

Public Works Department Management Audit

Public Works Program Plan 2005



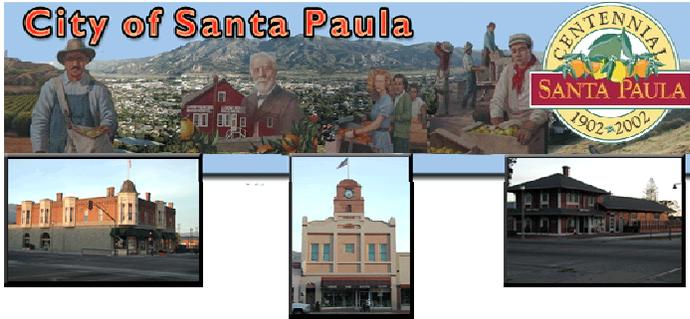
Final Report



CITY OF SANTA PAULA
PUBLIC WORKS PROGRAM PLAN - FINAL REPORT

Table of Contents

Executive Summary	ES1
I. Overview	1
II. Research and Assessment Findings	2
A. Summary of Findings	2
1. Comparative Agency Analysis	2
2. Staffing Workload Assessment	7
3. Budget Review	8
4. Interviews	10
5. Primary Issues	10
B. Program Planning Workshop	15
III. Program Recommendations	16
KRA-1 Functional Reorganization of Department	16
KRA-2 Solid Waste Program Enhancement	20
KRA-3 Public Works Program Support	22
KRA-4 Infrastructure Management Program	24
KRA-5 Interim Improvements @ Corporation Yard Facility	25
KRA-6 Training Program	26
IV. Program Plan Development and Implementation	26
V. Program Accomplishments 2005	28
VI. Program Budgetary Impacts	29
Appendices	
Appendix 1 – Phase I Research & Assessment Report	
Appendix 2 – Phase II Program Planning Workshop Report	
Appendix 3 – Supplemental Information	
Reference Materials	



PUBLIC WORKS PROGRAM PLAN

FINAL REPORT

Executive Summary

In March 2005, the City initiated a process to conduct a Public Works Department Management Audit, which has led to the development of a comprehensive Public Works Program Plan (PWPP). The department is working to develop a business plan approach to its public works functions. This process to date has included interviews with key City officials, all department employees, as well as the Ventura County Transportation Commission, United Water Conservation District, Ventura County Watershed Management Agency, Chamber of Commerce and Downtown Business Association representatives. Information was also garnered from three model agencies, Port Hueneme, Paso Robles and Monrovia, which was used for comparison of their public works programs to the city's. A PWPP Advisory Committee (PAC) comprised of management, supervisory and rank and file employees was formed to provide guidance throughout the program planning process. An all-day Program Planning workshop to identify goals and objectives and an action plan for implementation to enhance delivery of public works services to the City was also conducted.

This report is based upon the findings of the Phase I Research and Assessment and Phase II Program Planning Workshop conducted as a part of the Public Works Department Management Audit process. The Phase I and II documents are included in Appendices 1 and 2 of the Final Report, respectively. Throughout the development of the City's 2005 Public Works Program Plan (PWPP) an Advisory Committee, comprised of management and staff, worked collaboratively with the consultant to seek consensus on preparing this comprehensive program plan for the Public Works Department's operations. The PWPP is prepared as a Business Plan in the entrepreneurial style, focusing on delivery of Public Works as a business to its customers who were defined as:

- Residents
- City Council
- City Manager
- Businesses
- Other City Departments
- Motion Picture Companies on Location
- Special Community Events
- Caltrans
- Tourists / Visitors

Phase I - Research & Assessment

The Phase I process identified specific issues of concern through the audit process which lead to recommended methodologies and action plans to streamline the Public Works Department's (PWD's) programs, which include the following primary areas of responsibility:

- Department Administration
- Engineering
- Maintenance: Administration, Streets, Buildings & Grounds, and Equipment Maintenance
- Utilities: Administration, Refuse, Water, and Wastewater

The department is administering an overall budget encompassing the functions areas noted of \$11,921,805 in FY 2004/05. Currently the department has 47 authorized positions performing services. These expenditures equate to \$253,655 per person on an annual basis. Total direct salaries in FY 2004/05 are projected at \$2,311,221. Santa Paula's public works program was compared to three model agencies. A matrix of comparative factors, presented on Plate III in the Final Report, comparing annual public works and CIP budgets, number of employees, budget per capita budget per employee and population served per employee and direct salary multiplier were evaluated for each agency. The city compared favorably with most factors, except budget per capita, indicating the need for additional revenues to support operations.

The Phase I Research and Assessment stage of this analysis included an organizational and functional assessment of the department, a comparative agency analysis of the operation of the model agencies from a financial and efficiency standpoint, a summary of the interviews conducted and an initial assessment of the program. This process resulted in the identification of several program issue areas of significance for consideration and refinement by the PAC in the Phase II Program Planning Workshop. The Key program issues identified included the following:

- Consideration of a Functional Reorganization of the department
- An expansion of solid waste collection and disposal to include commercial service
- Development of a Master Schedule program to track project and program delivery
- Enhancement of the department's budget administration program
- Establishing an Infrastructure Management program
- Creating a Cooperative Project program with state and regional agencies
- Development of a Public Works Outreach program
- Enhancement of the departments Performance Evaluation System
- Creating a Federal and State Grants Administrator position in the department
- Setting up an annual Staffing Workload Assessment program
- Establishing an ongoing Process Improvement program
- Providing for interim physical improvements at the Corporation Yard
- Enhancing the department's Records Retention program
- Create departmental Policy and Procedure, Operations and Emergency Response manuals
- Setup an internal Training program

Phase II - Program Planning Workshop

During the Program Planning Workshop the assembled group, which included all department employees who were able to attend, defined the "Business" of the Public Works Department, its "Mission" and the "Core Values" of the organization as well. These are:

Business

- ❖ Providing service to the public
- ❖ Assisting on difficult Jobs that others may not want to perform
- ❖ Keeping the City running and providing for a safe environment to live and work
- ❖ Assuring 24/7 operation of key City infrastructure 365 days per year

Mission

“ To provide public works services assuring a clean and safe quality of life for the community, through continuous (24/7) efforts of the department’s staff.”

Core Values

- Personal investment in the community
- Desire to provide a good living for their families
- Civic pride
- Continuous improvement
- Quality service
- Dedicated
- Passionate

The group evaluated the key program issues identified during Phase I of the PWPP through a strategic planning process at its all day Program Planning Workshop held on May 6, 2005. The group conducted a strengths, weaknesses opportunities and threats analysis of the public works program, which then led to the development of six (6) Key Result Areas (KRA's) for consideration. Key Result Areas are programmatic action areas intended to improve operational efficiency, responsiveness, productively and service to the departments customers. Phase II KRA's included the following:

- KRA-1 Functional Reorganization of Department
- KRA-2 Solid Waste Program Enhancement
- KRA 3 Public Works Program Support
- KRA 4 Infrastructure Management Program
- KRA 5 Interim Improvements @ Corporation Yard Facility
- KRA 6 Training Program

Each of these KRA's are described in detail in the Final Report's Section III, "Program Recommendations" and serve as the basis for establishing the PWPP's goals and objectives aimed at program excellence. Each KRA is assigned a leader and support staff along with a schedule for implementation and projected initial costs to develop each KRA element.

Phase III - Final Report

The Final report is based upon the Phase I and II efforts which are outlined above. It presents the Phase I Research and Assessment findings as well as the results of their analysis and refinement through the Program Planning, Phase II Workshop efforts. Section II A5 sets forth the Primary Issues which need to be addressed by the PWPP, based upon the Comparative Agency Analysis, Staffing Workload Assessment, Budget Review and Interviews. The Primary Issue areas

discussed include: Organizational, Enterprise Programs, Program Support, Infrastructure Management, Condition of Facilities and Training.

Program Recommendations are set forth in Section III, organized around the six KRA's noted above. A brief summary of those recommendations follows:

KRA-1 Functional Reorganization of Department

An initial reorganization to include a functional adjustment in the duties of the Deputy Director of Public Works, creation of a Senior Management Analyst position and reclassification of the Public Works Superintendent to a Field Service Manager, and Associate Engineer to Principal Engineer. Additionally action to fill vacant Engineering Technician positions as soon as possible as well as giving consideration to transferring a Custodian position to the Community Services Department are recommended. Finally, creating a Secretary position to be assigned to the new Field Services Division should be considered.

Future reorganization considerations, following additional analysis of staffing workload factors, would include creation of a Utilities Manager position in the Utilities Division and additional Maintenance Worker positions in the Water Distribution Section of the Utilities Division, as well as the Streets, and Building and Grounds Sections of the proposed Field Services Division.

KRA-2 Solid Waste Program Enhancement

Preparation of a Revenue Enhancement Analysis is recommended for the Solid Waste (Refuse) Program with the intent of potentially expanding service to include both Commercial and Drop Off service in addition to the existing Residential customer base. Four alternatives were evaluated leading to this recommendation, these were: 1. Program Status Quo, 2. Fixed Routing / Operational Changes, 3. Expanded Commercial Service and 4. Full Competitive Contract Commercial Service.

KRA 3 Public Works Program Support

In order to increase efficiency, cost effectiveness, revenue and productivity within the Department a Program Support structure, incorporating the following elements, is recommended: A. Master Program Schedule, B. Budget Administration Program, C. Cooperative Projects Program, D. Federal and State Grant Administration, E. Staffing Workload Assessment Program, F. Establishment of Policies and Procedures. H. Records Retention Program and I. Process Improvement Program. Additional administrative support is needed to support these elements, hence the recommendation above for creation of a Senior Management Analyst position to oversee them.

KRA 4 Infrastructure Management Program

Setting up an Infrastructure Management Program to project system improvement plans for Water, Sewer, Drainage, Transportation & Traffic, Pavement Management, Facilities and Parks is recommended. This program would project infrastructure needs over a twenty year planning horizon for each element, identify funding needs and potential revenue sources as well.

KRA 5 Interim Improvements @ Corporation Yard Facility

Even though the City will be incorporating a new Corporation Yard facility as a part of its new Wastewater Treatment Plant (WWTP), interim improvements to the existing yard are

recommended. These would include, paving repairs, a new work area canopy, enhancing the portable restroom facility, budget considerations for a large hydraulic lift and working for any early opening of the Corporation Yard portion of the new WWTP.

KRA 6 Training Program

An expanded Training Program is recommended for consideration under this KRA. Categories of training for consideration include: Team building, communication, basic supervision, negotiation dynamics, conflict resolution, time management, project management, safety and traffic control. A Needs Assessment is recommended to further define specific needs and to refine costs for program expansion as well.

For each of the recommended KRA's, a Team Leader has been assigned along with a support team. Proposed scheduling for Program Plan Development and Implementation is identified in Section IV. These schedules are preliminary and subject to refinement based upon availability of support personnel and funding availability.

Section V presents Program Accomplishments for 2005. Recruitment for a Principal Engineer and an Engineering Technician are currently underway. Renegotiation of Solid Waste Contracts with private commercial waste haulers is also pending. Design of the new WWTP is also underway.

Projected "Program Budgetary Impacts" are outlined in Section VI indicating estimated costs for this initial PWPP 2005 implementation of ~ \$166,900 for FY 2005/06 and ~ \$108,300 for FY 2006/07. Costs for KRA's 5 & 6 are to be determined (TBD) pending further analysis and are not included in the above estimates. Additionally staffing support commitments of 5.3 and 0.90 full time equivalents (FTE) are projected for the FY 2005/06 and FY 2006/07 programs, respectively.

The City should consider annual updates of the PWPP aimed at measuring the accomplishments of the previous year's efforts and creating new KRA Programs for ensuing years. These updates should be conducted prior to the annual budget season to allow for considerations of fiscal impacts to be incorporated in each PWPP document update.

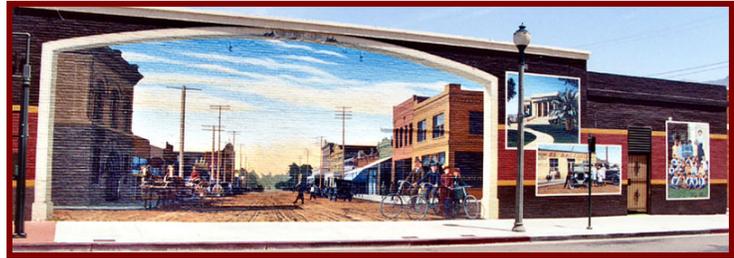
It should be noted that the Public Works Team (PWT), by preparing this PWPP analysis of its effectiveness in providing public works services to the community, has established its intent and willingness to look for new "paradigms" of providing those services. An initial step in any growth process is to acknowledge the need for change to occur. That step has taken place and positive changes have already accrued within the program. Only the members of the team can succeed or fail in that endeavor. The PWT must take it upon itself to further their progress in this regard by continually assessing itself as an organization, and through teamwork, develop a program for excellence to achieve established goals. Success can be assured by the city committing the resources necessary to achieve a program of service excellence in accordance with the established mission for the PWPP.



Final Report

I. Overview

In March 2005, the City initiated a process to conduct a Public Works Department Management Audit, which has led to the development of a comprehensive Public Works Program Plan (PWPP). The department is working to develop a business plan approach to its public works functions. This process to date has included interviews with key City officials, all department employees, as well as the Ventura County Transportation Commission, United Water Conservation District, Ventura County Watershed Management Agency, Chamber of Commerce and Downtown Business Association representatives. Information was also garnered from three model agencies, Port Hueneme, Paso Robles and Monrovia, which was used for comparison of their public works programs to the City's. A PWPP Advisory Committee (PAC) comprised of management, supervisory and rank and file employees was formed to provide guidance throughout the program planning process. An all-day Program Planning workshop, to identify goals and objectives and an action plan for implementation to enhance delivery of public works services to the City, was also conducted.



This report is based upon the findings of the Phase I Research and Assessment which included a comparative agency analysis, a staffing workload assessment, a budget review and stakeholder interviews which allowed for an assessment of primary issues relating to the department's operation. A Phase II Program Planning Workshop was also conducted as a part of the Management Audit process. The Phase I and II report documents are included in appendices 1 and 2 of this Final Report.

Throughout the development of the City's 2005 PWPP an Advisory Committee, comprised of management and staff, worked collaboratively with the consultant to seek consensus on preparing this comprehensive plan for enhancing the Public Works Department's operations. The PWPP is prepared as a Business Plan in an entrepreneurial style, focusing on delivery of Public Works as a business to its customers who were determined to include: Residents, City Council, City Manager, Businesses, Other City Departments, Motion Picture Companies, Special Community Events, Caltrans, Tourists and Visitors.

This report addresses primary issues of concern identified through the audit process leading to recommended methodologies and action plans to streamline the Public Works Department's (PWD's) programs, which include the following primary areas of responsibility:

This report addresses primary issues of concern identified through the audit process leading to recommended methodologies and action plans to streamline the Public Works Department's (PWD's) programs, which include the following primary areas of responsibility:

- Department Administration
- Engineering
- Maintenance: Administration, Streets, Buildings & Grounds, and Equipment Maintenance
- Utilities: Administration, Refuse, Water, and Wastewater

An organization chart, Plate I, depicting the existing Public Works Department Organization is presented on the following page. The department is administering an overall budget, encompassing the functional areas noted, of \$11,921,805 in FY 2004/05. Currently the department has 47 authorized positions performing services. These expenditures equate to \$253,655 per person on an annual basis. The amount of these expenditures indicates the high level of fiscal responsibility placed upon the department in delivering services to the community.

II Research and Assessment Findings

The Phase I Research and Assessment stage of this analysis included an organizational and functional assessment of the department involving: a comparative agency analysis of public works operations in three model agencies from a financial and efficiency standpoint, a staffing workload assessment, a review of the City's public works budget and an identification of primary issues from internal and external interviews. This resulted in an initial assessment of the program, and presented below is a summary of the findings from that Phase I effort.

A. Summary of Findings

1. Comparative Agency Analysis

Three comparative organizations were selected for comparison in terms of organizational structure and functionality to seek ideas and concepts for consideration and potential implementation into the Public Works Department's program. The cities selected were: Paso Robles, Port Hueneme and Monrovia. Key comparison factors, which led to these selections, were:

City Paso Robles

- Similar full service functions
- Similar demographics in semi-rural environment
- Wastewater treatment In-house
- Moderate growth area

City of Port Hueneme

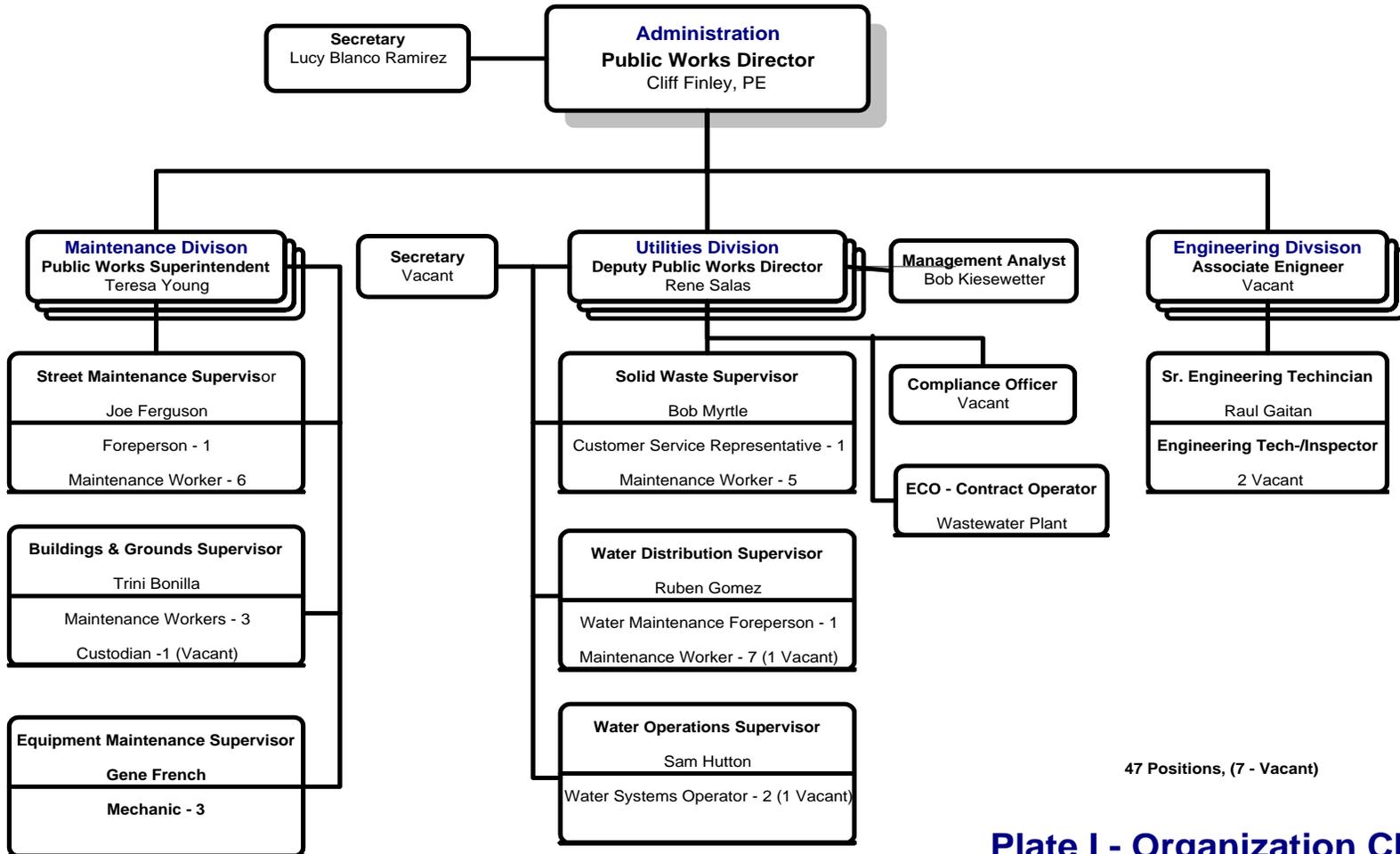
- Ventura County city
- Refuse Operations in-house
- Wastewater treatment through a Joint Powers Agency (JPA)
- Balanced outsourcing of services

City of Monrovia

- Older city, exhibiting similar topographic characteristics
- Active community involvement
- Presence of older park and related facilities
- Strong infrastructure program

Each of the cities' organizations were analyzed and evaluated for various parameters including: innovative programs, budgetary considerations, organizational structures, and workload

City of Santa Paula Public Works Department



47 Positions, (7 - Vacant)

**Plate I - Organization Chart
Existing**

indicators, which could lead to potential modification of City's Public Works Department organization and programs. Presented below is brief summary of those parameters.

Organizational Comparisons

City of Paso Robles

Organization

Paso Robles, a city of 27,200 persons, has a Public Works Department under the Director of Public Works. Primary Divisions consist of Airports, Capital Projects, Utilities and Maintenance Services. These divisions are headed by an Airport Service Coordinator, a Capital Projects Engineer, a Utilities Manager and a Maintenance Services Superintendent respectively. The City has contract refuse collection services. The Public Works Department staff is comprised of fifty (50) persons.

Budget Information

The total annual operational budget in FY 2004/05 for the city is \$11.3M. The department administers a Capital Improvement Program budget of \$9.9M for FY 2004/05. The City has master plans for water, sewer, streets, drainage, facilities and transportation programs.

The city's street maintenance budget for FY 2004/05 amounts to \$1,505,900. Budgets are monitored using a weekly review of progress sheets and evaluation of monthly budget printouts, under the Directors oversight.

No state or federal grants have been obtained recently for the city's infrastructure programs.

Program Support

The city utilizes a computerized maintenance management system for field operations, with an Access software database. Project scheduling is tracked using a Prolog 7.0, Meridian Project Systems, project management software package. The department utilizes a staffing assessment system which tracks hourly workload demands for service and maintenance versus full time employees available.

City of Port Hueneme

Organization

The City of Port Hueneme with 22,500 residents has two departments providing Public Works and Utilities Services functions. Functions of solid waste, technical services, wastewater and water are under the Utilities Services Director while engineering, streets and landscape / fleet maintenance are under the Public Works Director. This separation of public works functions, which was made a few years ago, provides for a clear demarcation of functions of the Utilities Enterprise versus other basic Public Works programs. The city has its own refuse collection services covering both residential and commercial service. The Public Works Department and Utilities Services Department have 27 and 31 personnel assigned to them, respectively.

Budget Information

The Public Works Department administers a budget of \$3.4M and the Utilities Services Department \$13.5M for a total of \$16.9M for FY 2004/05. The City's Capital Improvement Program budget for public works and utilities combined is projected at a total of \$5.7M for FY 2005/06. Master plans for sewer, water, street lighting and street pavement management are currently in place. The city's street maintenance budget for FY 2004/05 amounts to \$1,290,300. The Director and division manager utilize an Excel spreadsheet system to monitor monthly operational and CIP expenditures.

Of particular note is the fact the Port Hueneme operates both residential and commercial solid waste collection services. Their FY 2004/05 budget indicates that expenditures under the program are anticipated to be \$2,343,400 with revenues of \$2,733,900 resulting in retained earnings of \$390,500 for the year.

Grant funding from Local STP, TDA and Article 3&8 transportation funds are utilized by the Public Works Department in collaboration with the Ventura County Transportation Commission. The Utilities Services Department utilizes state and federal clean water grant funds.

Program Support

The Public Works Department does not utilize a computerized maintenance management system at this time. Project and program scheduling for monitoring the CIP is under development. No formal staffing-workload analysis is currently employed due to a freeze on new positions.

City of Monrovia

Organization

The City of Monrovia, serving 37,600 persons, has a Public Works Department organization, which provides services under a Director of Public Works (See Organization Chart in Appendix).

The Director of Public Works oversees the following divisional functions: administration, engineering, facilities, parks, streets and utilities. The city has contract refuse collection services. Monrovia's Public Works Department is comprised of (65 FTE) personnel.

Budget Information

The city has a total annual budget of \$11.3M for FY 2004/05. Its Capital Improvement Program Budget for FY 2005/06 is anticipated to be \$2.7M. Water and, sewer master plans are currently adopted. Monitoring of annual operational budgets and CIP expenditures are left to the discretion of each division manager under the oversight of the Director of Public Works. Monthly expenditure reports provided by the Finance Department are reviewed and analyzed for budget conformity. The FY 2004/05 budget for street maintenance is \$1,066,333.

The department utilizes regional, state and federal grant funding for various infrastructure projects. Projects have included: City facilities (Youth Center), park playgrounds, drainage (NPDES) and street resurfacing programs.

Program Support

The city does not at present utilize a computerized maintenance management system for its field operations. Project and program scheduling is the responsibility of each of the division managers. It should be noted that specific goals and objectives, which include projects and programs, are established at budget preparation and are utilized in meeting performance objectives. Staffing needs are based upon the amount of available funding resources. Determinations are made as a part of the budget process as to whether these additions are warranted.

Santa Paula

Organization

Santa Paula's population is 28,598 per the 2000 census. The current staff of 47 employees handles a budget of \$11.9M annually fro FY 2004/05. The Capital Improvement Program budget for FY 2004/05 amounts to 5.3M.

Budget Comparison

A Comparative Matrix, Plate II, on the following page compares each of the agencies public works operational budgets and Capital Improvement Program (CIP) budgets utilizing the following metrics:

Operational Budget per Capita

Santa Paula compares favorably with the average of the three agencies with a Budget per Capita figure of \$417 versus \$488 a 14.6% difference. A very close comparison exists with Paso Robles, which has an average Budget per Capita of \$416.

Port Hueneme with just a few more employees has a significantly higher operational budget of \$16.8 M versus Santa Paula's at \$11.9M a 41% variance. Monrovia on the other hand has a lower budget per capita at \$300 due to its greater number of employees compared to Santa Paula.

Of note is the fact that Santa Paula's 2004/05 street maintenance budget of \$1,518,753 compares favorably with the three comparative agencies whose average expenditures for Street Maintenance are \$1,287,511 in FY 2004/05.

Operational Budget per Employee

The Budget per Employee comparison indicates that Santa Paula is slightly higher (10%) at \$253,655, than the average the three comparative agencies at \$230,245. Monrovia at \$173,846 is lower due to its higher number of employees. If Santa Paula is compared with only Paso Robles and Port Hueneme then the average budget per employee would be \$258,444 putting Santa Paula slightly lower (2%) than that average.

Population per Employee

Santa Paula at a 608 population per employee is 20.8% above the average of 503 per employee. Port Hueneme's figure at a 388 population per employee indicates that City's ability to provide a higher number employees with a smaller population than Santa Paula's, due to is higher budget capability.

CITY OF SANTA PAULA
PUBLIC WORKS PROGRAM PLAN
COMPARATIVE MATRIX - MODEL AGENCIES

AGENCY	POPULATION	ANNUAL PW BUDGET	ANNUAL CIP BUDGET	NUMBER OF EMPLOYEES	BUDGET PER CAPITA	BUDGET PER EMPLOYEE	POPULATION PER EMPLOYEE	DIRECT SALARY MULTIPLIER ^G
PASO ROBLES	27,200	\$11,314,400	\$9,930,000	50	\$416	\$226,288	544	4.77
PORT HUENEME	22,500	\$16,854,800	\$5,668,500	58	\$749	\$290,600	388	5.82
MONROVIA	37,600	\$11,300,000	\$2,700,000	65	\$300	\$173,846	578	4.32
SANTA PAULA	28,598	\$11,921,805	\$5,363,996	47	\$417	\$253,655	608	5.16
AVERAGE ^E	29,100	\$13,156,400	\$6,099,500	58	\$488	\$230,245	503	4.97
VARIANCE ^F PERCENT	-502 -1.73%	(\$1,234,595) -9.38%	(\$735,504) -12.06%	-11 -18.50%	(\$71) -14.61%	\$23,410 10.17%	105 20.79%	0.19 3.82%

NOTES:

- A. Paso Robles PW Services include: Administration, Capital Projects Engineering, Airport, Utilities (Water, Wastewater, Trash & Recycling & Stormwater), Maintenance (Streets, Parks, Buildings & Fleet)
- B. Port Hueneme PW & Utilities Services include: Administration, Engineering, Fleet Maintenance, Landscaping, Streets, Technical Services, Water, Wastewater & Solid Waste
- C. Monrovia PW Services include: Administration, Engineering, Facilities, Parks, Storm Drains, Streets, Street Sweeping & Utilities
- D. Santa Paula PW Services include: Administration, Engineering, Maintenance (Streets, Buildings & Grounds), & Utilities (Water, Wastewater & Refuse)
- E. Average of Paso Robles, Port Hueneme and Monrovia
- F. Variance from Average
- G. Direct Salary Multiplier (DSM) is = Annual Budget (\$) / Direct Salary Costs without Benefits (\$)

PLATE II

PLATE II

Direct Salary Multiplier

The Direct Salary Multiplier comparison indicates that Santa Paula at 5.16 is 3.8% higher than the average of the other cities at 4.97. This indicator shows that Santa Paula is managing its annual public works budget favorably when compared to Paso Robles and Monrovia and slightly under Port Hueneme, which is at 5.82. Note that the Direct Salary Multiplier (DSM) is = Annual Budget (\$) / Direct Salary Costs without Benefits (\$). Given a higher DSM the greater the efficiency of operations for a fixed number of employees and their related direct salary costs.

Program Support

The City does not use a computerized maintenance management system for field operations, Assignments are given on a daily basis in response to both internal and external work requests. Project scheduling is not be utilized at this time and project delivery has been noted as a area of concern with significant project carryovers occurring in past years. At present some divisions of the department (i.e. Maintenance Division) have employed a staffing assessment which tracks job functions and workload factors, but this is not utilized department wide.

Discussion of Comparative Factors

Comparative factors of significance which arose from this analysis are described below:

1. Consider providing Commercial Refuse (Solid Waste) services similar to Port Hueneme to augment revenues in the refuse enterprise, which at present only provides residential service. The City's refuse section with seven (7) employees could potentially provide these expanded services with perhaps 1 or 2 additional persons and still compare favorably with the Port Hueneme operations with nine (9) persons.
2. The City compared favorably with most factors, except budget per capita, thus indicating the need for additional revenues to support operations. These revenues could be accrued from additional grant funding for the water, wastewater and refuse enterprises and from additional transportation funding increases to supplement general fund expenditures for street programs.
3. Regarding Street maintenance programs the City compares favorably in terms of the number of staff devoted to this function. The Cities of Paso Robles, Port Hueneme and Monrovia have 10, 7 and 8 persons respectively, while Santa Paula currently has 8 persons assigned.
4. The lack of a project and program schedule system is of concern. It is difficult to track and manage multi project milestones and deadlines without a scheduling system, such as utilized in Port Hueneme. Paso Robles is currently developing a scheduling system. Other City's which at present use scheduling systems are Rancho Cucamonga in San Bernardino County and La Quinta in Riverside County.
5. Only Paso Robles currently utilizes a Staffing Workload Assessment program to track demands for service and maintenance versus full time employees available. Cities which have utilized these systems in the past have included: Tustin, Whittier, Newport Beach and Santa Ana. Many private sector firms utilize similar systems to track workload versus staffing requirements.

2. Staffing Workload Assessment

As a part of the analysis of the department's operations a Staffing Workload Assessment (SWA) was conducted, identifying primary work functions and projecting anticipated workloads for the department for 2005. Monthly projections of work hours for baseline activities currently being performed as well as projected activities which should be performed were determined for each person in the department on Excel spreadsheets and summarized for the whole Department as well. A Staffing Workload Summary spreadsheet, Plate III, is presented on the following page. See Appendix 3-I for detailed copies of individual worksheets and assessment documentation. Results of the analysis indicate the following:

Public Works Department Workload Projections

The departmental summary indicates that 111,490 hours per year of labor effort are projected to accomplish the work efforts anticipated in for 2005. Using the allocation of 147 hours¹ per month per person, the required labor force to complete the baseline tasks outlined would be approximately 63 persons. With only 47 budgeted positions on staff, this indicates a negative variance of 16 persons or (26%) since only 82,809 hours per year are available within the Department without overtime.

If additional workload tasks are included in 2006 then the required hours increase to 138,083 hours, requiring a workforce allocation of 78 persons. With only 82,809 staff hours presently available a negative variance of 31 persons or (63 %) results. Due to these projected high negative variances for 2005 and 2006, it is anticipated that the workload projections need to be adjusted downward. Modifications to the projections should be made as a part of the implementation phase of the PWPP. These adjustments would be made by management and supervisory staff working with each employee to create revised individual workload projections with detailed justifications to backup the projections for both 2005 and 2006.

General trends relating to the workload to staffing disparities in 2005 appear to emanate from the following primary factors:

- High levels of administrative workload for the Public Works Director, Deputy Public Works Director, Maintenance Superintendent, Management Analyst, Water Distribution Supervisor, Water Operations Supervisor, Streets Supervisor, Customer Service Representative, Equipment Maintenance Supervisor, Solid Water Supervisor, and Secretary positions.
- Additional projected workload such as valve turning throughout the system and fire hydrant maintenance and flushing in the Water Distribution section and increased routine preventative maintenance in the Water Operations section of the Utilities Division.
- A projected need for additional Maintenance Worker staff in the Streets Section of the Maintenance Division. This is due primarily to the almost daily need to defer normal maintenance activities to provide supplemental assistance to other sections of the Division.
- A general trend indicating the potential need for an additional Mechanic in the Equipment Maintenance Section of the Maintenance Division. This is a projected need based on increased level of vehicles being added for maintenance from the Police Department fleet.

Workload indicators for 2006 include increased levels of activity for "Ideal Programs" based upon perceived needs for each division and its individual personnel. These proposed activities require further detailed analysis and are meant to serve only as an initial metric and are subject to verification by Public Works management and supervisory staff.

Note: 1. Available hours = 2080 / 12 = 173.33 (.85) = 147 hours per month

**City of Santa Paula - Public Works Department
STAFFING PROJECTION WORKSHEET**

WORK ACTIVITY DESCRIPTION	2005												2006												Dept	Position	
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec			
Rene Salas	152	152	152	152	159	151	157	143	145	145	161	166	164	160	170	180	178	170	169	163	163	155	157	157	162	Admin	Deputy Director of Public Works
Cliff Finley	156	156	156	156	156	156	156	156	156	156	156	156	156	193	193	193	193	193	193	193	193	193	193	193	193	Admin	Director of Public Work/City Engineer
Teresa Young	227	225	237	227	208	214	222	208	208	211	203	200	257	266	266	266	266	266	256	256	256	256	256	256	256	Admin	PW Maintenance Superintendent
Bob Kiesewetter	136	151	136	160	160	147	161	167	206	196	166	131	136	151	136	160	160	147	161	167	206	196	166	166	131	Admin	Management Analyst
Vacant Position	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	Admin	Compliance Officer
Lucy Blanco-Ramirez	181	176	176	181	176	176	181	176	176	181	176	176	181	176	176	176	181	176	176	181	176	176	181	176	176	Admin	Secretary I
Vanessa Camarillo	172	192	182	172	172	172	172	172	172	192	202	202	172	172	192	182	172	172	172	172	172	192	202	202	172	Admin	Secretary I
	1,171	1,199	1,186	1,202	1,170	1,169	1,182	1,171	1,230	1,254	1,216	1,146	1,246	1,295	1,280	1,297	1,274	1,260	1,273	1,274	1,325	1,332	1,297	1,237			
Trini Bonilla	198	208	198	198	198	198	198	179	210	192	199	187	211	208	208	258	258	258	258	258	258	258	258	258	221	B&G	Building & Grounds Supervisor
Jack Garcia	196	193	188	188	188	188	188	182	202	182	172	174	195	268	268	318	318	318	318	346	318	318	318	346	281	B&G	B&G Maintenance Worker III
Leo Hernandez	196	193	188	188	188	188	188	182	202	182	172	174	195	268	268	318	318	318	318	346	318	318	318	346	281	B&G	B&G Maintenance Worker III
Nolan Sprayberry	196	193	188	188	188	188	188	182	202	182	172	174	195	268	268	318	318	318	318	346	318	318	318	346	281	B&G	B&G Maintenance Worker III
Manuel Ruiz	173	162	162	181	148	171	200	177	168	174	151	158	269	229	283	356	332	334	408	343	346	317	287	201	B&G	B&G Maintenance Worker III	
	959	949	924	943	910	933	925	993	906	889	860	954	1,281	1,241	1,495	1,568	1,544	1,546	1,732	1,555	1,558	1,529	1,611	1,265			
Vacant Position	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	Eng	Associate Engineer
Raul Galtan	195	195	195	230	230	230	230	230	230	230	230	230	230	230	230	230	230	230	230	230	230	230	230	230	230	Eng	Senior Engineering Technician
Vacant Position	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	Eng	Engineering Technician/Inspector
Gary Weeks	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	147	Eng	Engineering Technician/Inspector
	636	636	636	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671		
Gene French	180	180	180	180	180	180	180	180	180	180	180	180	180	191	191	191	191	191	191	191	191	191	191	191	191	Exp Maint	Equipment Maintenance Supervisor
Angel Rodriguez	178	178	178	178	178	178	178	178	178	178	178	178	178	198	198	198	198	198	198	198	198	198	198	198	198	Exp Maint	Mechanic II
Jeff Rhodes	178	178	178	178	178	178	178	178	178	178	178	178	178	198	198	198	198	198	198	198	198	198	198	198	198	Exp Maint	Mechanic II
William Barnes	178	178	178	178	178	178	178	178	178	178	178	178	178	198	198	198	198	198	198	198	198	198	198	198	198	Exp Maint	Mechanic II
	714	714	714	714	714	714	714	714	714	714	714	714	714	785	785	785	785	785	785	785	785	785	785	785	785		
Bob Myrtle	187	173	185	179	176	193	179	197	184	182	182	172	187	173	185	179	176	193	179	197	184	182	182	172	172	Solid Waste	Solid Waste Supervisor
Dave Hamersley	189	166	183	174	174	185	174	190	174	183	183	174	189	166	183	174	174	185	174	190	174	183	183	174	174	Solid Waste	Maintenance Worker
Frank Suniga	187	173	191	179	176	195	181	197	180	182	182	172	187	173	191	179	176	195	181	197	180	182	182	172	172	Solid Waste	Maintenance Worker
James Robles	187	173	185	179	176	195	179	197	176	182	182	172	187	173	185	179	176	195	179	197	176	182	182	172	172	Solid Waste	Maintenance Worker
Anthony Scott	156	190	158	156	171	151	215	213	160	179	181	213	156	190	158	156	171	151	215	213	160	179	181	213	213	Solid Waste	Maintenance Worker
Mike White	156	190	158	156	171	151	215	213	160	179	181	213	156	190	158	156	171	151	215	213	160	179	181	213	213	Solid Waste	Maintenance Worker
Solid Waste Collection Division-Comm Services													577	523	589	544	544	589	544	589	544	577	577	577	577	Solid Waste	Commercial Services
Gail Cullins	270	231	242	244	185	187	225	221	230	246	215	274	270	231	242	244	185	187	225	221	230	246	215	274	274	Solid Waste	Customer Service Representative
	1,332	1,296	1,302	1,267	1,229	1,257	1,368	1,428	1,264	1,333	1,306	1,390	1,909	1,819	1,891	1,811	1,773	1,846	1,912	2,017	1,808	1,910	1,883	1,967			
Joe Ferguson	223	207	203	222	189	212	232	234	225	207	195	198	198	201	211	220	220	220	221	219	219	212	209	191	191	Streets	Streets Supervisor
Rob Howard	182	170	169	189	156	179	203	189	180	177	158	164	276	242	244	263	260	255	314	269	280	274	256	216	Streets	Streets Foreperson	
Mike Wortman	173	162	162	181	148	171	200	177	168	174	151	158	269	229	283	356	332	334	408	343	346	317	287	201	Streets	Maintenance Worker I	
Naty Bedolla	173	162	162	181	148	171	200	177	168	174	151	158	269	229	283	356	332	334	408	343	346	317	287	201	Streets	Maintenance Worker I	
Robert Borrego	173	162	162	181	148	171	200	177	168	174	151	158	269	229	283	356	332	334	408	343	346	317	287	201	Streets	Maintenance Worker I	
Tom Murphy	173	162	162	181	148	171	200	177	168	174	151	158	269	229	283	356	332	334	408	343	346	317	287	201	Streets	Maintenance Worker I	
Fito Paez	173	162	162	181	148	171	200	177	168	174	151	158	269	229	283	356	332	334	408	343	346	317	287	201	Streets	Maintenance Worker III	
Tony Villanueva	173	162	162	181	148	171	200	177	168	174	151	158	269	229	283	356	332	334	408	343	346	317	287	201	Streets	Maintenance Worker III	
	1,443	1,349	1,344	1,497	1,233	1,417	1,635	1,485	1,413	1,428	1,259	1,310	2,088	1,817	2,153	2,619	2,472	2,479	2,983	2,546	2,575	2,388	2,187	1,613			
Ruben Gomez	207	260	242	240	232	222	212	212	209	217	217	207	207	213	217	217	216	212	218	218	218	222	211	207	WD	Water Distribution Supervisor	
Tim Martinez	151	279	151	279	151	279	151	279	151	279	151	279	151	279	151	279	151	279	151	279	151	279	151	279	279	WD	Water Maintenance Foreperson
Jay Berry	142	142	142	142	142	142	142	142	142	142	142	142	142	142	142	142	142	142	142	142	142	142	142	142	142	WD	Maintenance Worker III
Doug Araiza	360	461	360	457	376	453	352	453	352	461	360	461	360	461	360	457	376	453	352	453	352	461	360	461	461	WD	Water Distribution Worker
Gilbert Segovia	349	500	349	480	381	476	341	492	341	476	365	484	349	500	349	480	381	476	341	492	341	476	365	484	484	WD	Water Distribution Worker
Henry Molina	346	483	346	463	378	459	338	475	338	459	362	467	346	483	346	463	378	459	338	475	338	459	362	467	467	WD	Water Distribution Worker
William DeJarnette	358	484	358	464	390	460	350	476	350	460	374	468	358	484	358	464	390	460	350	476	350	460	374	468	468	WD	Water Distribution Worker
Patrick Parrish	172	172	172	177	190	190	190	190	177	177	177	177	177	177	177	177	177	177	190	190	190	177	177	177	177	WD	Water Maintenance Worker
Joseph Dugas	159	159	159	164	177	177	177	177	164	164	164	164	164	164	164	182	182	177	177	159	159	164	164	164	164	WD	Water Maintenance Worker III
	2,244	2,940	2,279	2,866	2,417	2,858	2,253	2,896	2,224	2,835	2,312	2,849	2,254	2,903	2,282	2,861	2,401	2,848	2,241	2,884	2,233	2					

The analysis should evaluate the following issues relating to both the 2005 and 2006 Staffing Workload projections for the Department:

- Specific administrative workload percentages for each Division should be evaluated on an annual basis for 2005 and 2006, through an assessment of Chargeable Time percentages. Acceptable levels of administrative time versus chargeable time should be determined for each manager and supervisor.
- Specific information related to the need to accelerate maintenance activities for all Divisions needs to be defined in greater detail. Once defined the need to provide higher and expanded service levels should be evaluated as to ability to fund additional positions or services.
- A thorough review, analysis and prioritization of baseline workload indicators for 2005 and projected workload indicators for 2006 should be undertaken. This should be done to assure that assessment of the hours needed to perform certain workload items are accurate and focused on delivery of improved service to the public.

3. Budget Review

General Considerations

A review of the adopted budget indicates that the City is endeavoring to accomplish a broad range of activities with limited resources. The City needs to increase revenues or decrease expenditures. With the exception of fees for services and development impact fees, City revenue sources such as taxes, assessments and property related fees require approval of property owners or the electorate.

Fees for water, sewer and refuse collection are excluded from the requirement that property owners or voters approve fee increases but are subject to the requirement for a noticed public hearing on a proposed fee increase. In *Howard Jarvis Taxpayers Association v. City of Fresno*, the Appeals Court ruled that fees for water, sewer and refuse collection might also be subject to the provisions of Proposition 218, which limit the ways in which the fees are calculated. The Appeals Court decision is not final until the California Supreme Court reviews it and makes its ruling.

Potential Revenue Enhancement

The basic issue facing the City is that it needs additional revenue to continue to provide services at the budgeted levels. The adopted 2004/05 budget states that "depreciation expenses are listed but not included in the total as they are not cash transactions" for water, wastewater and refuse. The City should be setting its rates for water, sewer and refuse so that all expenses including depreciation are included and the net cash flow from operations will provide funds to be used to pay for capital improvements and to repay principal on indebtedness incurred to fund capital improvements.

The City should consider reviewing its method of allocating general fund costs to the Water Enterprise Fund, Wastewater Reclamation Enterprise Fund and Refuse Enterprise Fund to identify any potential opportunities or risks which could result if the Supreme Court supports the Appeals Court ruling in the recent *Howard Jarvis Taxpayers Association vs City of Fresno* case.

Insufficient funding is available for street repairs exist at this time in the city. Several years of deferred maintenance on the city's streets has lead to a high level of deterioration. An influx on additional funding is needed to develop an aggressive program to bring them to an above average level of condition. An alternative funding option could potentially be a citywide assessment to augment general fund expenditures non-enterprise programs. This would require the approval of the majority of the property owners assessed, based on the amount proposed to be assessed. It is recommended that the City work with the largest landowners, which may have proposed development plans in the City, to obtain their support for a proposed assessment. The approval of the proposed assessment would be based on the ballots returned by property owners. If property owners with the largest proposed assessments return ballots supporting the proposed assessment, then the approval of the proposed assessment is more likely. An assessment might also be used to provide a revenue source to fund maintenance of storm drains and compliance with regulations of urban runoff. Before such an alternative could be considered, a significant public education and information campaign would need to be developed and accomplished prior to seeking voter approval.

Ad valorem property taxes and sales and use taxes are the primary source of revenue to the City's General Fund. The adopted budget states that "the City needs to attract new retail and commercial tenants that will bring revenue to the City as well as create needed jobs in the community." In order to accomplish this goal, the City would need to encourage the development and annexation to the City of higher valued housing. The resultant being increased average income levels and greater disposable income to purchase services and products subject to sales/use tax and to increase employment.

The City may also require that properties that develop in the City participate in the formation of Community Facilities Districts (CFD'S) or maintenance assessment districts to fund annual operations and maintenance expenses for additional services such as fire protection and suppression services, police protection and crime prevention services, parks and recreation services, and flood control and storm drain maintenance.

Enterprise Funds

Of the three Enterprise Funds under the purview of the Public Works Department, the Refuse Enterprise shows the most significant need for additional funding, with a projected Ending Fund Balance of only \$5,389 on June 30, 2005, shown in the 2004/05 Adopted Budget. A higher reserve balance in the range of \$200,000 should be expected for an operation with expenditures of \$1.7M per year. The lack of sufficient revenue is primarily due to the fact that the City currently provides only residential pickup service. Commercial service is not provided. A small roll off service exists in the residential areas but is not provided in the commercial areas of the City allowing that business to go the private haulers.

It is our understanding that the City has some of the highest rates for refuse collection in the County at this time. As pointed out in the comparative analysis above, the City of Port Hueneme currently provides both residential and commercial services to its constituents. For instance their FY 2004/05 revenues from residential and commercial service are projected at \$1,000,000 and \$1,695,000 respectively. Adding in miscellaneous revenues their total budget is \$2,733,900. This compares to annual expenditures of \$2,343,400 resulting in a projected ending fund balance of \$390,500. The City should consider performing a Revenue Enhancement Analysis to ascertain an appropriate cost of service to the residential customers as well as considering the addition of commercial service in order to enhance revenues for its Refuse operations.

Funding levels for the Water and Wastewater Enterprise funds appear adequate to cover existing operations. Consideration should be given to annual reviews and modifications to water and wastewater rates and charges to keep pace with inflation and allow for continued building of reserves in each fund. Once the Water and Sewer Master Plans are completed considerations for funding their respective capital programs should be integrated into the next round of rate increase considered.

4. Interviews

During this stage individual interviews were conducted with sixty three (63) individuals representing City Council, city management and administrative staff, external agencies, client departments as well as all members of the Public Works Department's management and staff. This process resulted in the identification of several primary issue areas regarding concerns in the current organization and its functions. These issue areas along with the findings from the comparative agency analysis, staffing workload assessment and budget review served as input data and information for consideration and refinement by the PAC during the subsequent Phase II Program Planning Workshop. A synopsis of the Primary Issues identified during this phase is set forth in Section 5, below.

5. Primary Issues

Organizational

- Minimal administrative reporting and analysis by supervisors, managers or department head

The present organization is lacking in systems for reporting of divisional activities to the Director and section activities to Division heads. Insufficient time is available for analysis, program planning and assessment. A "Fire Fighting" atmosphere exists in the department leading to responsive rather than pro-active program administration and planning.

- Staff concerns regarding management levels

Concerns were expressed by staff that the Director and Managers are disassociated from the day to day activities of the work being performed in the field. Although they do meet with staff periodically it is more for dissemination of information rather than seeking input and suggestions for improvement in the organization. Several comments were made relating to the fact that the former organization had only a Director and a Superintendent at the management level, while now there are a Director, Deputy Director and a Public Works Superintendent creating more management personnel rather than adding additional workers.

- Critical need to fill open positions

Several positions are currently open in the department; specifically an Associate Engineer, two Engineering Technician / Inspectors, a Compliance Officer, a Water Maintenance Worker, a Water Systems Operator and a Custodian. The Engineering Division is particularly short handed and at this writing steps are being taken to recruit for the open positions. The Water System Operator position is a critical position and should be filled as soon as possible to provide support to the Water Systems Supervisor. Recruitment for the remaining positions should also be made expeditiously.

Staff indicated frustration with the slowness of the recruiting process and suggested that the City needs to expedite the filling of open positions to avoid placing additional workload on remaining staff.

- Temporary diversion of staffing resources to other divisions and sections is frequent

Typical operations within the Street Section require diversion of staff on a periodic basis to help support operations in other sections such as Refuse for cleanup events, Building and Grounds or Equipment Maintenance. When this occurs it creates breaks in daily work planning and leads to inefficiencies due to restating work operations. Lack of scheduled work planning results in the need to make crew assignments on a daily basis, in the morning, prior moving into the field.

Staff expressed the opinion that these factors lead to avoidance of planned work and delays in preventative maintenance, causing frustration and inefficiencies in operations.

- Director's responsibilities are spread thin in full service department functions

With a full service Public Works Department operation the Director spends too much time dealing with day to day issues. Engineering program management and project management is being handled in many cases directly due to the vacant positions in that division. Additionally major development under consideration in City requires close attention as well as directing the new Wastewater Treatment Plant project. Analyzing the organization to increase opportunities for delegation of authority and perhaps adding additional administrative and project management support should be considered.

- Lack of administrative support for Departmental program

The initial Staffing Workload Analysis indicates that the Director, managers and supervisors are projected to spend approximately 39% of their time on the average, handling administrative duties in 2005. This is anticipated to increase to 48% in 2006 based upon growth in projected workload. Typical administrative workload percentages should average about 20%.

- Need to improved communication throughout department

An observation was made that due to the separate locations of the Administration and Engineering offices from both the Utilities Division and Maintenance Division operations at the Water and Corporation Yard facilities, close communication is often difficult. This will be remedied once the new Corporation Yard is completed as a part of the new Wastewater Facility complex. However in the interim efforts to increase communication beyond existing staff meetings by providing for weekly one on one meetings with the Director and division managers might be considered.

Staff comments indicated that communication between management and staff needs improvement. More of a hands-on approach to management is sought rather than a delegative style. For instance when the City Manager calls to request that certain work items be addressed such as a downtown cleanup issue the tendency is to immediately react and delegate working personnel to handle the request. It was suggested that the work be scheduled normally rather than handled immediately unless it is an emergency, safety concern, etc.

- Large potential workload impact from the proposed Fagan Canyon Development project

Should the Fagan Canyon project receive city approval significant additional workload would accrue for all divisions of the department. Staff expressed concerns that additional work may cause further stretching of resources without consideration for impacts on workload from this new development. The development agreement should provide adequate mitigation in terms of funding both infrastructure improvements as well as additional staffing resources to support the increased workload.

- Backup supervision policy is needed

Concerns were expressed that when supervisors are absent it is often not clear who is in charge or whether those put in charge have the experience and expertise to act as supervisors during those periods. Consideration should be given to developing a defined policy relating to the provision of backup supervision during vacation, sick leave, and leaves of absence of management as well as supervisory personnel. At present, the policy is not uniform and needs to be developed for uniform application throughout the department.

- Concerns regarding increased staff turnover

Several comments were made that continued deferral of employee raises could lead to increased staff turnover as employees may seek employment with other agencies or employers who provide higher compensation levels. Developing methods to increase revenues to supplement general funded operations and to provide for full cost recovery in enterprise funded operations should be considered to mitigate this potential impact.

Enterprise Programs

- Low level of reserves in Refuse Enterprise fund

As noted in Sections 2 and 3 above the level of reserves in the Refuse Enterprise fund is too low. Many of the staff indicated a willingness to consider taking on commercial service and additional roll off service to increase revenues to the enterprise. Concerns were also expressed that special pickup days and quarterly pickup events are provided for free rather than having nominal charges associated with those services. Suggestions were made that consideration needs to be given to adding commercial service to the existing residential program and that rates should reflect full cost recovery including an allocation for funding reserves.

- Expressed concerns regarding potential privatization of certain departmental operations

Several comments were made during interviews, regarding concerns about privatization of the refuse enterprise. Rather than privatization, developing a Revenue Enhancement Program to increase enterprise funding should be considered. The department is currently utilizing private consulting support for its engineering capital program management and for the operation and maintenance of its wastewater treatment plant (WWTP) facility. Utilization of consultants for engineering support allows for ease in making staffing adjustments to match CIP workload. Likewise having the WWTP program under contract focuses responsibility for meeting federal and state regulations upon the contacting firm and relieves the city staff of day-to-day management of the wastewater program.

Of note is the fact that the Equipment Maintenance section of the Maintenance Division provides complete maintenance and repair service for the city's fleet. Mechanics exhibit a high level of expertise and perform minor and major service on engines. Very little work is contracted out, other than specialty work. Consideration for a review of the delegation of authority regarding parts purchases was suggested by staff in order to improve productivity when supervisors are absent on vacation or personal leave.

Program Support

- Inadequate funding for infrastructure projects: maintenance and repair as well as capital

Inadequate funding in particular to street projects exists under the department's infrastructure capital improvement program. The City is presently preparing Water and Sewer Master Plans, which will identify short and long range capital programs for each of these infrastructure elements. Also needed would be a Pavement Management program, Traffic and Transportation program, a facilities improvement program and a park and street tree program. Identifying these potential costs would then lead to the need to develop a financing strategy for each of these infrastructure elements.

- Large amount of carryover Capital Improvement Projects in 2004/05 budget

It was noted that the FY 2004/05 budget shows a large amount of carryover capital projects. The budget indicates that \$7,001,022 in projects is carried over from the previous fiscal year compared to \$5,363,966 for the current FY 2004/05 program. This indicates a need for additional program support for project scheduling and program management of the capital improvement program. As noted above the Engineering division does not at present have a full complement of staff and most of the capital program responsibility is falling to the Director and the Deputy Director to manage. Filling the vacant engineering positions and consideration of additional administrative support for contract administration could ease this problem and accelerate project delivery.

- Need for development of an ongoing staffing / workload projection program

The Staffing Workload Assessment Program noted above should be considered as an ongoing administrative support activity in the department. It should be conducted at least annually prior to the budget season to develop staffing recommendations tied to projected program activity and justified by funding recommendations to cover the additional staffing costs.

Infrastructure Management

- Lack of a computerized maintenance management system

The City does not utilize a computerized maintenance management system for programming and accounting for service requests both external and internal as well as preventive maintenance activities. Utilization of such a system could greatly increase efficiency and productivity. Prior to considering a system careful evaluation of existing systems along with a focused Need Analysis to define the system functionality and user interfaces should be undertaken.

- Large amount of deferred maintenance in streets, buildings and grounds and water operations

The Maintenance Division has a large backlog of street, curb and gutter and sidewalk repairs in addition to street sign and traffic control device maintenance. As noted above current diversion of street section personnel to assist in other activities reduces its effectiveness in conducting normal scheduled maintenance activities. For instance about 0.5 FTE is required from the Streets Section to handle Downtown requests. Buildings and Grounds has to devote its primary efforts to cutting and cleanup at the parks and little time remains for preventative maintenance of city owned buildings.

In the case of the Water Division, maintenance activities such as valve turning and hydrant maintenance are being deferred due to lack of designated staff to perform these functions on a regular basis.

- Need for integrated mid and long-term infrastructure planning

As discussed above, under Program Support, the need exists for integrated short and long term infrastructure planning. Utilizing master plans for capital programs is one part of fulfilling need, augmented by maintenance and repair and betterment projects and programs based upon specific recurring needs with each infrastructure program.

- Financial plan for infrastructure program funding is needed

A Financial Plan, which sets forth a strategy to develop funding for public works infrastructure as identified in the master plans as well as the maintenance and repair and betterment programs, should be considered to provide both short and long term funding from local, regional, state and federal sources.

- Development of a pro-active state and federal grant program is needed

The City is utilizing a federal advocacy firm to assist in funding for the new Wastewater Treatment Plant. Substantial opportunities exist for funding, water, wastewater, drainage, transportation and public facilities through direct federal earmarks. Other agencies in Southern California have over the last several years obtained funds from the United States Army Corps of Engineers, The Environmental Protection Agency, The Bureau of Reclamation, the Department of Transportation and HUD appropriations directly to their city. The City does not have specific staff assigned to work with the City's advocacy firm to request federal program appropriations on an annual basis. The need exists to consider additional staff support on an ongoing basis to manage a grant program in the department. These appropriations could cover as much as 65 to 75% of planning and design costs and 50 to 55% of construction costs thus relieving the City's general fund and enterprise fund revenues to be utilized more effectively.

Condition of Facilities

- Poor condition of infrastructure at Corporation Yard

While conducting a field review of the City's facilities it was observed that the condition of Corporation Yard was in great need of improvement. Specifically poor pavement condition,

drainage conditions, insufficient restroom facilities and lack of covered working areas were noted. Concerns were expressed by staff relating to poor morale and environmental conditions at the yard, flooding, dust, etc. In contrast the Water Yard facility is in very good condition along with the Water Treatment facility as well. Even though the new Corporation Yard is only a couple of years way interim improvements to the Corporation Yard site should be considered.

Training Issues

- Need for enhanced training opportunities

The interviews indicated the need and desire for additional training opportunities for staff throughout the department. In particular the Water Section of the Utilities Division has an ongoing need for staff certification training to meet the requirements of the State of California for Water Treatment and Distribution Systems operations. It was noted that budgets for training are often trimmed or low, which thwarts the ability of staff to take advantage of training opportunities.

Training in grantsmanship, communication, supervision, management, negotiations, strategic planning, budgeting and infrastructure programming and scheduling are other areas to consider as well. In order to reduce training costs a "Train the Trainer" program might be considered, to provide in-house training where appropriate.

B. Program Planning Workshop

The Phase I report, which set forth the issues, described in Section A above served as reference material for the Phase II Program Planning Workshop. The Program Planning Workshop findings are summarized in Appendix 2 of the report. During the workshop the assembled group, which included all department employees who were able to attend, defined the Business of the Public Works Department, its Mission and the Core Values of the department as well. These are:

Business

- ❖ Providing service to the public
- ❖ Assisting on difficult jobs that others may not want to perform
- ❖ Keeping the City running and providing for a safe environment to live and work
- ❖ Assuring 24/7 operation of key City infrastructure 365 days per year

Mission

"To provide public works services assuring a clean and safe quality of life for the community, through continuous (24/7) efforts of the department's staff."

Core Values

- Personal investment in the community
- Desire to provide a good living for their families
- Civic pride
- Continuous improvement
- Quality service

- Dedicated
- Passionate

The group evaluated the key program issues identified during Phase I of the PWPP through a strategic planning process at its all day Program Planning Workshop held on May 6, 2005. The group conducted a strengths, weaknesses opportunities and threats analysis of the public works program, which then led to the development of six (6) Key Results Areas (KRA's) for consideration. Key Result Areas are programmatic action areas intended to improve operational efficiency, responsiveness, productively and service to the departments customers. Phase II KRA's included the following:

- KRA-1 Functional Reorganization of Department
- KRA-2 Solid Waste Program Enhancement
- KRA 3 Public Works Program Support
- KRA 4 Infrastructure Management Program
- KRA 5 Interim Improvements @ Corporation Yard Facility
- KRA 6 Training Program

Each of these KRA's are described in detail below in Section III, "Program Recommendations" These serve as the basis for establishing the PWPP's goals and objectives aimed at achieving ongoing program excellence. Section IV sets forth the "Program Plan Development and Implementation," which incorporates proposed schedules for each KRA. "Program Accomplishments" for this, the department's first, Public Works Program Plan effort are discussed in brief in Section IV. Projected "Program Budgetary Impacts" are outlined in Section V. Fiscal Impacts for this initial PWPP 2005 are estimated along with projected staff allocations needed to get each KRA effort accomplished, within the time frames identified in Section IV.

III. Program Recommendations

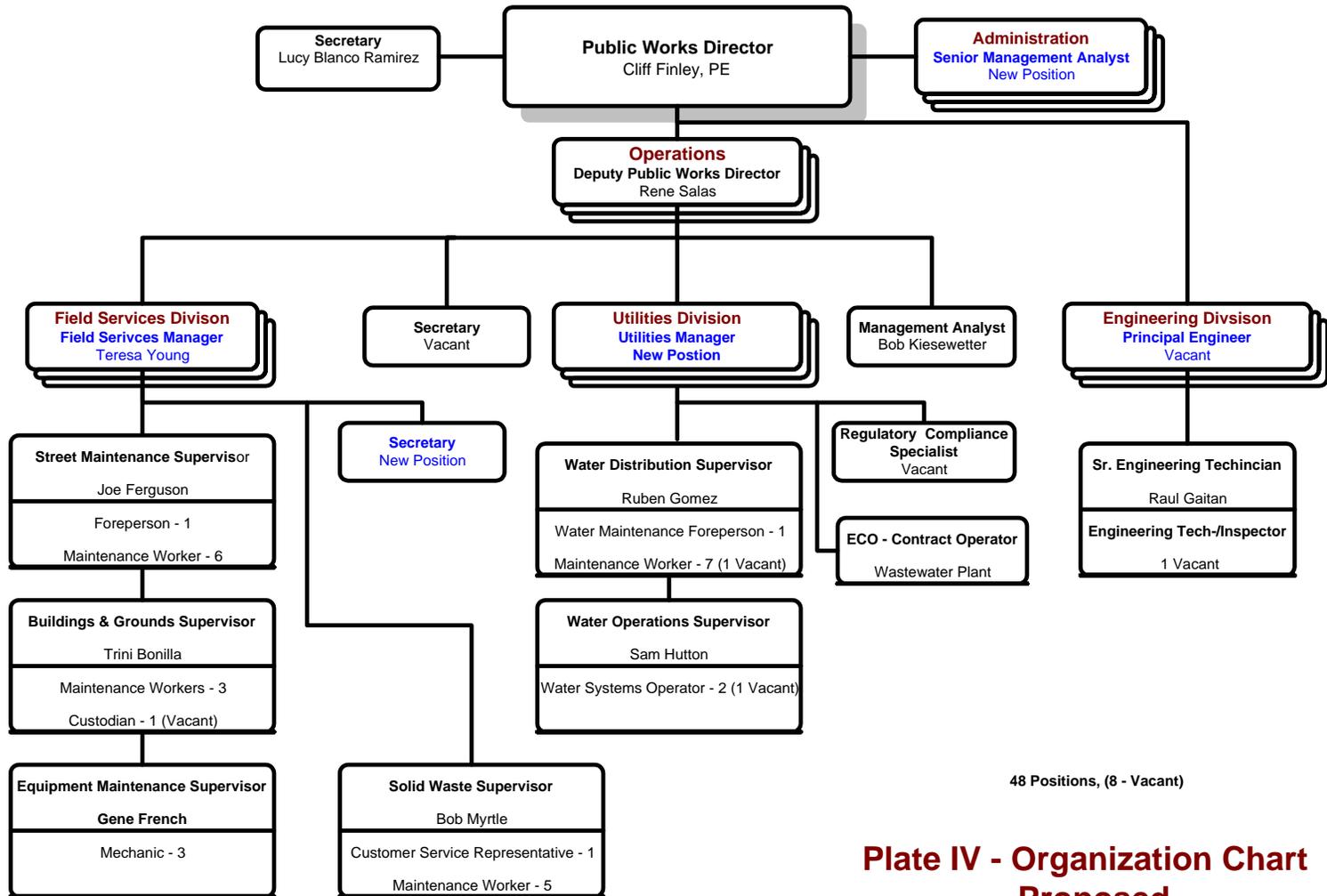
Considering the key program issues affecting the department's operations, as detailed in the Phase I report, and their refinement and prioritization during the Phase II program planning workshop, the following are recommendations for the City's consideration regarding the implementation of the 2005 PWPP KRA's:

KRA-1 Functional Reorganization of Department

Three (3) optional organization models aimed at increasing the efficiency, responsiveness and effectiveness of the public works departments operations were presented in the Phase I report. During the Phase II workshop the PWT determined that the preferred option for consideration in the 2005 PWPP was Option A. Option A is a "Functional Reorganization of Public Works Department to Optimize Staff Resources. " Option A was the considered to be most favorable for the following reasons: Continued ability to utilize shared resources, integrated emergency response capability, potential to consolidate administration at new corporation yard facility, and ability to enhance administrative support in centralized department for program scheduling, grant support, budget administration activities. Plate IV, on the following page, represents the proposed organization chart for the reorganized department.

Presented below are some of the primary elements of the proposed reorganization:

City of Santa Paula Public Works Department



48 Positions, (8 - Vacant)

Plate IV - Organization Chart Proposed

Note: 1. New or Reclassified Positions Shown in Blue
2. Chart Represents Initial Reorganization

Initial Reorganization

Deputy Public Works Director

The functional reorganization anticipates that the Deputy Director of Public Works would have a change in responsibilities to now provide direct supervision of the proposed new Field Services Division in addition to his present duties involving the direction of the Utilities Division. Making this change would free up the Public Works Director to concentrate on broader departmental and inter departmental issues and to increase involvement in resources programs with federal, state and regional agencies.

Senior Management Analyst Position - New

Creation of a Senior Management Analyst position to provide management support to the Director and the Deputy Director for the proposed KRA 3 - Public Works Program Support functions is recommended. This position would be a new position funded by the water, wastewater and refuse enterprise funds and partially by the general fund. Key responsibilities of this position would be as follows:

- Assist in development and implementation of departmental goals, objectives, policies and procedures
- Plan, organize, perform and supervise the assigned functions of the administrative staff of the department; prepare, review and monitor staffing - workload assessments; monitor and perform departmental personnel functions
- Manage preparation of and monitor departmental operating and capital improvement program (CIP) budgets
- Monitor and review for accuracy CIP bid documents, contract files, legal advertising, contract, specifications and bids; verify insurance and bonding and process agreements and final contract documents; prepare and review progress payments, change orders and retention accounts, prepare final accounting for projects.
- Administrate federal, state, regional grant and loan programs for public works programs and projects
- Monitor and report on the department's program and capital improvement project schedules
- Coordinate programs and services with other city departments, the County and other regional agencies
- Plan, direct coordinate and review the Program Plan for the Department, meet with staff to identify and resolve problems; monitor work flow, review and evaluate work products, methods and procedures

Field Services Manager Position – Reclassification

Creation of a Field Services Manager position by a reclassification of the existing Public Works Superintendent position to a Field Service Manager, with expanded responsibilities to include the Refuse section as a new area of responsibility as well as the existing Equipment Maintenance, Streets, and Building and Grounds sections. Key responsibilities of this position would be as follows:

- Manage, direct and supervise the work programs, operations, services and other activities of the Field Services Division of the Public Works Department

- Participate in developing, planning and implementing department goals and objectives; administer approved policies and procedures; coordinate internal operations of the division among the sections and with other divisions; provide professional and technical advise to the Deputy Director on matters related to visional functions
- Participate in recommending appointment of division staff, plan organize and supervise the work of supervisory staff and work teams
- Prepare division budget; participate in forecasting of revenue, expenses and additional funds needed for staffing, equipment, materials, and supplies
- Oversee the maintenance of time, material, equipment and other records and files; prepare reports, memoranda, letters and other correspondence
- Oversee the internal service fund for equipment maintenance and replacement
- Manage the Division safety program

Principal Engineer Position - Reclassification

At this writing the department is preparing a reclassification request to create a Principal Engineer (Engineering Services Manager) position from an existing Associate Engineer position, currently vacant. The Principal Engineer would work under the Director of Public Works to act as Project Manager for all public works projects from planning, through design and construction segments. Key responsibilities of this reclassified position would be as follows:

- Act as a Project Manager to develop in-house and consultant designed projects for public works and utilities infrastructure and improvements
- Participate in the development and implementation of goals, objectives, policies, procedures and priorities for capital improvement programs and project development and implementation
- Assist in the development of the department's Infrastructure Management Program
- Develop scope of engineering projects; prepare requests for proposals and contract for consulting services; review plans and work products of consulting engineers and private contractors; make engineering decisions and establish technical criteria an standards; prepare plans and specifications for infrastructure projects; and develop engineering estimates for public works programs and projects
- Participate in recommending appointment of section staff; assign and supervise work of professional and technical staff; coach motivate monitor attain and evaluate performance
- Negotiate R/W agreements, professional service agreement and cooperative project agreements with other agencies, collaborate with director and administrative staff in locating and obtaining outside funding for public works projects
- Review development proposals, tentative an final tract maps, lot line adjustments; review and prepare conditions of approval for developments
- Provide information to the public; respond to and resolve citizen inquiries and complaints
- Respond to requests for environmental reviews; secure appropriate permits from regulatory agencies for assigned projects

Filling Vacant Engineering Technician Positions - Existing

Action should be taken to fill either one or both of the vacant Engineering Technician positions in the Engineering Division. At this writing the Engineering Division is understaffed with only one Senior Engineering Technician position currently filled under the Director of Public Works / City Engineer. Following a detailed analysis of the proposed reorganization it may be possible to utilize salary savings from one of the positions to cover the additional costs of suggested reclassifications noted above. Basic responsibilities of the Engineering Technician position should include:

- Prepare street plan and profile drawings including calculation of grades; prepare plans for storm drain, water and sewer projects
- Prepare quantity and cost estimates
- Update street R/W, water, sewer and drainage atlas maps either manually or electronically
- Provide street, water sewer, storm drain maps, plans, exhibits, charts and diagrams to divisional, departmental and other City staff members, as well as contractors, consultants and the general public
- Perform on-site inspections to obtain information; locate and measure boundary lines; right of way and land grades
- Investigate and report on field conditions in response to citizen inquires
- Conduct public works inspections of permitted and contracted work
- Field and plan data collection for the maintenance and or update of GIS mapping system
- Assist in the development and maintenance of record keeping and filing systems
- Assist contractors, the public and other agencies and city staff with utilities related projects

Custodian Positions – Transfer

A Custodian position is currently open within the department. Consideration has already been given to transferring the position from the Buildings and Grounds Section of the Maintenance Division of the Public Works Department to the Community Services Department, to function under the Community Services Director in providing custodial services to the Community Center and other city facilities. Upon the retirement of the Maintenance Worker position in Building & Grounds who presently handles City Hall complex custodial duties that position would be reclassified and transferred also to the Community Services Department.

Secretary Position in Field Services

With the addition of the Refuse Section to the Field Services Division as well as the current need for additional secretarial support in the Division, consideration should be given to creation of a new Secretary I position to report to the Field Services Manager at the Corporation Yard facility.

Future Reorganization

Utilities Manager Position

Consider the creation of a Utilities Manager position to report to the Deputy Director of Public Works. Consideration could be given to upgrading both the Water Distribution Supervisor to a Water Services Superintendent position and the Water Operations Supervisor position to a Water Operations Superintendent. Then the Water Operator II and the Water Maintenance Foreperson positions could be upgraded to Water Operations Supervisor and Water Distribution Supervisor respectively. Key responsibilities of these new and reclassified positions would be developed following the initial reorganization described above.

Maintenance Worker Positions - Additional

Further evaluation and analysis regarding the need for the addition of Maintenance Workers in the Water Distribution, Streets and Building & Grounds Sections need to be conducted. The need for supplemental secretarial support in the Maintenance Division should be investigated. The decision to create these new positions would be contingent upon a full analysis of the baseline Staffing Workload Assessments conducted for each section as a part of Phase I.

The Section Supervisors would be responsible for conducting this analysis with the assistance of the Senior Management Analyst.

The other reorganization options considered were Option B1, Create a Utilities Department (Water, Wastewater & Refuse), and Option B2 - Reorganize Public Works Department without a Utilities Division; and Option C1, Transfer Maintenance Division of Public Works to Community Services Department, and Option C2, Create a Public Services Department comprised of Engineering and Utilities Divisions. Both of these options were considered secondary to considering Option A at this time. Details of the advantages and disadvantages of those options are presented in the Phase II Report.

It should be noted that prior to instituting any of the elements of the functional reorganization denoted above, the following actions should be taken by a Reorganization Committee lead by the Director of Public Works:

- Actions:
- Create modified organization chart for department
 - Consider functional organization changes
 - Confirm the need for new positions
 - Identify potential title change recommendations / reclassifications
 - Consider consolidation of Public Works Department at a single location
 - Conduct a budget analysis on effects of the reorganization vs current program
 - Evaluate proposed reorganization and make recommendations

Leader: Cliff Finley

Support: Division Managers - Engineering, Utilities, Maintenance

Timing: Start immediately; complete Functional Reorganization Report in three (3) months

KRA-2 Solid Waste Program Enhancement

It is recommended that a Revenue Enhancement Analysis for the Solid Waste program, as identified in the Phase I PWWP report, be conducted. The Phase II report discusses the potential of setting up a pilot commercial solid waste program to potentially expand the City's current residential service to eventually provide full commercial service. Since the Department is currently reviewing the existing private haulers contract's for commercial disposal services an opportunity exists to compete for this service and it should be investigated for financial viability at this time.

In addition to potentially expanding refuse service to include a pilot commercial service to compete with private haulers consideration should also be given to establishing charges for quarterly and special pickups, which is being considered at this time. Focused efforts to continue monitoring of commercial recycling operations to assure that AB 939 requirements are met is recommended as well to help assure that AB 939 requirements are met. A Cost of Service Analysis of the refuse operations aimed at assuring that service charges provide for full cost recovery and building of reserves within the Refuse Enterprise Fund should be conducted as a part of the Revenue Enhancement Analysis.

Four alternatives have been identified for consideration in the Revenue Enhancement Analysis for the delivery of Solid Waste Collection Services for the City. These include:

Alternative 1 – Program Status Quo

This alternative would leave the existing Solid Waste (Refuse) program operating as is, without any change. This is included to provide a baseline from which to gauge the other three alternatives. Continuation of this alternative is not recommended.

Alternative 2 – Fixed Routing / Operational Changes

Alternative 2 would provide for the use of fixed assigned routing for each of the maintenance workers in the section. This would allow for ease in measuring productivity for each route and would assist in the evaluation of the need for additional or less staff based on well-established metrics of performance. In addition the Solid Waste Supervisor would take on an increased management role as Solid Waste Superintendent as described under KRA -1 with assistance provided by the Senior Management Analyst. This alternative would also include expansion of residential “Drop-off” service to provide additional revenue to the enterprise.

Alternative 3 – Expanded Commercial Service

This alternative would encompass Alternative 2 with the addition of the expansion beyond existing residential service into a pilot program for Commercial Collection Service. The initial program would include providing commercial service to customer in a selected are of the Clty commensurate with City’s ability to provide commercial bins and lease or purchase the necessary front loading equipment to make collections. This program would also include the provision of “Drop-off” service to commercial customers as well in the pilot area.

Alternative 4 – Full Competitive Contract Commercial Service (Public vs Private)

Under this alternative the City would transition from private commercial collection service under franchises with the two private haulers to a program, which would allow for completion for commercial service throughout the City by the departments Refuse Division operations. It is anticipated that this transition may take several years to accomplish, following an evaluation of the success of the pilot program under Alternative 3.

Analysis of these alternatives allows for a comparison to be made as to there potential to reduce customer cost, improve service reliability, enhance program financing and revenue, assist in meeting environmental regulatory requirements, increase organizational efficiency, enhance overall governance of the program, take advantage of technological advances, and enhance physical plant and equipment. An Evaluation Matrix, Plate V, on the following page provides a comparison of the four alternatives, allowing for weighting factors to be assigned to each of the above factors.

When the Evaluation Factors are applied the following rankings were assessed.

Alternative	% Score	Ranking
1 – Program Status Quo	76.1	4
2 – Fixed Routing / Operational Changes	79.5	3
3 – Expanded Commercial Service	84.1	2
4 – Full Competitive Contract Comparison (Public vs Private)	91.7	1

City of Santa Paula

Solid Waste Services

Plate V - Evaluation Matrix of Program Alternatives

Program Alternative	Weighting Factors									Score*	Rank	% Score
	Customer Cost	Capital Cost	Reliability	Financing	Environmental Regulatory	Organizational	Governance	Technological	Physical			
	1.00	1.00	1.00	1.00	0.75	0.90	0.80	0.75	1.00	72.00		
Alternative 1 Status Quo	7.00	10.00	8.50	7.50	6.50	7.50	7.50	7.00	6.50	62.38	4	76.1%
Alternative 2 Fixed Routing - Operational Changes	7.50	10.00	9.00	8.50	7.00	8.00	7.50	7.00	6.50	65.20	3	79.5%
Alternative 3 Expanded Commercial Service	8.50	8.50	9.00	9.00	7.50	8.50	9.00	8.00	7.50	68.98	2	84.1%
Alternative 4 Full Competitive Contract	9.50	8.00	10.00	9.50	8.50	9.00	10.00	9.00	9.00	75.23	1	91.7%

Note: *Maximum Potential Score is 82.00

A committee to work on the Revenue Enhancement Analysis (REA) was suggested during the Phase II workshop. Proposed actions, leadership, support and timing for this program are:

- Actions:
- Analyze the market potential for commercial service in the city
 - Determine resources requirements for expanded service
 - Evaluate personnel needs related to the proposed service
 - Prepare a budget pro-forma for the expanded program
 - Evaluate existing rate structure for both residential as well as the proposed commercial service to assure the adequate buildup of enterprise fund reserves
 - Modify existing solid waste commercial contracts with private haulers to allow competition from the City.
 - Prepare Revenue Enhancement Report

Leader: Rene Salas

Support: Bob Myrtle,

Timing: Start Immediately, Complete Revenue Enhancement report in four (4) months

Consideration should be given to retaining an individual Solid Waste Consultant experienced in assessment of solid waste collection programs to assist the committee in preparing the Revenue Enhancement Report document.

KRA 3 Public Works Program Support

Establishment of a Public Works Program Support structure within the department is recommended. Development and implementation of this program will provide for the establishment of systems aimed at increasing efficiency, productivity and accountability in the operation of the department as well as bringing in additional revenues to supplement general fund and existing enterprise funding sources. To work effectively additional administrative support is needed to create an effective program. The program is described in detail in the Phase II report and would include the following major elements:

A. Master Program Schedule

This Master program Schedule (MPS) would be based upon the annual Capital Improvement Program and related programs and would be set up annually and monitored on a monthly basis throughout the year to assure compliance with projected scheduling milestones. Consideration should be given to presenting the MPS to Council each fiscal year and to providing periodic updates as to its progress during the year.

B. Budget Administration Program

This program would include setting up a monthly budget review program involving the departments' supervisors, division managers and the director to provide for the ability to closely monitor budgeted expenditures closely and to track significant variances affecting the budget during the year. Utilization of this program assists in anticipating variance in budget demands, which may occur during the year, based upon external factors, emergencies, and changing civic priorities.

Conducting an annual Public Works “Fee, Service and Enterprise Revenue Assessment” aimed at full cost recovery for enterprise operations as well as development engineering related services is also recommended as a part of the Budget Administration Program.

C Cooperative Projects Program

Establishing a Cooperative Projects Program aimed at optimizing grant subventions through such agencies as the County of Ventura, United Water Conservation District (UWCD), Ventura County Transportation Commission (VCTC), and Caltrans is recommended. A pro-active approach to this program is recommended which may involve additional time spent in committee activities and meetings with these agencies to develop proposals and to negotiate and establish the cooperative agreements.

D Federal and State Grant Administration

During the Phase II workshop it was determined that consideration should be given to the establishment a Grants Coordinator function with the department to assist in seeking and administering Federal and State Infrastructure grants, both ministerial and earmarks. Funding programs, which may be available to the City, could provide potential funds for transportation water, wastewater, drainage, solid waste and facilities projects.

E Staffing Workload Assessment Program

It is recommended that consideration should be given to adopting a Staffing Workload Assessment program on an ongoing basis to determine the department’s staffing needs. These needs would be evaluated annually based upon the operational functions identified in the baseline assessment for the department’s personnel. The following is a listing of the steps, which should be undertaken to analyze the need for reclassification or addition of staff.

- Each supervisor and manager should review in detail with each employee the justification for the additional workload indicated on their SWA worksheets.
- SWA worksheets should then be modified accordingly to reflect agreed upon workload factors.
- Cost impacts of proposed staffing additions or reclassifications should be determined based upon approved SWA projections
- Annual updates of the SWA assessment should be undertaken prior to each budget year to serve as the basis for requests regarding staffing adjustments.

F Performance Evaluation Program Enhancement

The department’s existing performance evaluation system should be modified to improve goal setting, measurement of performance and disciplinary procedures as noted in the Phase I report comments. Training related to such improvements should be considered for enhancing the program in collaboration with Human Resources. Employee performance should in part be tied to their particular involvement in providing support for the development and implementation of the PWPP’s goals and objectives.

G Establishment of Policies and Procedures

Even though elements of a Policy and Procedure Manual (PPM) have been initiated by the department, inadequate staff time is available to complete the effort. In addition the need to

develop other manuals such as a Field Operations Manual and an Emergency Response Plan for Water and Wastewater Utilities were noted during the Phase II workshop. The PPM should also set forth departmental administrative directives as well as processes and procedural factors relating to the business of public works.

H Records Retention Program

It is recommended that a Records Retention Program for general files, project files, drawings, library materials, and maps, etal be formally established. Even though efforts are already underway to start this program it is delayed due to lack of time for administrative staff to complete these efforts. This program should include scanning of records with an electronic system to optimize space needs as well.

I. Process Improvement Program

Consideration should be given to setting up a Process Improvement Program to identify processes and procedures affecting Public Works operations and develop methodologies to streamline and eliminate redundancy. Identification of the processes utilized in the department and their flowcharting can assist not only department personnel but also the general public.

Additional administrative support personnel would need to be assigned to effectively take advantage of such programs as those described. Given the broad extent of the above noted elements of the Program Support KRA strong consideration needs to be given to creating an Senior Management Analyst position, as noted above in KRA -1 Functional Reorganization. Proposed actions, leadership, support and timing for this program are:

- Actions:
- Prioritize the program elements
 - Ascertain the resources needs for administration of the Program Support KRA
 - Develop a detailed implementation schedule
 - Prepare a Program Support report in conjunction with the Functional Reorganization KRA
 - Initiate Program in phases

Leader: Cliff Finley

Support: Teresa Young, Rene Salas, Lucy Blanco Ramirez, Bob Kiesewetter & Supervisors

Timing: Start immediately, complete Program Support report in three (3) months
Full program implementation over a two (2) year timeframe

KRA 4 Infrastructure Management Program

Development of a long range Infrastructure Management Program (IMP) with at least a 20 Year planning horizon is recommended for implementation. The IMP would incorporate system improvement plans for the following infrastructure elements: Water, Sewer, Drainage, Transportation & Traffic, Pavement Management, Facilities, and Parks.

As pointed out in the Phase I report infrastructure financing strategies should be incorporated into the IMP to identify existing and potential funding sources as well as funding deficiencies over the planning horizon. Development of the IMP will provide the basis for establishing a federal state and regional grant support program, administered within the department as discussed above under KRA 3.

Setting up a Public Works Outreach Program to develop support for the IMP is recommended as well. This program would be aimed at development of community support community for the IMP and its short and long-term objectives. Such a program might include the following elements: Public Works Newsletters, Establishment of a Speakers Bureau, soliciting help from the business community i.e. Chamber, Downtown Association as well as other community advocacy groups, collaborative efforts with the City's Economic Development program, dissemination of informational materials such as videos on the City's infrastructure crisis, and brochures and water billing inserts focusing on specific infrastructure program needs. Proposed actions leadership, support and timing for this program are:

- Actions:
- Complete efforts on Water and Sewer Master Plans currently underway
 - Develop Work Plan outlines for remaining Master Plans
 - Integrate 20 Year system improvement plans from each Master Plan into a Infrastructure Management Program report
 - Develop a federal, state, regional and local program financial strategy to assist in funding the IMP
 - Establish a Public Works Outreach program in conjunction with City administration, other departments and the business community
 - Update the IMP on a five (5) year frequency.

Leader: Cliff Finley

Support: Principal Engineer, Teresa Young, Rene Salas, Lucy Blanco Ramirez, and Bob Kiesewetter & Supervisors

Timing: Start immediately, complete Initial IMP report in six months (6) months
Development of full IMP Report over a two (2) year timeframe

KRA 5 Interim Improvements @ Corporation Yard Facility

During the Phase II workshop consensus was reached regarding the need for the development of a short-range strategy to make physical improvements at the Corporation Yard, pending completion of the new Wastewater Treatment Plant (WWTP) facility. Improvements for consideration include: Provide for pavement repairs throughout site, complete new canopy for PD vehicle maintenance ASAP, purchase portable hydraulic lift facilities for small and large equipment and upgrade temporary restroom facilities

The projected timeframe for completion of the new corporation Yard facility is September of 2008, some three years away. However the potential to open the new corporation yard earlier through a phased release of occupancy could be possible. Proposed actions, leadership, support and timing for this program are:

- Actions:
- Develop pavement repair project at site
 - Design and construct new canopy for PD vehicle service area
 - Investigate potential for an enhance portable restroom facility
 - Budget for portable hydraulic lifts for small and large vehicles
 - Work with Architect to provide for early opening of Corporation Yard facilities as a part of the WWTP Project

Leader: Cliff Finley

Support: Principal Engineer, Teresa Young, Rene Salas, Lucy Blanco Ramirez, & Supervisors

Timing: Start immediately, complete improvements in six (6) months

KRA 6 Training Program

General agreement was reached on the need for setting up a Public Works Training Program to include the following categories: Team building, communication, basic supervision, negotiation dynamics, conflict resolution, time management, project management, safety and traffic control. Proposed actions, leadership, support and timing for this program are:

- Actions:
- Conduct a needs assessment to ascertain training needs from the employees perspective
 - Research potential source material for program
 - Establish a train the trainer program to reduce training costs
 - Provide budget allocations for establishing the training program

Leader: Cliff Finley

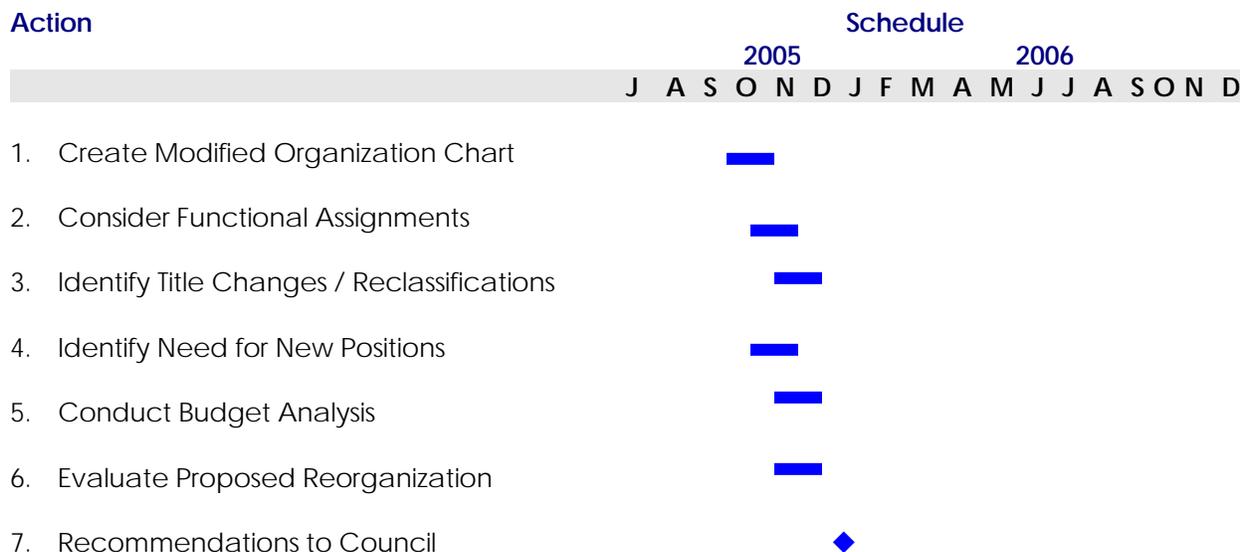
Support: Bob Kiesewetter, Lucy Blanco Ramirez, Managers & Supervisors

Timing: Start October '05, complete in nine (9) months

IV. Program Plan Development and Implementation

This initial Public Works Program Plan can serve as a template for annual reviews of the Public Works Department in upcoming years. Through focusing on its Mission Statement goals, the Public Works Team can now embark upon a process to refine the Key Result Areas identified in Section II through further evaluation, definition and implementation. The following is an overview of the action plans for each KRA element. A potential program schedule is projected, for each KRA, which details a proposed timeline its implementation.

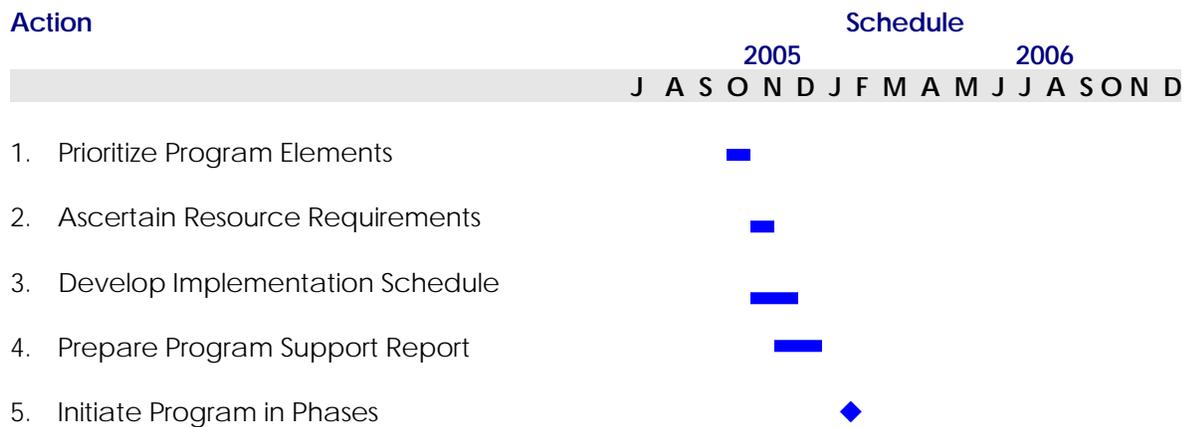
KRA-1 Functional Reorganization of Department



KRA-2 Solid Waste Program Enhancement



KRA-3 Public Works Program Support

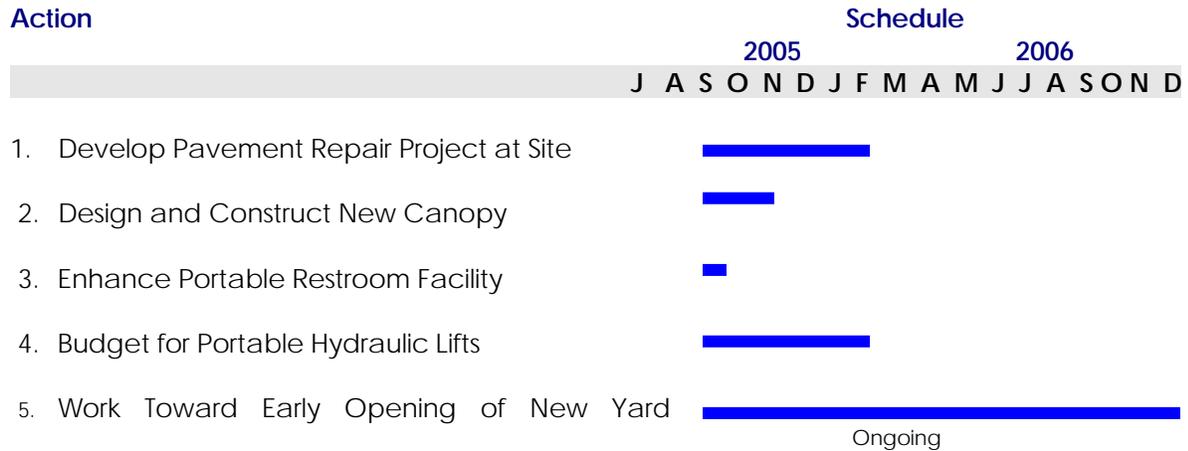


KRA-4 - Infrastructure Management Program



5. Establish a Public Works Outreach Program 
6. Set-up IMP Update Frequency 

KRA-5 Interim Improvements at Corporation Yard Facility



KRA-6 Training Program



V. Program Accomplishments 2005

The Public Works Department’s management and staff have worked together to prepare their first Public Works Program Plan. This effort provides a framework for potential improvement to the organization and its ability to provide pro-active, responsive and efficient public works services to the community of Santa Paula. Several positive factors within the current program’s development have contributed to the success of this initial effort, these include:

- Strong support from City Council and City Manager
- Dedication and commitment of department’s staff
- A willingness on the part to management to affect positive changes in the organization
- Focused approach in developing the PWPP

Public works program activities which are currently underway at this writing, which have been incorporated into the PWPP include the following:

- Renegotiation of the refuse contracts with two private commercial waste haulers
- Recruitment for a Principal Engineer and Engineering Technician in the Engineering Division
- Design of the Wastewater Treatment Plant, including the new Corporation Yard facility

VI. Program Budgetary Impacts

In order to develop and implement the recommended KRA's described above, budgetary allocations have been projected. These proposed costs along with projected staffing support allocations, associated with the development and implementation of the PWPP over Fiscal Year 2005/06, are anticipated to be as follows:

KRA 1 - Functional Reorganization of Department

A conceptual level analysis of the impacts of the proposed reorganization has been conducted. Attached in the Appendix 3-N is a budget pro-forma considering the proposed modifications. Due to the fact that open positions exist for two Engineering Technicians an assumption is made that one of these positions would be eliminated and the resultant salary savings dedicated to covering additional costs for the new positions and reclassified positions denoted above under the KRA 1 discussion.

Fiscal Impact = ~Initial Changes \$101,900, Future Changes \$TBD
Staff Allocation = ~ 0.2 FTE /Month for three months

KRA 2 - Solid Waste Program Enhancement

Costs for the preparation of the Revenue Enhancement Analysis Report document associated with of this proposed KRA as well as retention of consulting assistance for the renegotiation of the existing solid waste contracts are estimated as follows:

Fiscal Impact = ~ \$35,000 – Consultant Costs
Staff Allocation = ~ 0.5 FTE/Month for four months

KRA 3 - Public Works Program Support

Initial costs associated with this KRA involve allocation of existing and proposed (KRA-1) management and staff resources to prepare the Program Support Report as well as software application enhancements on the existing computer network.

Fiscal Impact = ~ \$10,000 – Software Costs
Staff Allocation = ~ 0.2 FTE / month for three months

KRA 4 - Infrastructure Management Program

In order to prepare the Infrastructure Management Plan (IMP) Report; staff resources allocations of the Director, Deputy Director, Senior Management Analyst and Division Managers would need to be provided. On-call consultant assistance in developing the public outreach program and the infrastructure financing plan could accrue as well.

Fiscal Impact = ~ \$20,000 – Consultant Costs
Staff Allocation = ~ 0.1 FTE / Month for six months

KRA 5 - Interim Improvements at Corporation Yard Facility

These projected KRA elements would need to be defined in detail, plans prepared and construction contracts implemented. Staff resources would need to be provided to ascertain these projected costs in the near term. Design and contract administration could be provided through in-house resources once the Engineering Division is fully staffed.

Fiscal Impact = ~ \$TBD – Capital Costs

Staff Allocation = ~ 0.1 FTE / Month for six months

KRA 6 - Training Program

This KRA will provide for the preparation of a Needs Analysis for the proposed training program. Staff allocations will be needed for the research and development of the train the trainer program and a determination of its budgetary requirements.

Fiscal Impact = ~ \$TBD – Training Budget Costs

Staff Allocation = ~ 0.1 FTE / month for nine months

Total projected costs for the six KRA's described above are projected at \$166,900 in FY 2005/06. Some costs i.e. KRA's 5 and 6 have not been determined and would be estimated as a part of the development of the each KRA workplan. A staffing support commitment for the program of 5.3 FTE is also projected.

A conceptual estimate of FY 2006/07 program costs is set at \$108,300 for KRA 1. Cost projections for KRA's 2, 3, 4, 5 and 6 will be determined by individual KRA committees as each KRA is further refined this fiscal year. Staffing support is projected at 0.90 FTE for the FY 2006/07 program. Note that all costs and staffing allocations are subject to further refinement as each KRA committee develops their workplan.

The Public Works Department staff has been instrumental in working to develop this first Public Works Program Plan. The City is fortunate to have many long term and dedicated personnel who really care about the City and providing a high level of customer service to its constituents. Strong management support exists not only to conduct this audit but also to follow through with the full development and implementation of its findings in a pro-active plan to improve operations in the department increase revenues and to enhance customer service.

The following is a quote from "Serving the American Public, Best Practices in Customer Driven Strategic Planning," a Federal Benchmarking Consortium Study Report, February 1997. It speaks to the heart of moving into the implementation of the City's PWPP.

"Culture change happens. In some cases, a culture change was precipitated by the implementation of a customer-driven strategic planning process; in other cases, it was the culture change that actually facilitated the accomplishment of the customer-driven planning process. In all cases, however, the culture changed. For effective customer-driven strategic planning organizations, the status quo is simply not an alternative."

It should be noted that the Public Works Team (PWT), by preparing this analysis of its effectiveness in providing public works services to the community, has established its intent and willingness to look for new "paradigms" of providing those services. An initial step in any growth process is to

acknowledge the need for change to occur. That step has taken place and positive changes have already accrued within the program. Only the members of the team can succeed or fail in that endeavor. The PWT must take it upon itself to further their progress in this regard by continually assessing itself as an organization, and through teamwork, develop a program for excellence to achieve established goals. Success can be assured by the City committing the resources necessary to achieve a program of service excellence in accordance with the established mission for the PWPP.



APPENDIX 1

Phase I Research and Assessment Report

APPENDIX 2

Phase II Program Planning Workshop Report

APPENDIX 3

- A. Organization Chart-Public Works Department
- B. Adopted Public Works Budget for Fiscal Year 2004 – 2005
- C. Workload Breakdown – Maintenance Division
- D. Equipment Report
- E. Job Descriptions for Public Works Department positions
- F. Listing of Facilities Maintained – Building & Grounds Section
- G. Information Packet on the Fagan Canyon Development
- H. Capital Improvement Project Listing Fiscal Year 2004 – 2005
- I. Staffing Workload Assessment Worksheets
- J. City of Paso Robles – Organizational and Budget Information
- K. City of Port Hueneme – Organizational and Budget Information
- L. City of Monrovia – Organizational and Budget Information
- M. Staffing Workload Assessment Detail Worksheets
- N. Functional Organization Cost Analysis Worksheet

REFERENCE MATERIALS

- 1. Santa Paula Municipal Code
- 2. Water System Map – Public Works Department
- 3. Sewer System Map – Public Works Department
- 4. City of Santa Paula General Plan

29 August 2005