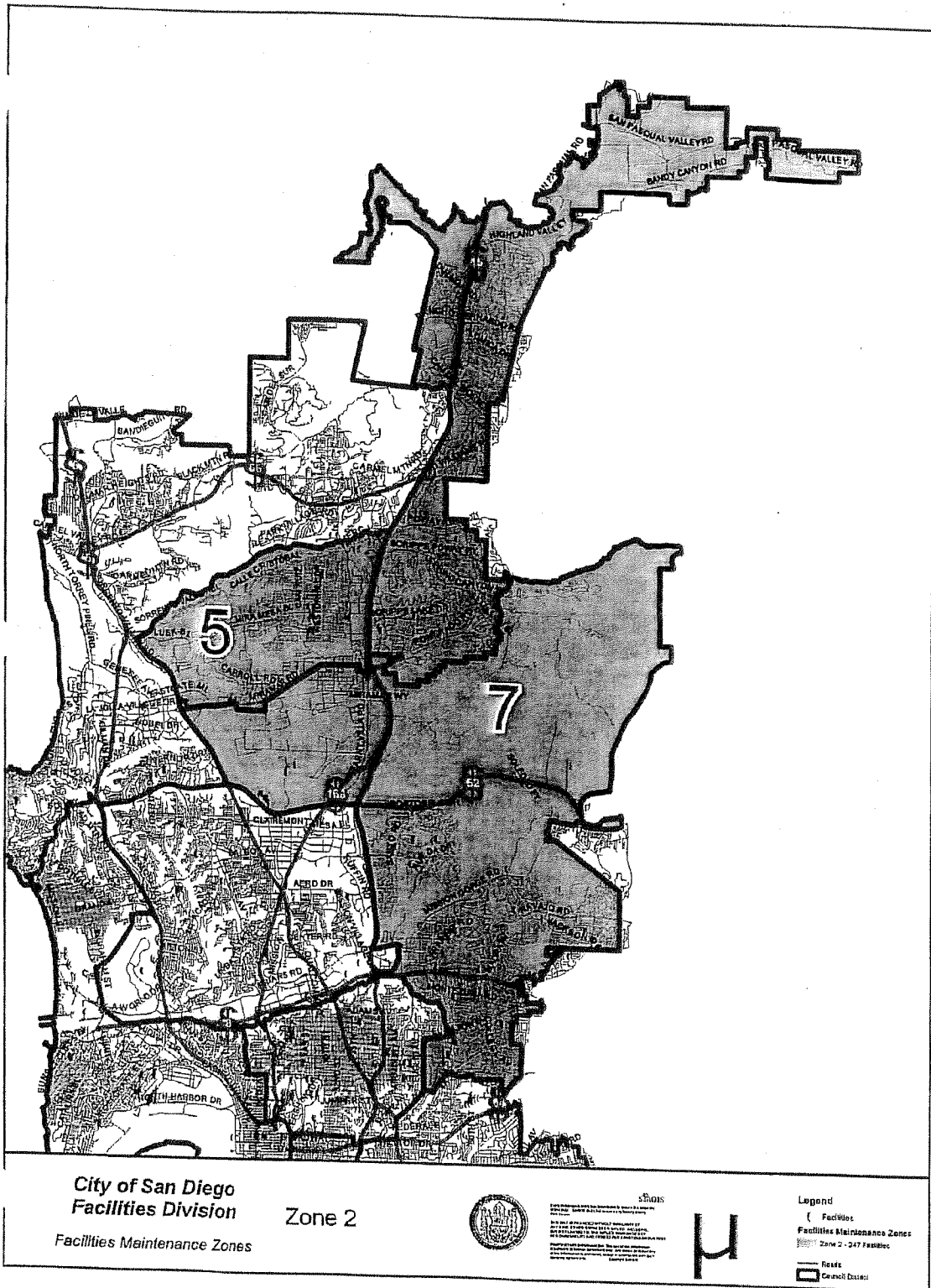


Scale
1 inch = 1 mile
1 centimeter = 0.625 miles
1 centimeter = 0.39 miles

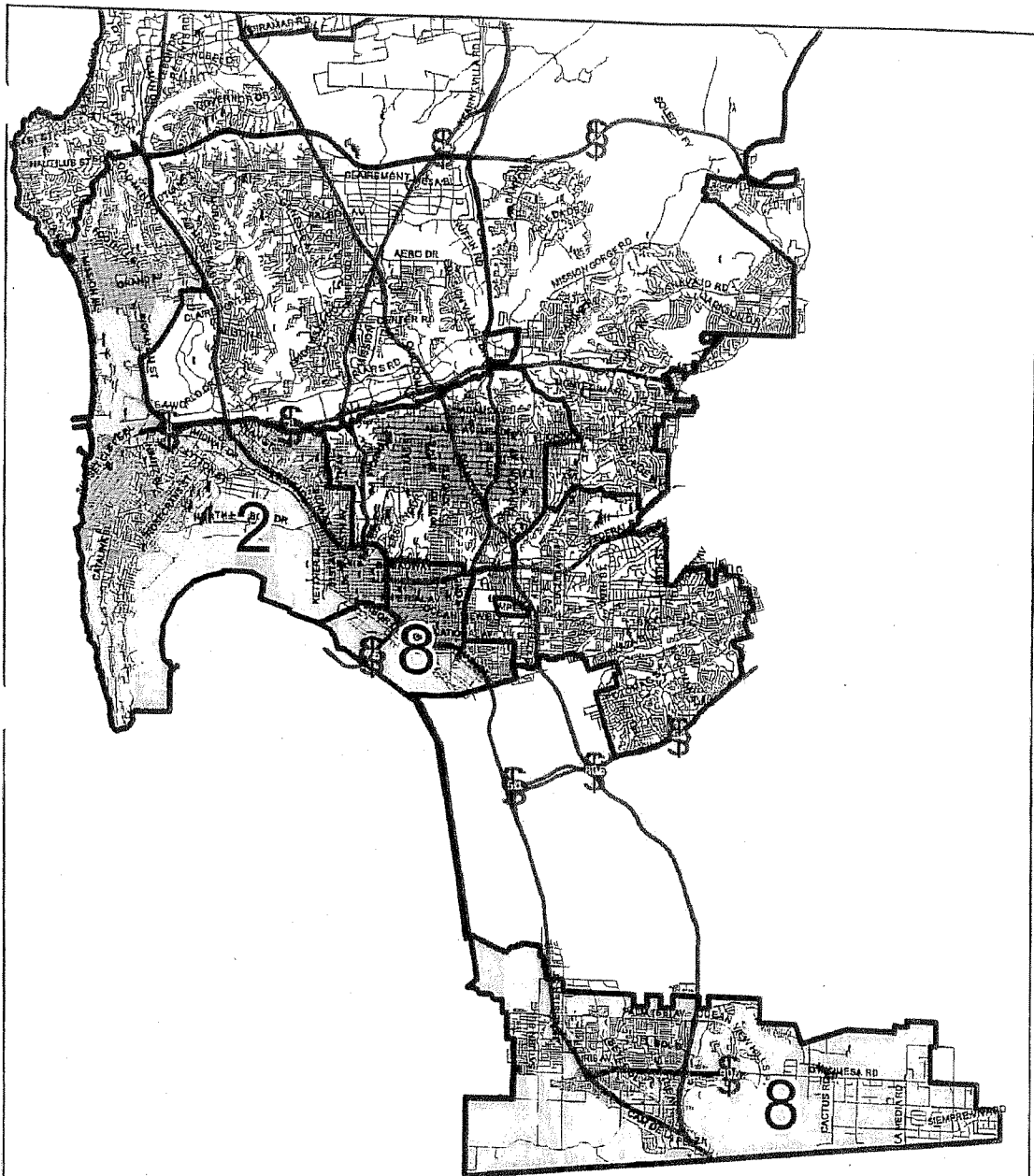


Legend
○ Facilities
■ Facilities Maintenance Zones
Zone 1-201 Facilities
— Roads
□ Council District

Zone 2



Zone 3



City of San Diego
Facilities Division
 Facilities Maintenance Zones

Zone 3

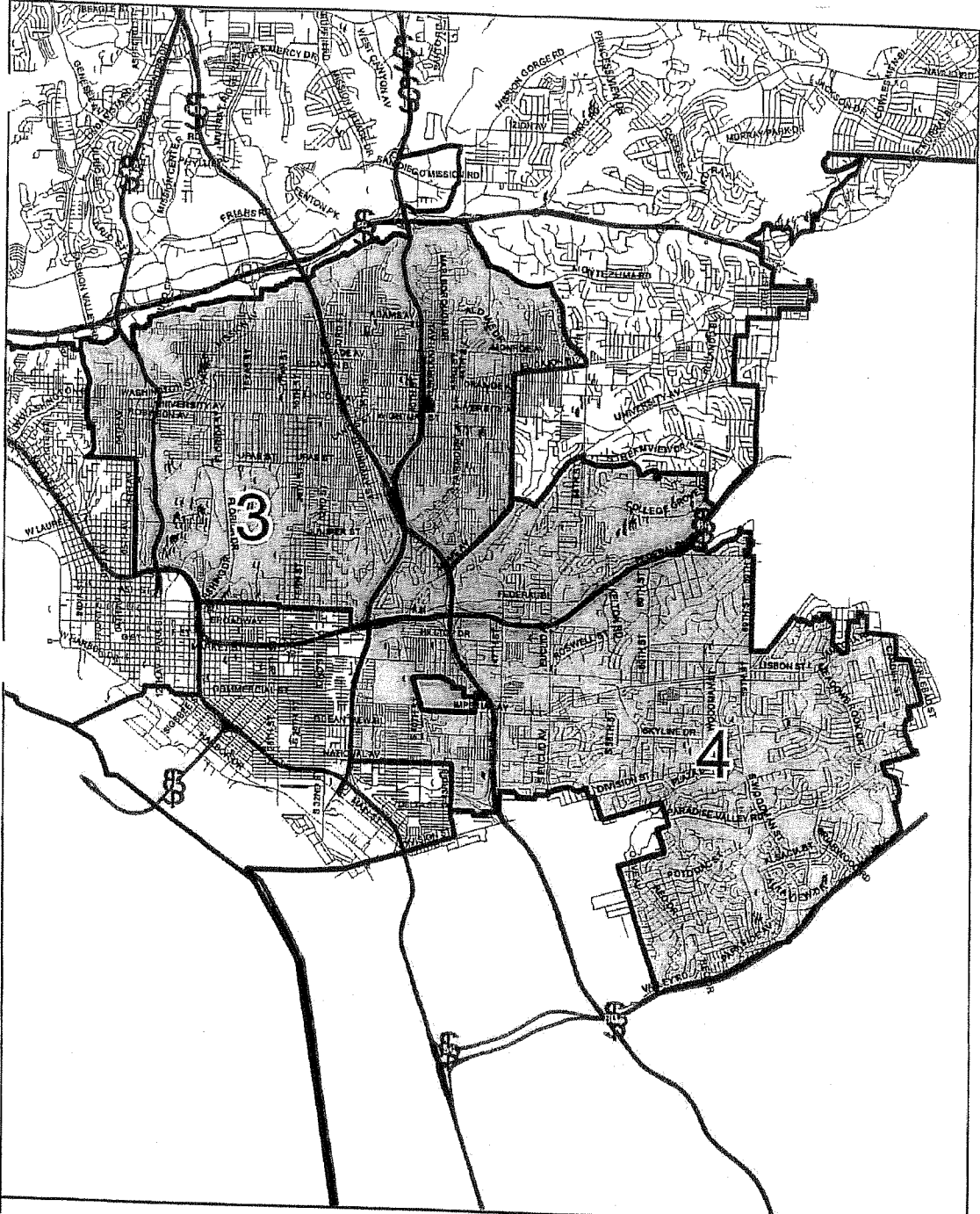


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Legend
 (Facilities
 Facilities Maintenance Zones
 Zone 3 - 350 Facilities
 Road
 Council District

Zone 4



City of San Diego
Facilities Division
 Facilities Maintenance Zones

Zone 4



STIGAS
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Legend
 (Facilities
 Facilities Maintenance Zones
 Zone 4 - 328 Facilities
 Roads
 Council District

Position Transfers by Classification

	FTE	ESD	Fire	Library	MWWD	P&R	Police	Stadium*	Street	Water
Administrative Aide II	2.00			1.00			1.00			
Building Maint. Supervisor	3.00		1.00		1.00		1.00			
Building Service Technician	12.00	1.00		3.00	3.00		3.00	2.00		
Building Services Supervisor	2.00			1.00	1.00					
Building Supervisor	1.00						1.00			
Carpenter	4.00					1.00		1.00		2.00
Cement Finisher	1.00					1.00				
Construction Estimator	1.00		1.00							
Electrician	5.00						1.00	1.00	3.00	
Electrician Supervisor	0.00									
Plant Proc. Control Electrician	1.00							1.00		
Plumber	2.00							2.00		
Refrigeration Mechanic	3.00						1.00	2.00		
Sr. Refrigeration Mechanic	1.00						1.00			
Stadium Maint. Technician	4.00							4.00		
Utility Worker II	1.00	1.00								
Subtotal	43.00	2.00	2.00	5.00	5.00	2.00	9.00	13.00	3.00	2.00

R.I.M.E Facility Categories

Proposed Maintenance Categories	Facilities
<i>Complex, critical or high visibility facilities supporting key City services, requiring responsive and specialized skills</i>	101 Police Stations 102 Fire Stations 103 Computer/Communications Center (EOC) 104 DEOC 105 Station 38 106 Permanent Life Guard Stations 107 Communication Radio Blockhouses 108 Water Pump Stations
Category 2	
<i>Important service delivery facilities of moderate complexity, traffic or hours of use requiring above average maintenance services or skills</i>	201 Executive Office (CAB) 202 Laboratory 203 Fire Department Training facility
Category 3	
<i>Typical facilities with average service demands</i>	301 Government Centers 302 Library 303 Museum, Historic Structure 304 Essential Infrastructure Systems* 305 Multi Story Office Building 306 Storm Water Pump Stations 307 Sewer Pump Stations
Category 4	
<i>Basic, simple facilities</i>	401 Police Storefront 402 Community Center 403 Recreation Facility / Gym / Pool 404 Maintenance Garages/Shops 405 Portable Life Guard Stations 406 Boat Docks, Official 407 Offices (single story) / Club Houses 408 Trailer, Modular Building 409 Maintenance/Service Shop 410 Comfort Stations 411 Housing/Dormitory (not detention, care facility)
Category 5	
<i>Structures requiring little or no maintenance beyond ground services</i>	501 Parking Structure (freestanding, above grade) 502 Storage Warehouse 503 Parks Pavilion, Gazebo, open structure 504 Entrance Structure 505 Monument 506 Storage Space / Shed 507 Shipping Container 508 Concession Stands 509 Boat Docks, Recreation 510 Guard Houses 511 Pistol Ranges

Proposed Facilities Division Organizational Structure

