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DEPARTMENT OF AUDITOR-CONTROLLER**

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March 2, 2001

TO: Supervisor Michael D. Antonovich, Mayor
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Supervisor Yvonne Brathwaite Burke
Supervisor Zev Yaroslavsky
Supervisor Don Knabe

FROM: *for* J. Tyler McCauley *J. Tyler McCauley*
Auditor-Controller

SUBJECT: **MANAGEMENT AUDIT OF THE DEPARTMENT OF PARKS AND RECREATION**

Attached is the Barrington-Wellesley Group's (BWG) report on its management audit of the Department of Parks and Recreation (DPR). The Board of Supervisors requested the audit to evaluate the mission, operations, policies, and programs of DPR with the intent to provide recommendations to enhance its performance. BWG performed the audit under contract with the Auditor-Controller.

Summary of Findings

The report concludes that, in general, DPR performs its operational mission and responsibilities in a satisfactory manner. Park facilities are generally clean, green and safe, and staff provides traditional recreation opportunities to the public in an effective manner. The report also indicates that DPR has an experienced and committed staff that provides high quality service.

The auditors indicate that opportunity exists for improvements in areas such as organization structure, strategic planning, and communication. In addition, the auditors identified a variety of operational issues that the Department needs to address. The following are examples of the key areas identified as targets for improvement.

- DPR should consider changes to its organization structure. BWG, working with Department management, makes several organizational recommendations that remove layers of management, significantly broaden spans of control, and bring the decision-making for parks and programs closer to the customer.

- The Department does not have an overall strategic plan. The auditors also noted that there is no coherent strategy associated with programming, marketing, or revenue enhancement opportunities associated with the Department's park sites. While there is a variety of traditional recreation programs, there is a lack of new and creative programs for neighborhoods and communities the Department serves.
- There are substantial opportunities for the Department to improve communication both within the Department and with the various stakeholders, including some Board offices. In addition, greater emphasis needs to be placed on communicating timely and accurately with the cities in which DPR's parks are located and in ensuring that the respective Board offices are appropriately informed of the status of the parks and various projects. Additionally, the Capital Projects group needs to work with the Board offices in identifying and implementing a consistent methodology of communication that provides necessary information but does not become a burden for either the Department or the Board offices.
- Development of a comprehensive and organized work program and tracking system is needed to clearly establish time standards for accomplishing work tasks. The auditors noted that while superintendents and supervisors have informal work program plans for their maintenance crews, these plans have not been combined into a formal work program that clearly establish time standards for staff to complete assigned tasks.
- DPR should consider contracting with the Department of Public Works (DPW) to coordinate capital projects. The auditors noted that the Department's Project Management staff are overworked. Currently, DPR utilizes DPW staff to coordinate projects over \$1 million. The auditors recommend that DPR also consider contracting with DPW to coordinate projects less than \$1 million to reduce existing project backlogs. This would allow DPR staff to concentrate their efforts on deferred or maintenance projects.

Throughout the report, the auditors have recommended that additional staff positions be added to the Department and that other positions be deleted. The auditors recognize that the cost of adding new staff will likely exceed the savings provided from their recommended changes in DPR's organizational structure. The auditors anticipate that additional revenue or cost efficiencies resulting from the work performed by some of the new positions should help offset, or in some cases exceed, any additional personnel costs. However, these efficiencies and potential increased revenue will take time to be realized.

These and other areas identified as having opportunity for improvement are discussed in detail in the audit report.

Attached is the Department's response, which indicates general concurrence with the report's contents. The Department also indicates that it will provide a detailed written response to the report within 90 days.

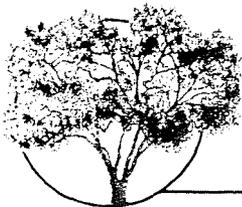
AUDITOR-CONTROLLER
COUNTY OF LOS ANGELES

Please call me if you have any questions, or your staff may contact Pat McMahon at (213) 974-0301 or DeWitt Roberts at (213) 893-0973.

JTM:PTM:DR

Enclosure

C: David E. Janssen, Chief Administrative Officer
Rodney E. Cooper, Director, Department of Parks and Recreation
Lloyd W. Pellman, County Counsel
Violet Varona-Lukens, Executive Officer
Public Information Officer
Audit Committee



COUNTY OF LOS ANGELES
DEPARTMENT OF PARKS AND RECREATION



Rodney E. Cooper, Director

March 1, 2001

TO: J. Tyler McCauley
Auditor-Controller

FROM: Rodney E. Cooper
Director

SUBJECT: **MANAGEMENT AUDIT**

This is to acknowledge receipt of the Management Audit conducted by Barrington-Wellesley Group, Inc. The department generally concurs with the contents of the audit, and will provide a written response to your office within 90 days.

We would like to thank Barrington-Wellesley Group, Inc. for the professional and non-disruptive manner in which this audit was conducted. Should you have questions or require additional information, please contact me at (213) 738-2951.

**MANAGEMENT AUDIT
OF THE
LOS ANGELES COUNTY
DEPARTMENT OF
PARKS AND RECREATION**

FINAL REPORT

February 2001

BARRINGTON-WELLESLEY GROUP, INC.

**LOS ANGELES COUNTY
DEPARTMENT OF PARKS AND RECREATION
MANAGEMENT AUDIT FINAL REPORT**

TABLE OF CONTENTS

SECTION	PAGE
I. Introduction	
A. Study Objectives and Methodology	I-1
B. Program and Services Scope	I-2
C. Recent Major Accomplishments	I-3
D. Benchmarking	I-4
E. Organization of the Report	I-6
II. Executive Summary and List of Recommendations	
A. Introduction	II-1
B. Audit Process	II-2
C. Key Organizational and Management Findings	II-2
D. Key Operational Findings	II-4
E. Recommendations Matrix	II-7
III. Special Facilities and Programs	
A. Background	III-1
B. Findings and Conclusions	III-8
C. Recommendations	III-16
IV. Recreational Programs and Services	
A. Background	IV-1
B. Findings and Conclusions	IV-10
C. Recommendations	IV-32
V. Maintenance Services and Operations	
A. Background	V-1
B. Grounds Maintenance for Parks	V-2
C. Management and Supervisory Organization for Ground Maintenance	V-29
D. Crafts and Construction Services	V-37
E. Trails Operations	V-50
F. Power Equipment Services Operations	V-52
G. Special Operations	V-53
VI. Capital Projects Agency	
A. Background	VI-1
B. Findings and Conclusions	VI-14
C. Recommendations	VI-18

VII. Administrative and Support Services

- | | |
|---------------------------|--------|
| A. Human Resources | VII-1 |
| B. Information Technology | VII-26 |

VIII. Employee Attitudes and DPR Culture

- | | |
|-------------------------------------|---------|
| A. Background | VIII-1 |
| B. Operational Support Area Results | VIII-4 |
| C. Opinions and Attitudes Results | VIII-6 |
| D. Survey Summary | VIII-17 |
| E. Recommendations | VIII-19 |

IX. Executive Management, Organization and Communications

- | | |
|--|-------|
| A. Strategic Planning | IX-1 |
| B. Management and Administrative Organization | IX-11 |
| C. Communications and Relations with Offices of the Board of Supervisors | IX-32 |

LIST OF EXHIBITS

- | | |
|---|--------|
| II-1 Summary of BWG Recommendations | II-8 |
| IV-1 Characteristics of Sample Parks | IV-7 |
| IV-2 Recreation Program and Facility Staffing Approaches | IV-13 |
| IV-3 Evaluation of Current Program Changes | IV-17 |
| V-1 Benchmark Maintenance Frequencies | V-9 |
| V-2 Park Facilities Maintained by South Agency Staff | V-19 |
| V-3 Current Plan of Organization | V-30 |
| V-4 Current Plan of Organization | V-31 |
| V-5 Current Plan of Organization | V-32 |
| V-6 Number of Positions by Agency and Function | V-38 |
| VI-1 Random Sample of Grantee Projects | VI-6 |
| VI-2 Project Management Work Phases | VI-9 |
| VII-1 Recruitment Process Survey | VII-9 |
| VII-2 Possible Department Actions to Address Human Resource Issues | VII-20 |
| VII-3 Summary of Systems Used Throughout the Department | VII-27 |
| IX-1 Community Regional Parks Located in Incorporated Areas | IX-5 |
| IX-2 Department Current Organization | IX-12 |
| IX-3 Proposed Department Organization | IX-26 |
| IX-4 Illustrative Organization for Local and Community Regional Parks | IX-27 |
| IX-5 Proposed Organization for Special Services and Facilities Agency | IX-30 |
| IX-6 Review of Numbered Letter Assignments | IX34 |

LIST OF TABLES

- | | |
|--|-----|
| I-1 DPR Programs and Services Listing | I-2 |
| I-2 Department Accomplishments of Main 1999-2000 Goals | I-3 |
| I-3 Agencies Contacted for Benchmarking in Phase I | I-5 |
| I-4 Participating Agencies in Benchmarking Phase II | I-6 |

III-1 Major Regional Parks	III-1
III-2 Arboretum and Gardens	III-3
III-3 Fiscal Year 1999-2000 Costs and Revenues	III-6
III-4 Park and Facility Cost Revenue Performance	III-6
III-5 Major Regional Park Maintenance Staffing	III-9
III-6 Arboretum and Gardens Maintenance Staffing	III-12
III-7 Comparison of Gardens Financial Performance	III-14
III-8 Percent Change in Gardens' Financial Performance	III-14
III-9 Staffing Needs for Managing Golf Course Capital Projects	III-16
IV-1 Continuum of Leisure Programs and Services	IV-2
IV-2 Program Planning Components Model	IV-3
IV-3 Local Park and Aquatic Sites Providing Swimming Programming	IV-5
IV-4 Current Recreation Position Classifications	IV-5
IV-5 Selected Site Program Profile	IV-8
IV-6 Current Deployment of Recreation Services Staff	IV-12
IV-7 Comparative Allocation of Hourly Personnel to Park Sites	IV-15
IV-8 Recreation Management Spans of Control	IV-30
V-1 East Agency Parks Entirely Maintained Under Contract	V-2
V-2 East Agency Parks Managed by Pilot Project Approach	V-3
V-3 Grounds Maintenance Service Levels	V-4
V-4 City Agencies for Which Maintenance Service Levels have been Evaluated	V-5
V-5 "B" Service Level Park Maintenance Frequencies	V-5
V-6 Department's Current Park Maintenance Service Levels Compared to B Level Std.	V-7
V-7 Estimated Grounds Maintenance Staff Availability	V-12
V-8 North Agency Facilities Maintained By County Staff	V-13
V-9 Person Hours Required to Maintain North Agency Park Facilities	V-14
V-10 Required Hours and Staff Levels to Maintain North Agency Parks	V-17
V-11 Park Facilities Under Maintenance by South Agency	V-17
V-12 Park Composition in Sample Agencies	V-20
V-13 Person Hours Required to Maintain South Agency Park Facilities	V-21
V-14 Maintenance Management and Supervisor Spans of Control	V-34
V-15 Illustrative Spans of Control in Selected Municipal Park Maintenance Organizations	V-35
V-16 Spans of Control for Maintenance Superintendents with Elimination of Asst. Level	V-36
V-17 Allocation of Responsibilities Between Superintendents and Supervisors	V-37
V-18 Composition of Construction/Crafts Units	V-39
V-19 Construction/Crafts Time Charges to Special Facilities in the North Agency	V-43
V-20 South Agency Construction/Crafts Staff Needed Based on Application of Benchmarks	V-45
V-21 Crafts and Classification Composition of the Construction/Crafts Divisions	V-46
V-22 Department's Trail Inventory	V-50
V-23 Power Equipment Position Descriptions	V-52
V-24 Reported Work Hours on Service Orders for the Power Equipment Section	V-53
V-25 Off Highway Equipment Maintenance Inventory	V-55
V-26 Equipment Maintenance Workload Requirements	V-58
VI-1 List of Capital Project Sample	VI-10
VI-2 Expected and Actual Completion Dates for Completed Project Surveys	VI-11
VI-3 Soft Costs for Completed Project Surveys	VI-11
VI-4 Change Order Summary for Completed Project Surveys	VI-12
VI-5 Project Workload by Project Management Section and District	VI-17
VII-1 Examination Provided by Fiscal Year	VII-2
VII-2 Human Resources Planning Steps	VII-19
VII-3 Analysis of Work Management Study	VII-30

VIII-1 Highlights of Positive and Negative Opinions and Attitudes	VIII-3
VIII-2 Summary of Operational Support Areas by Group or Agency	VIII-5
VIII-3 Summary of Operational Support Areas by Management or Line Position	VIII-6
VIII-4 Responses Compared by Group or Agency Regarding DPR Overall	VIII-9
VIII-5 Responses Compared by Management or Line Positions Regarding DPR Overall	VIII-10
VIII-6 Responses Compared by Group or Agency Regarding Group or Agency	VIII-12
VIII-7 Responses Compared by Management or Line Positions Regarding Group or Agency	VIII-13
VIII-8 Responses Compared by Group or Agency Regarding Jobs	VIII-16
VIII-9 Responses Compared by Management or Line Position Regarding Jobs	VIII-17
IX-1 Levels of Management and Supervision in the Department	IX-13
IX-2 Spans of Control for Department Managers	IX-15
IX-3 Comparative Spans of Control and Staff Composition	IX-17
IX-4 Proposed Adjustments in Organization Structure	IX-22
IX-5 Neighborhood and Community Parks and Recreation Management Staffing	IX-28
IX-6 Spans of Control for Managers in Local and Community Parks	IX-28
IX-7 Spans of Control for Managers in the Special Services and Facilities Agency	IX-29
IX-8 Projected Impact of Re-Organization on Management and Supervisory Staffing	IX-31

LIST OF APPENDICES (Bound Separately)

- A. Employee Survey and Results—Seasonal
- B. Employee Survey and Results—Non-Seasonal
- C. Benchmarking Survey and Results
- D. Detailed Department Profile
- E. Capital Projects Survey and Results

Chapter I
Introduction and Department Overview

Chapter I

INTRODUCTION & DEPARTMENT OVERVIEW

This chapter provides an introduction and background information about the management audit of the Los Angeles County Department of Parks and Recreation (Department or DPR) performed by the Barrington-Wellesley Group, Inc. (BWG), a management consulting firm. Los Angeles County (County) selected BWG to perform the management audit, and the audit was performed in accordance with Work Order Number 5-48. The audit began on July 10, 2000 and was completed in January 2001.

The chapter provides general information in five areas:

- Study Objectives and Methodology
- List of DPR Programs and Services
- Recent Major Accomplishments
- Benchmarking Information
- Organization of the Report

A. STUDY OBJECTIVES AND METHODOLOGY

The management audit consisted of a comprehensive review of DPR management, structure and operations, and its relationships with various stakeholders, including Board Offices. As stated in the BWG proposal:

“the objectives of this audit include the determination and quantification of specific improvements to be made to the management and operations of [DPR]. Cost saving measures and operational and customer service enhancements will be identified, and action plans for the implementation of such improvement will be developed and reviewed with the Auditor-Controller. The ultimate objective is to provide DPR improved operational and economic efficiency and to explore all economically practicable opportunities for giving their “customers” a quality product and good service.”

The audit team conducted its analysis in three phases:

- Phase I: Orientation and Diagnostic Review
- Phase II: Detailed Operational and Organizational Analysis
- Phase III: Reporting of Findings and Recommendations.

The primary objectives of Phase I were to: (1) attain an understanding of the DPR’s operations; (2) develop working hypotheses for each subject area to be reviewed; and (3) recommend any revisions to the project scope and objectives to include areas where potential problems may exist, or to exclude areas where

additional effort was not warranted. BWG conducted over 35 interviews with selected employees, and reviewed the documents provided in response to the initial data request. The BWG Project Manager also met with staff from the Board of Supervisors' offices and DPR's Director to identify their concerns and to ensure that all parties clearly understood and agreed with the audit's scope. The audit team's Phase I efforts resulted in the Management Audit Workplan, which was distributed to the Auditor-Controller and select Department staff in August 2000.

During Phase II, the audit team: (1) investigated each subject area; (2) analyzed operational functions and organizational structure; and (3) validated its working hypotheses that were developed during Phase I. The audit team validates its findings and recommendations and reports the management audit's results orally and in writing. This report is the final product of the management audit, and the audit team generated the report during Phase III.

B. PROGRAM AND SERVICES SCOPE

A list of the various programs and services provided within the Department of Parks and Recreation are shown in **Table I-1**, following.

Table I-1
DPR Programs and Services Listing

Program/Service	Scope
Community Regional and Local Parks and Recreations Services	DPR currently operates over 60 local parks of varying sizes and facility capacities. Park services also include 17 community regional parks. Services provided include recreation programming at 53 of the local and community regional parks that are staffed with recreation personnel and have facilities to support recreation programming. Neighborhood and community services also include 31 swimming pools, of which 2 are operated year around and 29 during the summer season.
Major Regional Parks	DPR operates an extensive network of large regional facilities including seven large, regional parks that provide unique passive and active recreational opportunities for residents of the entire Los Angeles basin.
Golf Courses	The County has 19 golf courses at 17 sites that are operated under contract with private providers and managed by DPR staff.

**Table I-1
DPR Programs and Services Listing (Con't)**

Nature Reserves and Trails	DPR operates 17 natural areas and wildlife sanctuaries that provide basin residents access to natural areas, and an extensive trails network for hiking and equestrian purposes.
Gardens	DPR is responsible for four gardens that provide botanical garden experiences to residents and visitors. The Los Angeles County Arboretum is operated by DPR in consort with the Arboretum Foundation. Descanso Gardens is operated by a non-profit guild. The two other gardens, Virginia Robinson Garden and South Coast Gardens are operated by DPR staff.
Special Districts	DPR is responsible for over 25 landscape maintenance districts, located primarily in the North County. All maintenance duties are contracted out and paid for by local residents through benefit assessment zones.
Performing Arts	The County owns and operates the Hollywood Bowl and the John Anson Ford Theater, with the County providing maintenance and operations. The Los Angeles Philharmonic providing events planning and management at the Hollywood Bowl and the Arts Commission provides programming at the Ford Theater.

C. RECENT MAJOR ACCOMPLISHMENTS

As part of the County’s performance evaluation program, County department heads must establish and fulfill Board adopted goals on an annual basis. DPR’s Executive Director reported that his Department Head goals for 1999-2000 have been fully achieved, as shown in **Table I-2**. The Table lists the Director’s main goals for 1999-2000 that were assigned by the Board. The 3rd and 4th Supervisorial Districts assigned four additional goals, and the Board assigned two additional goals. These additional goals are not included in Table I-2, but DPR has made significant progress toward them.

**Table I-2
Department’s Accomplishments of Main 1999-2000 Goals,
As Assigned by the Board**

Goal	Fulfillment of or Progress Toward Goal
Enhance the delivery of quality customer service through development of a strategic plan, with primary emphasis on parks located in unincorporated areas.	Fulfilled. Activities included: <ul style="list-style-type: none"> ● Improving customer service by surveying employees and providing additional staff training, ● Soliciting community input and participation by holding community meetings, ● Enhancing public access to information, and ● Streamlining facility admission and reservation services.

Table I-2
Department's Accomplishments of Main 1999-2000 Goals,
As Assigned by the Board (Con't)

Develop a five-year facility maintenance program for 50% of park facilities.	DPR began the development of a maintenance program for 50% of the park facilities. However, after discussions with the CAO, it was agreed that a full inventory of all facilities should be conducted. A complete consultant proposal package for an Asset Management database was recently submitted to the Board for approval.
Work in collaboration with the Auditor-Controller to implement the Regional Park and Open Space District project audit program.	Fulfilled. DPR worked with the Auditor-Controller to create an audit compliance program for the District. An outside firm completed twenty audits in August 2000. No significant material weaknesses were found.
Implement rehabilitation of Victoria Golf Course, begin development of South Coast Golf Course, and develop a comprehensive improvement plan for Diamond Bar Golf Course.	Fulfilled. Activities included: <ul style="list-style-type: none"> • \$6.3 million renovation project for Victoria Golf Course. Project is proceeding well. • \$1.5 million to improve irrigation and drainage system at Diamond Bar Golf Course. Additional funding was needed and secured by the 4th District. • Department hopes to have its recommendation to approve an option agreement with the developer for a new South Coast Golf Course to the Board by early 2001.
Pursue internet access centers at eight parks.	Fulfilled. Internet access has been installed at computer centers at the following eight parks: Belvedere, El Cariso, Roosevelt, Salazar, San Angelo, Sorenson, Steinmetz and East Ranch Dominguez.

D. BENCHMARKING

The audit team attempted to perform a benchmarking study to compare DPR's operational and organizational characteristics to other recreation departments throughout the nation. The audit team conducted the study in two phases. Phase I was a general benchmarking effort of several agencies throughout the nation. While some general information was received, the audit team decided to contact additional local agencies in Phase II to obtain more detailed information about maintenance and recreation functions. **Appendix C** includes the Benchmarking Workplan and Survey that the audit team created. The Survey was distributed to some of the agencies listed in **Table I-3**. The audit team discussed the Workplan and survey with Department and Auditor-Controller personnel and initially contacted 17 recreation departments. Seven of the departments (including DPR)

responded positively to the request, indicating they would participate in the study. Table I-3 lists all of the recreation departments contacted and whether the agencies agreed to participate. The audit team utilized its own experience working with recreation departments and input from Department staff to develop the list of potential participating agencies.

Table I-3
Agencies Contacted for Benchmarking in Phase I

Agency	Participation in Study?
County of Los Angeles	Yes
City of Los Angeles	No
City of Houston	Yes
Santa Clara County	Yes
City of Phoenix	Yes
San Diego County	Yes
City of San Diego	Yes
City of Long Beach	Yes
City of Atlanta	No
City of San Antonio	No
City of San Jose	No
City & County of Denver	No
City of Jacksonville	No
City of Santa Clarita	No
City of Mesa Department	No
Miami-Dade County	No

The completed surveys provided general information about the agencies, such as current staffing levels, number and types of parks managed, and budget size. The audit team decided that the data collected during Phase I was too general and did not include specific information about agencies' recreation services and maintenance operations.

The audit team decided to conduct Phase II to include more in depth comparative information, such as maintenance spans of control and approaches to recreation programming and facility staffing. **Table I-4** lists all of the agencies that participated in the second phase of the benchmarking study and the seven cities to which the audit team traveled to conduct site visits and interviews to document agency operations and practices. Results of Phase II benchmarking efforts are included in Chapter IV (Recreation Programs and Services), Chapter V (Maintenance Services and Operations) and Chapter IX (Executive Management and Organization) to provide context for the findings.

**Table I-4
Participating Agencies in Benchmarking Phase II**

Agency	Was Site Visit Conducted?
City of Beverly Hills	No
City of Corona	No
City of Huntington Beach	No
City of Santa Monica	No
City of Los Angeles	Yes
City of Pasadena	Yes
City of Anaheim	Yes
City of Long Beach	No
City of Santa Ana	Yes
City of Riverside	Yes
City of San Bernardino	Yes
City of San Diego	Yes
City of Mountain View	No
City of Reno, Nevada	No
City of Sparks, Nevada	No

E. ORGANIZATION OF THE REPORT

This report of the Management Audit of the Los Angeles County Department of Parks and Recreation is presented in nine separate chapters and five appendices, as listed below.

CHAPTERS

Chapter I	Introduction and Department Overview (this Chapter)
Chapter II	Executive Summary and List of Recommendations
Chapter III	Recreational Program and Services
Chapter IV	Maintenance Programs and Services
Chapter V	Regional Parks and Special Purpose Facilities
Chapter VI	Capital Project Management (including Regional Parks and Open Space District)
Chapter VII	Administrative and Support Services
Chapter VIII	Employee Attitudes and DPR Culture
Chapter IX	Executive Management and Organization

APPENDICES

Appendix A	Employee Survey and Results—Seasonal
Appendix B	Employee Survey and Results—Non-Seasonal
Appendix C	Benchmarking Survey and Results
Appendix D	Detailed Department Profile
Appendix E	Capital Projects Survey and Results

Chapter II
Executive Summary and List of Recommendations

Chapter II

EXECUTIVE SUMMARY

This chapter serves as an overview of the findings and recommendations developed by the BWG audit team during the course of their management audit of the Department of Parks and Recreation. Following this general overview, a Table of Recommendations is presented to serve as a quick reference to all recommendations in each issue area.

A. INTRODUCTION

With nearly 10 million residents, Los Angeles County has a larger population than 42 of the nation's states. As the County's population grows, County agencies face increasing challenges, including providing much needed services to growing communities located in the unincorporated area of the County. With its large inventory of parks, natural areas, special facilities, and botanical gardens, the Department is well-positioned to provide services to a diverse, multi-ethnic, intergenerational, mixed income County client base. Three field agencies, known as the North, South and East Agencies, serve as the primary point of contact with communities situated in their respective geographic regions.

In addition to service provision, the Department has several other significant responsibilities. Through its Capital Projects Agency, it is responsible for managing the Open Space District and for managing \$859 million of Proposition A monies which fund the construction of new facilities and the rehabilitation and refurbishment of existing facilities. Capital Projects is also responsible for providing long-range recreation planning throughout the County. The Department's mission statement reflects its commitment to service provision:

“The Department's mission is to provide the more than 9.7 million residents of Los Angeles County with diverse, quality recreational opportunities through the acquisition, development, maintenance, and programming of the County parks, arboreta, golf courses, trails, and open space areas. In pursuing this mission, the Department is responsible for more than 130 facilities, including 82 local and community regional parks, 8 regional parks, 4 arboreta and botanic gardens, 18 natural areas and 19 golf courses. The Department also operates 31 swimming pools and 334 miles of equestrian and hiking trails.”

Due to its mission and responsibilities, the Department has a significant public presence in the County. Parks are public spaces that citizens use, or at least pass by, on a regular basis. Therefore, the Department must respond to a variety of stakeholders, including County citizens and the five Board Offices.

B. AUDIT PROCESS

Throughout the course of this audit, Department management and staff were helpful, accommodating and informative. During interviews and discussions, they were honest and frank. They also responded to the audit team's requests for documents and additional information in a timely manner.

The audit team organized its management audit into the following seven issue areas: (1) Regional Parks and Special Purpose Facilities, (2) Maintenance Programs and Services, (3) Recreational Programs and Services, (4) Capital Project Management, (5) Administrative and Support Services, (6) Employee Attitudes and Department Culture, and (7) Executive Management and Organization. The audit team also collected some benchmarking data from other local parks and recreation departments. The audit discusses its benchmark findings in relation to the issue areas listed above.

C. KEY ORGANIZATIONAL AND MANAGEMENT FINDINGS

Organization

One of the primary opportunities for improvement in the Department is in the basic organization structure used to manage the Department and to implement and provide services throughout the County. Recommendations presented in this section are to implement organizational structures that would improve service delivery, responsiveness to customers, and increase the cost-effectiveness with which services are provided.

There were a variety of concerns identified during the audit related to the current organization: (a) spans of control of some managers and supervisors are limited; (b) managerial and supervisory positions in some areas comprise a relatively significant proportion of total budgeted positions; and (c) the current multiple levels of management which characterize the organization do not add value in some areas of the Department. We recognize that this is somewhat a function of the dramatic reduction in staffing which the Department has experienced over recent years, a 43% reduction since 1978. As staff at the line level has been reduced and contracting for some functions significantly expanded, the management and supervisory structure in some areas (i.e. recreation and maintenance) has not been adjusted commensurately. BWG, working with Department management, makes several organizational recommendations that remove layers of management, significantly broaden spans of control, and bring the decision-making for parks and programs closer to the end customer.

The current geographic based organization results in unequal distribution of responsibilities and management complexity between and among the three Assistant Directors that have responsibility for managing the three operating agencies. Concurrently, the geographic based and multi-functional organizational approach requires the Assistant Directors to manage a diverse mix of programs, services and facilities with different customer focuses and management requirements, ranging

from recreation programs to grounds and parks maintenance management, to equipment maintenance. BWG makes several recommendations for reconfiguring the operations of the Department to allow for greater focus and emphasis on areas of importance by specific personnel with the requisite skills.

Currently, at both the top management and agency level, there is minimal support staff to assist managers in responding to customer groups. As a result, managers at the top level spend the majority of their time in a reactive mode and have limited time to devote to proactive planning and program evaluation. Because of these demands on managers and the absence of support staff, such important activities as marketing and developing relationships to generate funding support from non-traditional channels are fragmented throughout the organization and are generally accomplished on a time available, rather than consistent, basis.

While organization structure is only one component of the problems identified within the Department, it should frame the Department's entire service planning and delivery structure. We believe some significant improvements can be made in this regard.

It should be emphasized that Department management recognized the need for organizational enhancements and was very open about identifying and discussing organizational change. Several meetings were held between BWG and Department management to discuss the importance of organizational structure and to identify several organizational changes. The Department has indicated a basic agreement with the organization structure recommendations made in this report and is in the process of preparing implementation plans.

Strategic Planning

One of our main concerns discussed in this report is the lack of an overall department strategic plan or planning process. We believe that an effective strategic planning process would be beneficial in addressing several issues. Two areas are of strategic importance to the Department's future. First, there is no coherent strategy associated with programming, marketing, or enhancing revenue opportunities associated with large, area-wide facilities such as Bonelli, Santa Fe Dam, Whittier Narrows, and Castaic Lake. Yet these facilities clearly represent major recreational facilities which can and do draw people throughout the County.

Second, there are several local or community regional parks that do not provide the same recreational opportunities as do larger regional parks and facilities, but consume significant resources, and are located within incorporated areas. The net County cost for these facilities is almost \$4 million. The strategic issue or question that needs to be addressed is whether these facilities should continue to be operated by the County or operated by the cities in which they are located.

Management Communication

There are substantial opportunities for the Department to improve communication both within the Department and with the various stakeholders, including some Board offices. For example, greater emphasis needs to be placed on providing more timely and accurate communication with the cities in which the various parks are located and in ensuring that the respective Board offices are appropriately informed. Additionally, the Capital Projects group needs to work with the Board offices in identifying and implementing a consistent methodology of communication that provides necessary information but does not become a burden for either the Department or the Board staff. The Capital Projects groups tries very hard to be responsive to the Board offices and the Board offices are understandably interested in this area of operation. However, excess time is spent trying to keep the different Board offices informed. Sometimes the lack of effective communication has led to situations in which Board staff has gotten involved in basic management direction of Department staff that is confusing to the employees and managerially inappropriate. We recommend an increased level of “partnering” between Department personnel and the Board Office representatives on issues of local concern.

D. KEY OPERATIONAL FINDINGS

In general, the Department performs its operational mission and responsibilities in a satisfactory manner. County facilities are generally clean, green and safe, and staff provides traditional recreation opportunities to the public in an effective manner. Department staff is experienced and committed to providing high quality services and products to the public in a cost-effective manner. However, BWG has identified a variety of important operational issues that need to be addressed by the Department in the near term.

Regional Facilities

The major regional parks and botanical gardens lack a strategic planning focus that should address common general programming issues, revenue generation, cost-revenue performance, and marketing approaches for the facilities. The Arboretum, South Coast and Virginia Robinson gardens offer opportunities to improve their appearance, a reflection upon the level of investment in these facilities, including minimal maintenance staffing. Additionally, there are a variety of cost-effectiveness issues associated with the Arboretum, South Coast and Virginia Robinson gardens that need to be addressed. For example, there may be an opportunity to utilize the Robinson Trust to a greater degree. Other special purpose facilities, especially the golf courses, are tightly staffed and well managed.

Recreational Programs

There are a number of strengths in the recreational programs and services offered by the Department. A majority of program personnel are seasoned and committed to providing programs and services with minimal resources. The Department provides a

variety of traditional recreation and aquatics programs throughout the County, and aquatics programs are provided to residents at no charge. The Department has also responded to the needs of the communities, by providing before- and after-school programming and computer centers at many park sites.

There are several opportunities for improvement in recreational programming. First, the Department's recreational mission and goals are not reflected in the programs and services offered at individual park sites, and there is no comprehensive, consistent approach to marketing the programs and services. Recreation program marketing decisions are not made at the Department level, but are primarily based on the talents and technical capabilities of individual program personnel. Second, while there is a variety of traditional recreation programs, there is a lack of new, creative opportunities for neighborhoods and communities the Department serves. Third, the Department has not maximized opportunities to expand and enhance programming through collaboration with other public, nonprofit and private sector programs and agencies. Fourth, the Department lacks a comprehensive strategic recreational program plan and subsequent evaluation of the effectiveness and efficiency of programs and services in meeting community needs. Finally, the operating agencies manage their own park facility reservation systems independently of one another, which can lead to customers receiving varying reservation information depending on the agency and staff they contact.

Many recommended changes and modifications to current program offerings that more accurately reflect the needs of the community and can significantly improve existing programs and services offered by DPR, can be accomplished by more creatively utilizing existing staffing levels. However, further improvements in some of these areas are accompanied by significant programming and staffing costs that are not currently included in the Department's budget. For example, recreation services at the local and community regional park level are staffed at levels below comparable jurisdictions, based on our benchmark survey, and the industry standard. While the industry standard is about 2 FTE per park and Los Angeles County currently has about 1.4 FTE per park, additional recreation park personnel may be necessary with an increase in the programs and services provided. Some park programs could effectively utilize additional personnel now but primarily, park personnel need to provide greater program services and with increased efficiency. Services and program quality should drive the need for staffing increases, not the other way around.

Park Maintenance

The Department provides grounds maintenance services consistent with "B" service levels, which is the primary maintenance service level for other municipal parks in California. But the Department lacks a comprehensive organized work program and tracking system that clearly establishes staff time standards for accomplishing identified tasks and tracking how staff spends work time accomplishing work tasks. This should be developed for the future. However, in its absence, the audit team was

still able to establish that maintenance staffing is currently at capacity, and grounds maintenance services cannot absorb additional facilities for maintenance without a reduction in current service levels.

Capital Projects

The Department has responded to the need for new facilities and rehabilitation and refurbishment of existing facilities by coordinating construction management of its own projects, which have been primarily funded by Proposition A. Capital Projects is generally able to provide products, in the form of new facilities and rehabilitated and refurbished existing facilities. Since July 1, 2000, under a directive from the CAO, the Department initially charged its general fund budget for capital project expenditures rather than billing projects directly from a Prop A fund. From July 1 through October 31, 2000, approximately \$866 thousand had been accrued in the General Fund. Staff estimates that approximately \$12 to 15 million will be expended from the General Fund for capital projects for fiscal year 2000-2001. Capital Projects staff must submit reimbursement requests and relevant documentation to the District in order to reimburse the General Fund for capital projects expenditures similar to the process required of the cities and other grant recipients. At the time of this report, no reimbursement requests had been submitted to the District under the newly imposed system. The Department is also significantly behind in reaching its developed acreage requirements for local and regional parks, as mandated by the County's General Plan.

Support Services

The Support Services Agency fulfills the Department's internal administrative function by managing Personnel and Payroll, Budget, Information Technology, and Contract Services. Personnel and Payroll meets the needs of employees, even though the process is manual and labor intensive. However, the Department does not have an appropriate communications network between its administrative facilities, and current communications methods are unreliable. The Department does not have a training budget, and executives and management receive little formal training because of the associated costs. Additionally, training for the information technology staff is insufficient and some additional I.T. staffing may be warranted. Many interviewees cited the need for increased training, department-wide. Any improvements in the Department's training practices or its communication infrastructure have significant associated costs that are not currently included in the Department's budget.

Employee Satisfaction and Department Culture

Employee survey results indicate moderately high overall job satisfaction, and opinions and attitudes about the Department are generally positive. Employees generally seem content working at the Department. Respondents in Headquarters or in Management and Clerical positions were more positive than other respondents.

East Agency, Capital Projects and Construction respondents expressed the strongest levels of dissatisfaction with their work environment, for a variety of reasons.

E. RECOMMENDATIONS MATRIX

BWG has made a total of 75 recommendations to improve the organization, management and operations of the Department of Parks and Recreation. These recommendations along with our suggested priority for implementation are presented in **Exhibit II-1**, on the following pages.

Personnel Summary

Many of the recommendations are provided to increase the effectiveness and cost-efficiency of Department management and operations. Included are recommendations to reduce management layers, broaden spans of control, and increase staff focus on items of importance to the Department and other Stakeholders, including customers and the Board of Supervisors. While there will be substantial personnel “savings” resulting from organizational improvements, there are a variety of areas that require strengthening that will need additional internal or external resources.

BWG has recommended additional positions throughout the report where necessary. The cost to implement all of the recommendations will most likely exceed the position savings provided by increased efficiencies in the organizational structure. The recommended new positions include management analysts, customer service support personnel, training personnel, a return-to-work coordinator, marketing coordinators, and information systems personnel. It is anticipated that additional revenue or cost efficiencies resulting from the work performed by some of the new individuals, such as the return-to-work and marketing coordinators, should help offset, or in some cases exceed, any additional personnel costs in the long term.

Exhibit II-1
Summary of BWG Recommendations

Rec. No.	Recommendations	Priority
III-1	The major regional facilities could be more effectively managed if a single manager directed them, instead of how the facilities are currently divided between and among the three regional agencies.	A
III-2	Once the regional parks are combined under central management, evaluate current cost-revenue performance of the facilities.	B
III-3	Once cost-revenue performance and potential has been evaluated, as part of the DPR-wide strategic planning process, determine if continued operation of all regional facilities is consistent with DPR's mission and service priorities.	C
III-4	The gardens should also be placed under common management and tasked with developing a strategy and plan.	A
III-5	Authorize a permanent in-house landscape architect position for the Golf Section.	C
IV-1	Develop a Department-wide strategic planning process that creates a future vision and direction for recreation and aquatic programming in the County.	A
IV-2	Develop a Department-wide marketing plan that creates a new, positive image and increases DPR's visibility while promoting the value and benefits of County parks and recreation opportunities.	B
IV-3	Adopt and implement the "Model Local Park" concept created by DPR Operations Team in June 1995 at all community regional, community and neighborhood park sites.	C
IV-4	Create a new, creative program direction that meets the needs of the community, utilizes facilities to their capacity, and increases program participation and park site use throughout the County.	A
IV-5	Maximize programming opportunities through cooperation and collaboration with nonprofit organizations and other public agencies providing recreational and human services in the community.	B
IV-6	Increase the involvement of district and park site personnel in the budgeting and fiscal management processes in DPR.	B
IV-7	Develop and communicate cash handling policies and procedures so they are administered consistently throughout DPR.	A
IV-8	Establish a Department-wide process to evaluate the effectiveness and efficiency of recreation and aquatics programs and services offered by DPR.	B
IV-9	Increase opportunities for training programs and resources to make sure program personnel can effectively implement the programs and services offered by DPR.	A

Exhibit II-1
Summary of BWG Recommendations

Rec. No.	Recommendations	Priority
IV-10	Increase the technological capabilities and the resource development opportunities at all park sites.	B
IV-11	While most current line recreation program staff levels are at capacity, improvements in the selection process could improve DPR's effectiveness.	B
IV-12	Realign agency and district management staffing and park site assignments to ensure effective supervision of programs and park sites.	A
IV-13	Increase the effectiveness of the park reservation system through interagency coordination efforts.	C
V-1	As new parks are added for maintenance, use the standards employed in Chapter V to determine and make visible the incremental staff or contract resources necessary to maintain these facilities.	C
V-2	Develop a formal work program that clearly establishes staff time standards for accomplishing identified tasks and the scope and characteristics of the facilities under maintenance.	B
V-3	The position of Assistant Superintendent in the Grounds Maintenance units for each of the three agencies should be eliminated and superintendents be expected and required to directly oversee grounds maintenance supervisors.	B
V-4	For Construction/Crafts and Power Equipment operations, upgrade staff time reporting on tasks and service orders.	C
V-5	DPR should evaluate the mix between construction/crafts job classifications and the actual characteristics of the mix of repair and construction jobs handled by the construction/crafts divisions and correct staffing mix inequities.	B
V-6	Determine appropriate staffing requirements for the Power Equipment section by incorporating information into a formal work management process.	C
V-7	Although staffing in the Equipment Repair shop may be slightly low, DPR should review several alternatives to existing operations before hiring additional staff.	C
VI-1	DPR should use the SAMP process/initiative to maintain an ongoing planning process that continually addresses unmet needs throughout the County; identifies potential parks and recreation sites; and initiates land acquisition activities.	B
VI-2	The use of planning staff to perform construction inspection and program management functions should be reconsidered. The current level of Department staffing for construction inspections should also be reconsidered.	C

Exhibit II-1
Summary of BWG Recommendations

Rec. No.	Recommendations	Priority
VI-3	Grants Administration should collaborate with the Chief Administrative Office to ensure that adequate staffing levels are reached so that the Division's fulfillment of its responsibilities is not negatively impacted.	B
VI-4	Grants Administration should establish written policies and procedures to provide project documentation to the District.	A
VI-5	The District should evaluate the reimbursement process to determine if there are any potential improvements that could reduce the amount of time required for reimbursements.	C
VI-6	The District should evaluate its succession process to ensure that any staff changes do not result in a grantee receiving different responses to questions from different District staff.	B
VI-7	Staffing levels in the Division should be reevaluated to determine if more staff is necessary for Project Management and Planning to manage projects in a more effective and efficient manner.	A
VI-8	Project Management should ensure that project documentation is available and complete, so Grants Administration can submit it to the District for closing out of completed projects and reimbursement of ongoing projects.	A
VI-9	DPR should reevaluate the current division of project management responsibilities, specifically whether Planning or Project Management should manage the facility programming phase of capital project development and construction.	B
VI-10	Training funds need to be dedicated to Project Management for ongoing project management training.	B
VI-11	DPR should ensure that all Project Management and Planning staff has adequate software and hardware to perform their job functions in an effective and efficient manner. DPR should provide training on Microsoft Office applications to staff.	C
VI-12	Project Management and Planning staff needs to establish and maintain a project file management system that ensures timely and adequate access to information for completed, ongoing and future projects.	C
VI-13	Project Management and Planning should complete its policies and procedures manual and update information on a regular basis.	B
VII-1	Transform the Personnel Division into a full-service human resources operation.	B

Exhibit II-1
Summary of BWG Recommendations

Rec. No.	Recommendations	Priority
VII-2	Given the amount of dollars spent on salaries and benefits in DPR, make human resources an integral part of the organizational philosophy.	B
VII-3	Emphasize human resource professionals as problem-solvers.	C
VII-4	Emphasize that managers pay ongoing attention to human resources matters, especially selection, discipline, management and supervisory skills, training, and consistency.	A
VII-5	Hire a full-time employee to focus on Employee Relations and Advocacy, with emphasis on addressing grievances and training supervisors on mitigating potential situations from becoming grievances through conflict resolution and coaching.	C
VII-6	Initiate a formal Early Return-to-Work Program to help mitigate this \$1.55 million cost and reduce potential litigation from Worker's Compensation Claims.	B
VII-7	Develop Human Resources Plans, including training plans, recruitment plans, and staffing plans, which should include analysis of the optimal mix of permanent, recurrent and seasonal employees.	C
VII-8	Emphasize that agencies and the Human Resources Division should take reciprocal responsibility for ensuring human resources needs are clearly understood and met.	B
VII-9	Establish more regular and formal meetings where the Human Resources Division professionals meet formally, address issues as needed, and share areas of expertise.	C
VII-10	Ensure that human resources expertise is always present at executive meetings to consider human resources planning issues, discuss consistent approaches for implementing human resources policies across agencies, and build the executive team.	A
VII-11	Review and update human resources policies and procedures so they remain consistent with County Personnel Code; are streamlined for maximum efficiency and customer service; and reflect current innovations and trends in human resources.	A
VII-12	Conduct a management and supervisory training needs assessment.	A
VII-13	Establish a Leadership or Recreation and Aquatics Academy that offers orientation, new programmatic initiatives, and refresher training for recreational and aquatics personnel.	C
VII-14	Establish a separate budget for training activities like management training, the Leadership Academy, and contracted training.	A

Exhibit II-1
Summary of BWG Recommendations

Rec. No.	Recommendations	Priority
VII-15	Further involve employees in assessing training requirements by obtaining their input regarding their perceived training needs.	C
VII-16	Based on training needs, deploy more of the exceptional trainers in one Agency to other Agencies.	B
VII-17	Routinely evaluate effectiveness of training programs.	C
VII-18	Increase the number of training professionals by at least one FTE, if not two FTEs.	B
VII-19	Streamline the recruitment process as much as possible.	B
VII-20	Assess and acquire human resources software that can help reduce the labor intensiveness of some human resources functions such as payroll and time cards, recruitment, training, safety, and electronic forms.	C
VII-21	Prepare, obtain Department management approval for, and implement an Information Technology Strategic Plan.	A
VII-22	Evaluate the need for, cost benefits of, and process to implement an internet web presence for the Department.	A
VIII-1	Each of the areas within DPR that received a negative ranking on effectiveness or satisfaction should review the results of the surveys in detail and develop a corrective plan of action.	B
VIII-2	The Department should periodically conduct employee surveys that quantitatively measure positive or negative trends in employee satisfaction.	C
IX-1	Develop a current Strategic Plan, consistent with the County's Strategic Plan, and simultaneously implement an ongoing strategic planning process.	A
IX-2	Implement a multi-phase approach to strategic planning with annual reviews and updates.	B
IX-3	In developing a Strategic Plan, management should define a strategic planning process; identify its stakeholders; have a clearly articulated mission and goals; establish criteria for setting priorities; and develop operating plans that focus on how to accomplish the mission and planned strategic directions.	B
IX-4	Develop clear guidelines for Departmental expenditures, coupled with a thoughtful Strategic Plan, to help ensure that Department-funded programs support its vision and future directions.	B
IX-5	Work with the CAO and Board Offices to develop clear guidelines for park ownership and operation, during the strategic planning process.	B

Exhibit II-1
Summary of BWG Recommendations

Rec. No.	Recommendations	Priority
IX-6	Flatten the organization to the extent practical given the diversity of functions and geographic dispersal of facilities, programs, and services provided. (<u>Important</u> : Reader should see “organizational summary” discussion pages IX-21 to IX-31.)	A
IX-7	Align units and functions under common management to encourage coordinated planning and management of key functions such as issue identification; service and facilities planning; revenue enhancement planning and implementation; facility and program marketing; and the like.	B
IX-8	Structure the organization to underline, surface, and make visible major capital and operating cost issues and needs by major customer groups served by DPR.	A
IX-9	To the extent possible, provide centralized and professional management of those functions and services that have Department-wide impact.	B
IX-10	Work with the CAO and DHR to establish new classifications and competitive pay schedules for new recommended positions.	B
IX-11	DPR should increase the monitoring of the timely completion of numbered letter assignments and require that formal communications between the Department field personnel and the Board Offices is documented and communicated to senior management.	A
IX-12	The Capital Projects Group should take at least five separate actions to increase communications between itself and the Board Offices.	A
IX-13	Increase the level of “partnering” between local parks personnel, capital projects personnel and Board Office representatives on issues of local concern.	A

Chapter III
Special Facilities and Programs

Chapter III

SPECIAL FACILITIES AND PROGRAMS

A. Background

The Los Angeles County Department of Parks and Recreation operates a number of special facilities and programs that are reviewed in this chapter. They include the following:

- **The large, regional parks and recreation areas** which provide recreational opportunities for people from throughout the Los Angeles Basin. The large regional parks are those summarized in **Table III-1**:

Table III – 1: Major Regional Parks

Park	Characteristics
Bonelli Park	1,800 plus acre regional park abutted by more than 600 acres of land controlled by the Los Angeles County Flood Control District. Includes a lake that provides swimming, boating, and fishing opportunities as well as green space for picnics and self-directed recreation, and 14 miles of horse and hiking trails. Also includes multiple concessionaires which generate revenue for the Department and the County. Bonelli Park's concessions include one major concessionaire – Raging Waters – and several others including a recreational vehicle campground, and a hot tub area. Staff assigned to the facility provide maintenance services; water safety for boaters and swimmers; and access control and entrance fee collection as well as overall facility administration.
Castaic Lake State and County Recreation Area	2,600 acre lake and 6100 acres of land owned by the State of California and operated under agreement by the County. Facility provides boating, swimming, and fishing opportunities and major picnic areas for families and groups. Staff assigned to the facility provide water safety, some facility maintenance, facility reservations and fee collection, and general facility administration. Staff and operations are funded by the County and revenues generated by entrance fees and boat inspections. Entrance fees are set by the County but limited by State of California requirements which maintain that entrance fees cannot be higher than \$ 2 above State fees for comparable facilities. While the County is responsible for operations, the State of California provides periodic resources through grants for facility maintenance and upgrading.

Park	Characteristics
Hahn Park/State Recreation Area	315 acre regional park which includes a fishing lake, picnic facilities, play areas and ball fields, and natural areas for hiking, and one mile of greenbelt along La Cienega Blvd. County assigned staff provide maintenance and some recreation programming as well as overall facility administration.
Hart Regional Park	Historic site of about 224 acres which includes the William S. Hart home/ranch house, Hart Hall, and museum which contains western art and Hart momentos. Site also includes a farm yard zoo and a historic train station. County assigned staff maintain the facility and provide some programming suitable to the site. Under the terms of the Hart will which bequeathed the facility to the County, there can be no charge for public access. The Hart Trust provides an annual stipend of about \$ 25,000 for support of the facility.
Hollywood Bowl Performing Arts Complex and the John Anson Ford Center.	The Hollywood Bowl is a major performing arts complex owned by Los Angeles County, and operated in consort with the Los Angeles Philharmonic. Under the terms of the agreement with the LA Philharmonic, the County/Department has responsibility for facility maintenance (grounds and buildings) while the Philharmonic plans, schedules, and manages events and provides custodial and related services during events. During the season, June – September, the facility operates seven days per week and County staff support accordingly. During the off-season, County staff accomplish routine maintenance (e.g. grounds maintenance) and facility maintenance. The Ford Theater is handled similarly with the Arts Commission providing programming and DPR providing facility and grounds maintenance.
Santa Fe Dam Recreation Area	835 acre which includes lake for fishing, swimming, and sailing. Site is operated by the Department/County on a 50 year lease. The site also provides trails, picnic areas, play areas, volleyball courts, and a water play area for children. On-site concessions include snack shop and boat rentals. County staff provide water safety services, maintenance, concession management, and collection of entry fees as well as overall facility administration and management.
Schabarum Regional Park	589 acre regional park providing self-directed recreational opportunities for users. Facilities on site include picnic areas, youth group camping, equestrian rentals and boarding, trails, play areas and soccer fields.

Park	Characteristics
Whittier Narrows Regional Recreation Area	772 acre facility providing wide range of recreational and athletic facilities. The site is owned by the US Army Corps of Engineers and leased through 2032 by Los Angeles County. The site includes a visitor center, six major family and group picnic areas, an Equestrian Center, fishing lakes, a BMX track, an archery area, model car racing and model airplane areas, a trap shooting range, and athletic fields (soccer and ball fields), a tennis concession, and a special events area including picnic shelters. There are a variety of concessions on site including the Equestrian Center, Trap Shooting, Paddle Boat rental, and snack shops. County staff provide facility maintenance, rentals, and programming (through use of volunteers and coordination with hobby groups like model airplane clubs, model boat builders, BMX racers, etc.) of the various facilities on site.

- **The Arboretum and Gardens** which were previously a separate Department in the Los Angeles County government structure. **Table III-2** shows the characteristics of the Arboretum and gardens, currently operated by the Department.

Table III – 2: Arboretum and Gardens Operated by the Department

Facility	Characteristics
Los Angeles County Arboretum	A 127 acre facility located in Arcadia which is a botanical preserve and also includes a number of historic buildings which were either originally located at or moved to the site. The County owns and operates the site and the California Arboretum Foundation, a private not-for-profit group, also raises funds and contributes to programs and other services at the site. The Arboretum is managed by a Chief Executive Officer whose position is funded by both the County and the California Arboretum foundation. County staff provide maintenance services; staff the Arboretum plant library; coordinate rentals for weddings, filming, and comparable events; an Historian/Curator who maintains archival materials related to the Arboretum and its structures and coordinates volunteers who lead tours of structures on the site; and a plant biology staff which catalogs plant materials and provides plant information to the public. The Arboretum Foundation organization is currently in transition and the previous Foundation Executive Director position, which reported to the CEO and directed Foundation funded activities, is currently vacant. The CEO is in process of

Facility	Characteristics
Arboretum (continued)	coordinating development of a new mission statement for the Arboretum and subsequently, working with the various parties in redefining and clarifying the roles of the County and the Foundation. The Foundation supports a variety of educational programs and special events at the facility and contributes resources for plant materials and other items.
Descanso Gardens	305 acre garden located in the La Canada Flintridge area. Site includes over 100,000 plants; a camellia forest; a Japanese Tea House; bird observation station; classrooms and exhibition areas and a gift shop. A private, not-for-profit support group provides resources to maintain enhance the garden as well as docents/volunteers who complement County staff and provide special events and educational and informational programs.
Virginia Robinson Gardens	6.2 acre site located in a residential Beverly Hills area and includes a historic home, pool house, and surrounding gardens. The site includes the largest collection of Australian King Palms in the United States. The house and gardens were willed to the County with a Trust Fund established to provide compensation for staff who served the previous owner until they retire. The Trust has grown to about \$ 3.5 million, and interest earnings are employed to support a Curator who is the sole remaining employee of the previous owner. County staff maintain the facility and a “Friends” organization provides both volunteer and financial support at a level of about \$ 100,000 per year. Under the terms of an Environmental Impact Report prepared in 1978 at the time the County accepted the property, public access (number of tours and tour size) is restricted to 50 people maximum per tour; two tours, three days per week; and one tour one day per week.
South Coast Botanic Gardens	87 acre garden located on a former landfill site on the Palos Verdes Peninsula. The facility includes gardens; a small lake; classrooms; an exhibit area; and gift shop. County staff maintain the facility; handle facility rentals; and coordinate activities with a not-for-profit foundation/friends group which operates the gift shop; provides maintenance assistance; and provides educational and informational programs at the facility. The “Friends” contribute about \$ 25,000 annually to complement County funding.

- **Management of Special Facilities and Gardens**, with the exception of the Hollywood Bowl and the John Anson Ford Theater, is provided by on-site Superintendents (with classification varying based on facility size and complexity). The facilities are assigned to each of the three regional agencies which also manage local and community regional parks. The Hollywood Bowl is managed by an on-site superintendent who reports to the Senior Assistant Director who, in conjunction with the Superintendent, coordinates affairs with the Los Angeles Philharmonic. To the extent that the facilities are marketed, their cost-revenue performance targeted or managed, and plans developed, these activities are accomplished by the on-site managers under the management of each of the three regional agency Assistant Directors.
- **Financial Performance of Regional Parks, Special Facilities and Gardens.** **Table III-3** shows the cost and revenue performance of the major regional parks, gardens and amphitheaters for fiscal year 1999 – 2000 based on information provided by DPR. As can be seen from review of the information presented in the table, net county cost for these facilities for fiscal year 1999 – 2000 was about \$9 million. This contributes to the total net county cost of \$31.5 million for all County parks and special facilities as shown in **Table III-4**.

As can be seen from review of the information, the Regional Parks, Gardens and Amphitheaters are major revenue producers for DPR and account for nearly 90% of the revenues generated by all parks and special facilities. They also represent a net county cost of about 29% of the total net county cost for parks and special facilities of all categories, and a net county cost equivalent to about 40% of the net county cost for local and community regional parks. Finally, Whittier Narrows, Castaic Lake, and the Arboretum combined represent about 72% of the net County cost of the special facilities and gardens as shown in Table III-3.

**Table III-3
Fiscal Year 1999 – 2000 Costs and Revenues
Regional Parks, Gardens and Amphitheaters**

Parks	Cost	Revenue	Net County Cost
Santa Fe Dam	\$1,939,732	\$1,537,683	\$402,049
Whittier Narrows	2,811,568	609,862	2,201,706
Hahn Park	1,359,963	197,692	1,162,271
W. Hart Park	619,764	32,817	586,947
Schabarum	604,567	71,524	533,043
Bonelli	3,441,067	5,139,604	-1,698,537
Castaic Lake	3,505,620	1,051,499	2,454,121
Parks Total	\$14,282,281	\$8,640,681	\$5,641,600
Gardens	Cost	Revenue	Net County Cost
Arboretum	\$2,352,958	\$525,741	\$1,827,217
Descanso	572,826	342,330	230,496
South Coast	753,024	91,265	661,759
Virginia Robinson	379,650	17,234	362,416
Gardens Total	\$4,058,458	\$976,570	\$3,081,888
Amphitheaters	Cost	Revenue	Net County Cost
Hollywood Bowl	\$1,522,877	\$1,264,841	\$258,036
Ford Amphitheater	92,945	35,010	57,935
Amphitheaters Total	\$1,615,822	\$1,299,851	\$315,971
TOTAL	\$19,956,561	\$10,917,102	\$9,039,459

**Table III – 4
Park and Facility Cost Revenue Performance
Fiscal Year 1999 – 2000**

Park/Facility Type	Cost	Revenue	Net County Cost
Local Parks	\$13,454,048	\$ 647,218	\$ 12,806,830
Community Regional Parks	10,251,020	609,922	9,641,098
Sub-Total	\$23,705,068	\$ 1,257,140	\$ 22,447,928
Major Regional Parks	14,282,281	8,640,681	5,641,600
Gardens	4,058,458	976,570	3,081,888
Amphitheaters	1,615,822	1,299,851	315,971
Sub-Total	\$19,956,561	\$10,917,102	\$ 9,039,459
TOTAL	\$43,661,629	\$12,174,242	\$ 31,487,387

Contracts and Golf Division

The Contracts and Golf Division, organizationally located in the Support Services Agency, manages the County's golf course contracts; provides contract and bidding support for contract services to the entire Department; and oversees major concessions.

Contracts Section

The Contracts Section generally provides assistance to other units of DPR in developing specification for and managing/coordinating the bid process for contract services, and manages contracts with major concessionaires. Contracts personnel perform a variety of duties in this respect. First, section staff coordinates the request for proposal process for various contracts such as contract park maintenance services. Second, contracts section staff manage the major contracts concession contracts such as Raging Waters, tennis concessionaires, and the Bonelli Park Recreational Vehicle Park. They coordinate and recommend approval on capital improvements either requested or proposed by contractors. They also conduct site visits to monitor concessionaire performance compared to agreement requirements. As with the contract golf course operators, financial audits are conducted about once every three years through the County's Auditor-Controller. Finally, staff address customer complaints related to concessionaire performance and provide technical assistance to field personnel in inspecting contractor performance (e.g. park maintenance contracts). When required, based on performance issues identified by field personnel, they work with contractors to bring performance into compliance with contract requirements.

Golf Section

The Golf Section manages the County's golf course program that includes 19 golf courses at 17 sites. The program generates nearly \$ 14,000,000 in revenue that flows to the County General Fund. This revenue is recognized as Department generated revenue, and it is considered in resource allocation to DPR because these revenues offset a significant portion of the costs of the other facilities and programs operated by DPR. The golf program features: (1) contracts with a number of private operators for the County owned courses, (2) set aside of a portion of green fees for capital improvements to golf courses (beyond those made by operators as part of their agreements with the County), and (3) revenues that flow to the County based on agreements including both play, merchandise, and other gross receipts generated by contractors at the golf course sites.

Golf section staff mainly provides lease/contract administration with the contract operators, including repeat field visits to ensure that contract operators are performing consistent with contract requirements and standards set forth in the Golf Operations Manual. Golf course personnel inspect the courses at least once a month and audit the contract operators to ensure financial compliance. Financial compliance is monitored in many ways. First, the County's Auditor-

Controller staff, or independent contract auditors secured by the Auditor-Controller, perform independent financial audits of each contractor every three to four years. Second, DPR's Support Services Agency (Management Services Unit) conducts annual random visits to each course to audit cash drawer contents that are compared to starter sheet information to ensure that contractors accurately record revenues.

In addition to providing lease and contract administration, staff also review and recommend approval of capital projects, including those funded from the Golf Capital project fund and those proposed and paid for solely by contractors. Staff review plans; work with contractors on planned improvements and improvement needs; coordinate plan review by necessary County departments; and ensure contracts, once let, conform to County specifications. Currently, a contract landscape architect, retained on an hourly basis, performs plan reviews. Staff also responds to customer complaints and other service level issues.

B. FINDINGS AND CONCLUSIONS

1. Overall, the major regional parks are modestly staffed given the scope of operations and park usage. Staff is efficient and effective in sustaining facilities that meet the "safe, clean and green" standard set by DPR.
 - DPR has made cost-effective use of part-time staff to address seasonal variations in demand for water safety staff at the major facilities (Castaic Lake, Bonelli Park, and Santa Fe Dam) which make extensive use of water safety staff. Review of on-season and off-season staff deployment indicates that: (1) the number of full-time and part-time staff are consistent with safety post assignments; (2) those posts are reasonable given facility characteristics and customer use levels; and (3) staffing patterns are cost-effectively varied by day of the week and season to reflect variations in public use.
 - Maintenance staffing at the major regional facilities is at minimal levels given levels of facility use and facility size. While many of these facilities are unique, with both developed and semi-developed areas that require maintenance, current staffing levels are modest as shown in **Table III-5**.
 - FTE maintenance staffing excludes superintendents and grounds maintenance supervisors. Positions are based on authorized positions as listed in the County of Los Angeles Department of Parks and Recreation, Budget Allocation Detail – FY 2000 – 01. Compared to the facilities maintained, maintenance services at the large regional parks are generally proportionately staffed at lower levels than the levels assigned to care for local and community regional parks. Interviews indicate that maintenance programs at these special facilities are well planned and managed. Site visits indicate that the facilities visually meet the "safe, clean and green" standard with modest to minimal resources.

**Table III – 5
Major Regional Park Maintenance Staffing**

Facility	Authorized FTE Grounds Maintenance and Comparable Positions (excluding supervision)	Maintenance Staffing Compared to Facility Under Maintenance
Bonelli Park	12 FTE including maintenance workers, seasonal staff, and other maintenance related classifications like irrigation repair and weed control spraying.	Staff estimates that about 600 acres are under maintenance. At current staffing levels, this is the equivalent of about one maintenance worker per 50 acres maintained.
Castaic Lake	Landscape and Park Maintenance under contract. 3 FTE County staff assigned for general maintenance for the beach.	No practical comparisons possible. FTE County staff basically assigned to boat ramps and related areas. Minimal staffing.
Hahn State Recreation Area	8 FTE	350 acres under various levels of maintenance. Current staffing, including seasonal staff, equivalent of one maintenance worker per 39 acres. Minimal staffing.
Hart Regional Park	5 FTE	224 acres of various levels of development under maintenance. Includes museum and ranch house facility. Minimal staffing, given inside and outside maintenance requirements.
Hollywood Bowl	11 FTE excluding hourly custodians.	70 acre Hollywood Bowl site with extensive parking lots, landscaping, and natural areas on periphery. High traffic areas seven days per week during performance season. 11 FTE include a power sweeper operator to clean parking lots; plumber and electrician to provide emergency repair to aged facilities; and eight grounds maintenance staff for 70 acres at the Hollywood Bowl site and 27 acres at the John Anson Ford site for an average of about 12 acres per worker. This acre per worker ratio is about 20% higher than the developed acres per worker for neighborhood/community park sites maintained by DPR. This is primarily due to the high attendance use of a specialty facility. Staff is well deployed and utilized with clear, written maintenance program by time of day and area.
Santa Fe Dam Recreational Area	11 FTE including seasonal hourly and irrigation repair worker.	835 acre site with an estimated 250 developed acres including 80 acres of turf. Maintenance requirements include basic park maintenance for extensive picnic areas, swimming areas, and parking lots as well as restrooms. Turfed areas mowed by County staff. Equivalent of 23 developed acres per worker or 7.3 turf acres per worker. Consistent with staffing requirements for “B” level maintenance service level for turfed parks.
Schabarum Regional Park	5 FTE	589 acres with bulk of area consisting of natural area. Current maintenance staffing is focused on developed area and is just sufficient to provide seven day per week coverage for basics of litter control, restroom cleaning, and mowing of the turf areas, which is accomplished by County staff.
Whittier Narrows	26 FTE	1300 acre park, most of which is developed and under maintenance. With current staffing, equivalent of 30 acres per maintenance worker. Minimal staffing compared to scope of facilities under maintenance and apparent level of use of park and facilities located in the park. Community services workers are crucial in order to meet basic maintenance demands.

- Management, supervisory, and administrative staffing at the special facilities is limited. Spans of control and responsibility assignments justify current positions and internal organizational structures.
2. The major regional parks do not have adequate long-range plans and targets in such areas as revenue generation, cost-revenue performance, and the desired levels of programming/marketing at the facilities.
- As noted previously, the major regional parks are, for management purposes, distributed among the three regional agencies. To the extent plans and targets are developed for these facilities, they reflect the individual interests and backgrounds of the park superintendents, and/or the preferences and plans of the regional agency assistant directors.
 - Interviews with the Superintendents indicated there are several key issues associated with the overall direction of the regional parks:
 - Despite the fact that some of the parks are significant revenue generators, superintendents of the facilities have no revenue targets established for their facilities. During the audit team's interviews, park superintendents were generally unaware of their revenue performance and were not provided this information on a continuing basis. There does not appear to be a clear cost – revenue strategy for these facilities, either individually or as a group.
 - Concurrently, since the large regional parks are treated as operating components of one of the regional agencies and each is managed by a different assistant director, DPR has not developed a clear strategy or target associated with revenue performance for those facilities which are major revenue generators. Additionally, DPR has not actively sought or encouraged additional concessionaires that could generate additional revenues.
 - Similarly, there does not appear to be a clearly defined marketing strategy for those facilities that offer unique or largely unique capabilities like Castaic Lake. While general informational brochures are available for some of the facilities, focused marketing is at the discretion, interest, and impetus of the park superintendents assigned to the large, regional parks.
3. Similarly, although the facilities differ in structure and recreational opportunities, there is not a well-defined programming philosophy between and among the large regional facilities.
- Some facilities attempt to program extensively (like Whittier Narrows), while most facilities generally provide passive recreational and/or water sports opportunities, focusing on water safety and facility maintenance as the characteristics of the facility dictate.

4. Review of the nature of the special facilities raises a strategic planning issue that has not been adequately addressed and is beyond the scope of this study. However, it should be considered as DPR and the County consider DPR's and the County's role in delivering parks and recreation services. These issues include the following:
 - Is the level of subsidy (e.g. net county cost) provided to some facilities commensurate with the level of services provided? Do sufficient numbers of customers benefit from the facility to justify the cost?
 - For example, the Castaic Lake Recreation Area had a net County cost of nearly \$2.5 million for the last fiscal year – nearly 50% of the net county cost for all large regional parks, and nearly 8% of the net county cost for all programs (before golf net revenues are considered). Is this level of subsidy warranted for a facility of this type or could resources be better used for other services provided and customers served by DPR? Are there alternatives for closing the major cost-revenue gap associated with this facility? Should the County even operate this facility, or could arrangements be made for the State of California to assume operating responsibility for this facility, freeing resources for other services and programs of DPR?
5. Compared to the intensive maintenance requirements for the large parks, maintenance staffing for the Arboretum and Gardens is minimal and the conditions of the gardens, as a result, vary widely as demonstrated in **Table III-6**.
 - Clearly, as demonstrated in the table, maintenance staffing at two of the four gardens is minimal compared to the characteristics of the facilities under maintenance. As a result, the Arboretum and the South Coast Gardens can be described as mediocre in appearance and are well below potential in terms of appearance, scope and content of plant stock, and overall attractiveness as botanical garden sites. This is not a reflection on the staff's dedication of quality of work, but it is a reflection of the level of investment in them as well as the deteriorating conditions of the South Coast Gardens.

**Table III – 6
Arboretum and Gardens Maintenance Staffing**

Facility	Authorized FTE Maintenance and Comparable Positions*	Maintenance Staffing Compared to Facility Under Maintenance
Arboretum	18 FTE including senior grounds maintenance workers and senior gardeners.	Equivalent of 7 acres per maintenance worker, which is more equivalent to reasonable maintenance service levels for a typical municipal park than an intensely planted botanical garden. Further complicated by outdated irrigation system that requires extensive manual irrigation system control and watering, further diluting maintenance staffing. Based on staffing patterns in other large botanical gardens, probably represents 70% or less of staffing needed to provide a “B” service level which would still be below maintenance service levels in other botanical gardens of national reputation.
Descanso Gardens	6 FTE	County staffing is limited, but it is supplemented by foundation resources that contribute to current high level of maintenance at this well maintained facility. Since foundation support has been increased to cover the majority of the garden’s operating costs, County commitment to this facility is modest.
Virginia Robinson Gardens	3 FTE	At current levels, represents about 2 acres per gardener, which is about twice the ratio accepted as the rule of thumb for highly developed gardens (about 1 gardener per highly developed acre). At current staffing levels, areas open to the public (about half the facility) are intensely maintained at a self-rated B service level. The remaining half is rated by staff at a D to C service level.
South Coast Gardens	7 FTE plus student workers at 4,176 hours annually	87 acre facility. With current staffing, equivalent of 10 to 12 acres per maintenance worker (with ratio calculated with and without student hourly workers). Either range more consistent with requirements for basic municipal park maintenance versus a highly developed botanical garden. Further complicated by deteriorating physical condition of the facility, which is built on a landfill and is sinking with major adverse impact on maintenance requirements.

* Excludes superintendents and supervisors.

6. Concurrently, there is no coordinated plan for the gardens, and they are not consistently managed or marketed, which has led to a decline in revenue for the last three years. While the CEO of the Arboretum has embarked on an effort to develop a clearly defined vision, mission, and related plan for that facility, no comparable vision or plan exists or is being developed for the gardens as a whole or individually for Virginia Robinson and South Coast gardens. More specifically:
- Because they are managed separately as components of each of the three regional agencies, there is no comprehensive vision regarding the role of each of the gardens as part of a publicly funded system of botanical gardens. There is no consensus or clearly defined plan that could address the following questions:
 - What are the County's overall goals in providing the botanical garden facilities and how does and should each facility contribute to those goals? Are they principally recreational, education, a combination, or are and should other goals be incorporated into their operations and services?
 - Can and should the limited resources available to each be cross utilized between and among facilities?
 - How can the facilities complement each other?
 - The gardens are marketed individually for rentals, filming, group events, and other uses. The extent and effectiveness of marketing and related revenue generation varies, depending on the resources available to each facility and the interest and time available to facility managers. While physical condition and other restrictions like the public access limitations probably impact use, the absence of coordinated and aggressive marketing of the facilities can be expected to negatively impact public use of the facilities and revenue generation performance. Indeed, as shown in **Table III-7**, which follows, revenue generation has declined over recent years, and declines probably result from both facility condition and marketing approaches. **Table III-8** follows Table III-7 and shows percent change over the period since 1996-1997.
 - As can be seen from the information presented in the table, overall garden revenue has decreased over the last three years – largely as a result of declines at the Arboretum and South Coast Gardens.

**Table III-7
1996-97 and 1999-2000 Fiscal Year Comparison of Garden Financial Performance**

Gardens	1996-97 Costs and Revenues			1999-2000 Costs and Revenues		
	Cost	Revenue	Net Cost	Cost	Revenue	Net Cost
Arboretum	\$1,970,299	\$780,569	\$1,189,730	\$2,352,958	\$525,741	\$1,827,217
Descanso	615,292	297,900	317,392	572,826	342,330	230,496
South Coast	605,752	101,340	504,412	753,024	91,265	661,759
Virginia Robinson	121,356	0	121,356	379,650	17,234	362,416
Total	\$3,312,699	\$1,179,809	\$2,132,890	\$4,058,458	\$976,570	\$3,081,888

**Table III – 8
Percent Change in Gardens' Financial Performance
Fiscal Year 1996-1997 Versus 1999/2000**

Garden	Percent Change – Fiscal Year 1999-2000 Versus Fiscal Year 1996-1997		
	Cost	Revenue	Net County Cost
Arboretum	+ 19 %	- 33 %	+ 54 %
Descanso	- 7 %	+ 15 %	- 27 %
South Coast	+ 24 %	- 10 %	+ 31 %
Virginia Robinson	+ 213 %	N/A	+ 199 %
TOTAL GARDENS	+ 23 %	- 17 %	+ 44 %

7. There are a variety of cost-effectiveness issues associated with the Arboretum, Virginia Robinson Mansion and Garden, and South Coast Gardens that need to be addressed:
- Although it has been nearly 25 years since the EIR (which limits public access to Virginia Robinson Gardens) was prepared, no formal steps have been taken to determine if EIR restrictions could be relaxed/revised without neighborhood resistance, and if use of the site, and related revenue would be increased. As a result, this unique facility is utilized at extremely low levels and remains nearly invisible to the public – both residents and visitors.

- Since the trust was established to provide for former household staff at Virginia Robinson Gardens, it has increased significantly in value (from \$1 to \$ 3.5 million in principal) and the staff supported has declined to one person. It is yet to be resolved whether or not interest from the trust can be employed to either reduce net County cost and retain current service levels or increase service levels by complementing County provided resources available for capital improvements and operations.
 - The landfill upon which South Coast Gardens was built is sinking, and a large portion of the garden has deteriorated significantly. Roads and paths are closed to the public because of deterioration; and plants and trees are dying. The water features in the garden are inoperable and further contribute to the visual decay of much of the facility. Given issues associated with landfill deterioration, the future of South Coast Gardens needs attention, include determining: (1) if the facility can and should continue to be operated; (2) whether additional investment in capital improvements and operations are cost-effective; (2) if the facility under maintenance should be reduced in size; or (3) whether the facility should be closed and resources currently devoted to the garden reallocated elsewhere.
8. Based on interviews and other information collected during the course of the study, we have concluded that both Contracts and Golf provide exemplary services to DPR, are tightly staffed, and well managed.
- Inspection programs for golf and other major concessionaires are well planned and conducted. Clearly, DPR’s contract golf program is a major success and has served as a nationwide example of how to provide cost-effective municipal golf without subsidy.
 - The only issue and potential improvement opportunity associated with this unit involves capital project review and coordination capabilities of the golf unit. During interviews, staff indicated that the annual volume of capital projects which occur at the various golf courses averages about \$1million annually, and is more than sufficient to justify a permanent, in-house position for project review, coordination, and management. An in-house position would be more cost-effective than retaining a consultant at an hourly rate.
 - **Table III-9** estimates capital project management and coordination associated with golf course projects based on application of cost of construction standards for landscape architect and project management services as developed by the Association of Consulting and Managing Engineers (ACME) and refined by members of the project team who have worked with capital project planning and implementation for municipal governments in California.
 - As can be seen from review of the information presented in the table, an estimated 1,410 person hours annually are required to manage and coordinate golf course capital projects. Given a net availability of 85% for actual work after holidays, vacation, and sick leave is considered, an in-

house position would be utilized at about 80% based on the estimates provided in Table III – 9. This is close to an 80% to 85% utilization level standard usually employed to determine what workload is sufficient to determine when an in-house staff position is justified.

**Table III – 9
Staffing Needs for Managing Golf Course Capital Projects**

Item	Amount
Estimated Annual Construction Value of Golf Course Projects	\$1,000,000
Cost for Planning and Pre-Design Coordination as a Cost of 1.5 % of Construction	\$ 15,000
Project Design Oversight and Design Review at 2% of Construction	\$ 20,000
Project Administration Including Coordination of Bid Process and Progress Review at 1.5% of Construction.	\$ 15,000
Project Closure at .5% of Construction.	\$ 5,000
Total	\$ 55,000
Gross Utilization of an In-house Landscape Architect position at a cost of \$ 39 per hour: \$ 55,000 / \$ 39 per hour = hours required for golf capital projects.	1,410 person hours

C. RECOMMENDATIONS

1. The major regional facilities could be more effectively managed if a single manager directed them, instead of how the facilities are currently divided among the three regional agencies. Chapter IX, later in this report, recommends a reorganization that includes establishment of a unit that places all major regional parks under central and unified management. (Refers to Finding 2)
2. Once the regional parks are combined under central management, evaluate current cost-revenue performance of the facilities including the following actions. (Refers to Findings 2,4)
 - Working with facility managers, establish cost-revenue performance targets for each facility. Provide managers with continuing data on actual cost –revenue performance compared to target.
 - Evaluate and identify revenue enhancement potential associated with each major facility and develop and implement plans based on the results of this analysis. This should include soliciting superintendent’s ideas about revenue potential and providing them the support and flexibility to pursue

revenue enhancement through program and facility adjustments which analysis suggest would be cost-effective.

- In the same context, evaluate how these facilities are currently marketed and consider establishing a small marketing unit to support the collective regional parks in both targeted (e.g. pursuit of special events and corporate rentals) as well as general marketing.
 - To the extent possible, implement a system by which revenue enhancements would be reinvested in the parks that generate them to improve maintenance and program services.
3. Once cost-revenue performance and potential has been evaluated, as part of DPR-wide strategic planning process (also discussed further in Chapter IX), determine if continued operation of all regional facilities is consistent with DPR's mission and service priorities. (Refers to Finding 3)
- This should include considering the major subsidy required to operate the Castaic Lake complex and clearly determining if the \$ 2.5 million annual net County cost is consistent with those priorities.
 - If it cannot be reduced through revenue enhancement, DPR should consider the practicality of transitioning the complex to the State of California for operation, or obtaining funding from them.
4. The gardens should also be placed on under a single agency Assistant Director responsible for Special Facilities and Services, rather than spread among the three, and tasked with developing a strategy and plan for each of the four gardens. This should include the following actions. (Refers to Findings 6,7)
- Working with staff and foundation/friends groups to define the role of each garden, both individually and as part of the County garden network.
 - Practically evaluating whether current facilities should continue to be operated by the County including:
 - Determining and recommending if South Coast Garden, given the landfill deterioration, can be cost-effectively operated and if the facility warrants continuing investment at the current scope or at a reduced scope. While maintenance staffing at the site is modest to minimal compared to the characteristics of the facilities under maintenance, it is not at all clear that increasing maintenance staffing would appreciably improve overall facility condition given the deteriorating condition of the landfill site upon which the gardens are located.
 - Addressing the public access issues that restrict usage of Virginia Robinson Garden to include evaluating the extent to which the previous EIR can be revisited and access increased. If not, evaluate alternatives, including the potential to transition the facility to management and operation by a combination of the Trust and friends group.

- Exploring the potential to increase use of Trust Fund interest earnings to support operations at Virginia Robinson Gardens.
 - Establishing specific cost-revenue performance targets for the Arboretum and each of the gardens and managing them in that regard.
 - As County funded positions at the Arboretum are re-evaluated by the CEO, move to centralize marketing, special events, and rental services through the Arboretum and support the other gardens in that regard.
 - Determine if resources are available to improve maintenance service levels and the basic infrastructure at the Arboretum including the following:
 - At a minimum, adding four to six gardener positions to the maintenance force, which would be required to increase maintenance service levels to the B/B+ level.
 - Investing resources to upgrade key infrastructure elements including the Arboretum’s irrigation systems which are labor intensive and require manual operation as well as manual watering which further “stretch” the facility’s maintenance staff.
5. Authorize a permanent in-house landscape architect position for the Golf Section. (Refers to Finding 8).
- While we recognize that most capital projects are planned and managed through the Capital Projects agency, we also believe that golf course capital projects are closely linked to contractor operations.
 - As a result, to ensure coordinated management of and dealings with contract operators, this responsibility should be clearly placed with the Golf Section and the position should be made solely accountable to the managers of that unit.

Chapter IV
Recreational Programs and Services

Chapter IV

RECREATION PROGRAMS AND SERVICES

This chapter: (1) assesses and evaluates recreation programs and services currently offered by DPR; (2) reviews recreation and aquatic programs and services offered at community and neighborhood parks sites in each of the three agencies; (3) analyzes program management operations that support the delivery of programs and services in each field agency; and (4) presents findings and recommendations related to program effectiveness, marketing, program planning, staffing and human resources, policies and procedures, evaluation, and organizational structure.

A. BACKGROUND

There are three important theoretical program development components that serve as the foundation for developing and implementing recreation and aquatics programs in the County. These theoretical foundations include:

- Continuum of Leisure Services
- Program Planning Component Model
- Department Mission and Program Goals

This analysis is based on these three important foundations of program planning. The components define the spectrum of programs and services possible in the County, identify program and service gaps, and define organizational issues that must be addressed to ensure effective programs and services for County citizens.

Continuum of Leisure Services

The Continuum of Leisure Services describes the variety of service delivery systems that can be incorporated by DPR to offer programs and services ranging from direct service to advocacy. DPR's current programs and services fall primarily in the direct services sector of the continuum. Programs are designed, marketed and implemented using Department staff and resources. Facilitated, information/referral and advocacy sectors of the continuum offer opportunities for DPR to provide services to County residents without excessive costs or staff commitment, but require DPR to expand its role beyond that of direct service provider. **Table IV-1** describes the continuum that offers the conceptual foundation from which expanded program services can be developed.

Table IV – 1
Continuum of Leisure Programs and Services

Direct Services	Facilitated/Enabled Services	Information/Referral Services	Advocacy Services
Programs and services developed and implemented by DPR as the lead agency. Most of DPR’s program offerings and services fall in this segment of the continuum. After school programs, sports leagues, aquatics programs and day camps are examples of direct services provided by DPR.	Programs and services not delivered by DPR as a direct service but facilitate or enable programs or services provided by another agency or a collaboration of agencies. The Sheriff’s Youth Athletic League (YAL) program operated at park sites is an example of facilitated/enabled programs.	Programs and services for which information is provided or to which referrals are made. DPR is not involved in direct services, but it provides information about services or refers individuals to services provided by other organizations and agencies.	Programs and services advocated by DPR on behalf of a specific group or agency to another governmental or regulatory agency.

As noted at the beginning of this section, the majority of programs and services offered by DPR falls in the direct service sector of the continuum. Opportunities are available for DPR to expand its scope of programming in advocacy, facilitating/enabling and information/referral service areas as future program planning is considered.

Program Planning Components

The development of any recreation program requires consideration of four important program planning components: Program Content Areas, User Groups, Program Formats, and Facilities. These factors are interrelated and play an important role in individual program designs. **Table IV-2** shows the Program Planning Components Model and describes the planning factors that must be considered and incorporated in designing comprehensive recreation programs and services.

Table IV – 2
Program Planning Components Model

Program Areas	User Groups	Program Formats	Facility Venues
Arts	Pre-School	Drop-In	Parks
Literacy	Elementary School	Classes/ Instructional	Schools
Aquatics	Youth	Clubs	Playgrounds
Sports, Games, Athletics	Teens	Special Events	Recreation Centers Art Centers
Outdoor Recreation	Young Adults	Workshops/ Clinics	Swimming Pools
Social Recreation	Middle Adult	Interest Groups	Art Centers
Self Improvement, Educational	Older Adult	Outreach	Destinations/ Attractions
Wellness, Fitness	Mature Senior	Competitive	Off-Site Locations/ Businesses
Hobbies	Family/ Intergenerational	Self Directed	Sports Fields
Travel and Tourism	Cultural Groups	Spectator	Tennis Courts
Volunteer Services	Persons with Disabilities	Child Care	Picnic Areas
Social Services	Community Groups	Trips/Excursions	Resource Centers Streets/ Neighborhoods

The County provides a variety of recreation and aquatics programs and services at park sites throughout the three County service agencies at local and community regional park sites. The existing programs and services have focused primarily on the direct service sector of the Continuum of Leisure Services and selected aspects of the Program Planning Component Model. Programs and services at community and neighborhood recreation sites are conducted primarily at existing park sites and swimming pools, offered for selected user groups, focused on specific program areas, and incorporate selected program formats.

Department Recreational Mission and Goals

DPR's mission is to:

Provide the more than 9.7 million residents of Los Angeles County with diverse, quality recreational opportunities through the acquisition, development, maintenance, and programming of County parks, arboreta, golf courses, trails, and open space areas.

DPR goals for 1999-2000 focus on a variety of important County issues and projects. The following DPR goals are consistent with the overall goals established by the Board of Supervisors. Some of the goals are:

- Enhance the delivery of quality customer service through development of a strategic plan, with primary emphasis on parks located in unincorporated areas
- Develop a five-year facility maintenance program for 50% of park facilities
- Work in collaboration with the Auditor-Controller to implement the Regional Park and Open Space District project audit program
- Implement rehabilitation of Victoria Golf Course, begin development of South Coast Golf Course, and develop a comprehensive improvement plan for Diamond Bar Golf Course
- Pursue Internet access centers at eight parks
- Continue to respond immediately to nuisance conditions such as graffiti and vandalism and seeking preventative measures
- Increasing annual recreation attendance, including rounds of golf played
- Improving information technology by networking facilities, including other County departments
- Expanding training programs for staff and volunteers
- Creating Family Safety Zones at all park facilities in an effort to provide a safe environment for family recreation
- Support the passage of Proposition 12 to develop new recreation facilities throughout the County

These general Department goals serve to provide the overall focus and direction for the development of programs and services offered by DPR to County citizens.

Organizational Structure

As previously discussed, the provision of parks and recreation services in the County is organized in three agencies responsible for providing services to residents in the North, East and South geographic regions of the County. Organized recreation programming is offered at 66 County parks staffed by permanent and temporary recreation personnel and at 30 swimming pools throughout the North, East and South agencies. **Table IV-3** identifies the number of sites in each agency where scheduled programming is offered, the permanent staffing allocated for each agency, and the temporary hours available for recreation and aquatic programming.

**Table IV – 3
Local Park and Aquatic Sites Providing Swimming Programming**

2000-01 Allocation	North Agency	East Agency	South Agency
Programmed Sites	12	18	36
Permanent Positions	19	31	42
P/T Hour Allocation	49,906	110,255	117,543
Pool Sites	6	9	15
Permanent Positions	1	2	2
P/T Hour Allocation	57,239	91,486	138,168

Recreation and aquatic programs in each agency are implemented through a unique organizational structure that responds to the political and geographic nature of the area served. **Appendix D**, the Profile, shows organization charts for each component of the organization including the recreation organizations at each of three agencies.

Recap of Recreation Program Staffing

Recreation programs and services are delivered by positions at management, supervisory and leadership levels within each agency. **Table IV-4** defines the role of each position responsible for providing recreation and aquatics programming within the agency.

**Table IV – 4
Current Recreation Position Classifications**

Position	Responsibilities
Regional Recreation Director	Directs all parks recreation programs of an operational region (agency) within DPR.
Assistant Regional Recreation Director	Assists in the direction of recreation programs in an operational region within DPR.
Recreation Services or Aquatics Manager	Directs the development and implementation of a broad range of district recreation programs and services or directs a major Countywide recreation or aquatics program.
Recreation Services Supervisor	Supervises recreation activities at one or more parks, and under general direction, develops and administers specialized recreation programs.
Recreation Services Leader	Under general direction, supervises or conducts recreation and program activities at an individual or small cluster of parks.
Area Pools Supervisor	Directs the operation of several swimming pools in an assigned geographic area during the summer.
Pool Manager	Manages the operation of a swimming pool by providing administrative and technical supervision to pool lifeguard and locker room staff.
Lifeguard	Observes an assigned section of a swimming pool to preserve order, prevent accidents, and perform rescues.

Depending on the agency, the organizational structure and the program needs and demands of individual sites recreation personnel are assigned to develop and implement recreation or aquatics programs.

Profile of Programs and Services Offered at Park Sites

As indicated, DPR provides services at 66 community regional and local park sites and 30 swimming pools. Programs and services vary depending on community interest and the skills and interests and talents of the staff assigned to the park site. To effectively represent the current mix of programming and aquatic opportunities offered to County residents, the audit team selected nine parks sites and three swimming pools to profile as part of this study. These sites represent a community regional park, a community park, a neighborhood park and a swimming pool in each field agency. Representation of the districts within each agency was also considered in the selection of sites to be included in this profile. The selected sites are representative of the scope of programming offered by DPR. **Exhibit IV-1** presents the park sites selected for the profile and an overview of the facility venues available at each site for recreation programming. The profile includes the allocation of permanent staff assigned to the site and the number of recurrent part-time hours available for programming as included in the 2000-2001 budget document.

Table IV-5 presents a profile of the programs and services offered at each of the park sites included in the profile. The program profile describes programs offered at the site by user groups ranging from pre-school to seniors and includes community events and family programming. It also describes the range of direct service programs offered at each site.

EXHIBIT IV - I

Characteristics of Sample Parks

Park Category	Agency/ Dist	Park Site	Perm Staff	PT Hours	Acres	Building	Pool	Gym	Play Area	Play Fields	Sports Fields	BB Court	Tennis Courts	Picnic Area	Other
Community Regional	NR/AF	El Cariso Park	1.5		160	X	X	X	X	X	X-L	X	X	X	Golf Course
	EC/CE	Belvedere	2.0	7911	39.1	X	X	X	X	X	X-L			X	
	SO/EL	Victoria	1.5		36.2	X	X	X	X	X	X-L	X	X	X	Camping Area Golf Course Cricket Field
Community	NR/AF	Farnsworth	2.0		14.8	X	-	-	X	X	X-L	X-L	X-L	X	Amphitheater
	EC/EA	Sorenson	2.0	7689	11.1	X	-	-	X	X	X	X	-	X	Senior Center
	SO/SE	Manzanita	1.0		12	X	-	-	X	X	X	X	-	X	
Neighborhood	NR/NO	Robinson	3.0		9.2	X	-	-	X			X	-	X	
	EC/EA	Pamela	1.0	1987	3.2	X	-	-	X	X	-	X	-	X	
	SO/FF	Bethune	1.5		5.3	X	X	X	X	X	X	X	-	X	
Pools	NR/AF	Val Verde	0	2897			X								Community Park
	EC/CE	Cerritos	0	4436			X								Community Reg. Park
	SO/	Roosevelt	1.0	4763			X								Community Reg. Park

**Table IV – 5
Selected Site Program Profile**

Program Area	North Agency	East Agency	South Agency
	El Cariso	Belvedere	Victoria
Pre-School 1 1/2 to 5 years	Pre-school Head Start Instructional Classes Intergenerational classes Pee Wee Tennis Swimming	None	Headstart Swimming
Elementary School 6 to 11 years	Summer Day Camp After School Camp Winter Break Camp Spring Break Camp Instructional Classes Junior Tennis Program Table and Board Games Youth Sports Clinics Swimming	Summer Day Camp Homework Program Instructional Classes Cheerleading Computer Club Summer Lunch and Snacks Martial Arts Open Gym Toy Loan Cable TV Show Afterschool Club Literacy Program Sports Leagues	Summer Day Camp Field Trips After School Camp Sports Leagues Martial Arts Tennis Programs Open Gym Swimming Summer Lunch
Middle School 12 to 14 years	Instructional Classes Junior Tennis Program Table and Board Games Youth Sports Clinics Swimming	Instructional Classes Summer Day Camp Cable TV Show Sports Leagues	Martial Arts Sports Leagues Tennis Program Open Gym Swimming

Table IV-5: Characteristics of Sample Parks, continued

Program Area	North Agency	East Agency	South Agency
	El Cariso	Belvedere	Victoria
High School 15 to 18 years	Swimming	Weightlifting Open Gym HEAT Cable TV Show	Martial Arts Sports Leagues Tennis Programs Swimming
Adults	Sports Leagues Swimming	Open Gym Weightlifting Sports Leagues Instructional Classes	Bingo Swimming
Seniors	Coffee Club Health and Fitness programs Instructional Classes Cards, Checkers & Chess Swimming	Senior Clubs Senior Computers Senior lunches	Senior Bingo Senior Club Swimming
Community Events	Selected holiday events	None	Selected holiday/cultural events
Family	None	None	None
Other	None	RADD	None
Program Area	Farnsworth	Sorensen	Manzanita
Pre-School 1/1/2 to 5 years	None	Tiny Tot Adventure Zone Sports Leagues Martial Arts	Tiny tots Sports leagues
Elementary School 6 to 11 years	Summer Day Camp Afterschool Day Camp Friday Night Live Hobby Club Youth Tennis Sports Leagues Instructional Classes	Summer Day Camp Afterschool Day Camp Boys Club Girls Club Martial Arts Cheerleading Sports Leagues Instructional Classes	Summer Day Camp Afterschool Day Camp Summer Lunch Program Overnight Camp Sports leagues
Middle School 12 to 14 years	Friday Night Live Hobby Club Youth Tennis Sports Leagues Instructional Classes	Martial Arts BRITE Club Instructional Classes	Summer Day Camp Afterschool Day Camp Summer Lunch Program Overnight Camp
High School 15 to 18 years		BRITE Club Instructional Classes	Summer Lunch Program
Adults	Health and Fitness class	Gem and Mineral Club Instructional Classes	None
Seniors	Health and Fitness class	Senior Club Aerobics	None
Community Events	Selected holiday events	Selected holiday events	Halloween event Turkey Shoot Easter Egg Hunt
Family	None	None	None
Other	None	None	None

Table IV-5: Characteristics of Sample Parks, continued

Program Area	North Agency	East Agency	South Agency
	Robinson	Pamela	Bethune
Pre-School 1/1/2 to 5 years	Preschool program	Tiny Tots Adventure Zone	None
Elementary School 6 to 11 years	Afterschool Recreation Adventure Martial Arts Drill Team	Afterschool Club Computer Club Sports Leagues Cheer Squad Winter Day Camp Sheriff's Drop-in Program	Summer Day Camp Swimming Sports Leagues
Middle School 12 to 14 years	Sheriff's Activity League Martial Arts Drill Team	Sports Leagues Cheer Squad Sheriff's Drop-in Program	Sports Leagues
High School 15 to 18 years	Sheriff's Activity League Martial Arts Computer Workshop Boxing Drill Team	Aerobics	Sports Leagues
Adults	Computer Workshop Boxing	Aerobics	None
Seniors	Seniors Club	None	None
Community Events	Selected community events	Selected holiday events	Easter event Halloween Thanksgiving Dinner Christmas Dinner
Family	None	None	None
Other	Friends of Robinson Park group	None	Monthly Food Distribution

B. FINDINGS AND CONCLUSIONS

- Our analysis of DPR identified a number of strengths in the programs and services offered by DPR.
 - A majority of program personnel are seasoned career professionals committed to providing recreation services to County residents living in neighborhoods in and around County parks.
 - Recreation professionals assigned to park sites are committed to providing programs and services with minimal resources.
 - DPR provides a variety of traditional recreation and aquatics programs at park sites throughout the County.
 - Aquatics programs including lessons, recreational swim, competitive swimming, water polo, and diving programs are provided to residents at no charge.

- Programs at park sites are well received by those taking advantage of the programs and services being offered.
 - DPR has made efforts to respond to the needs of the community by providing before and after school programming and summer day camp programs.
 - The Sheriff's Department program provides added recreational opportunities at selected park sites for youth and young adults.
 - Senior Centers at Steinmetz and Roosevelt Parks provide important recreational, educational and human services to the County's senior citizens.
 - The expansion of after school programming to added sites in recent years has provided much needed services to residents.
 - Establishing computer centers at many park sites added a valuable component to recreation programming.
 - The development of Adventure Nature Camps provided opportunities for youth programming not previously offered by DPR.
2. DPR's recreational mission and goals are not reflected in the programs and services offered at individual park sites or in an overall Department direction or focus.
- Individual interviews with recreation program personnel identified a lack of understanding of DPR mission and goals and little awareness of DPR's minimal strategic planning process.
 - Each field agency operates as a separate unit with little collaboration or communication with the other program delivery units in DPR. Recreation program staff views themselves as employees of an agency rather than DPR.
 - Because recreation program personnel do not identify with DPR's mission, they do not view the programs and services they are offering in the communities and neighborhoods as consistent with an overall Department direction or focus.
 - Interviews with recreation program personnel and a review of current program information revealed no consistent process for determining community needs. As a result, current programs and services offered by DPR have been developed by agency, district or site personnel and often reflect the skills and talents of the staff member rather than the needs of the community or the direction of DPR.
3. DPR's recreation services at the neighborhood and community park level are staffed (with both full-time and hourly staff allocations) at levels below comparable jurisdictions.

- Currently, DPR staffs 67 neighborhood, community, and community regional parks with staff at the Recreation Supervisor and/or the Recreation Services Leader level. Full-time staff is complemented with part-time and hourly staff including instructors and program personnel. **Table IV-6** shows the current staffing deployment pattern for full-time recreation services personnel.

Table IV – 6
Current Deployment of Recreation Services Staff

Number of Program Staff Assigned	Number of Facilities Staffed	Percent of Staffed Facilities
.5	5	7.5
1	31	46.3
1.5	9	13.4
2	18	26.9
3	4	5.9
Total	67	100.0

- The average staffing pattern for parks and facilities is 1.4 positions and is complemented with hourly staff and instructors. **Exhibit IV-2** summarizes the results of the audit team’s survey of several Southern California parks and recreation departments to document park site and recreational facility staffing approaches. The information presented in the exhibit indicates the following:
- DPR’s average of 1.4 staff, complemented by hourly staff, is generally low compared to staffed site patterns for the other jurisdictions surveyed. The pattern differs from the City of Los Angeles, which staffs and operates many facilities comparable to those operated by DPR in terms of diverse characteristics of communities served.
- While Anaheim, Long Beach, Riverside, and San Bernardino have slightly lower dedicated site staffing patterns, each provides central staff recreation programming support of personnel assigned to the sites.
- All departments surveyed complement site staff with hourly personnel.

Exhibit IV-2: Recreation Program and Facility Staffing Approaches

Comparative Factor	Approaches by Jurisdiction						
	Los Angeles County	City of Los Angeles	City of Anaheim	City of Long Beach	City of Riverside	City of San Bernardino	City of Santa Ana
Policy/Approach for Staffing Neighborhood and Community Parks for Recreation Services	Varies from one to two staff at most facilities at the Recreation Supervisor and/or Recreation Leader level. Average staffing pattern of 1.4 complemented by hourly staff.	Community and neighborhood parks are generally staffed with two persons – one at the Recreation Supervisor and one at the Recreation Coordinator level. Where other specific facilities and programs (e.g. child care, senior center, etc), dedicated staff is assigned to support those programs.	One recreation supervisor per staffed site, complemented by hourly/part-time staff. Data unavailable on the number of hours of part-time or hourly staff provided at each site.	One Community Services Supervisor (Recreation Supervisor level) supports between 1 and 3 facilities each — at an average of two per position. Each facility is staffed with one 30-hour a week Recreation Assistant or Recreation Leader who functions as that facility’s primary recreation leader. Each site receives a budget for hourly staff for programs.	Staffed sites average 1.5 (one full-time at the Recreation Coordinator level and a .5 FTE Recreation Program Assistant) assigned staff. Additional part-time/hourly staff, averaging about 5,200 annual person hours per facility is provided to complement the primary facility staff.	One full-time staff person is assigned to each staffed site. Classification level varies depending on the size of the site. Hourly staff complement full-time staff and average about 4,500 person hours per site annually.	4 full-time recreation leaders 3 30-hour/week recreation leaders. Part-time staff — varies by center — from 3 to 15 per site.
Role of Facility Based Versus Central Staff	Most programming is the responsibility of personnel assigned to the site.	Most programming is the responsibility of personnel assigned to the site.	Central staff provide direct program support to sites in such areas as sports.	Central staff provide direct program support to sites in such areas as sports.	Central staff provide direct program support to sites in such areas as sports.	Central staff provide direct program support to sites in such areas as sports.	Yes, including classes, sports leagues, aquatics and other services.

Exhibit IV-2: Recreation Program and Facility Staffing Approaches, continued

Comparative Factor	Approaches by Jurisdiction						
	Los Angeles County	City of Los Angeles	City of Anaheim	City of Long Beach	City of Riverside	City of San Bernardino	City of Santa Ana
Role of Facility Based Versus Central Staff (continued)			League programming; developing specialized classes.	League programming; developing specialized classes.	League programming; developing specialized classes.	League programming; developing specialized classes.	
How revenues generated at site utilized.	Site specific revenues are retained for the site through the “K” account mechanism and used to provide supplies and materials to support programs.	Site specific revenues (e.g., instructor revenue shares, sports league fees) are retained at the site level and used to provide materials and supplies for programs. Each site receives a modest annual budget for program supplies of \$1,200 to \$1,500 for most neighborhood and community parks.	All revenues to the General Fund	All revenues to the General Fund	Most revenues returned to the General Fund. However, each site retains a “donation” account in which unique revenues related to specific sites (e.g. contributions from donors) are retained for that site.	Some site specific revenues (e.g. class and program revenues) are retained in a dedicated “trust fund” for the site.	Some — monies generated by classes/ programs developed and provided at centers are deposited in that center’s “trust” fund.

- While detailed comparisons cannot be made because of data availability, available information suggests that average hourly staff provided to support staff sites differs, as shown in **Table IV-7**. The number shown for DPR is based on budgeted hours for part-time Recreation Leaders for each of the three agencies divided by the number of staffed sites as previously shown.

Table IV – 7
Comparative Allocation of Hourly Personnel to Park Sites

Agency	Average Allocation of Part-time Hours Per Park Site for Recreation Programming Support
Los Angeles County	4,145
City of Los Angeles	3,000 – 4,000 hours allocated to sites. Sites can purchase additional hours based on revenues generated and other funds raised.
Anaheim	Unavailable
Long Beach	Unavailable
Riverside	5,200
San Bernardino	4,500

- Part-time hours for DPR are generally comparable to levels allocated by City of Los Angeles and lower than the other two cities for which data is available.
4. There is no comprehensive, consistent approach to marketing the programs and services offered by DPR. Recreation program marketing decisions are made at the agency, district and/or park site level; are based on the talents and technical capabilities of individual program personnel; and vary in quality and effectiveness.
 - The North Agency produces comprehensive seasonal program brochures that describe programs, services and facilities offered at each park site for the Summer-Fall and Winter-Spring seasons. The brochure is distributed to residents at park sites, libraries, schools and other public facilities. The program brochure contains individual program descriptions and information about time, location, and fee and registration procedures for each activity. Added program marketing efforts are implemented at park sites using program flyers, posters and banners to publicize individual program offerings.

- The East Agency produces a comprehensive brochure of programs and services offered at each park site during the summer for internal use by staff only. It is not available to the general community, but it is available for staff information and to provide information to the public when requested. Individual program marketing efforts are conducted at individual park sites through the development of flyers, individual site program brochures and banners.
 - Marketing efforts in the South Agency are handled on an individual site basis through the development and distribution of flyers, site program brochures, posters and banners. The prevailing marketing philosophy is that by offering programs, participants will attend.
 - The primary program marketing efforts implemented by DPR tend to focus on informing current program participants or park site users of opportunities for program participation.
 - There is no comprehensive, Department- or agency-wide marketing plan that helps to identify DPR as an important part of the community and presents the benefits of participating in recreation and park programs.
 - Program flyers and brochures produced at the park site level lack consistency in content and production quality. Program brochures are produced in-house and lack the program content, graphic quality, presentation focus, and distribution processes used by other recreation agencies to market programs. These marketing inconsistencies contribute to DPR's lack of identity in the community and potentially impact program participation.
 - There is little to no evidence that DPR or individual agencies utilize expanded print, radio, television and Internet media to effectively market its programs and services or to increase awareness of recreation and park opportunities and facilities.
5. The current program offerings of DPR include a variety of traditional recreation programs but lack new, creative opportunities that meet the needs of the individuals, neighborhoods and communities they serve.
- There are gaps in several program areas and user groups. A comparison of the current programs offered at selected program sites with the comprehensive Program Development Component Model identifies serious deficiencies in the programs and services currently offered by DPR. **Exhibit IV-3** compares the current program offerings, facility venues, and program formats to components identified in the model. The results indicate a number of deficiencies in the programs and services currently offered by DPR. The "Opportunities for Improvement" column of the exhibit indicates specific programming areas where the existing program is lacking and potential programming improvements can be made.

Exhibit IV-3: Evaluation of Current Program Offerings

User Groups	Current Program Offerings	Program Areas	Facility Venues	Opportunities for Improvement
Pre-School	<ul style="list-style-type: none"> - Tiny Tots - Swim lessons - Open Swim - Instructional classes 	<ul style="list-style-type: none"> - Art - Aquatics - Instructional 	<ul style="list-style-type: none"> - Parks - Playgrounds - Pools 	<ul style="list-style-type: none"> - Expand preschool class offerings to include a variety of activities (gymnastics, crafts, environmental education, theater). - Create opportunities for intergenerational programming. - Consider Saturday program sessions to accommodate working families. - Place greater emphasis on reading readiness and literacy. - Increase multi-cultural focus in current and new programming. - Include children with disabilities in programs.
Elementary School	<ul style="list-style-type: none"> - Afterschool Recreation - Sports leagues - Instructional classes - Computer Clubs - Summer Day Camp - Field Trips - Swim lessons, team - Open Swim - Friday Night Live 	<ul style="list-style-type: none"> - Arts - Aquatics - Instructional - Sports - Social 	<ul style="list-style-type: none"> - Parks - Playgrounds - Pools - Tennis courts - Sports fields 	<ul style="list-style-type: none"> - Incorporate more structured activities, classes, sports leagues, and homework assistance as part of afterschool program. - Collaborate with Girl Scouts, Jr. Achievement, and comparable programs to provide on-site programs as part of after school program. - Expand sports leagues to include alternative sports such as roller hockey. - Expand instructional classes to include new and alternative programming such as rock climbing, skating.

Exhibit IV-3: Evaluation of Current Program Offerings, continued

User Groups	Current Program Offerings	Program Areas	Facility Venues	Opportunities for Improvement
Elementary School (continued)				<ul style="list-style-type: none"> - Increase educational opportunities as part of Computer Club programs. - Increase multi-cultural focus in current and new programming. - Include children with disabilities in programs.
Youth	<ul style="list-style-type: none"> - Afterschool Recreation - Sports leagues - Instructional classes - Computer Clubs - Summer Day Camp - Swim lessons, team - Open Swim - Events 	<ul style="list-style-type: none"> - Arts - Aquatics - Instructional - Sports - Social 	<ul style="list-style-type: none"> - Parks - Playgrounds - Pools - Tennis courts - Sports fields 	<ul style="list-style-type: none"> - Incorporate more structured activities, classes, sports leagues, and homework assistance as part of afterschool program. - Collaborate with youth organizations to provide on-site programs as part of after school programs. - Expand sports leagues to include alternative sports such as roller hockey. - Expand instructional classes to include new and alternative programming such as rock climbing, skating, and adventure-based activities. - Increase swimming opportunities, extending the length of aquatic season from April to October. - Increase educational opportunities as part of Computer Club programs. - Increase multi-cultural focus in current and new programming. - Include children with disabilities in programs.

Exhibit IV -3: Evaluation of Current Program Offerings, continued

User Groups	Program Offerings	Program Areas	Facility Venues	Opportunities for Improvement
<p>Teens</p>	<ul style="list-style-type: none"> - HEAT program at selected sites - Swimming - Events - Instructional classes 	<ul style="list-style-type: none"> - Social - Sports - Aquatics - Instructional 	<ul style="list-style-type: none"> - Parks - Playgrounds - Pools - Tennis courts - Sports fields 	<ul style="list-style-type: none"> - Establish more weekly Teen Club activities utilizing alternative sites such as store fronts. - Increase designated areas for teen programming at park sites. - Establish Teen Councils that provide opportunity for teens to be involved in decision making, leadership, and governance. - Expand sports leagues exclusively for teens ,to include alternative sports such as roller hockey. - Establish weekly teen night at swimming pools during summer months that combines swimming and social activities. - Collaborate with Sheriff’s program and other nonprofit organizations to increase on-site programming opportunities for teens. - Expand instructional classes to include new and alternative programming such as rock climbing, skating, and topics that prepare teens for school and job experiences. - Expand job opportunities and increase community service learning. - Establish programs that teach entrepreneurial skills. - Increase multi-cultural focus in current and new programming. - Include children with disabilities in programs.

Exhibit IV -3: Evaluation of Current Program Offerings, continued

User Groups	Current Program Offerings	Program Areas	Facility Venues	Opportunities for Improvement
Young Adults	<ul style="list-style-type: none"> - Sports leagues - Instructional classes 	<ul style="list-style-type: none"> - Sports - Instructional classes 	<ul style="list-style-type: none"> - Parks - Pools - Tennis courts - Sports fields 	<ul style="list-style-type: none"> - Expand instructional programs expand variety of educational and recreational opportunities. - Increase opportunities for participation in alternative sports leagues and fitness programs. - Collaborate with adult education and other nonprofit organizations to expand programming opportunities for adults. - Create advisory councils at parks sites to ensure the community a vehicle for input into to park and its programs. Encourage participation on park site advisory councils. - Increase multi-cultural focus in current and new programming. - Include children with disabilities in programs.
Middle Adult	<ul style="list-style-type: none"> - Sports leagues - Instructional classes 	<ul style="list-style-type: none"> - Sports - Instructional classes 	<ul style="list-style-type: none"> - Parks - Pools - Tennis courts 	<ul style="list-style-type: none"> - Expand instructional programs expand variety of educational and recreational opportunities. - Collaborate with adult education and other nonprofit organizations to expand programming opportunities for adults. - Increase health and fitness programming. - Create advisory councils at parks sites to ensure the community a vehicle for input into to park and it programs. - Encourage participation on park site advisory councils. - Increase multi-cultural focus in current and new programming. - Include adults with disabilities in programs.

Exhibit IV – 3: Evaluation of Current Program Offerings, continued

User Groups	Current Program Offerings	Program Areas	Facility Venues	Opportunities for Improvement
Older Adult	- Instructional classes	- Instructional - Social	- Parks - Pools	<ul style="list-style-type: none"> - Expand instructional programs expand variety of educational and recreational opportunities. - Collaborate with adult education and other nonprofit organizations to expand programming opportunities for adults. - Increase health and fitness programming. - Create advisory councils at parks sites to ensure the community a vehicle for input into to park and it programs Encourage participation on park site advisory councils. - Increase multi-cultural focus in current and new programming. - Include adults with disabilities in programs.
Mature Senior	- Senior clubs - Instruction classes	- Social - Instructional	- Parks	<ul style="list-style-type: none"> - Expand instructional programs expand variety of educational and recreational opportunities. - Increase health and fitness programming. - Provide added opportunities for social experiences. - Collaborate with adult education and other nonprofit organizations to expand programming opportunities for adults. - Create advisory councils at parks sites to ensure the community a vehicle for input into to park and it programs. Encourage participation on park site advisory councils. - Increase multi-cultural focus in current and new programming. - Include adults with disabilities in programs.

Exhibit IV-3: Evaluation of Current Program Offerings, continued

User Groups	Current Program Offerings	Program Areas	Facility Venues	Opportunities for Improvement
Family/ Intergenerational	<ul style="list-style-type: none"> - Events - No evidence of specifically designed programs 	<ul style="list-style-type: none"> - Social 	<ul style="list-style-type: none"> - Parks 	<ul style="list-style-type: none"> - Increase family oriented programming at sites. - Create family water play areas and equipment to encourage family swim participation. - Establish weekly family swim night event at pools. - Develop more instructional classes in which adult/child can jointly participate. - Establish more weekend, family oriented programming to meet schedules of working families. - Develop guides that provide families with information about other County parks and programs that are family focused. - Create advisory councils at parks sites to ensure the community a vehicle for input into to park and it programs. - Increase multi-cultural focus in current and new programming. - Include families with disabilities in programs.
Cultural Groups	<ul style="list-style-type: none"> - Incorporated in events - Selected programs at individual sites 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> - Parks 	<ul style="list-style-type: none"> - Increase multi-cultural focus in current and new programming. - Include those with disabilities in programs.
Persons with Disabilities	<ul style="list-style-type: none"> - None 	<ul style="list-style-type: none"> - None 	<ul style="list-style-type: none"> - None 	<ul style="list-style-type: none"> - Ensure that persons with disabilities are included in existing programming at park sites. - Ensure that reasonable accommodations are available to persons with disabilities. - Collaborate with other public and nonprofit agencies to provide programming services to persons with disabilities.
Community Groups	<ul style="list-style-type: none"> - Selected use of facilities 	<ul style="list-style-type: none"> - Social 	<ul style="list-style-type: none"> - Parks 	<ul style="list-style-type: none"> - Facilitate the active participation of community organizations in parks programs and facilities.

- The data provided in Exhibit IV-3 notes program deficiencies identified in our analysis of current programs offered at the selected park sites. These deficiencies can be summarized as follows:
 - Instructional programs for pre-schoolers, elementary school ages, youth, teens and adults lack variety and creativity in theme and topic.
 - The aquatics season from June to September limits opportunities for greater aquatics participation by individuals and families.
 - Aquatics facilities are not conducive to or oriented toward family participation.
 - Sports leagues offer only traditional sports program, inhibiting opportunities for participation in alternative sports activities.
 - Family and intergenerational programming is lacking at park sites.
 - Senior programs are offered only at selected sites, limiting opportunities for greater participation.
 - Programming for pre-schoolers, elementary school age, youth and teens lacks a youth development focus.
 - Programs for pre-schoolers, and after school programs for elementary school age, and youth lack a primary academic emphasis on reading and literacy.
 - Parks sites do not provide opportunities to include persons with disabilities in existing park programs.
 - Programming lacks collaboration and coordination with other nonprofit organizations serving residents in the community.
 - Programming which provides opportunities for teens to be involved in decision-making and leadership development is lacking at individual park sites.
 - Program improvements and/or expansion of new programs at park sites can be accomplished within the current organizational structure and personnel allocation at park sites. Changes and modifications to current program offerings that more accurately reflect the needs of the community can significantly improve the existing programs and services offered by DPR by more creatively utilizing existing staffing levels.
- 6. DPR has not maximized opportunities to expand and enhance programming through collaboration with other public, nonprofit and private sector programs.
 - The Sheriff's Department, through the Sheriff's Youth Foundation, currently operates Youth Activity League programs at 10 of park sites throughout the County. The programs are coordinated by Sheriff's Department deputies and are designed to provide after school and evening

programs. They also offer organized activities for girls and boys as viable alternatives to drug involvement and gang membership. Although the program is designed to be coordinated with existing park and recreation programs at sites, most staff interviews indicated little coordination, joint planning or cooperative programming between the programs. The Sheriff's Department program is considered a separate program and not connected to the overall services offered by DPR.

- Although many nonprofit organizations such as the YMCA, Boys and Girls Clubs, and Girl Scouts of America provide programs in the same neighborhoods and communities where Department programs are offered, there is little collaboration or coordination with these programs. Opportunities to share facilities and enhance programs with the services provided by nonprofit organizations have not been undertaken by Department staff members.
 - Some of the current park sites operated by DPR are located within incorporated cities. DPR has not made significant efforts to coordinate or collaborate with local municipal recreation agencies to maximize programming efforts, avoid program duplication and ensure the effective use of existing facilities.
 - Although most park sites currently have advisory councils, some sites have not developed an effective mechanism for community involvement. Advisory councils can provide a means to maximize collaboration and cooperation from nonprofit organizations, schools, other public agencies, residents and other key agencies in the community. Additional effort needs to be made to effectively utilize advisory councils as a vehicle for community input and collaboration.
 - Opportunities to collaborate with alternative program venues have not been sufficiently explored by Department programs. Venues such as storefronts, municipal parks, commercial facilities and golf courses provide excellent sites for programming and expanding facility capacity.
7. DPR lacks a comprehensive strategic recreational program plan that maximizes Department resources, ensures that programming responds to the needs of the community, and provides staff direction for current and future programming.
- In general, DPR has focused its recreation programming efforts on tiny-tot programs, after school programming for elementary school age, sports leagues for youth and adults, and summer day camps. Aquatics programming has focused on open swim, lessons and competitive swim and diving team programs. The programming focus at each park site is based on the talents, skills and interests of the programming staff and not necessarily on the interests, desires and needs of the community.
 - Recreation program staff is unaware of the County and Department effort to develop a strategic plan for its operation. There is no relationship

between the County's Vision 2000 and planning for recreation programs and services at park sites.

- Interviews with recreation management and program staff, along with a review of department records, indicate little to no effort to develop a long-range recreation programming plan for agencies, districts, or DPR as a whole. There is little to no effort made at the agency or district level to determine community needs and to develop long range plans to establish programs and priorities for addressing identified community needs.
8. There is a lack of understanding of fiscal and budget management responsibilities at the field agency and district levels in DPR. Further, budget monitoring policies and procedures are inconsistently applied among agencies.
- Interviews with recreation program management, supervisory and park site personnel indicate a lack of understanding of DPR budgeting process and monitoring responsibilities. Program personnel are unaware of the budget allocations for individual park site operations.
 - While programming decisions are made at the agency, district and park site levels, budgetary decisions, including the allocation of permanent and part-time recurrent hours, fiscal and budget decisions are made at Headquarters, at the Department level with minimal input from the program level staff. Budget allocations begin each fiscal year with the previous year's allocation as the base. Adjustments to the base allocation are made, either up or down, during the budget review process at DPR, County administrative review or Board of Supervisor levels.
 - Budget information from DPR is often provided late in the season and inhibits effective program management. For example, agency management received allocations for summer 2000 recurrent position staffing in July although decisions regarding programming and staffing assignments were made prior to the start of summer programming in June, 2000. In addition, the information provided included hourly allocations for June through September and not for the remainder of the program fiscal year. As a result, the same cycle of programming decisions and staffing assignments will be repeated without adequate budget information for the fall and spring program seasons.
 - It appears that decision-making responsibility related to the budget and expenditures for programs and services stops at the agency level. Park site personnel do not appear to have authority or responsibility for budgetary decisions although decisions regarding the amount of funds deposited are determined at the site level. Budget monitoring inconsistencies throughout DPR create opportunities for mishandling and misappropriation of department generated funds.

9. Cash handling procedures are inconsistently applied throughout DPR and may result in opportunities for mishandling funds or in decreased revenues.
- Although PM #300 outlines procedures for monitoring and handling revenues generated in DPR, our analysis indicted a lack of consistency in cash handling procedures throughout DPR. Park site supervisors are responsible for collecting recreation program registration fees. Receipts are not issued to participants at the time the fee is collected. Fees are deposited at the District or Agency office, and a receipt for the total deposit is issued to the employee making the deposit. Park site personnel are responsible for collecting the fees; making deposits; and preparing deposit reports that outline the distribution of revenues to general fund and “K” accounts. There does not appear to be any mechanism for ensuring the accuracy of funds collected or establishing a paper trail that supports the accurate collection and processing of program registration fees.
 - Procedures for collecting revenues vary among agencies. Individual agencies or districts have established their own internal procedures for the collection and handling of fees. Cash handling procedures outlined in Department-wide policies and procedures are not consistently applied throughout DPR.
 - Registration fees for special instructional classes (dance, yoga, arts and crafts) create added opportunities for mishandling and misappropriation of Department funds. The North and South Agencies have established similar processes for handling special instructional classes revenues and expenditures. These agencies use a formula in which the contracted instructor receives 70% of registration fees collected for the class, and DPR receives 30% of the fees. The instructor collects registration fees and gives a class roster and checks equal to 30% of the fees collected to DPR for deposit in the general fund revenue account.
 - The East Agency does not use the contractual arrangement for special instructional classes but hires all instructional personnel from their part-time recurrent personnel budget. Instructors are considered part-time employees of DPR. Registration fees are collected at each site; submitted to DPR using the procedure adopted by the agency; and instructors are paid for the actual hours worked.
 - Our analysis found little evidence of internal procedures being followed to verify the accuracy of funds collected for contracted instructional classes. Further, our experience indicates that it is common practice among public recreation agencies to use a percentage split with a contracted instructor when administering instructional classes. Other agencies do not allow the instructor to collect fees and distribute revenues. A common practice among public recreation agencies is for the agency to collect all fees and make adjustments for refunds and pay the instructor at the completion of the program.

10. DPR lacks a consistent process for evaluating the effectiveness and efficiency of programs and services in meeting the needs of the community which inhibits the ability of management to make appropriate and accurate decisions about program direction and resource allocation.
- The North Agency has established a regular process in which participants and/or parents regularly provide the agency with input regarding specific programs. Instructional classes are evaluated at the end of each class. Parents and participants evaluate on-going programs, like summer day camp, at the end of the season. The agency also conducts an annual survey to obtain comments from residents and determine community interest in programs.
 - The East Agency conducts periodic evaluations of new programs but relies primarily on participation information along with staff input to evaluate program effectiveness. The South Agency has no formal participant evaluation process but also relies on participation records and staff input to evaluate programs.
 - No other techniques are used to collect data from which the effectiveness and efficiency of programs and services can be evaluated. As a result, there is little data that can influence program and staffing decisions, justify program continuation or termination, establish program cost/benefit ratios, determine customer satisfaction, and make program expansion or improvements.
 - The lack of an effective program evaluation system inhibits the ability of management to make appropriate and accurate decisions about program direction and resource allocations.
11. DPR lacks sufficient resources to ensure that program personnel are adequately trained to effectively develop and implement programs and services that meet the needs of the community.
- In recent years, DPR established a Department-wide training program to support recreation program personnel in the field. Interviews with recreation personnel suggest that training has focused on policy and procedures rather than program development. Individual reports indicate that recent cutbacks have diminished the effectiveness of Department-wide training efforts.
 - Vacancies in permanent and recurrent positions have hindered the ability of personnel to attend scheduled training events and maintain program hours at park sites.
 - Individual agencies tend to provide their own orientation and training programs and resources for new and returning program staff. For example, the North Agency has developed a series of training manuals for staff that focuses on program policies and procedures and program content. The East Agency has developed a policy and procedure handbook for use by agency recreation personnel.

- There is no evidence of professional development opportunities that increase the skills of supervisory and management personnel and prepare them to take on future management roles in DPR. This factor is especially important given the potential retirements of a significant number of agency and district level administrators in the next several years.
12. DPR lacks the technological and resource development support services that assist personnel in effectively carrying out their program responsibilities.
- Although DPR offers a few programs and services that are funded by corporation or foundation grants, there is opportunity for increased corporate sponsorships of existing programs.
 - There are not significant support services available to agency, district and program staff to assist in obtaining external sponsorship and funding for program development and implementation. Assisting program staff in the development of fundraising proposals to corporations and foundations for support of existing and expanded program opportunities could significantly increase the program resources available to the community and supplement existing budgetary resources for programs. The development of sponsorship opportunities for businesses and corporations could also enhance programming opportunities.
 - Personnel at the district and park site level do not have adequate technological resources to assist them in effectively carrying out the responsibilities of their positions and programs. Most agency and district offices, as well as park sites, are not equipped with up-to-date computer or email capability. As a result, park sites are unable to easily contact and communicate with one another. Record keeping and program registrations are implemented using manual systems. Data collection, budget management, accounting and marketing efforts are minimal at sites that do not have adequate computer systems.
13. A variety of staffing issues have impacted the capacity of DPR to effectively provide recreation programs and services to County residents.
- The hiring freeze imposed during the summer of 2000 significantly impacted DPR's ability to fill vacancies and hire recurrent hourly personnel. Both recreation and aquatics positions were unfilled, impacting the implementation of programs and services.
 - The reinstatement of the Permanent Recreation Leader position had a positive impact on the ability of DPR to staff park sites with full-time permanent positions.
 - At some park sites, Permanent Recreation Leader positions perform the same tasks as Recreation Services Supervisor positions. Permanent Recreation Leaders assigned as the primary leader at a park site perform the same duties and responsibilities of a Recreation Services Supervisor position.

- Traditionally, aquatics program personnel have been difficult to recruit and retain because of salary ranges and interest in water safety positions. Aquatics managers indicate the annual return rate for aquatics personnel is 60% to 70% each summer. This deficiency requires that recruitment and selection processes be conducted each year to fill the vacant position.
- There are several pending retirements among management and supervisory personnel taking place within the next several years. Past decreases in permanent positions and current vacancies may result in fewer qualified internal personnel to fill the positions vacated by the retirements. DPR has no internal program to develop the skills of potential managers in the organization.
- The Assistant Regional Recreation Director and Recreation Services Manager positions perform different job tasks and responsibilities in each agency. In the North Agency, Recreation Services Manager positions directly supervise a district of 6 to 13 park sites, and in the East and South agencies, district park sites are supervised by Assistant Regional Recreation Director positions. In the East and South agencies, Recreation Services Manager positions assist with recreation programming in each district. Recreation Services Manager positions are often used to cover vacant positions, such as a senior center director position or Recreation Services Supervisor position at a park site.
- The County's recruitment and selection process for hiring part-time recurrent personnel is cumbersome, antiquated, and significantly impacts the capabilities of the districts to adequately staff park sites. Examples of the cumbersome process include:
 - Interviews with district management and park site personnel indicated that the current process takes approximately two months to hire part-time hourly program and aquatic personnel.
 - Although programming begins in June, there were instances during last summer in which part-time employees were not placed in job assignments until mid-July. This delay was a result of the selection process schedule and procedures. New employees cannot begin work on-site until fingerprinting and medical examination results are reviewed. The overall hiring and selection process schedule does not take these potential delays into consideration.
 - The hiring "bands" that are established as part of the hiring process inhibit Department personnel from hiring personnel efficiently. Supervisors must select from candidates placed in Band 1 until the candidate list has been exhausted. Once Band 1 is exhausted, personnel can then be selected from subsequent bands. The difficulty arises when a candidate refuses a specific assignment. If a candidate chooses not to accept a position because of geographic location, for example, the candidate remains on the band list. Department personnel are not allowed to hire from succeeding bands until the first band is

exhausted, although a waiver can be obtained from the individual which would allow them to go to other bands. As a result, it can be difficult to fill vacant positions in DPR in a timely and efficient manner.

- At most park sites, the staffing level is at capacity for delivering the current level of programming. Recreation Services Supervisors and Permanent Recreation Services Leaders have implemented programs based on the staffing level allocated to the site, rather than based on the needs of the community or neighborhood. There are certainly individual park sites in which greater programming opportunities could be implemented with the existing allocation of staff, but staffing levels are programming at their capacity. The inclusion of new programs at most sites will require the allocation of additional recreation positions or part-time recurrent hours.
14. As demonstrated in **Table IV-8**, the current plan of management and supervisory organization for the recreation operations at the agency level includes limited spans of control for some management and supervisory positions. (Also see discussion in Chapter IX)

Table IV-8
Recreation Management Spans of Control

Position	Span of Control
East Agency	
Recreation Director	1:4
Assistant Recreation Director	1:11/1:7
Recreation Manager (staffed sites managed)	1:1
North Agency	
Recreation Director	1:4
Assistant Recreation Director	1:1
Recreation Manager (staffed sites managed)	1:5/1:7
South Agency	
Recreation Director	1:4
Assistant Recreation Director	1:6 to 1:8
Recreation Managers (staffed sites managed)	1:1

- Spans of control for the managers in the recreation series, especially at the upper levels, are quite limited.
- In addition, during interviews with managers and staff at each of the three agencies level, we also found it difficult to differentiate between the roles and responsibilities of the Directors, Assistant Directors, and Recreation

Managers, and blurring in responsibilities occurs at different levels at each agency.

- Based on spans of control, without reorganization, the value added of the Recreation Services Manager positions needs to be questioned.
15. The park facility reservation system is operated by each agency as an independent function and the individual systems are not linked in any way
- The North and South agencies use the Rec Ware facility reservation system for all park facility reservations including indoor facilities, outdoor facilities, and pools. The reservation systems can reserve individual facilities at all park sites (rooms, picnic sites, fields) within the agency and can produce reservation contracts, invoices and park user policies for each reservation made. The systems take reservations by phone, mail or walk-in and can process cash, check or credit card transactions.
 - Prior to June, 2000 the North Agency handled park reservations for the East Agency. In June, 2000 the East Agency established a separate reservation system using a standard data base program. The North Agency continued to process credit card transactions for the East Agency until recently. The East Agency system was established to provide better customer service for East Agency residents.
 - On an annual basis the East Agency processes approximately 700 reservations while the South Agency process approximately 1200 reservations. The North Agency processes a similar level reservations each year.
 - The 2000-01 Department budget anticipates that park reservations will generate over \$600,000 in revenues for park indoor, outdoor and picnic rental usage.
 - Each agency administers the reservation system based on the Fees and Charges Policy established by the Board of Supervisors. Charges for facility use are based on the fees established in the policy. Although the Fees and Charges Policy does specify that consideration is given to senior citizens, disabled persons, and nonprofit, community service organizations that might otherwise be unable to enjoy parks and recreation services for which fees are charged reservation system personnel can not waive fees for individuals or groups. Requests for a reduction or waiver of fees are referred the offices of the Board of Supervisors. In cases where a fee adjustment has been authorized by the Board office, reservation staff make the necessary adjustments to the individual reservation.
 - Comparing the Los Angeles County fee policy with other municipal fees for park reservations is difficult. For example, County fees are intended to cover County costs while cities may not have that same general mandate. Each agency defines the parameters of their fees and charges policy in unique ways. In the City of Pasadena, for example, fees and charges are

different for each park site and individual facilities at each site. In addition, individual user groups are defined as city-sponsored, city co-sponsored, nonprofit, nonprofit with less than 60% Pasadena residents, private party and commercial users. By comparison, the LA County fees and charges policy is based on the number of potential users in the group, the number of hours for the use, and the type of use. Reservation staff indicate they periodically receive comments indicating that selected LA County facility reservation fees are higher than other agencies, but there is no current data which provide accurate comparison information.

C. RECOMMENDATIONS

1. Develop a Department-wide strategic planning process that creates a future vision and direction for recreation and aquatic programming in the County. (Refers to Findings 2, 5)
 - Establish a planning process that includes staff members at all levels of the organization, community and neighborhood residents, program participants, user groups, youth, community organizations, municipal organizations, schools, other County departments, and other appropriate groups in an effort to identify a mission and goals for the recreation and aquatics focus of DPR.
 - Ensure that staff members play a significant role in the strategic planning process so there is “buy-in” for the mission and goals of DPR.
 - As a part of the strategic planning process, conduct a County-wide needs assessment that identifies the needs, interests and desires of constituents throughout the County and provides data from which programming, staffing and budgetary decisions can be made.
 - Ensure that the mission and goals developed as part of the strategic planning process are compatible with the missions of the County and Department while addressing the values of the communities and neighborhoods in the County.
 - Extend the strategic planning process to the site level to ensure that program participants, park users, community organizations and residents are a part of a process that defines the direction and focus of individual park sites.
 - As a part of the strategic planning process, establish district-wide advisory councils to provide community input, direction and support to recreation and aquatics programs, and Department program personnel throughout the district. Advisory councils can support local park sites and programs through the development of sponsorship efforts, fundraising and volunteer efforts.

- Create a Department-wide strategic planning steering committee, including representatives from each district, to provide direction to the strategic planning process, ensure active staff and community involvement, and assist with the implementation of the strategic planning process.
2. Develop a Department-wide marketing plan that creates a new, positive image and increases DPR's visibility while promoting the value and benefits of County parks and recreation opportunities. (Refers to Findings 2, 4)
- Create a new theme and logo for DPR that is based on the mission and goals established as part of the strategic planning process and creates a new "look" and level of enthusiasm for DPR and the programs and services it provides.
 - Establish a Department-wide marketing coordinator position responsible for the implementation of the marketing plan. The position needs to focus on the development of marketing materials that enhance the image of DPR, increase program visibility, and promote the benefits of parks and recreation.
 - Ensure the marketing plan identifies mechanisms for promoting Department sponsored programs and services, not only to current program users, but also to non-users (including the handicapped) and persons from culturally diverse communities. Incorporate methods for reaching non-English speaking populations through print, radio and television media and for responding to their requests for information as a result of the marketing efforts.
 - Create a promotional campaign that encompasses high quality print materials, presentation templates, video, radio and television programs and promotional spots, and specialty items that promote DPR and encourage greater use of parks and participation in programs. Promotion campaigns developed by the California Parks and Recreation Society VIP project and the National Recreation and Park Association Benefits-Based Marketing project are examples of successful campaigns designed to promote the values of parks and recreation.
 - Design and develop marketing "templates" (brochures, program flyers, banners and posters) for use by all agencies, districts and individual park sites to develop high-quality publicity and promotional materials that encourage participation in recreation and aquatics programs. The use of these marketing templates will ensure Department-wide consistency in promoting programs and services and improve the image of programs.
 - Equip district offices with appropriate computer hardware and software to utilize the marketing "templates" to promote programs at the district and park site levels, ensuring that high-quality program brochures and promotional materials are presented to the community.

- Develop and implement Department-wide training programs to ensure staff thoroughly understands the purpose and focus of the marketing program and to develop employees' skills for incorporation of the marketing plan to promote the programs and services offered at their park sites.
3. Adopt and implement the “Model Local Park” concept created by DPR Operations Team in June 1995 at all community regional, community and neighborhood park sites. The concept creates parks as an integral part of the community, a place where the community gathers to “share information, strengthen relationships and obtain a sense of belonging to the community”. (Refers to Findings 4 and 6)
- In the “Model Local Park” concept, the park site and staff become the focal point of efforts to build community. The key elements of the concept include:
 - Active involvement of the community to ensure that the park is reflective of and responsive to the community it serves,
 - Participation of citizens, including youth, in the development of programs and services offered at the park site. Provides opportunities for community feedback.
 - Collaboration with nonprofit organizations, churches, nearby public agencies, including school districts and cities, and other County agencies to ensure that related services are available to the community. The park site facilitates the delivery of complementary services, provided by other organizations and agencies, to the community.
 - Facilities that are well-maintained, attractive and create a positive environment within the community.
 - Well-designed programs that serve a variety of interests, promote positive values, create safe environments for children and adults and celebrate the community.
 - Well-trained, customer service oriented, caring leadership who focus on the integration of the park and community.
 - The implementation of the “Model Local Park” concept could begin at one park site in each district, using the site as an opportunity to engage the community in the project, develop relationships with organizations and agencies, train recreation staff and develop successful strategies for further implementation.
 - Additional “model” park sites could be implemented on an annual basis as staff and resources are available for it implementation.

4. Create a new, creative program direction that meets the needs of the community, utilizes facilities to their capacity and increases program participation and park site use throughout the County. (Refers to Findings 1, 4, 6, and 7)
 - Adopt a Department-wide programming philosophy that focuses on the Youth Development Model rather than the prevention model. The Youth Development Model develops positive alternatives for children and youth that provide safe environments, caring leadership and opportunities for positive and creative involvement.
 - There are a number of recommendations for improvements to youth programs that will increase program effectiveness, be more responsive to community needs, increase program participation and focus on youth development. These following suggestions were included in the Program Component Evaluation Matrix, which is Table IV-2.
 - Expand preschool class offerings to include a variety of activities such as gymnastics, crafts, environmental education and theater.
 - Create opportunities for intergenerational programming that bring together children and youth with parents, senior citizens or other adults in positive programs and safe environments. Community celebrations, special events, and instructional programs are excellent programming formats for intergenerational programming.
 - Consider Saturday program sessions to accommodate the schedules of working families.
 - Place greater emphasis on reading readiness and literacy in pre-school and children's programming.
 - Increase the multi-cultural focus of current and new programming to ensure that opportunities to celebrate the diversity of the community are maximized.
 - Encourage the inclusion of children with disabilities in existing recreation programs at park sites.
 - Incorporate more structured activities, classes, sports leagues, and homework assistance as part of after school programming.
 - Collaborate with youth groups to provide on-site programs as part of after school programming.
 - Expand sports leagues to include alternative sports such as roller hockey, volleyball, sand volleyball, lacrosse and skateboarding.
 - Expand instructional classes to include new and alternative programming such as rock climbing and skating.

- Increase educational opportunities in the Computer Club programs by updating hardware, providing educational software programs, and ensuring that staff members are well trained using the software and maintaining computers. Ensure the use of innovative projects that challenge children, increase literacy and reading skills, and provide opportunities for creative expression are to offered participants. Computer Club facilities should be designed to create positive learning environments for children.
 - Create greater programming options for middle school and high school youth that capture their interests, provide opportunities for developing leadership, and encourage positive growth and development.
 - Establish more weekly Teen oriented activities utilizing alternative sites in the community such as store fronts, schools, commercial facilities, and other nonprofit organizations.
 - Increase designated areas for teen programming at park sites so that teens feel they have a place of their own.
 - Establish Teen Councils at park sites that provide opportunities for youth to be involved in decision-making, leadership and governance.
 - Expand sports leagues exclusively for teens to include alternative sports such as roller hockey, Ultimate Frisbee, and sand volleyball.
 - Establish a weekly teen night at swimming pools during summer months that combines swimming and social activities.
 - Expand instructional classes to include new and alternative programming such as rock climbing, skating, and topics that prepare teens for school and job experiences.
 - Establish programs that teach entrepreneurial skills, create job opportunities and increase community service learning experiences.
 - Consider creation of family-oriented swim centers at swimming pools to encourage family participation. Include added facilities such as picnic tables with umbrellas, flotation equipment, water slides, designated water play areas, water basketball or golf and related activities that are safe, fun and create opportunities for intergenerational programming.
 - Establish weekly family night swim sessions that focus on family oriented activities.
 - Establish weekly teen swim nights that combine swimming activities and events (games, relays) with social activities (food, dancing, music).
5. Maximize programming opportunities through cooperation and collaboration with nonprofit organizations and other public agencies providing recreational and human services in the community. (Refers to Finding 6)
- Convene a County-wide summit of key nonprofit organization leaders and public agency officials providing recreation and human service programs

to identify ways in which agencies can collaborate to avoid duplication of services and provide the most effective services possible to the community. Increasing opportunities for collaboration will expand and enhance programming opportunities at park sites and assist DPR in the implementation of the “Model Local Parks” initiative.

- Ensure that local nonprofit organizations and public agencies are involved in the strategic program planning processes at local park sites to encourage coordination and collaboration at the local level.
 - Appoint representatives from nonprofit organizations and public agencies to district advisory councils to ensure they become an integral part of the community building process inherent in the “Model Local Parks” program.
 - Identify programming opportunities at park sites so that nonprofit organizations and related public agency programs can be incorporated in existing programs or offered as part of the park site program. Information regarding these programming opportunities could be included in all marketing materials generated at district-wide and individual park site levels in accordance with the Department’s marketing plan.
6. Increase the involvement of district and park site personnel in the budgeting and fiscal management processes in DPR. (Refers to Findings 6 and 7)
- Responsibility for the development of the DPR budget should involve all levels of the organization, including personnel assigned at the park site level. Site personnel must be responsible for developing the proposed operating budget for their individual sites. This process will provide personnel with an understanding of the budgeting process and the resources available. It will also require them to engage in long-range program planning processes. Increased knowledge of the financial resources available for programming will place greater responsibility and accountability on park site personnel.
 - Conduct quarterly budget review sessions with district and park site personnel to ensure all personnel receive timely budget reports, are aware of the current budget status, and have the information needed to effectively manage the district and park site budgets.
 - Review and standardize all budget development and implementation related policies to ensure that all personnel are administering the budget using the same policies and procedures throughout DPR.
 - Ensure that all personnel are adequately trained on the budget and fiscal management policies of DPR to ensure a clear understanding of fiscal responsibility.
 - Provide districts and park sites with computer hardware and software that is capable of managing the budget process and maintaining appropriate revenue and expenditure records.

7. Develop and communicate policies and procedures cash handling and ensure that they are administered consistently throughout DPR. (Refers to Finding 10)
- Create effective and streamlined cash handling procedures for use by all district and park site personnel. It is recommended that each program registration fee collected at park sites be receipted when collected and processed using a standardized process that ensures accurate accounting of all funds collected.
 - As part of the quarterly budget meetings, conduct training for all park site personnel to ensure that staff is trained to accurately implement the cash handling policies and procedures of DPR.
 - Continue regular audits of individual park sites so that cash handling procedures are correctly and consistently administered.
 - Expand program registration capabilities at park sites so that checks, cash, and credit cards can be accepted for program registrations to increase the convenience of participants enrolling in programs.
 - Standardize the contract class agreement policy to ensure that it is being applied consistently throughout DPR. It is recommended that the policy continue as a percentage split of program fees between the instructor and DPR.
 - Revise the contractual class registration fee collection procedures to ensure the accurate collection and distribution of revenues. It is recommended that DPR collect all program fees at the park site, in accordance with established policies, and deposit fees for contractual classes. When the class session is completed and all cancellations and refunds have been processed, DPR will issue a payment for services rendered to the instructor. This change in process provides greater control over revenues generated from contractual classes and ensures that registration fees are handled appropriately.
8. Establish a Department-wide process to evaluate the effectiveness and efficiency of recreation and aquatics programs and services offered by DPR. (Refers to Finding 10)
- Create a Department-wide program evaluation work plan that incorporates a variety of systems and approaches to ensure maximum input from program users, non-users, staff and community program partners. The evaluation plan is designed to measure the effectiveness and efficiency of programs and services including the following characteristics:
 - Quality of program content (Did program meet its objectives, expressed outcomes and the needs of its participants?)
 - Quality of program leadership (e.g., instructors, lifeguards, program leaders)

- Customer perceptions regarding scheduling, location, and other logistical characteristics.
- Customer perceptions regarding administrative characteristics such as marketing approaches, registration processes, fee levels, and policies.
- Demographic patterns, use levels, enrollment trends, non-user trends and related data available from registration systems and program evaluation information.
- Staff perceptions, experience and input regarding the evaluation input.
- Perceptions of community organizations and agencies that are directly involved in program development and implementation.
- Ensure the evaluation plan includes a variety of approaches for maximum customer feedback and non-user input. The evaluation plan could include the following actions.
 - Design a standardized program evaluation instrument to be administered at the conclusion of all instructional classes, swim lessons, day camps, leagues, and other structured programs to obtain feedback from parents and or participants regarding the content, quality, and effectiveness of the program in meeting the needs of participants.
 - On a semi-annual basis, conduct a Department-wide customer service survey by mail, collecting data from a sample of current program users regarding the effectiveness and efficiency of programs and services. The sample should include a mix of program types (children, youth, seniors) and formats such as drop-in, camps, or classes.
 - Include a survey/feedback opportunity in Department-wide or district-wide marketing materials providing the community at-large an opportunity to make suggestions for new programs, provide input on existing programs, and comment on their program expectations and express any frustrations regarding the programs and services being offered at park sites.
 - Conduct an annual focus group process to obtain information and feedback from community groups, disabled, ethnic and cultural groups, non-users, and other segments of the community that can provide a diverse perspective regarding the programs and services offered by DPR and individual districts.
 - Provide evaluation materials in multiple languages to ensure maximum opportunities for customer feedback and comments.
 - Ensure that appointed Advisory Councils provide input and assist in program decision making.
 - Conduct annual meetings with contractual instructors, school officials and other community agencies or nonprofit organizations involved in

program development or implementation to gain their feedback on programs and services.

- Conduct regular district or park site staff debriefings and evaluation sessions after each major program or on a quarterly basis to ensure that program personnel provide input in the program development at the park site and district levels.
 - Ensure that all program staff is thoroughly trained to implement the evaluation system and recognize the value and importance of obtaining customer/citizen input regarding programs and services.
9. Increase opportunities for training programs and resources to make sure program personnel can effectively implement the programs and services offered by DPR. (Refers to Finding 11)
- Establish a Recreation Leadership Training Academy that focuses on program personnel being adequately trained and prepared to deliver high-quality programs and services to program participants and park users.
 - Develop a training curriculum that is focused on components of DPR program strategic plan and the “Model Local Parks” concept. Incorporate the YMCA training model that creates 20 to 30 hour intense training courses that address specific areas of program development and management. Suggested topics for academy training programs include:
 - New Employee Orientation
 - Program Development and Evaluation School
 - Aquatics School
 - Youth Development School
 - Technology Resources
 - Market and Public Relations School
 - Supervision and Human Resource Management
 - Finance and Resource Development School
 - Mandate all new permanent and recurrent program positions to attend the New Employee Orientation training within 60 days of being hired by DPR.
 - Increase opportunities for professional development for supervisory and management personnel to attend the County-wide management training program.
10. Increase the technological capabilities and the resource development opportunities at all park sites. (Refers to Finding 12)
- Update park site computer systems to include email, budget monitoring and marketing, and program registration capabilities. Providing adequate technological resources will increase communications throughout DPR, increase efficiency in monitoring budgets, create high-quality marketing

materials, maintain program records, and increase program registration capabilities at park sites.

- Increased support services at the Department level to districts and individual park sites for resource development will increase DPR's effectiveness in providing programs and services to the community. Increased assistance with grant writing and sponsorship development will improve the capacity of DPR to fund new and innovative program development and implementation.
11. While most current line recreation program staff levels are at capacity, improvements in the selection process could improve DPR's effectiveness. (Refers to Findings 3 and 13)
- Modify the existing recruitment process for part-time recurrent recreation and aquatic personnel to a year-round recruitment process. Provide the opportunity for individuals to apply for the position at any time during the year, and conduct examination processes for the positions on a monthly or bi-monthly basis. By establishing an open recruitment for these positions and creating a more user-friendly examination process, a larger pool of candidates will be available for selection by district recreation personnel.
 - Work with DHR to eliminate or broaden the "bands" of applicants passing the examination process so district personnel have a greater list from which to select candidates. This effort will resolve the current difficulty of being unable to select from a high band until the previous band has been exhausted.
 - Reclassify Permanent Recreation Leader positions where individual positions are performing responsibilities inconsistent with their job descriptions. This action will resolve situations in which Permanent Recreation Leaders are performing the same or similar job tasks and responsibilities to Recreation Services Supervisors.
 - Many recommended changes and modifications to current program offerings that more accurately reflect the needs of the community and can significantly improve existing programs and services offered by DPR, can be accomplished by more creatively utilizing existing staffing levels. However, further improvements in some areas will require programming and staffing costs that are not currently included in the Department's budget.
12. Realign agency and district management staffing and park site assignments to ensure effective supervision of programs and park sites. (Refers to Finding 14)
- A streamlining of agency and district management and supervisory staffing structures will clarify management roles and responsibilities; eliminate duplication or overlapping of supervisory responsibilities and at the same time increase the overall effectiveness and accountability of the organization.

- At a minimum, the Recreation Services Manager position at the field agency level represents an unnecessary level of management and should be phased out. If these positions were eliminated, Regional Recreation Directors would still have reasonable spans of control in the range of 1:3 to 1:5. These ranges are clearly within acceptable limits.
 - Chapter IX provides additional recommendations related to management and supervisory organization of recreation services.
13. Increase the effectiveness of the park reservation system through interagency coordination efforts. (Refers to Finding 15)
- Establish one centralized park reservation system so that all park users can call to make reservations for park use by mail, phone or, eventually, internet. The system can be established to allow the flexibility for walk-in payments to be taken at district or agency offices. There are centralized park reservation systems (San Mateo County, State Parks and Recreation Department) currently in operation that can serve as models for a centralized reservation system in LA County.
 - Until the centralized system is in place, install the Rec Ware facility reservation system in the East Agency to increase system flexibility and effectiveness and ensure increased customer services to reservation system users. Installing this system within the agency will ensure compatible reservation systems throughout the county and ensure that all residents are treated fairly and equally.
 - Ensure that agency internal operations are consistent throughout the County. Regular meetings of reservation staff along with the coordinated use of reservation system forms and correspondence will increase the system's effectiveness throughout the County.

Chapter V
Maintenance Programs and Services

Chapter V

MAINTENANCE SERVICES AND OPERATIONS

This chapter provides an evaluation of the various field maintenance operations of DPR. Maintenance services are provided through the North, East and South Agencies and include grounds maintenance, construction/crafts services, riding and hiking trails maintenance, and Department-wide support services. To be most informative and helpful, BWG placed special attention on the various staffing needs of these various functions.

A. BACKGROUND

Grounds Maintenance

DPR staff provides traditional park maintenance activities such as mowing, edging, litter control, restroom cleaning, and landscape maintenance. Basic ground maintenance services are organized and deployed through the three agencies.

Staff and private contractors maintain most community, neighborhood, and smaller community regional parks. In each agency, a Maintenance Superintendent, who supervises the staff, is responsible for grounds maintenance on an agency-wide basis. However, there are a few exceptions.

For example, staff assigned to the large, regional parks provide grounds maintenance themselves. The facilities' Superintendents manage the facilities, rather than the agencies' Maintenance Superintendents. Parks in this category include: Hart Park, Natural Areas, South Coast Gardens, Hahn Park, Schabarum Park, Descanso Gardens, Bonelli Park, Santa Fe Dam, and Whittier Narrows.

Construction/Crafts Services

Like Grounds Maintenance operations, Crafts are organized as divisions within each of the agencies. Disciplines provided by Crafts include facilities maintenance, electrical services, plumbing, carpentry, painting, welding, glazing, locksmith, boat maintenance, and sign maintenance. Within each agency, the Construction Divisions provide facilities maintenance services to all of DPR's facilities located within those regions. This includes the regional, community, and neighborhood parks and other special facilities, like the Hollywood Bowl and the gardens.

Riding and Hiking Trails Maintenance

A division within the East Agency, this unit has responsibility for maintaining the 324 miles of trails that are DPR's responsibility.

Department-wide Support Services

In addition to the above functions, the East Agency organization includes several maintenance related functions that provide Department-wide support. The Special Operations Unit provides vehicle and equipment maintenance for the entire Department and also manages the tree farm/ inmate work crew program. The Power Equipment Services Section provides large/utility truck support to all agencies, including grading, hauling, and transport.

B. GROUND MAINTENANCE FOR PARKS

Organization and Deployment of Maintenance Services

As noted above, basic grounds maintenance services for neighborhood, community, and community regional parks are managed on an agency basis. The method by which services are provided (e.g. by County staff instead of private contractor) and grounds maintenance staff are organized and deployed varies among the agencies.

The majority of parks in the East Agency are maintained entirely under contract, including. **Table V-1** includes all parks maintained under contract.

Table V- 1
East Agency Parks Entirely Maintained Under Contract

Park Cluster	Individual Parks
Altadena Parks	Farnsworth, Charles White, Loma Alta, Altadena Triangle
Arcadia Area Parks	Arcadia Regional, Michillinda
Belvedere Area Parks	Atlanta Avenue, Belvedere Regional, Heredia Boxing Club
Crescenta Valley Area Parks	Crescenta, Two Strike
Foothill Community Park	Charter Oak, Dalton, Pamela, San Dimas Canyon, Valleydale
South Whittier Parks	Mayberry, McNees, Sorenson

East Agency staff still maintains: (1) East Los Angeles Parks, which include City Terrace, Obregon, Salazar and Saybrook, and (2) Arcadia Lawn Bowling Greens. Currently, no maintenance services are required for the Bowling Greens because the facility is under construction.

Several East Agency parks have recently (Spring 1999) been assigned to a Pilot Project. The pilot approach mirrors the Regional Park/Special Facility model and facility or park cluster superintendents or managers handle all maintenance and programmatic services, instead of the Agency Maintenance Superintendent. **Table V-2** lists parks managed under the pilot approach.

Table V-2
East Agency Parks Managed by Pilot Project Approach

Park Cluster	Individual Parks
La Puente Parks	Avocado, Bassett, Martin, Rimgrove, San Angelo, Sunshine
Roosevelt Pilot	Roosevelt, Walnut Nature Center

The North Agency maintains a significant majority of park facilities with in-house staff. Only Veterans and El Cariso Parks are handled entirely under contract. All of the North Agency parks maintained in-house by County staff have mowing services provided by private contractors.

The South Agency's parks are more evenly split among in-house maintenance service provision and private contractor service provision. There are 40 parks maintained within the South Agency. County staff maintains 18 of these parks, and 22 are maintained by private contractors. Contract service providers mow Alondra and Bodger Parks.

Within each agency, maintenance practices, including deployment of special crews, staff assignments, and scheduling practices also vary. All positions in the North and South agencies work a 5/8 shift. In the East Agency, staff work 5/8, 9/80 and 4/10 shifts, depending on the individual maintenance assignments and employee preferences. While East and South Agencies staff works a regular five day work week with no evening or staggered shifts, the North Agency operates a seven-day a week organization with most positions assigned at least one weekend day as part of the regular shift. For instance, one shift is Sunday through Thursday, from 6:00 a.m. to 2:30 p.m. Another shift is Tuesday through Saturday, from 6:00 a.m. to 2:30 p.m. Three positions also work an "evening" shift, from 10:30 a.m. to 7:00 p.m. Two of these positions work both Saturdays and Sundays, with one shift on Thursday through Monday and the other Friday to Tuesday.

Additionally, full-time staff in the South Agency rotates to provide coverage on the weekends. Parks are organized and grouped into six clusters, with a cluster encompassing between two and five parks. Maintenance staff assigned to these clusters rotates weekend assignments, according to the number of workers in the cluster. For example, if one cluster employs four positions, the maintenance workers are scheduled a weekend assignment every four weeks. A weekend assignment includes both Saturday and Sunday, and tasks handled are primarily non-skilled, aesthetics-oriented assignments, including restroom cleaning, litter control, receptacle relining, and occasional event set-up/take-down assistance. One cluster of parks is maintained by two positions, but one position works every weekend.

The East Agency assigns two positions to dedicated surface maintenance of the agency's ball fields (e.g., infield screening and grading, pitcher's mound maintenance, batter's box grading).

The North and East agencies staff a dedicated agricultural chemical sprayer while the South Agency has no dedicated position. In the North and East agencies, the sprayer is generally responsible for selecting, mixing and applying chemicals to turf, fence lines, ball diamonds, planter and shrub beds, waterways, access roads, buildings, and landscaping (median strips, planters, roadways). Chemical spraying in the South Agency is provided on a limited basis by grounds maintenance staff who have some level of training with chemicals that are designated safe and not harmful and do not require special certification to apply.

The following sections provide analysis of grounds maintenance operations and services for neighborhood, community, and community regional parks in each of the three agencies.

Grounds Maintenance Services and Operations Maintenance Standards

Over the last ten years, the audit team has documented and developed the following maintenance standards for municipal parks ground maintenance.

- Frequency ranges for park maintenance tasks that are directly related to achieving varying levels of park conditions based on the continuum of grounds maintenance service levels as documented in **Table V-3**.

Table V- 3
Grounds Maintenance Service Levels

Service Level	Grounds Maintenance Service Levels
“A”	State-of-the-art maintenance applied to a high quality, diverse landscape. Turf is lush, dark green, free from weeds and cut to a precise level. Plants and trees are pruned, trimmed and shaped to ornamental beauty.
“B”	A high level of maintenance associated with well-developed park areas with reasonably high visitation. Major difference with Service Level “A” is turf is not cut to precise levels and plants and trees are not pruned and trimmed at the same frequency.
“C”	A moderate level of maintenance associated with locations of moderate to low levels of development and visitation.

It has been our experience that the prevailing level of maintenance in California municipal parks for the major grounds maintenance tasks is at a “B” service level. The service level ranking is based on: (1) evaluating task frequencies for more than ten parks and recreation departments in California and the Western United States, including those listed in **Table V-4** which follows; (2) documenting service frequencies and task times for cities with automated work management planning and control systems for park maintenance services; and (3) reviewing and analyzing park maintenance task frequency and staff time standards necessary to accomplish tasks developed by and for municipal jurisdictions, including standards previously

developed by and for DPR and the City of Phoenix work planning and control program.

Table V – 4
City Agencies for Which Maintenance Service Levels
Have Been Evaluated

Beverly Hills	Pasadena
Corona	Reno, NV
Greenwood Village, CO	Salt Lake City, UT
Mountain View	Santa Monica
Orange	Sparks, NV

Based on these sources, we have found that maintenance frequencies associated with a “B” service level are shown in **Table V-5** that follows.

Table V- 5
“B” Service Level Park Maintenance Frequencies

Task	Task Frequency Associated with a B Service Level
Mowing	Weekly during the warmer months (primary growing once every two weeks during the lower growth periods.
Mechanical Edging	Bi-weekly during the warmer months/primary growing season and monthly during lower growth periods
Site/Irrigation Inspection	Weekly inspections.
String Trimming	Monthly
Ground Cover Maintenance	Monthly.
Playground Inspections	Monthly
Playground Maintenance	Weekly
Restroom Cleaning	Five to seven days per week dependent on facility utilization.
Aeration	Two to three times annually.
Fertilization	Once annually.
Receptacle Emptying/ Relining	Dependent on park site utilization. From three to five servicings per week for a “B” service level.
Pruning (flower beds, shrubbery)	On-going with two to three annual cycles dependent on plant materials and climate.
Weed control	Weekly.
Sports Courts	Weekly cleaning for litter, sand/dirt, etc. Washing frequency dependent on surface composition, location, and use.

These maintenance frequencies were compared to current practices in each of the agencies to evaluate current service levels for grounds maintenance services for neighborhood, community, and community regional parks. Maintenance frequencies

were based on: (1) interviews with grounds maintenance superintendents and supervisors; (2) review of documents, which indicated maintenance frequencies and maintenance staff assignments; and (3) maintenance frequencies specified in contract documents for those facilities maintained totally by contract.

- Staff utilization and staffing levels were compared to target frequencies, and the characteristics of facilities under maintenance were evaluated. Since DPR does not currently employ task time standards to determine grounds maintenance staffing needs or staff utilization, the audit team employed the task time standards we have developed based on our work for other jurisdictions noted above to evaluate grounds maintenance workload, staffing needs, and staff utilization. Second, these standards were applied to the maintenance frequencies documented through interview, document review, and the specific characteristics of the facilities under maintenance to estimate person hours required to achieve target frequencies. Finally, projected person hours were then compared to current maintenance staffing for those neighborhood, community and community regional parks currently maintained by County staff.

As will be discussed in the subsequent sections, our ability to evaluate current operations, services, and staff utilization varied by agency and reflected the availability and completeness of park inventory and maintenance program data maintained by agency personnel.

Current Maintenance Service Levels for Neighborhood, Community and Community Regional Parks

Findings and Conclusions

1. By most measures, we found that service levels for the neighborhood, community, and community regional parks maintained by County staff or under contract are maintained consistent with “B” service levels as defined above. **Table V-6** summarizes current service levels, as documented during the course of the audit.
2. While DPR has stopped using the maintenance standards developed a number of years ago, maintenance targets (as measured by frequencies) are generally consistent between and among the three agencies, their maintenance managers, and maintenance personnel.
3. Frequency targets for parks maintained by County staff are comparable to those established for parks maintained by private contractors.
4. Observations, based on site visits to selected parks of all types in each agency, support the finding that parks are currently being maintained at or near a “B” service level. Where conditions vary, they can be more closely related to the age and level of use of parks than to variations in maintenance frequencies or differences in service levels provided by County staff and private contractors.

Table V- 6
Department's Current Park Maintenance Service Levels
Compared to B Service Level Standards

Task	Task Frequency Associated with a B Service Level	Current Frequencies by County Staff and Contractors
Mowing	Weekly during the warmer months (primary growing season) and once every two weeks during the lower growth periods.	Weekly during the warmer months (March 15 through October 31) — 33 cycles —and bi-weekly during the cooler months — 10 cycles.
Mechanical Edging	Bi-weekly during the warmer months/primary growing season and monthly during lower growth periods.	Accomplished bi-weekly, this service level is on the high-end of a “B” level of service in which the frequency typically ranges from monthly (12 annual cycles) to bi-weekly (24 annual cycles).
Site/Irrigation Inspection	Weekly	Weekly
String Trimming	Monthly	Bi-weekly
Ground Cover Maintenance	Monthly	Monthly, which is consistent with both industry and “B” service level.
Playground Inspections	Monthly	Monthly
Playground Maintenance	Weekly	Daily
Restroom Cleaning/ Maintenance	Five to seven days per week, depending on facility utilization.	Daily
Aeration	Two to three times annually	Three times annually
Fertilization	Once annually	Once annually
Receptacle Emptying/ Relining	Dependent on park site utilization. From three to five servicings per week for a “B” service level.	Daily
Pruning (flower beds, shrubbery)	On-going with two to three annual cycles, depending on plant materials and climate.	Monthly with four annual cycles for pruning and trimming.
Weed control	Weekly	Weekly
Sports Courts	Weekly cleaning for litter, sand/dirt, etc. Washing frequency dependent on surface composition, location, and use.	Weekly washing

5. It should also be noted that DPR's current park maintenance service levels are generally equivalent to maintenance frequencies of other large parks and recreation departments in southern California that were specifically surveyed for benchmarking purposes during the course of this project.
 - **Exhibit V-1**, which follows, compares maintenance frequencies documented through survey of the agencies noted and compared to DPR's current service levels.
 - As can be seen from review of the information presented in the Exhibit, DPR's current service levels for major maintenance services are generally equivalent to the benchmark cities surveyed.

Exhibit V-1
Benchmarks Maintenance Frequencies

Maintenance Task	Maintenance Task Frequencies by Jurisdiction						
	Los Angeles County	City of Los Angeles	City of Anaheim	City of Long Beach	City of Riverside	City of San Bernardino	City of Santa Ana
Mowing	Weekly during the warmer months (March 15 through October 31) — 33 cycles —and twice weekly during the cooler months — 10 cycles.	Weekly during high growth season and biweekly during lower growth period.	Weekly during high growth season and biweekly during lower growth period.	Weekly, Year Around	Weekly from April to October and bi-weekly during winter months.	Weekly from April to October and bi-weekly during winter months.	Weekly, Year Around
Edging	Bi-weekly	Weekly	Weekly	Weekly	Weekly during the warmest four months and bi-weekly for eight months.	Bi-weekly	Twice per month
Restroom Maintenance	Daily	Daily	Twice Daily	Twice Daily	Daily	Daily	Daily
Playground Maintenance	Daily	Daily	Daily	Daily during warm months, and five times per week during cooler months.	Every other day.	Five days per week.	Five days per week
Aeration	Three Times Annually	Once Annually	Once Annually	Once Annually	Annually for High Use Areas	Annually	Annually
Fertilization	Once Annually	Once Annually	Twice Annually	Once Annually	Annually for High Use Areas	Annually	Annually

Maintenance Staff Utilization, Workload, and Staffing Levels for Local and Community Regional Parks

To evaluate staff utilization and staffing adequacy, the audit team applied the following approach.

- Attempted to document the specific characteristics of the parks under maintenance by each of the Agency grounds maintenance organizations in terms of such measures as number of turf acres, and the number and type of special facilities like ball fields and sports courts.
- Employed task time standards to the maintenance frequencies previously documented and the specific facility characteristics to determine the number of person hours required to provide B service levels, consistent with the maintenance targets of DPR and its maintenance personnel.
- Determined the number of maintenance staff required to provide the required person hours based on staff availability to work after vacation and other leave factors are considered.
- Compared the results to current authorized maintenance staffing to determine the extent to which current staffing is consistent with workload and if capacity exists to absorb additional and expanded facilities as they come on line.

In employing this methodology, we encountered several problems and issues. First, while superintendents and supervisors have informal work program plans for the maintenance crews, these plans have not been combined into a formal work program that clearly establishes staff time standards for accomplishing identified tasks and the scope and characteristics of the facilities under maintenance. The North Agency has compiled a comprehensive inventory of facilities that could be employed in our detailed evaluation of maintenance requirements according to developed standards and service level targets. The South Agency only had broad estimates of site acreage and facilities per park. The analysis was based on estimates by the Superintendent, which the audit team developed through interviews. The East Agency database of information about the characteristics of facilities under maintenance is over fifteen years old and has not been updated or validated. Staff, when requested, did not provide additional data on the characteristics of facilities under maintenance.

Second, DPR and the Agency level maintenance managers have no access to automated or manual work planning and control systems that document maintenance activities and staff time devoted to those activities by facility. The information currently collected by DPR involves staff time charged to facilities on

time cards, and that information does not support analysis of maintenance staff utilization or allocation of staff time by task and facility maintained.

Given these issues, the depth of our analysis of grounds maintenance services, staff utilization, and staff capacity varies by agency. Since North Agency data was available, we were able to apply the methodology outlined above with a high degree of confidence and at a substantial level of detail. This included the availability of not only detailed inventory data but also documented work programs involving targeted tasks by facility.

The South Agency had less extensive and detailed park facilities inventory data available, and there was an absence of documented work programs. The audit team estimated facility scope and characteristics and maintenance activities based on interviews with staff. The East Agency also lacked inventory data and documented work programs. The East Agency's lack of staff response related to requests for information resulted in the audit team's inability to conduct the detailed staff utilization analysis accomplished for the North and South Agencies.

Staff Availability Factor

Our methodology is based on comparing authorized staffing to estimated annual workload as expressed in person hours. It should be clearly understood that grounds maintenance worker availability to care for assigned parks is affected by: (1) work time lost due to vacation, sick leave, and other leaves, and (2) time during the average work day devoted to non-direct maintenance activities such as travel to work sites and end of the day clean-up.

Based on review of Department records and interviews with Maintenance Superintendents, average availability per grounds maintenance position is estimated and shown in **Table V-7**. Staff was available for 1,710 net annual hours, and had 378 hours off due to vacations, holiday, sick, injury and administrative leave, and other time-off factors. This estimate is consistent with park maintenance organizations throughout the Western United States. The availability rate is equivalent to 214 annual eight-hour shifts and slightly fewer than eighteen monthly shifts per worker.

**Table V-7
Estimated Grounds Maintenance Staff Availability**

Factor	Person Hours
Gross Availability	
Gross Annual Work Hours	2,088
Time Lost Due to Vacation, Sick Leave, Injury, and Training.	(378)
Net Annual Work Hours	1,710
Annual Working 8 Hour Shifts	214
Net Availability (Time During Shift Lost Due to the Following Factors)	
Start-up Meeting at beginning of work day.	.25
Equipment Check	.25
Travel to Job Site - Beginning of Day	.25
Breaks During Work Day	.50
Travel from Job Site -- End of Day	.25
End of Shift Clean-up	.25
Subtotal Lost During Shift	1.75
Times Annual Net Shifts Per Year	214
Total Person Hours per Year for Travel, Breaks and Beginning and End of Shift Activities	375
Net Field Work Hours Per Worker	
Net Annual Work Hours	1,710
Lost On Shift Time	(375)
Net Time Available for Direct Maintenance Activities	1,335

The net amount of 1,335 hours per full-time maintenance position has been employed to determine staffing needs associated with grounds maintenance work programs for the North and South Agencies.

North Agency Grounds Maintenance Division

North Agency facilities include parks in the Santa Clarita, San Fernando, as well as Antelope Valley. County staff maintains most North Agency park facilities, but private contractors provide mowing services. Both El Cariso and Veterans Park are totally maintained by private contract. The facilities encompass 186.8 total developed acres and include 103.7 acres of turf and are listed in the **Table V-8**.

Table V- 8
North Agency Facilities Maintained by County Staff

Geographic Location	Park Facilities
Santa Clarita and San Fernando Valleys	Castaic Sports Complex, Del Valle, Dexter, Hasley Canyon, Northbridge, Richard Rioux, Val Verde
Antelope Valley	Apollo, George Lane, Everett Martin, Pearblossom, Jackie Robinson

Table V-9 estimates the person hours required to maintain these parks based on target frequencies and maintenance time standards we have developed to evaluate park maintenance operations and services.

Table V- 9
Person Hours Required to Maintain North Agency Park Facilities
Maintained By County Staff

Task	Frequency	Description of Workload	Person Hours
Mowing	Provided by Contract	Provided by Contract	N/A
Edging, Mechanical	Handled bi-weekly — 26 cycles.	Estimated at 1,000 linear feet per person hour per cycle. Current data indicates 511 linear feet of edging per turf acre. Therefore, 511 linear feet * 103.7 turf acres * 26 cycles ÷ 1,000 feet per hour.	1,377
Edging, String Trim	12 cycles annually.	Includes monthly line trimming of valve boxes, turf heads, tree wells, light poles, fire hydrants, etc. Estimated at 15 minutes per developed acre per cycle — 186.8 acres * 0.25 hours * 12 cycles.	560
Aeration	N/A	Handled by Power Equipment Section	N/A
Fertilize, mechanical	2 cycles annually	About 75% of all “soft” areas handled via tractor and 25% by hand. Work standard data indicates that non-turf “growing” areas (shrubs, flower beds, ground cover, landscaped areas) account for about 15% of the total turf area. This excludes the non-growing areas — parking lots, building, sidewalks/paths, playgrounds (sand, wood chips), and lakes/ponds). Therefore, 103.7 turf acres * 15% = 15.55 acres. Total soft acres is 119.3. <ul style="list-style-type: none"> • 119.3 acres * 75%* 20 minutes * 2 cycles = 60 hours. • 119.3 acres * 25%* 1 hour * 2 cycles = 60 hours. 	120
Litter Control	Daily.	Standard data provides for an average 0.77 hours per soft acre per week. Therefore 119.3 acres * 0.77 hours * 52 weeks.	4,776
Receptacle Relining & Emptying	Depends on location and use — some daily, some weekly and some two or three times a week.	Standard data provide for an average 2 minutes per can relined. Estimated 100 cans in network at an average rate of 2.5 servicings per week. 100 cans * 2 minutes * 2.5 * 52 weeks = 26,000 minutes	433

Table V- 9
Person Hours Required to Maintain North Agency Park Facilities

Task	Frequency	Description of Workload	Person Hours
Restroom Maintenance Routine	Twice Daily	Restroom cleaning, time estimated as follows: <ul style="list-style-type: none"> • 45 minutes per facility (male and female) for “top to bottom” sanitizing in the morning. • 15 minutes per facility in the afternoon for follow-up cleaning and problem mitigation. <p>There are 22 restrooms (counting one male and one female as one restroom) maintained by Grounds Maintenance staff.</p>	8,030
Pruning (flower beds, shrubbery)	On-going, two to three major cycles	Standard data provides for an annual average of 311 hours per acre for areas covered with hedge/ground cover and flower beds. There are 1.2 acres of flower beds/ground cover.	373
Weed Control — Routine Maintenance	On-going — weekly.	Standard data provides for an average of 25.0 minutes/per “soft” acre per week for routine “pass-through” control and maintenance — 119.3 acres * 25 minutes * 52 weeks.	2,584
Outside Basketball/ Tennis Court Maintenance	Weekly	Standard data provides for 30 minutes per court per week times 12 courts.	312
Playground Maintenance	Weekly	Standard data provides for a routine playground cleaning — including sand sifting and blowing — takes about 45 minutes per week per playground for the 16 sites.	624
Playground Inspection	Monthly	1.0 hour is required to perform routine inspections of each playground facility.	192

Table V- 9: Person Hours Required to Maintain North Agency Park Facilities Maintained By County Staff, continued

Task	Frequency	Description of Workload	Person Hours
Irrigation O&M	On-going	Standard data provides for an average of 24.96 hours per soft acre per year required for a 'B' level of service. However, "non-skilled" tasks, including inspecting turf, adjusting and replacing nozzles, sprayers, and flow accounts for 40% of the total time. 119.3 soft acres * 24.96 * 40% (10.0 hours).	1,193
Facilities Maintenance	N/A	Provided by Construction Division staff.	N/A
Custodial Maintenance		There are generally accepted standards for estimating custodial needs for multiple use public facilities, and they indicate that each custodian position should be able to clean and accomplish other related tasks for about 16,000 to 18,000 square feet of building space. This standard incorporates the availability factors detailed in the next section in which a position has about 1,335 productive hours. There are approximately 34,760 square feet of multi-use space. At 18,000 square feet per person and 1,335 available hours, this equates to 2,578 hours.	2,578

The corresponding staffing requirements are calculated in **Table V-10** and compared to current maintenance staffing for the North Agency.

**Table V-10
Required Hours and Staff Levels to Maintain North Agency Parks**

Item	Person Hours
Subtotal Hours Required for Recurring Maintenance	23,152
Unplanned Workloads	3,473
Total Person Hours Required	26,625
Net Person Hours Available Per Average Grounds Maintenance Position	1,335
Positions Needed to Handled Workload	19.9
Positions Currently Authorized	19

Approximately 26,625 hours are needed annually by the Grounds Maintenance Division to adequately maintain park facilities. For unplanned workloads, we recommend estimating a 15% contingency for miscellaneous tasks, non-recurring work, and unscheduled or unplanned assignments. The North Agency is staffed at levels slightly below that necessary to handle workload and sustain B maintenance service levels.

South Agency Grounds Maintenance Division

The South Agency maintains 40 parks and facilities, composed of the facilities listed in **Table V-11**.

**Table V- 11
Park Facilities Under Maintenance By South Agency**

Number of Facilities	Description
18	Parks and facilities maintained by County staff.
4	Parks are maintained in part or entirely under contract. Cerritos Park's gymnasium and community center maintained by County staff. Cerritos Park ground maintenance provided by private contractors. Other three facilities (Ladera, Monteith, and Ruben Ingold Parks) fully maintained by private providers.
18	These facilities were formerly managed by the East Agency, but were shifted to the South Agency to align with Supervisorial district boundaries. All of these parks are maintained entirely by contract service providers.
40	Total Facilities Under Maintenance.

Exhibit V- 2 on the following page lists the facilities maintained by County staff in the South Agency. As previously noted, facility inventory data in the South Agency is not available in the same detail and depth as that available for the North Agency. As a result, it was necessary for us to estimate maintenance demands by: (1) determining target frequencies as set forth by the Superintendent in interview, and (2) drawing on our previous analyses of park maintenance operations in other jurisdictions and information already documented for the North Agency facilities to estimate detailed maintenance demands for the South Agency parks. The following steps were taken:

- As shown in Exhibit V-2, there are 329.5 acres of developed space maintained by DPR staff in the South Agency.
- In the North Agency, turfed acres represent 55.5% of the total developed acreage. This is consistent with other park maintenance agencies with which members of the project team have worked, as demonstrated in **Table V-12** that follows Exhibit V-2.

Exhibit V-2
Park Facilities Maintained by South Agency Staff

Site	Total Developed Acres	Facilities	Comments
Alondra	84.0	Gymnasium, Community Center, Lake	
Bodger	10.8	Community Center	
Lennox	5.4	Community Center, Senior Center	High-use facility
Del Aire	7.0	Gymnasium, Community Center	High-use facility
Athens	20.3	Gymnasium, Community Center	
Helen Keller	6.6	Community Center	
Mona	8.4	Gymnasium, Community Center	
Carver	7.2	Community Center	
Campanella	9.0	Community Center, Activity Center	
Enterprise	10.3	Gymnasium, Community Center	
Magic Johnson	62		Developed acres exclude two lakes, one about 7 acres and the other 9 acres, plus about one acre of decomposed granite which is utilized for temporary parking.
Friendship	8		Does not include about 92 acres of non-developed land
Bethune	5.3	Gymnasium, Community Center	
Washington	13.2	Community Center	
Jesse Owens	20	Gymnasium, Community Center	
Ted Watkins	8	Gymnasium, Community Center	Total site about 27 acres of which 19 is undeveloped.
Victoria	36	Gymnasium, Community Center	Cricket Fields
East Rancho Dominguez	8.0	Gymnasium, Community Center	High-use facility
Cerritos	0.0	Gymnasium, Community Center	84 acre facility maintained under contract — facilities maintained in-house.
Total	329.5	Gymnasium — 10 Community Center — 16 Activity Center — 1 Senior Center — 1 Total facility space : 82,400.	The Community/Activity/Senior centers are estimated at 1,800 square feet each. The Gymnasiums, all of which are a minimum of one full court are projected at 5,000 square feet each.

Table V-12
Park Composition in Sample Agencies

Agency	Developed Acres	Turfed Acres	Percentage
Mountain View	173	97.4	56.4
Greenwood Village	137.61	82.28	59.8
Corona	208.26	128	61.5
Santa Monica	84	40.8	48.6
Total	602.87	348.48	57.8

Given the above, we can reasonably estimate the number of turfed acres in the South Agency, and then employ the same maintenance standards to estimate maintenance workload requirements and evaluate staff utilization as employed to evaluate North Agency operations in the previous section.

Table V-13 shows estimated workload requirements for the South Agency Grounds Maintenance Division.

**Table V- 13
 Person Hours Required to Maintain South Agency Park Facilities
 Maintained By County Staff**

Task	Frequency	Description of Workload	Person Hours
Mowing	Weekly during the warmer months (March 15 through October 31) — 33 cycles —and bi-weekly during the cooler months — 10 cycles. A total of 43 annual cycles.	<p>Mowing tasks are handled by a three-person crew. All sites are handled in-house except Alondra, where mowing is provided under contract. 329.5 total acres – 84 acres (Alondra) = 245.5 acres * 55.5% = 136.25 turf acres. Time estimated as follows:</p> <ul style="list-style-type: none"> • 75% of all sites handled by large “gang” mowers (12’ to 16’ in width) at an estimated 22 minutes per acre — $136.25 * 0.75 * 22$ minutes per acre * 43 cycles = 1,611 hours. • 20% of site acreage is “trim” mowing — that is, sites inaccessible by large gang mower and handled with 6’ riding mower — $136.25 * 0.20 * 40$ minutes per acre* 43 cycles = 781 hours • 5% of sites handled with push mowers — $136.5 * 0.05 * 2.5$ hours per acre * 43 cycles = 732 hours 	3,124

Table V- 13: Person Hours Required to Maintain South Agency Park Facilities

Task	Frequency	Description of Workload	Person Hours
Edging, Mechanical	Handled bi-weekly — 26 cycles	Estimated at 1,000 linear feet per hour per cycle. Current data indicates 511 linear feet of edging per turf acre. Therefore, 511 linear feet * 182.8 turf acres (329.5 * 55.5%) * 26 cycles ÷ 1,000 feet per hour.	2,429
Edging, String Trim	12 cycles annually	Includes monthly line trimming of valve boxes, turf heads, tree wells, light poles, fire hydrants, etc. Estimated at 15 minutes per developed acre per cycle — 329.5 acres * 0.25 hours * 12 cycles.	560
Aeration	N/A	Handled by Power Equipment Section	N/A
Fertilize, mechanical	2 cycles annually	About 75% of all “soft” areas handled via tractor and 25% by hand. Therefore, 182.8 turf acres * 15% = 27.4 acres. Total soft acres is 210.2. <ul style="list-style-type: none"> • 210.2 acres * 75% * 20 minutes * 2 cycles = 105 hours. • 210.2 acres * 25% * 1 hour * 2 cycles = 105 hours. 	210
Litter Control	Daily	Standard data provides for an average 0.77 hours per soft acre per week. Therefore, 210.2 acres * 0.77 hours * 52 weeks.	8,416
Receptacle Relining & Emptying	Receptacles are emptied and relined depending on location and use — some daily, some weekly and some two or three times a week.	Standard data provides for an average 2 minutes per can relined. Estimated 150 cans in network at an average rate of 3.5 services per week. 150 cans * 2 minutes * 3.5 * 52 weeks.	910

Table V- 13: Person Hours Required to Maintain South Agency Park Facilities

Task	Frequency	Description of Workload	Person Hours
Restroom Maintenance. — Routine	Daily	<p>Moderate to high level of service for restroom cleaning, time estimated as follows:</p> <ul style="list-style-type: none"> • Restroom cleaned daily (including weekends) from October 1 through May 31 and twice daily from June 1 to September 30. • 30 minutes per facility (male and female) for daily and 1st cleaning and 15 for second cleaning. <p>There are 56 restrooms (counting one male and one female as one restroom) maintained by Grounds Maintenance staff. Therefore,</p> <ul style="list-style-type: none"> • 56 restrooms * 365 days * 30 minutes = 10,220 hours. • 56 restrooms * 90 days * 15 minutes = 1,260 hours. 	11,480
Pruning (trees, shrubs, hedges, ground-cover)	On-going, two to three major cycles	Standard data provides for an annual average of 311 hours per acre for areas covered with hedge/ground cover and flower beds. There is an estimated 2.0 acres of flower beds/ground cover in the South Agency parks.	622
Weed Control — Routine Maintenance	On-going — weekly	Standard data provides for an average of 25.0 minutes/per “soft” acre per week for routine “pass-through” control and maintenance — 182.8 acres * 25 minutes * 52 weeks.	3,960
Outside Basketball/ Tennis Court Maintenance	Weekly	Estimate 30 minutes per court per week times 33 courts.	858

**Table V- 13: Person Hours Required to Maintain South Agency Park Facilities
Maintained By County Staff (Con't)**

Task	Frequency	Description of Workload	Person Hours
Playground Maintenance	Weekly	Standard data provides for routine playground cleaning — including sand sifting and blowing — at about 45 minutes per week per playground for each of the 26 sites.	1,014
Playground Inspection	Monthly	Other cities experience indicates 1.0 hour is required to perform routine inspections of each playground facility.	312
Irrigation O&M	On-going	Standard data provides for an average of 24.96 hours per soft acre per year required for a high level of service. However, “non-skilled” tasks, including inspecting turf, adjusting and replacing nozzles, sprayers, and flow accounts for 40% of the total time. 182.8 soft acres times 10.0 hours.	1,828
Facilities Maintenance	N/A	Handled by Construction Division staff.	N/A
Custodial Maintenance		As shown in the previous exhibit, there are approximately 82,400 square feet of multi-use space. At 18,000 square feet per person and 1,335 available hours, this equates to 6,111 hours. In addition, interviews indicate that workers are also required to assist some number of set-ups for meetings and activities at various sites. We estimated that the time in this activity is about 10% of the total expended.	6,722
Subtotal Hours		42,445	
Unplanned Workloads		Use 15% contingency for miscellaneous tasks and unscheduled assignments.	6,367

Table V- 13
Person Hours Required to Maintain South Agency Park Facilities Maintained By
County Staff (Con't)

Total Person Hours Required	48,812
Net Direct Work Hours Per Position	1,335
Estimated Positions Needed to Handled Workload and Provide B Service Levels	36.6
South Agency Grounds Maintenance Positions Directly Assigned to Parks and to the Roving Mowing Crew	31.0

The current maintenance staffing level for the South Agency is about six positions below our estimate of the staffing requirements necessary to provide a B maintenance service level based on the application of per task time standards. However, it should also be noted that the Division also deploys five Crew Instructors who each direct and oversee about five to eight community service workers each per day totaling an average of 25 to 40 people on a daily basis. While it is clear that these community service workers cannot be equated to full-time maintenance workers in terms of skill level, availability, and productivity, we believe that the sheer number of people available on a daily basis partially serves to fill the identified gap between staffing requirements determined based on workload and service targets, and staff available to meet those requirements. An illustrative analysis that supports this finding follows:

- The number of community resource workers available averages between five and eight persons per Crew Instructor per day.
- Utilizing the five position average with four available Crew Instructors yields 20 positions per day.
- South Agency staff estimates suggest that one eight-hour shift for community service workers actually results in 5 hours of productive time due to breaks, lunch, travel and beginning and end of shift activities. Therefore, about 100 daily hours of actual maintenance can be provided by this pool of community service workers on an average daily basis.
- Clearly, community service workers cannot be equated with paid staff in terms of motivation, skills, and work crew continuity. Community service worker productivity is probably no more than 30% of full-time maintenance staff. Based on this assumption, the net average daily productive contribution of the community service workers is about 30 person hours. This equates to 10,920 person hours annually, or the equivalent of about 8.2 full-time maintenance positions (10,920 hours ÷ 1,335 net available hours per worker). This contribution helps to close the staff – workload gap previously identified.

While the analysis indicates that total available resources in the South Agency are generally consistent with workload needs required to provide B maintenance service levels, some additional factors need to be considered:

- Parks in the South Agency are among the oldest in Los Angeles County. Site visits by project team members revealed aged infrastructure, and in some cases, significant deterioration of facilities. The aged infrastructure and facility deterioration leads to increased work demands. Examples include:
 - **Turf** — Although the condition of the turf is acceptable and consistent with a “B” level of service, it was evident that many growing areas were at the end of their “useful life.” That is, the soils have been depleted of their natural minerals and are really just holding on. As a result, maintenance staff works harder in order to maintain the acceptable service level.
 - **Restrooms** — Facilities (sinks, toilets, walls) are old and deteriorating and were not built with materials that lend themselves to easier cleaning/maintenance. This is especially true with walls and doors. Also, ventilation is bad in many, requiring more deodorizing and sanitizing.
- Our analysis indicates that 3,124 hours are needed to handle mowing needs on an annual basis. At 1,335 hours per position, this equates to 2.3 positions – slightly more than the three-person mowing crew deployed by South Agency maintenance. However, the following additional factors need to be considered:
 - Older parks in California were traditionally built with less “open” space and amenities distributed evenly throughout the parks. For example, as noted above, there are fifty-six restrooms in eighteen parks, resulting in an average of 3.1 facilities per park. In the North Agency, there are 22 facilities spread among 12 sites — an average of 1.8 restroom facilities per park. The more facilities in a park, the “tighter” it is in terms of mowing capabilities — i.e., fairway mowing with 16’ to 20’ gang mowers instead of non-gang mowing.
 - There are about 10,000 trees in the South Agency parks maintained by in-house staff. With 210.2 “soft” acres, this is an average of 47.6 trees per acre. However, the average of park maintenance organizations in which members of the project team have worked and in which reliable data was available is 28.7 trees per acre. Additionally, the North Agency has an estimated inventory of 4,443 trees in all parks maintained in-house (excluding Veterans and El Cariso), which results in a tree per acre ratio of 37.2. The increased number of trees has the same impact as described above and the denser infrastructure reduces mowing crew efficiency.

- As indicated above and supported by our observations and site visits, we believe that these parks have a significantly higher usage rate than other parks in Los Angeles County, as well as other parks with which the audit team has experience. The high usage rate would have a significant impact on overall staff utilization since routine litter control, restroom maintenance, receptacle emptying and relining and some vandalism repair represent a significant portion of the daily workload.

Findings and Conclusions

6. The South Agency maintenance crews fall short of levels necessary to achieve and sustain B level maintenance services.
 - Only the availability of community service workers serves to enable the Agency to meet target frequencies.
7. Based on our analysis of the North and South agencies, we believe DPR is providing grounds maintenance services consistent with B service levels, which is the maintenance service level for municipal parks in California.
 - This includes parks maintained by County staff and by contract service providers. It should also be noted that the B service level is consistent with DPR's expressed goal/target of keeping the parks "clean and green."
8. County grounds maintenance staff is performing consistent with productivity and staff utilization standards based on available data for the North and South agencies.
 - We are unable to draw a similar conclusion related to East Agency grounds maintenance operations because of the data unavailability problems previously described. However, overall review of staff resources assigned to the East agency compared to broad estimates of developed acres under maintenance indicates that:
 - The level of staff resources assigned to the East Agency compared to park facilities under maintenance is comparable to patterns documented for the North and South Agencies.
 - East Agency service frequencies are comparable to those provided in the North and South agencies.
 - As a result, it is reasonable to conclude that the service level and utilization patterns documented and evaluated for the North and South Agencies also apply to County-staffed maintenance services in the East Agency.
9. The analysis clearly indicates that current maintenance staffing is at capacity (or over capacity if community service worker contributions are excluded),

and grounds maintenance services cannot absorb additional facilities for maintenance without reduction in service levels.

- Since current service levels are consistent with the predominant service levels for municipal park maintenance in California, any increase in facilities under maintenance will result in service deterioration below California municipal park patterns since:
 - In-house staff is performing consistent with productivity standards.
 - Contract service providers are contracted to provide maintenance frequencies consistent with B service level standards. Since contract costs are directly related to the size and characteristics and maintenance frequencies required, there is no discernable way that funds employed for contract services can be employed to absorb additional facilities without reducing maintenance frequencies for existing parks.
10. While superintendents and supervisors have informal work program plans for the maintenance crews, these plans have not been combined into a formal work program that clearly establishes staff time standards for accomplishing identified tasks and the scope and characteristics of the facilities under maintenance.
- While there is general consistency among the agencies regarding maintenance targets for both County maintenance staff and private providers, these target frequencies are not set forth as formal performance targets by DPR, nor is actual performance reported against these targets on a formal or continuing basis.
 - As a result, it is difficult for DPR to clearly illustrate the impact of absorbing new facilities, without commensurate increase in grounds maintenance resources, on maintenance service levels for existing facilities.
11. Finally, while we recognize that DPR funding is heavily influenced by the County's financial situation and resources available to support all County services, it is also clear that grounds maintenance staff are at capacity (including contract resources).
- As a result, DPR cannot be expected to accept additional facilities for maintenance and continue to meet the "clean and green" target and provide B service levels without additional resources.

Recommendations

1. As new parks are added for maintenance, use the standards we have employed in this chapter to determine and make visible the incremental staff or contract resources necessary to maintain these facilities. (Refers to Finding 9)
 - This includes demonstrating the impact of the absence of additional resources on maintenance service levels across the remainder of the park network across the three agencies.
2. Develop a formal work program that clearly establishes staff time standards for accomplishing identified tasks and the scope and characteristics of the facilities under maintenance. (Refers to Finding 10)
 - Clearly establish maintenance service level targets by proposing a B service level, including the maintenance frequencies associated with that service level (as documented in the previous sections of this chapter), as the maintenance service level target for DPR.
 - On a continuing basis, report performance against target maintenance frequencies. While we recognize that DPR lacks formal, automated work planning and control systems, general frequency data can and should be monitored and reported by the Maintenance Superintendents based on knowledge gained from continuing review of the operations (County staffed and contract) under their control.

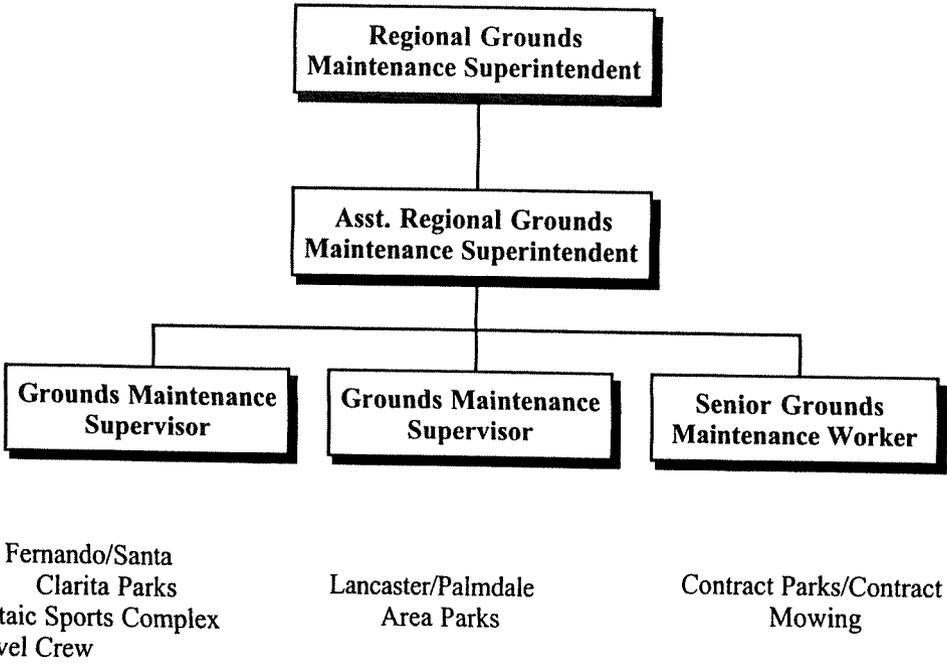
C. MANAGEMENT AND SUPERVISORY ORGANIZATION FOR GROUNDS MAINTENANCE

Current Grounds Maintenance Organization

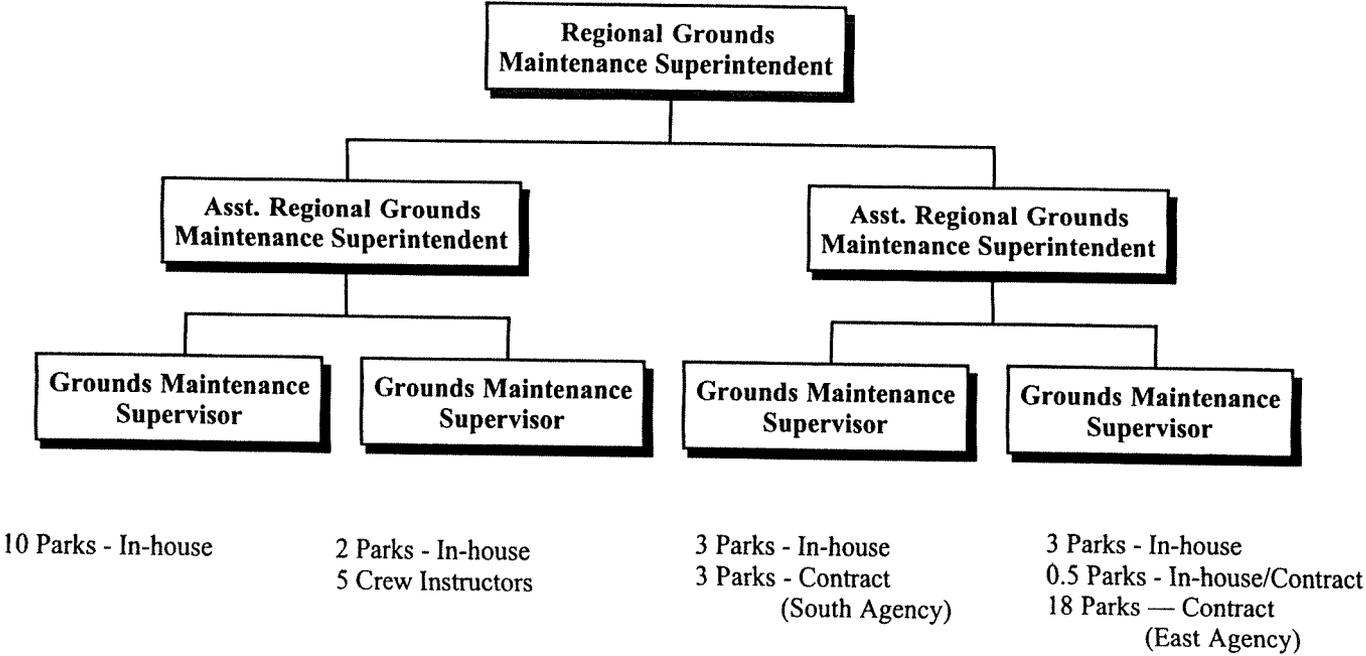
While management and supervisory staffing patterns differ between each of the three agency grounds maintenance organizations, the basic organizational approach is similar. **Exhibits V-3, V-4, and V-5**, which follow this page, show the current plans of organization for maintenance services in each of the three agencies. As can be seen from review of the information shown in the exhibits, grounds maintenance services in the three regions follow a similar organizational pattern that involves three levels of management and supervision:

- A Regional Maintenance Superintendent oversees ground maintenance services, including services provided by contractors and County staff assigned to maintenance services.
- In each agency, one or more Assistant Regional Maintenance Superintendents assists the Superintendent with overall management and supervision of field activities.

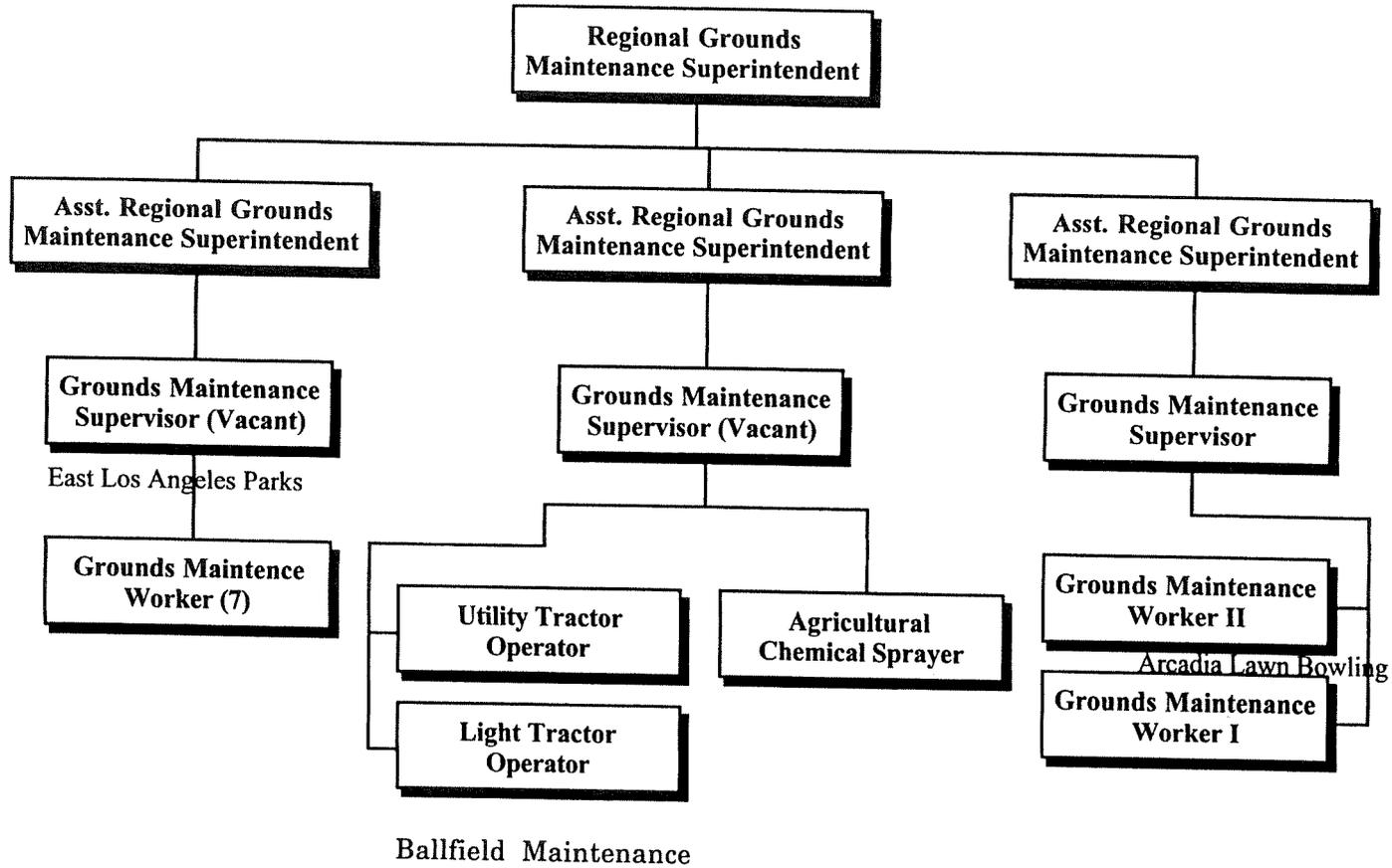
North Agency
Grounds Maintenance Division



**South Agency
Grounds Maintenance Division**



East Agency
Grounds Maintenance Division



- First line supervision is provided by Grounds Maintenance Supervisors who supervise varying numbers of grounds maintenance workers and have responsibility for monitoring contract service providers in contracted parks in areas for which they are responsible.

As can be seen from review of the information shown in the exhibits, the spans of control of the Superintendents, Assistant Superintendents and Supervisors varies.

- In the North Agency, there is a one-over-one relationship between the Superintendent and the Assistant Superintendent, and the Assistant Superintendent has a span of control of 1:3.
- In the South Agency, the spans of control of both the Superintendent and the Assistant Superintendents are 1:2.
- The East Agency features a span of control of 1:3 for the Superintendent, and the Assistant Superintendent positions each supervise one Grounds Maintenance Supervisor for a span of control for each Assistant Superintendent of 1:1.
- The first line Grounds Maintenance Supervisors spans of control vary from agency to agency. In the North Agency, both Supervisors oversee between five and eight parks, totaling between 90 and 95 acres each. A Senior Grounds Maintenance Worker oversees sites maintained under contract (two sites totaling 215 acres) and the mowing contract.

In the South Agency, one supervisor oversees ten parks, which account for over 211 total developed acres. One supervisor oversees two parks and five Inmate Crew Instructors. These Crew Instructors oversee seven to eight community service workers per shift. One supervisor oversees six parks — three maintained in-house and three under contract. Sites maintained in-house total 31.2 acres. One Supervisor manages the maintenance of 21 parks, of which eighteen are handled under contract.

Evaluation Criteria

The audit team incorporated two main evaluation criteria. First, the team considered the extent to which the three levels of management and supervision are cost-effective and how each level of management and supervision add value in terms of contract management and staff supervision. Second, the team evaluated current spans of control in the context of organizational theory and patterns observed in other public organizations with comparable missions and staffing configurations.

Findings and Conclusions

12. The spans of control of the Superintendent and the Assistant Superintendents in each of the agencies are extremely limited and fall well below ranges viewed as reasonable and cost-effective for public organizations, including park/grounds maintenance organizations of similar size in terms of line staff and first line supervisors.
13. Unless there are unique demands (e.g. major community or “outside” contact/relationship responsibilities) placed on the unit manager/superintendent that require an Assistant to accord adequate attention to day-day operations, one over one management and supervisory relationships are not viewed as cost effective or necessary. Based on our understanding of the role and responsibilities of the Regional Maintenance Superintendents, there is no indication that the Superintendents face such external demands. Indeed, managers/superintendents of functions and subordinate staff should generally be expected to oversee a minimum of four to six subordinate staff. Neither the Superintendents nor Assistant Superintendents in each of three agencies have spans of control that exceed 1:3, as summarized in the **Table V-14**.

Table V- 14
Maintenance Management
and Supervision Spans of Control

Position	Span of Control
Maintenance Superintendent – North Agency	1:1
Assistant Superintendent – North Agency	1:3
Maintenance Superintendent – East Agency	1:3
Assistant Superintendents – East Agency	1:1
Maintenance Superintendent – South Agency	1:2
Assistant Superintendents – South Agency	1:2

14. Concurrently, it has been our experience that municipal grounds maintenance organizations in the Western United States that are staffed similarly to the Agency grounds maintenance divisions in DPR, are generally structured with

two rather than three levels of management or supervision. **Table V-15** shows some illustrative spans of control for parks maintenance agencies.

Table V- 15
Illustrative Spans of Control in Selected
Municipal Park Maintenance Organizations

Agency	Superintendent's Span of Control	Assistant Superintendent or Comparable Position	Supervisors' Average Span of Control	Total Line Park Maintenance Staff
City of Beverly Hills	1:6	None	1:4	23
City of Corona	1:4	None	1:4	14 Plus Extensive Private Contracts
City of Huntington Beach	1:4	None	1:6	27 Plus Extensive Private Contracts
City of Mountain View	1:3	None	1:9	28 Plus Limited Private Contracts
City of Reno, NV	1:4	None	1:8	33 Plus Limited Private Contracts
City of Santa Monica	1:4	None	1:10	45 Plus Contract Maintenance for Half of the City's Parks
City of Sparks, NV	1:5	None	1:8	41

Table V-15 shows that the prevailing pattern in the illustrative municipal maintenance organizations, (most of which are comparable to one or more of the agencies) is to manage and supervise grounds maintenance and comparable services with two management/supervisory levels, and with Maintenance Managers/Superintendents directly managing/ supervising field supervisors without an intermediate Assistant Superintendent position.

15. Concurrently, based on interviews, we found that the roles/responsibilities of the Superintendents and Assistant Superintendents is blurred based on current organization and operations, and it is difficult to clearly delineate the “value added” by the two management levels involving Superintendents and Assistant Superintendents.

Recommendations

3. The position of Assistant Superintendent in the Grounds Maintenance units for each of the three agencies should be eliminated and superintendents should be expected and required to directly oversee grounds maintenance supervisors. (Refers to Finding 12)
 - The previous discussion has indicated that the current management and supervisory organization for grounds maintenance services in the three agencies: (1) is outmoded; (2) results in extremely low spans of control for both Superintendents and Assistant Superintendents; and (3) is atypical compared to management and supervisory staffing patterns in other municipal parks maintenance organizations.
 - With the elimination of the Assistant Superintendent level, spans of control for Superintendents in each of the three agencies would be in reasonable ranges, as demonstrated in **Table V-16**.

**Table V- 16
Spans of Control for Maintenance Superintendents with Elimination
of the Assistant Superintendent Level**

Position	Span of Control
Maintenance Superintendent – North Agency	1:3
Maintenance Superintendent – East Agency	1:3
Maintenance Superintendent – South Agency	1:4

- Responsibilities should be allocated between the Superintendents and Supervisors, as shown in **Table V-17**. Chapter IX explores and recommends additional organizational adjustments related to maintenance services in the context of more extensive departmental re-organization.

Table V - 17: Allocation of Responsibilities Between Superintendents and Supervisors

Position	Responsibilities
Parks Manager/ Superintendent	<p>Manages all aspects of park maintenance services — including ensuring the maintenance and upkeep of all park facilities and those under contract maintenance. Specific responsibilities should include the following:</p> <ul style="list-style-type: none"> • Directly supervises Parks Supervisors. • Conducts site inspections of park facilities to ensure proper maintenance, determine repair needs and ensure contracted park maintenance is completed — approximately 10-20% of time in field. • Creates/modifies maintenance standards guidelines. • Prepares division reports and records and appropriate correspondences and submit budget estimates. • Identifies maintenance and capital needs of facilities — typically park furnishings as they relate to safety, hazardous conditions, equipment and contract maintenance, public requests and complaints. • Handles personnel issues, including subordinate evaluation and discipline processes and operations • Budget preparation.
Parks Supervisor/ Foreman	<p>Supervisors oversee park crews and inspect work performed by contract service providers in their assigned areas. The following describe responsibilities and activities:</p> <ul style="list-style-type: none"> • Supervises and directs crews assigned to specific areas or parks. • Inspect contract maintenance in assigned areas. • Administration and paperwork, including inspection forms, vandalism forms, time sheets, change orders, accident investigations, and service requests.

D. CRAFTS AND CONSTRUCTION SERVICES

Each of the three agencies is also assigned a Construction Division that provides crafts/facility and infrastructure maintenance support to parks and other Department facilities in each of the agency areas. Staff assigned to the Construction Divisions includes electricians, plumbers, carpenters, locksmiths, welders, painters, and general maintenance workers. The three divisions provide skilled and general maintenance and repair to existing facilities (e.g., restrooms, irrigation systems, electrical components, drinking fountains), as well as constructing new equipment/facilities (e.g., benches, fences, planters, play equipment). **Exhibit V-6** shows staff assigned by craft/trade in each of the three agencies. As can be seen from the information shown in the exhibit, a total of 103

Exhibit V-6

Positions	Number of Positions Assigned			Total
	North	South	East	
Administration				
Building Crafts Superintendent	1	1	1	3
Secretary/Typist Clerk	1	1	2	4
Service Request Technician		1		1
Plumbing				
Plumbing Supervisor	1	1	1	3
Plumber	4	5	5	14
Irrigation/Pipe Fitter	2	4	2	8
Electrical				
Electrical Supervisor	1	1	1	3
Electrician	3	3	5	11
Electro-Mechanic		1		1
Refrigeration Mechanic			1	1
Carpentry				
Carpenter Supervisor	1	1	1	3
Carpenter	1	4	3	8
Floor Finisher		1		1
Cement Finisher		1	2	3
Concrete Cement Helper		1	1	2
Painting				
Painting Supervisor		1	1	2
Senior Painter		1	3	4
Top Painter		1		1
Painter	2	1		3
Sign Painter			2	2
General Maintenance				
General Maintenance Supervisor		1	1	2
General Maintenance Worker	3	6	6	15
Construction Repair Worker		1		1
Other				
Locksmith		1	1	2
Welder/Fitter	1	1	1	3
Glazier			1	1
Boat Mechanic	1			1
Total Positions	22	40	41	103
Total Management/Supervisory	4	6	6	16
Total Clerical Support	1	2	2	5
Total Line Positions	17	32	33	82

Number of Positions by Agency and Function

positions are assigned to three divisions. Those positions are allocated as shown in **Table V-18**.

Table V- 18
Composition of Construction/Crafts Units

Position Type	Number	Percent of Total
Management/Administrative/ Support	8	7.8 %
Supervisory	16	15.5 %
Skilled Crafts	63	61.2 %
General Maintenance	16	15.5 %
TOTAL	103	100.0 %

About 61% of assigned staff is classified as skilled crafts workers, 15% as general maintenance workers without specific crafts designations or classifications, and 24% as management, administrative support, or supervisorial personnel.

Construction/crafts record work time by task or work order on daily time cards. In the North and East agencies, daily task and time reporting data are entered into an automated data base (which is available to all three agencies) that serves as the principal source for documenting work and staff time utilization of construction division staff. In the South Agency, construction/crafts division staff also record daily work data, but it is our understanding, based on interviews and requests for information, that data is not consistently entered into the automated data base.

Evaluative Criteria for Staff Utilization

The audit team considered the following criteria when they analyzed construction and crafts staff utilization:

- Construction staff utilization based on comparison of total available work hours to those charged to work orders to determine proportion of work time charged to work orders versus unaccounted time. A general standard involving both work management and control is that from 75% to 80% of available work time for staff should be documented and charged to work orders.
- Construction/crafts workers compared to the scope of facilities under maintenance based on some broad standards we have developed in our work with other park and facility maintenance organizations across the Western United States.
- The cost-effectiveness of management and supervisory organization considering levels of management and spans of control.
- Scope and content of work planning and management systems and approaches currently in place.

The audit team also took the following steps in order to attempt evaluation of staff utilization.

- Selected representative positions, covering the mix of skilled crafts and general maintenance worker positions, from both the East and North Agencies. Because of issues associated with data entry of work orders and daily time reports, we did not sample staff in the South Agency.
- For both agencies, documented time charged to work orders for these positions for a nine-month period (January – August, 2000). Then, reported work hours for the nine-month period were totaled; annualized; and compared to average annual net work time available. The net work time available standard employed was the 1,335 average hours per worker, as calculated in the first section of this chapter for grounds maintenance workers, adjusted to eliminate the deduction for travel time which we were told was included in charges to work orders on daily work reports by crafts staff. The adjusted net available work time person hours per worker resulting from this adjustment is 1,442 net work hours.
- Compared net available work time to total time per position reported on work orders to calculate an estimated utilization percent per position.

Findings and Conclusions

16. Work time reported on work orders falls well short of a 75% to 80% utilization rate for most of the positions covered in the analysis for both agencies.
 - Specifically, the average utilization percent for the sampled positions from the East Agency was 36.4%, and the average utilization percent for the sampled positions from the North Agency was 28.9%.
 - There was probably substantial work time not reported on work orders

17. East Agency utilization rates also varied widely – from nearly 97% for one of the electricians to virtually “zero” for painters and carpenters.
 - We could find no consistent or comprehensive explanations for the low level of reported work hours for most of the staff positions.
 - One potential explanation for some variations was that work order time excluded travel time and thus could theoretically understate actual work time. However, interviews indicated that travel time is usually included in time charges to work orders and is not a principal reason for the documented low levels of utilization for most positions.

18. We believe the current service/work order and staff work time recording system does not fully capture the work of all crafts staff and, as a result, data collected from the system and analyzed cannot be used as valid indicator of construction/crafts utilization – either Department–wide or on an agency by agency basis.
 - Similarly, in the absence of accurate work time by work order and/or work task data, there is virtually no way that DPR management can accurately monitor or evaluate staff utilization and productivity on an accurate and valid basis.

19. There is no way to compare time reported on specific service orders to either validate or invalidate employee work time reported on daily time cards.
 - We also sampled a limited number of service order requests in an attempt to evaluate work time reported for various types of service orders. The sample size was significantly limited for several reasons.
 - First, detailed descriptions of maintenance needs are listed only on the “open” or “existing” service request worksheets. Second, once the service order is completed, the job is considered closed and the reporting forms for closed items provide limited narration on the work done. Finally, “open” service request reports are those not yet completed as of the date sampled, and reviews indicate many service request reports lack either adequate descriptions of work required and completed, or time spent to date on the specific work request.

20. A review of selected service requests raised some issues about the level of effort recorded for the small sample of service orders reviewed.
- Based on a sample reviewed by BWG, the audit team concluded that time expended on the various tasks seemed to be consistently high, considering the nature and apparent simplicity of the work orders.
 - Since work descriptions are minimal and travel time may or may not be included, it is impossible to draw definitive conclusions from the limited data. However, this data underlines the difficulty, if not impossibility, of validly tracking or evaluating the activities of construction/crafts staff in all the agencies.

Staffing Levels in Construction/Crafts Compared to Benchmarks

In our work for other parks and recreation and facility management agencies, we have developed some broad benchmarks that relate needed construction and crafts staff to some broad measures of facilities under maintenance that are commonly measured and reported by most agencies. One of these benchmarks is that, on the average, facility maintenance requirements average 26.9 hours per developed acre per year. Benchmarks exclude management, supervisory, or administrative support personnel. Clearly, this is a broad benchmark considering that specific agencies differ markedly in terms of level of intensity of facilities on parks and the age and condition of facilities. As a broad test, we applied this benchmark to the North and South Agencies (for which, as previously noted, relatively detailed park facility inventory data were available. The following sections discuss the application of the benchmarks to the North and South Agencies.

21. The staffing of the Crafts/Construction function in the North Agency is slightly high when all factors are considered.
- There are 405.5 developed acres in the North Agency, including Veterans and El Cariso Parks that are maintained under contract. Application of the above standard yields the following:
 - 405.5 developed acres * 26.9 hours per acre = 10,908 annual hours
 - 10,908 hours ÷ 1,335 available hours = 8.2 positions annually
 - The calculation above does not incorporate maintenance needs at the “non-park” facilities, including the Hollywood Bowl, the Virginia Robinson Gardens, and the Arboretum. Given that these sites are unique and do not lend themselves to benchmark comparisons, we reviewed a four-month summary of work at two of the sites.
 - **Table V-19** shows hours expended by Construction Division staff at the Hollywood Bowl and the Robinson Gardens for the period September 1, 1999 to December 31, 1999.

Table V- 19
Construction/Crafts Time Charges to Special Facilities
in the North Agency

Facility	Person Hours	
	4 -month Total	Annual Equivalent
Hollywood Bowl	231	693
Virginia Robinson Gardens	169	507
Total		1,200

- As shown, a projected 1,200 hours are annually expended at the two facilities for an average of 600 at each site. The data excludes Hart Park, which is also a relatively unique facility. If we assume that Hart Park would have a similar impact in terms of workload requirements from Crafts Division staff, then 1,800 hours of total workload would be expended at the three sites. Based on the availability factor detailed above, this is equivalent to 1.4 positions.
 - Therefore, application of these broad benchmarks indicates that 10 positions would be needed to provide facility maintenance and construction services in the North Agency. Currently, 15 line crafts/construction positions are authorized for the North Agency.
 - These benchmarks are based on agencies with significantly smaller geographic area covered than the area covered by each of the agencies' construction/crafts personnel. At a minimum, a 25% adjustment for travel time needs to be made to reflect the extensive geographic areas served by DPR. With this adjustment, the benchmark would indicate that 12.5 – 13 positions could be justified for the North Agency, and this figure is generally equivalent to the number of staff currently authorized.
22. The number of construction/crafts personnel required for the South Agency is relatively close to the level currently authorized.
- The South Agency was selected for the other benchmark analysis because some facility inventory data was available. However, work times by facility for the unique facilities located in the agency were not available and had to be estimated. We applied the benchmark standards as follows:
 - Twenty-two of 40 facilities in the South Agency that comprise the “traditional” South Agency sites (excludes the 18 facilities transferred

from the East Agency currently handled under contract) account for 434 developed acres.

- The 22 sites include those listed above in the analysis of the Grounds Maintenance Division, plus Cerritos (84 acres), Ladera (15.9 acres), Montieth (0.6 acres) and Ruben Ingold (4 acres).
- According to the standard described above, 8.7 positions are needed to handle skilled maintenance tasks at these sites ($434 \text{ developed acres} * 26.9 \text{ hours} \div 1,335 \text{ available hours}$).
- A recent and detailed inventory of the 18 “ex-East Agency” parks does not exist. However, a 1988 inventory indicates that there are approximately 212.3 acres under irrigation in these parks, or “soft” acres.
- Our previous analysis indicates that soft acreage represents about 63.7% of the total park acreage. Therefore, $212.3 \text{ soft acres} \div 63.7\% = 333.3$ total developed acres.
- Application of the benchmark yields the following: $333.3 \text{ total developed acres} * 26.9 \text{ hours per acre annually} = 8,966 \text{ hours} \div 1,335 \text{ hours available} = 6.7$ positions.
- According to this analysis, the equivalent of 15.4 crafts positions is needed to provide required skilled maintenance services to the Agency’s 40 parks, covering 767.3 developed acres. Again, our analysis does not account for maintenance needs at three specialty sites — South Coast Gardens, Schabarum, and Hahn Parks. However, we can estimate the additional resource requirements. We documented annual workload data from three broadly comparable major regional sites in the East Agency for which data was available, with the following results:
 - Bonelli Regional Park : 1,117 hours
 - Whittier Narrows: 495 hours
 - Arboretum : 733 hours
- The average is 782 hours per unique site. This average of 782 hours per site was applied to the South Agency “unique” sites (South Coast Gardens, Schabarum, Hahn Parks) and totaled 2,346 person hours or 1.8 positions.
- Given the above, we can estimate that South Coast Gardens, Schabarum, and Hahn Parks require an estimated 2,127 annual crafts maintenance hours, or the equivalent of 1.8 positions. **Table V-20** summarizes the results of the benchmark analysis and provides a comparable adjustment for travel time as applied in the North Agency.

Table V-20
South Agency Construction/Crafts Staff Needed
Based On Application of Benchmarks

Facility Type	FTE Construction/ Crafts Positions Required
Neighborhood, Community, and Community Regional Parks	15.4
Unique Facilities	1.8
Sub-Total	17.2
Travel Time Adjustment at 25%	4.3
Total	21.5

- This compares to the 35 line positions (excluding managers, supervisors, and administrative support personnel) authorized for the South Agency. While the benchmark analysis indicates significantly fewer construction and facility maintenance staff is required than currently authorized, two other factors need to be considered.
 - First, the facilities in the South Agency include some of the oldest facilities maintained by DPR and could clearly be expected to require a higher level of facility maintenance effort than the “typical” facilities maintained by the agencies employed to develop the benchmarks.
 - Second, interviews and observations of many of the parks and facilities in the South Agency are heavily used and subject to a reported high level of vandalism or damage through heavy use.
- These two factors could easily justify an additional 25% or 35% adjustment, which if applied, could project 27 to 30 construction and crafts positions as justified for the South Agency – relatively close to the level currently authorized.

Conclusion: Because of data limitations and the difficulty of comparing all facilities under maintenance to the types of facilities maintained by the benchmark agencies, it is difficult to draw fully supported conclusions based on the application of facility maintenance benchmarks. However, the benchmark analysis tends to indicate that the construction/crafts units analyzed could be considered to be staffed at levels consistent with the scope of facilities under maintenance, when the various adjustments and issues related to comparability are considered.

23. DPR uses a higher proportion of journeyman crafts personnel, rather than general maintenance workers, when compared to other comparable agencies. This approach does not appear to be fully cost effective or consistent with general “industry approaches.”
- Another issue raised during the study involved the composition of staff authorized for and assigned to the Construction/Crafts Divisions in the three agencies. As previously noted, staff composition is weighted heavily towards journeyman crafts and crafts specialties.
 - **Table V-21** provides a more detailed breakdown of the composition of staff assigned to the three Construction/Crafts Divisions by craft and specialty.

Table V- 21: Crafts and Classification Composition of the Construction/Crafts Divisions

Positions	Total	Percentage
General Maintenance Worker	15	18.3%
Plumber	14	17.1%
Electrician	11	13.4%
Irrigation/Pipe Fitter	8	9.8%
Carpenter	8	9.8%
Senior/Top/Staff Painter	8	9.8%
Cement Finisher	3	3.7%
Welder/Fitter	3	3.7%
Concrete Cement Helper	2	2.4%
Sign Painter	2	2.4%
Locksmith	2	2.4%
Electro-Mechanic	1	1.2%
Refrigeration Mechanic	1	1.2%
Floor Finisher	1	1.2%
Construction Repair Worker	1	1.2%
Glazier	1	1.2%
Boat Mechanic	1	1.2%
Total Positions	82	100.0%

- The above table shows that more than 80% of the currently authorized positions are journeyman crafts level positions, or special skill positions like welder and glazier.
- While we do not have, nor are we familiar with, benchmarks or standards which can be employed to clearly determine the appropriate staffing mix for the constructions/crafts staff, given our prior work with other parks and recreation and facility management agencies, we have found that many

agencies approach providing construction and facility maintenance services differently than DPR.

- Most agencies deploy a smaller proportion of specific journeyman crafts and a higher proportion of general facility maintenance workers. The principal factors underlying this relatively common staffing approach reflect the following characteristics of facility maintenance requirements for municipal parks and recreation agencies.
 - The experience of many agencies indicates that the majority of facility maintenance and construction tasks involve work activities that do not require maintenance skills at the journeyman crafts level.
 - To avoid issues associated with limitations in cross-utilization of personnel classified in a specific craft (as well as costs associated with employing journeyman crafts level personnel to accomplish routine tasks), some agencies have deployed general facilities maintenance workers who, through on-the-job training, develop experience and can accomplish routine tasks in multiple crafts or skills areas. Service tasks are then classified and assigned based on skill level requirements rather than solely based on discipline.
- A review of service orders in process in the North and East agencies suggests that many tasks assigned to crafts specialists in DPR are those tasks that are assigned to general facility maintenance workers in other agencies. Even though there are weaknesses associated with the information available on service orders (both open and closed) utilized by DPR, our review of outstanding service order reports in the East and North Agencies indicated the following:
 - The majority of plumbing related assignments can be divided into two major groups — irrigation system repair and restroom facility repair. Most assignments are routine and require only moderate skill levels. In other agencies, general facility maintenance workers, who develop multi-disciplinary skills for tasks that do not require journeyman crafts level skills, handle these tasks.
 - For restroom repair, the majority of service order requests in Los Angeles County involved clogged/plugged toilets, sinks and leaking or inoperable faucets. It is our experience that most agencies utilize general facility maintenance workers for these tasks.
 - A significantly smaller proportion of restroom repair tasks include leaks (toilets, sinks), defective faucets, and low water pressure – tasks that may involve the need for journeyman plumber skill levels.

- Routine light bulb replacement (in restrooms, community centers, and for outdoor lamps,), which is a low-skilled task, appears to comprise a significant proportion of the service orders assigned to electricians.
 - Many painting assignments are corrective repairs/spot painting. These include graffiti removal, spot painting (following other maintenance tasks), and small painting projects (e.g., new/repainted bench, post painting, etc.). Again, these tasks are typically accomplished by general facility maintenance workers in most agencies and do not require the skills and training level of a skilled painter.
- It appears that DPR, like most other municipal parks and recreation agencies, faces ongoing facility maintenance tasks which cover the continuum of skill requirements from unskilled through semi-skilled to highly skilled. The current staffing pattern utilizes highly skilled personnel to accomplish most tasks, regardless of task complexity. This current approach does not appear to be fully cost effective or consistent with general “industry approaches.”
24. Exclusive of the skill level issues noted in the previous section, we found no issues with the management and supervisory organization of the three Construction/Crafts Divisions.
- All three divisions have two levels of management and supervision with a superintendent for each, and varying levels of line supervisors who direct the various crafts or general maintenance staff.
 - Considering that many of the crafts area supervisors are working supervisors, spans of control for the supervisors fall within reasonable ranges.

Recommendations

4. For Construction/Crafts and Power Equipment operations, upgrade staff time reporting on tasks and service orders. (Refers to Findings 14, 17, 18):
- While the current system(s) available for time reporting and service order recording reportedly have limitations, the management audit indicates that the current system is not fully utilized.
 - As a result, task and time reporting is uneven, and based on data available, there is no way managers and supervisors can consistently monitor staff output and productivity. To improve management in this area, the following steps should be taken
 - All jobs should be assigned service order numbers. This includes specific repair tasks, larger construction projects, and continuing activities (e.g. sign fabrication/repair in shops).

- Staff should be required to report all work time to one or more service orders for each day worked.
 - On a continuing basis, Construction/Crafts Superintendents should be expected to review/evaluate service order system data with attention to the following:
 - Time reported on service orders versus job characteristics to ensure that staff time spent is consistent with job requirements and to address service order work time issues raised earlier in this section.
 - Accurately determine staff time utilization in comparison to the 75% - 80% utilization standard and ensure that the low reported utilization levels recorded and discussed in this section are not accurate representations of current staff utilization. If utilization levels fall below this range, then Superintendents should be expected to take corrective action.
 - Improve information entered on service orders describing type of work required **and** subsequently accomplished by assigned staff.
 - Utilization levels should be reported quarterly to Agency management by the superintendents.
5. DPR should evaluate the mix between construction/crafts job classifications and the actual characteristics of the mix of repair and construction jobs handled by the construction/crafts divisions and correct staffing mix inequities. (Refers to Finding 22)
- This evaluation should focus on determining if: (1) the current mix of journeyman crafts classifications and general maintenance workers is consistent with the mix of jobs accomplished by the divisions over a sample period (a minimum of six months); and (2) the staffing mix should be adjusted based on job characteristics and demands, and a higher proportion of general maintenance or facility maintenance type workers be included in the staffing mix.

E. TRAILS OPERATIONS

The Riding and Hiking Trails Division is a relatively small operation that provides specialized and unique services for the County. Essentially, the Division maintains about 324 miles of trails. **Table V-22** lists DPR's trail inventory.

Table V- 22: Department's Trail Inventory

Trail	Trail Length (in miles)
San Gabriel River Trail	30
Calabasas Cold Creek Trail	17
Skyline Trail	32
Los Angeles River Trail	10
Altadena Crest Trail	10
Bonelli Regional Park Trail	20
Castaic Creek Trail	17
Los Pinetos Trail	15
Marshall Canyon Trail	11

All 324 miles of trails are maintained by 11 personnel, plus community service workers as outlined below. Staff includes the following:

- Trails Maintenance Supervisor
- One Crew Instructor
- Power Equipment Operator
- Utility Tractor Operator
- Heavy Truck Driver
- Light Tractor Operator
- Senior Grounds Maintenance Worker
- Equipment Maintenance Worker
- Two Grounds Maintenance Workers

Each Crew Instructor manages about six to eight Community Service Workers each day (Monday through Friday). If there are only two instructors, each supervises about twelve to fourteen workers.

As stated above, the Riding and Hiking Trails Division is unique because of its small size and the type of facilities it maintains. Given the uniqueness of this specialized operation, there are no real service standards to conduct a comparative evaluation. However, we reviewed primary service objectives and approaches to determine overall appropriateness. Principle activities are as follows:

- In the Spring, following the last winter rains, grading and required repair work begins, including repairing weather damaged trail tread and washed out trails that may require construction to retain slopes above or below the paths. Later in the spring, mechanized grading commences and is conducted throughout the spring, summer and early fall. In previous and subsequent years, extensive resources are dedicated to trimming the brush for removal along the trails, performing weed abatement on the trails, and trash, debris and graffiti removal.
- Facilities are most heavily utilized during the summer months, so a significant on-going effort is dedicated to keeping the trails clear, clean and safe, a standard that involves weed abatement, trimming, grading, and overall clearance.
- The fall season requires continued work in brush trimming and removal, trash, and debris removal, graffiti removal, ongoing trail repair, and grading. Prior to the rainy season, the crews try to address unmet needs such as repairs and improvement to existing trails and trails facilities.
- During the winter months, the crews continue with ongoing trail maintenance in order to keep them open and safe. Typical tasks include removal of downed trees and limbs, fence repair, and emergency repair of trails damaged by weather related incidents.

Findings and Conclusions

25. Although there are no real standards for evaluating the workload requirements for an inventory of riding and hiking trails as extensive as Los Angeles County's inventory, current staffing appears adequate.
 - The trails in Los Angeles vary in composition, type and utilization. At 324 miles of trails, we can estimate that there are approximately 628 acres of facilities, based on an estimate that the trails average sixteen feet in width, counting shoulders on both sides. Our experience with agencies with significant undeveloped sloped areas under maintenance indicates that about 17 hours of maintenance are needed per acre per year.
 - With an estimated 628 acres, this equates to 10,676 hours annually, or 8.0 positions – equivalent to the line staff currently assigned to this unit.
 - However, the facilities employed above for this comparison are not completely similar to Los Angeles County trail facilities since much of the acreage analyzed to develop this standard does not include trails at the level of the area maintained by the trails division nor significant pedestrian or equestrian utilization. Also, some of the maintenance tasks for this unit are not common in the agencies employed to develop this standard,

including: (1) installation of fencing (chain link, wood rail, pipe rail), (2) construction of trails and developing staging areas, (3) installation of drainage culverts and constructing soil and erosion control structures; and (4) weed abatement for fire control.

26. Existing allocation of staff resources to trails maintenance is modest; work is planned and managed appropriately; and staff utilization is high.
- DPR is making effective use of community service workers to complement paid staff, and without these resources, it is unlikely that DPR could provide annual maintenance for the trails network.

F. POWER EQUIPMENT SERVICES OPERATIONS

The Power Equipment Services Section provides support to all three agencies, and is administratively assigned to the East Agency. **Table V-23** lists and describes positions assigned to the Section.

Table V- 23
Power Equipment Position Descriptions

Position (Number of Positions)	Description
Supervising Power Equipment Operator (1)	Manages and oversees section operations
Power Equipment Operator (5)	Possess a Class B license and operate major earth moving equipment (graders, back hoes)
Utility Tractor Operator (2)	Retain a Class B license and operate smaller equipment (rubber tire tractors, small back hoes)
Transport Truck Driver (1)	Drives a semi-truck attached to a low-level flat bed and hauls power equipment to and from work sites
Refuse Truck Driver (1)	Delivers and hauls large refuse bins utilized at construction and maintenance sites
Heavy Truck Driver (3)	Handle routine transporting needs of DPR (delivery of plan material to facility, transport play and equipment)
Light Tractor Operator (2)	Handle specialized smaller assignments (ball field grading, mowing, weed abatement)

Findings and Conclusions

27. Incomplete and inaccurate data for the power equipment group made determination of adequate staffing impossible.
- We attempted to evaluate the operations and staff utilization of the Power Equipment Section to include evaluating the number and type of jobs performed and the staff time devoted to various jobs and task types.

- We were unable to perform this analysis because: (1) work output data for this section is incomplete and documents only a small portion of total staff time for the January – August, 2000 period (as shown in **Table V-24**); and (2) given the lack of data which documents section workloads, staff allocation of time to major work tasks by program, and nature of services provided, it is impossible to document and evaluate operations.

Table V- 24
Reported Work Hours on Service Orders
For the Power Equipment Section

Month	Person Hours Charged to Service Orders								
	Power Equip. Operator	Utility Tractor Operator	Utility Tractor Operator	Power Equip. Operator	Power Equip. Operator	Heavy Truck Driver	Heavy Truck Driver	Power Equip. Operator	Power Equip. Operator
January									
February							4		36
March		9							
April									
May		30				9			
June	9	21		4	9				
July		14	18	10		18			
August						7		2	

Recommendations

- Determine appropriate staffing requirements for the Power Equipment section by incorporating information into a formal work management process, as discussed earlier in this chapter. (Refers to Finding 25)

G. SPECIAL OPERATIONS

The Special Operations Division is assigned to the East Agency. The Division administers the Equipment Maintenance and Tree Farm/Inmate Crew programs. The Equipment Maintenance Program involves oversight and coordination of corrective and preventive maintenance for all DPR vehicles and equipment, including those maintained by County staff and by private providers. The Tree Farm/Inmate Crew provides maintenance support to Department staff and facilities by deploying and supervising community service workers.

Equipment Maintenance

There are six components within the Equipment Maintenance Section. These include:

- **Automotive Coordination-** There are approximately 385 DPR vehicles, including sedans, pick-up trucks, and vans. About 355 of these vehicles are maintained under the County’s Fleet Services, which contracts with PCA for services. The Special Operations Division is responsible for coordinating both preventive and corrective maintenance tasks and authorizing corrective repair assignments.
- **Equipment Repair Shop-** This five-person garage is responsible for about 980 pieces of equipment, including some sedans, edgers, mowers, chain saws, and chippers.
- **Sprinkler Repair Shop-** This three-person unit rebuilds and refurbishes cast iron sprinkler units.
- **Off Highway -** This is a four-person unit staffed with three mechanics and a welder. This unit maintains a fleet of 27 heavy pieces of equipment, with the welder responsible for structural welding on the large equipment. The unit also supports the Construction Division’s work on main water lines.
- **Boat Repair** — This position is responsible for seven boats in the East Agency: four at Bonelli and three at Santa Fe. As part of the maintenance program, this position conducts site visits to both facilities once a week to provide corrective and preventive maintenance to boats at both locations.
- **Warehouse Worker** — This position is responsible for inventory and distribution at the Equipment Repair Shop.

Findings and Conclusions—Off-Highway Operations

28. The Off-Highway operations appear appropriately staffed.
- The garage is staffed with four positions, including three mechanics and a welder who performs structural welding on the heavy equipment. **Table V-25** shows the types of equipment that are maintained by the unit with estimated annual time required to perform all repairs by type by type of equipment. There are 27 major pieces of equipment maintained by this unit.

Table V- 25
Off Highway Equipment Maintenance Equipment Inventory
and Estimated Maintenance Workload

Item	Number of Vehicles	Mechanic Hours per Year per Vehicle	Total Mechanic Hours per Year	Other Required Work Time By Equipment Class
Aerial Truck/Crane	4	96.6	386.4	158.4
Brush Chippers	1	44.0	44.0	18.0
Dump Truck	2	60.0	120.0	49.2
Heavy Dump Truck	8	60.4	483.2	198.1
Ton Pick-up, 3/4 ton	4	55.7	222.8	91.3
Water Truck	2	98.2	196.4	80.5
Wheeled Tractor	3	70.6	211.8	86.8
Other Vehicles	3	91.7	275.0	112.7
State Mandated Inspections				216.0
Total	27		1,939.6	795.2
Total				2,950.8

- When viewing Table V-25, it is important to note that:
 - Mechanic hours by vehicle type are based on actual CalTrans fleet experience, maintenance experience, and vehicle maintenance standards developed by CalTrans for various types of equipment.
 - Vehicles are grouped by the descriptions at the time of this study. These groupings are comparable to the vehicle and equipment classifications developed and employed by CalTrans.
 - “Other Vehicles” includes three pieces of equipment that could not be matched to a CalTrans equipment category. The estimated mechanic hours per vehicle for vehicles in this category is the overall average standard for the 42 vehicle types identified by CalTrans.
 - The “Other Required Work Time” consists of a fixed percentage of effort involved in such activities as customer service (on vehicle maintenance needs and repair requests) and service records maintenance. The rate is 41% of direct vehicle maintenance time and is the proportion documented and utilized by CalTrans in conjunction with vehicle maintenance standards.
 - Based on the time estimates, the total time required to maintain this fleet is estimated to be about 2,735 hours.

- Staff is responsible for State mandated inspections on all rolling stock. Although time varies by pieces of equipment and no real standards exist, we have estimated the time needed at about eight hours per vehicle, or 216 hours annually.
 - Although some portion of the Welder's time is devoted to heavy equipment maintenance, interviews suggest that this work represents no more than 40% of the net available time, with 60% expended in support of other Department needs.
- Given the net availability rate noted previously (1,442 hours), this equates to two positions compared to the 3.4 positions currently assigned (once an adjustment has been made for the welder).
 - Based on application of the CalTrans standards, the analysis suggests that more positions are authorized than required. However, the following factors should also be considered. First, most heavy and other equipment maintained by the Section is relatively old with high mileage/ operating hours. Due to age and utilization, the fleet maintained by the unit is older than the CalTrans fleet for which the standards were developed. Second, while this cannot be quantified, it is likely that, due to fleet age, the maintenance requirements for DPR's heavy equipment fleet are more intense than the CalTrans vehicles for which the standards were developed.
 - Given the above, it is reasonable to conclude that the Off Highway operations are appropriately staffed.

Findings and Conclusions – Equipment Repair Shop

29. The current staffing of the Equipment Repair Shop may be slightly lower than appropriate.
- The equipment repair shop maintains about 980 pieces of equipment, including 31 sedans. Our analysis focused on evaluating the staffing level required to provide maintenance requirements for the vehicle and equipment inventory.
 - **Table V-26** shows the current inventory of equipment under maintenance by type and number, an estimated number of servicings required, and the corresponding time required to conduct these maintenance tasks based on per unit maintenance standards we have developed to evaluate fleet operations.
 - Maintenance workload associated with sedans employs a different standard and is estimated in a separate section below. Annual servicings were estimated based on standards developed and employed in evaluating fleet maintenance operations in other jurisdictions in which we have worked.
 - A common standard among most agencies is that an ideal level of service is the provision of bi-monthly maintenance to frequently used equipment

during the warmer months and one cycle during the winter. The time typically expended handling preventive, routine care to small-engine equipment varies between one and two hours based on our measurement of workload in other agencies. For this analysis, we utilized 1.5 hours – the average.

- Average time expended performing repair work based on our standards on the same set of equipment ranges between two and three hours. We used the upper limit of three hours for this analysis.
- As shown in the exhibit, we project that 8,352 annual person hours are necessary to handle maintenance on all equipment, except the 31 sedans. Employing vehicle equivalent (number of vehicles which can be maintained by one FTE mechanic position) standards, we have estimated that .3 FTE mechanic is required to maintain the sedans given. The basic vehicle equivalent for generally accepted maintenance standards is the sedan that represents one vehicle unit equivalent. Each mechanic position is required for every 90 vehicle equivalent units. This equates to .3 FTE to maintain the 31 sedans.
- The analysis indicates that 6.1 positions are required to maintain the inventory of vehicles and equipment. 5.8 positions for park maintenance and related equipment (8,352 hours divided by 1,442 net work hours per position) are needed, and .3 FTE is needed for the sedans. Therefore, current staffing falls short of our estimates by one FTE mechanic position.

**Table V-26
Equipment Maintenance Workload Requirements**

Equipment Type	Number of Pieces	Estimated Equipment Utilization Frequency		Estimated Annual Servicing Per Unit		Total Annual Person Hours
		Freq.	Infreq.	PM	Repair	
Edger	153			3	2	1,607
Hand Mower	98			1	2	735
Trailer	89			2	1	534
Riding Mower	69			6	4	1,449
Tractor - Bobcat/Backhoe	55			4	2	660
Generator	37			2	1	222
Blower	33			1	3	347
Riding Mower — Flail	31			6	4	651
Cart	29			1	1	131
Sprayer	25			2	1	150
ATV/UTV	21			3	2	221
Vacuum	19			3	1	143
Weedeater	15			1	3	158
Aerator — Walk	15			1	1	68
Chipper	13			3	2	137
Tractor Attachment — Fert. Spread/Dress	9			1	1	41
Compressor	9			1	1	41
Welder	8			1	1	36
Sod Cutter	6			2	1	36
Ride-on Sweeper	3			2	2	27
Steam/Pressure Washer	3			3	1	23
Misc. Maintenance Equipment	209			1	1	941
Total	949					8,352

Recommendations

7. Although staffing may be slightly low, DPR should review several alternatives to existing operations before hiring additional staff. (Refers to Finding 27)
 - Consider transitioning sedans to the County’s private provider maintenance contract to reduce shop workload.
 - Explore utilizing Off Highway mechanic staff to handle any backlogs if they develop. As the previous analysis indicated, the unit may have some excess capacity.

Findings and Conclusions – Boat Maintenance

DPR currently has two Boat Mechanic positions – one assigned to the East Agency and one assigned to the North Agency. The East Agency Boat Mechanic maintains seven lifeguard boats. Four boats are located at Bonelli Regional Park, and three are at Santa Fe Dam. The Boat Mechanic in the North Agency’s Crafts Division maintains 11 boats assigned to Castaic Lake.

All 18 boats have a 454 jet-driven, in-board, marine application engines and are about 18 to 20 feet in length. In addition, there is one small outboard craft at Santa Fe Dam that is used in shallow waters and where there is high grass. Lifeguards routinely use the boats to patrol the lakes for safety (swimming, boating) and enforcement (fishing competitions, fishing licenses) purposes. Boat utilization is highest during the summer months when recreational activities peak with swimming, water skiing, jet skiing, and fishing.

30. Although there are limited standards for boat maintenance, we believe that the current staffing and approach to boat maintenance is reasonable.
 - Two organizations, the California State University, Sacramento Aquatics Center, and Mission Bay Aquatics (affiliated with San Diego State University) estimate that one mechanic is required for every 12 to 15 boats, with outboard engines.
 - This would suggest that DPR’s Boat Mechanics maintain fleets that fall slightly below these standards. However, we believe that there are enough boat maintenance and repair activities that would prove overwhelming for a single maintenance position (e.g. on-site repairs during the high use season such as water pump repair, electrical problems, jet bearings, steering cable, throttle control, shift cables, anchors).
 - In addition, handling certain maintenance tasks under contract is not a viable option due to the fact that commercial boat maintenance services typically serve a completely different clientele with different customer service demands than DPR, which needs to consistently deploy functioning boats for safety purposes. Private providers serve a clientele

whose boating use is primarily recreational, and turnaround time for repairs is reported to involve two- to three-week turnaround times, which is inconsistent with a boating safety based operation. Therefore, we believe that the current staffing and approach to boat maintenance is reasonable.

Findings and Conclusions – Sprinkler Repair Shop, Warehouse, and Automotive Coordination

31. Based on our review of current operations and services, we have found that the Sprinkler Repair Shop, Warehouse, and Automotive Coordination programs are appropriately staffed and required for effective operations. This conclusion is based on:
- The three-person Sprinkler Repair unit principally rebuilds and refurbishes cast iron sprinkler units originally built in the 1940's, 50's, and 60's. This is an extremely unique operation for a public park maintenance organization and probably only one of a very few across the nation.
 - There are thousands of cast-iron sprinkler heads throughout the County's park network. Until irrigation systems have been rebuilt and replaced, sprinkler heads for these systems need to be repaired or replaced.
 - Review of available records indicates the cost of in-house repair is less than purchasing new cast iron heads to replace damaged heads. The repair shop repairs and rebuilds cast-iron sprinkler heads as well as stores plastic heads.
 - Until such time as systems are replaced and cast iron heads no longer used, the Sprinkler Shop will provide a cost-effective service.
32. As indicated, the one position in the Warehouse manages inventory and purchasing for the vehicle and equipment maintenance. Given the size of the inventory, and the supplies needed to maintain the inventory, we believe that one person operating this program is appropriate.
33. One position is assigned responsibility for coordinating both preventive and corrective maintenance of vehicles with the County's private provider, as well as the major heavy equipment and other items maintained by Department in-house staff. Staffing for this function is modest and fully justified by day-to-day operating demands.

Findings and Conclusions – Marshall Canyon Tree Farm/Inmate Work

Crew Program

34. Given the size of the program and the number of workers supervised on a continuing basis, we believe the current staffing approaches are appropriate.
- The Marshall Canyon Tree Farm Program deploys about 56 inmate work crews per week — averaging about eight persons per crew. These work crews provide valuable additional labor to accomplish projects and provide services that cannot be accomplished by paid staff.
 - The value of these extra resources is underlined by the previous analysis of maintenance staffing that has indicated that, where workload and staff utilization are measurable, paid staff are at or near capacity.
 - Staffing of this program includes one Coordinator, two Supervisors, and 14 Crew Instructors. Given the size of the program and the number of workers supervised on a continuing basis, we believe the current staffing approaches are appropriate. Specifically:
 - An average of eight inmate workers per Crew Instructor is appropriate because more than eight inmate crew workers would limit the instructor's ability to effectively manage and assign work.
 - Span-of-control is 1:7 between the supervisors and the crew instructors. This is clearly within the effectiveness range for field positions.
 - One Coordinator is appropriate given the size of the section, as well as the overall visibility of the program.

Chapter VI
Capital Project Management

Chapter VI

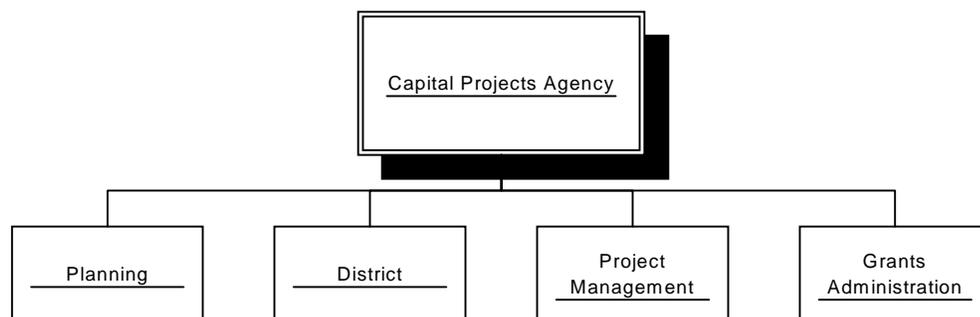
CAPITAL PROJECTS AGENCY

This chapter's purpose is to discuss the audit team's findings regarding the Capital Projects Agency. Primary functions of the Agency are planning, construction management, and grants administration. The Regional Parks and Open Space District (District), an independent agency, is organizationally located within the Agency and is also discussed below. Findings and recommendations are discussed at the end of the chapter.

A. BACKGROUND

The audit team analyzed Capital Projects using different methods, including: (1) interviews with Agency staff, (2) discussions with Capital Projects stakeholders, (3) distribution of two surveys, and (4) analysis of Agency documents. The audit team drafted and distributed a project survey to Project Management staff to obtain information on a random sample of projects. Additionally, the audit team selected a random sample of District grantees and solicited feedback regarding their experience with the District.

The Capital Projects Agency is primarily responsible for: (1) managing the development and construction of DPR's capital projects; and (2) serving as the Planning arm for DPR. The District, an independent entity established by the Board of Supervisors to administer Proposition funds, is located within the Agency.

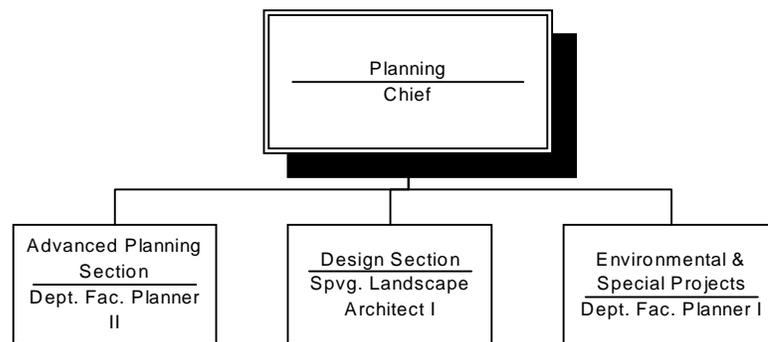


Planning, the District, Project Management and Grants Administration are the four divisions of the Capital Projects Agency. Planning handles all environmental protection compliances; serves as the advanced, master planning arm of DPR; assists with designing of DPR's capital projects; fulfills grants administration duties for the whole Department; and obtains various permits and prepares legal documents. Project Management is responsible for managing and coordinating DPR's capital projects, a majority of which are funded through proposition funds awarded by the District. Grants Administration primarily works to coordinate and manage the reimbursement process for the Agency;

provide fiscal analysis and status reports regarding grants; and manage DPR's At-Risk-Youth Employment (ARYE) Requirement.

Planning

The Planning Division's staff is divided into three sections: Environmental, Advanced Planning and Design. In addition to serving as DPR's planning unit, the Division has miscellaneous responsibilities, such as ensuring that DPR complies with the Americans With Disabilities Act (ADA), managing Quimby sites, and coordinating off-highway vehicle (OHV) recreation for the County. Twelve full-time and three contract employees staff the three sections. As of November 2000, there were three vacant full-time positions, and one vacant contract position.



The Advanced Planning Section manages all license and park agreements, Quimby Act proceedings, reviews subdivision maps, and manages long-range recreation planning activities. In the past, Planning has managed long-range planning functions via its Land Acquisition Plan and facility programming. More recently, DPR has collaborated with the Chief Administrative Office (CAO) to establish a Strategic Asset Management Plan (SAMP), which the CAO will fund.

Both the California Environmental Quality Act and the National Environmental Protection Act mandate that DPR perform an extensive environmental review for every capital project to determine how the project's development and presence may impact its surrounding environment. The Environmental Section is responsible for managing DPR's compliance with the above state and federal environmental laws. DPR generally contracts with environmental consultants to actually prepare the environmental documents. However, the Section oversees and manages the consultants and acts as a liaison with County Counsel regarding the consultants' contracts and to protect DPR's and the County's interests as they pertain to the environmental review process. In addition, the Section reviews developers' environmental reviews to determine how land developments will impact County provision of recreation activities and services.

While the Design Section mainly serves as an internal design consultant for DPR, it also fulfills several other miscellaneous functions. As the design arm of DPR, the Section: (1) performs all design review for golf courses; (2) reviews Department capital projects for

ADA accessibility; (3) designs drainage solutions for non-capital projects; and (4) evaluates Quimby sites for design, acreage and grading.

In addition to its design responsibilities, the Section serves as DPR's trail planning function. The Section is also responsible for planning off highway vehicle (OHV) recreation. Currently, Los Angeles County has one OHV site where OHV enthusiasts can operate their vehicles. In collaboration with Cal State Northridge and the City of Los Angeles, the Section is working to identify additional OHV sites. However, the Section is having difficulty fulfilling its OHV function because County residents generally do not support the location of OHV sites near their residences.

The Section also reviews capital projects late in the design and review phase for ADA compliance and coordinates DPR's self-evaluation plan review. The self-evaluation plan is needed so DPR can ensure that all programs are physically accessible and that all recreation programs are accessible to the handicap, including the blind and deaf. The Section has submitted its self evaluation plan to the CAO Office of Affirmative Action and Compliance for inclusion in the County's larger self evaluation plan that must be submitted to federal authorities.

Regional Parks and Open Space District

In 1992 and 1996, Los Angeles County voters passed two propositions to provide additional funding for local parks and recreation capital improvement and acquisition. The 1992 and 1996 propositions, which are collectively referred to as Proposition A, provided \$540 million and \$319 million, respectively for these purposes. The Los Angeles County Board of Supervisors established the District so the District could serve as the grant administrator for the proposition funds. The Board decided the District would be organizationally located within DPR because the District's mission was similar to that of DPR: to provide parks and recreational opportunities for the citizens of Los Angeles County. The District ensures that the proposition requirements and policies are met by all grantees who receive proposition funds. Therefore, DPR, and the Project Management Division, are grantees, or clients, of the District.

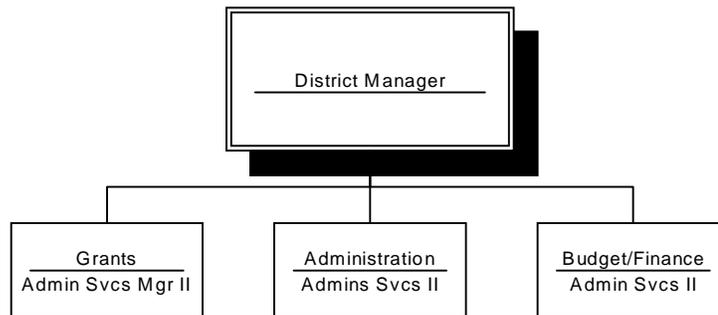
These funds are administered in three different ways. Approximately \$640 million, or 74.5%, of the funds was earmarked for projects that were specifically described in the proposition language. \$168 million, or 19.6%, was distributed to local governments based on a general per parcel distribution. These per parcel discretionary grants are allocated proportionally, based upon the number of land parcels in each jurisdiction as determined by the County Assessor. In addition to the specified line item projects and the general per parcel distribution projects, \$51 million, or 5.9%, was distributed on a competitive grant basis.

In addition to the \$859 million funding of projects, Prop A provides maintenance and servicing funds to eligible agencies to offset increased maintenance costs resulting from Proposition-funded projects. These funds are allocated to: (1) cities that were incorporated prior to January 1, 1993, (2) the County for the unincorporated area of the

District, on the basis of their respective total number of parcels of land as of January 1, 1997, and (3) the Santa Monica Mountains Conservancy, a state agency. Funds pursuant to the 1992 Proposition were collected and set aside in 1994 through 2015, and funds available through the 1996 Proposition were collected and set aside in 1998 through 2019. Grantees undergo an application process to apply for maintenance and servicing funds, even though they have been held in interest-bearing accounts for each grantee.

Grantees receive their funds on a reimbursement basis. Grantees are responsible for having funds to initially develop and build their projects, and as they expend funds on their projects, grantees submit reimbursement requests to the District. The District sends grantees reimbursement checks for costs associated with the proposition-funded projects.

The District is comprised of three sections: Grants, Administration, and Budget and Finance. There are 20 full-time equivalent positions, and 5 of these positions were vacant at the time of this report.



The Administration Section primarily conducts tax reviews for Los Angeles County citizens regarding the District’s assessments on their properties and reviews all transactions of program managers. Approximately 2.25 million parcels of land have been assessed, and less than 100 complaints are received each year regarding the assessments. The Head of Administration fulfills the District Manager’s responsibilities when he is away from the District.

The Budget/Finance Section serves as the reporting arm of the District and works to ensure that District reimbursements are accurately applied against grantees project accounts. The section also generates any District financial reports for different government agencies, including the Board of Supervisors and the County Treasurer. Currently, there are 17 different accounting funds for the District. Four of the main funds are: 1) Administrative Fund, where the District payroll is reimbursed, 2) Maintenance and Servicing Fund, from which ongoing maintenance and servicing costs for completed projects are reimbursed, 3) Revenue Fund, which holds all revenue generated from assessments, and 4) Bond Fund, from which project reimbursements are paid.

The Grants Section administers the District’s funds to grantees, serves as the main contact for grantees, and initiates all of the documentation related to administering the

grants. Four program managers report to the Head of Grants, and they serve as the primary contact for grantees. Each program manager handles approximately 100 ongoing projects. At the time of the audit, there were approximately 800 ongoing grants. Due to this high volume, the Grants Section Head also manages several of the grants.

Seven types of grants were included in the competitive grant program: trails acquisition and development, senior centers and recreation facilities, urban tree planting, rivers and streams, graffiti prevention, natural lands restoration, and at-risk youth recreation and service facilities. The District had administered four cycles of competitive grants to both public agencies and non-profit organizations. The fourth grant cycle was awarded in December 1998. Of 266 grant applications, 63 grants were awarded and all applicants received the full amount of funding they requested in their applications. The District contracted with the non-profit Grantsmanship Center to provide informational sessions for potential applicants to assist them with the competitive process.

Grantee Survey

The audit team chose a random sample of the District's grantees, and conducted a telephone survey to obtain feedback from grantees' regarding their experience with the District. The District provided the audit team with a complete list of all District projects, a total of 1,031 projects. The audit team took a representative, random sample of approximately 3%, or 30 projects. **Exhibit VI-1** lists the random sample of projects chosen. As the exhibit shows, the sample of grantees included: (1) competitive and noncompetitive grants, (2) grants from all five supervisorial districts, (3) grantees that were both local government and non-profit agencies, and (4) grants of varying monetary amounts. 20 grantees, or 66.7%, responded to the telephone survey. 20 percent of the respondents were non-profits, 75% of the respondents were local government agencies, and 5% were state agencies.

While 55% of the responding agencies found the reimbursement process to be straightforward and timely, 45% of the respondents thought that reimbursement requests were not processed in a timely manner. 50 percent of the respondents estimated they received reimbursements within four to six weeks from the time they sent their reimbursement requests. 20 percent of the respondents believed there was a high rate of staff turnover, which resulted in the respondents receiving conflicting information from District employees. For example, the respondents stated that a program manager would give one answer to a question, and another program manager would provide a different answer that conflicted with the first program manager's response.

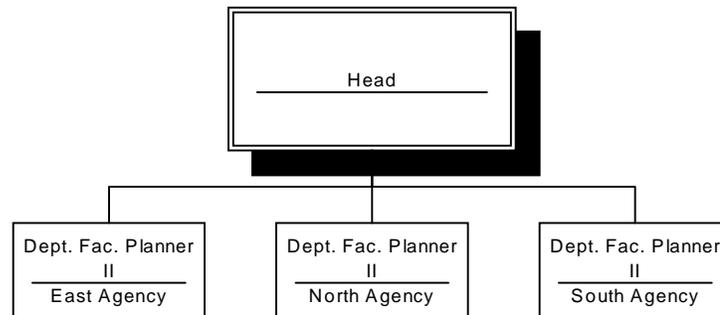
Exhibit VI-1
Random Sample of Grantee Projects

Project	District	Grant Type	Grant Size*
Barnes Park Improvements	1	Noncompetitive	4
S. El Monte Boxing & Fitness Facility	1	Combination	2
LA River Embankment Beautification	1	Noncompetitive	2
La Puente Community Center Improvements	1	Noncompetitive	3
Boys & Girls Club Youth Facility	1	Competitive	1
Gonzales Park Expansion Project	2	Noncompetitive	1
Willow Wetlands Wildlife	2	Noncompetitive	4
Memorial Center Gym	2	Noncompetitive	5
Culver Slauson Recreation Center Redevelopment	2	Noncompetitive	2
Aliso Pico Gardens	2	Noncompetitive	5
All People's Youth Center Renovation	2	Competitive	1
WLCAC Tree Planting	2	Competitive	1
Venice Beach Ocean Walk	3	Noncompetitive	5
Whittier Hills/Hellman Park Renovation	3	Noncompetitive	5
Plummer Park General Improvements	3	Noncompetitive	1
Venice Boys & Girls Club	3	Competitive	2
Malibu Creek Beautification	3	Competitive	1
LA River Parkway	3	Competitive	5
Hermosa Beach Waterfront Renovation	4	Noncompetitive	5
La Mirada Community Adult Center	4	Noncompetitive	5
Rancho Los Cerritos Rehabilitation	4	Noncompetitive	4
Palos Verdes Reintroduction of Blue Butterfly	4	Competitive	1
Charles Wilson Park Gym	4	Noncompetitive	5
Lower Uptown Park Acquisition & Development	4	Noncompetitive	3
Lancaster Regional Soccer Complex	5	Noncompetitive	5
Alhambra Almansor Park Renovation	5	Noncompetitive	4
Hamilton & Central Park Reconstruction	5	Noncompetitive	1
Skateboard Park	5	Noncompetitive	1
Trail Restoration & Interpretive Signage	5	Competitive	1
Pasadena Grafitti Abatement	5	Competitive	1

*For Grant Size, 1=\$250,999 and under; 2=\$251,000-\$499,999; 3=\$500,000-\$749,999; 4=\$750,000-\$999,999; 5=\$1,000,000 and over.

Project Management

The Project Management Division is responsible for managing capital projects for DPR. There are 18 staff positions, including one Head of Project Management. The Division is separated into three sections that generally oversee capital projects in the East, North and South Agencies. Staff often travels throughout the County to visit project sites, and each agency covers an extensive geographic area of the County.



The Division has undergone continuous staff turnover and transition. With the passage of Proposition A in 1992, Capital Projects management realized that the project management staff at that time did not have the requisite experience to manage capital projects. DPR negotiated with the Department of Public Works (DPW) to temporarily assign some DPW staff to DPR to assist with management of new capital projects generated by the Proposition A funding. At the time of this audit, DPW staff was in the process of returning to DPW on a permanent basis. Two of the DPW employees, who were engineers, served as heads of project management sections, and they were replaced with Department staff who had some hands-on experience in project management. One DPW staff who had been assigned to DPR decided to remain and took a position with DPR, even though the salary was lower than the salary DPW offered. Since Project Management is understaffed and lacks a training budget, Department staff that assumed DPW employees' positions had a brief transition period with no formal training.

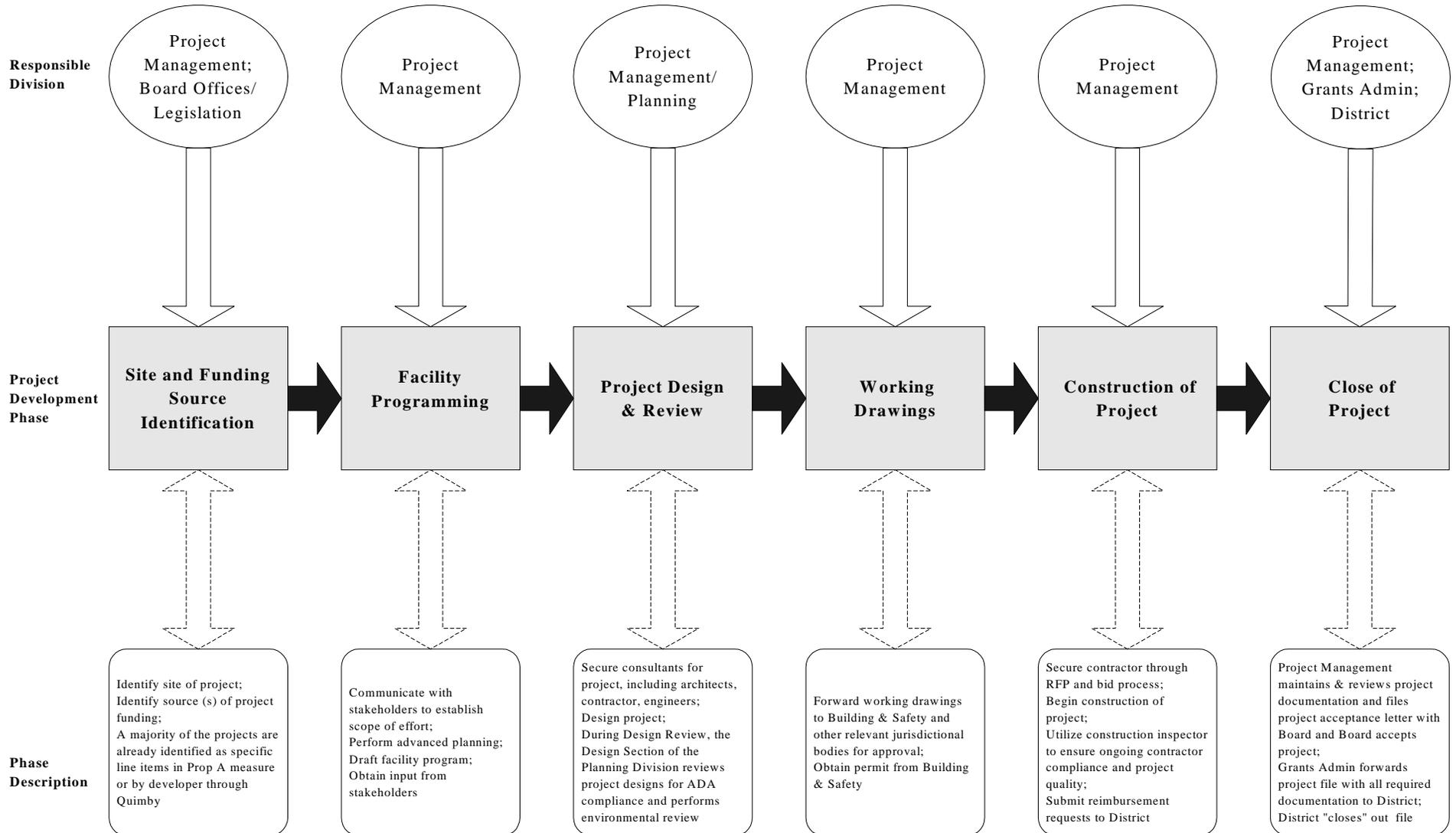
In addition to providing staff, DPW provides project management services to DPR for a charge. Generally, DPW will manage projects that cost at least \$1 million and require some technical expertise, especially engineering skills.

The Division is mainly responsible for overseeing the design and construction of capital projects, including those to be built with 1988 state bond funds, Proposition A, A2 and 12 funds, the Board of Supervisors' discretionary funds, and CAO deferred maintenance funds, as well as other State and Federal funds. Currently, the Division manages projects throughout the entire project management process, as illustrated in **Exhibit VI-2**.

Project Management staff also serves as the contract administrator and monitor for portions of the projects where design consultants, such as architects or engineers, and contractors are utilized for projects and for projects that have been assigned to DPW for

management. Once construction is complete, staff files a project acceptance letter with the Board and the Board either accepts or rejects the project. Then, staff forwards project files with required documentation to the District for projects that were funded with Proposition A funds. The District closes out the file, indicating that all reimbursement activities have been completed. At the time of this report, Capital Projects staff had not filed any documentation with the District for completed or ongoing projects.

**Exhibit VI-2
Project Management Work Phases**



Sample Project Analysis

To better understand the Division's management of projects, the audit team took a random sample of completed projects. The audit team only considered completed projects so that the entire project development and construction timeline could be given. The Division provided the audit team with a comprehensive list of all projects that had been undertaken. Of these 160 projects, the audit team took a random sample of 10 %, or 16 projects, that were representative of project size, supervisorial district and type of project (rehabilitation or new construction). **Table VI-1** indicates the sample of projects.

Table VI-1
List of Capital Project Sample

Project Name	District	Project Type	Actual Project Costs
City Terrace Park Gym	1	New Construction	\$2,252,000
Roosevelt Park Soccer Field	1	New Construction	\$106,377
Whittier Narrows Soccer Field	1	New Construction	\$1,812,645
Magic Johnson Parking Lot	2	Renovation	\$299,200
East Rancho Dominguez Gym*	2	New Construction	\$3,220,000
K. Hahn Stocker/Fairfax Landscaping*	2	Landscaping	\$87,285
K. Hahn Lake & Irrigation Repairs*	2	Renovation	\$1,290,000
Virginia Robinson Refurbishment	3	Renovation	\$170,815
John Anson Ford Amphitheater*	3	Renovation	\$1,550,000
Schabarum Restroom/Concession*	4	New Construction	\$530,000
Steinmetz Senior Building	4	New Construction	\$2,376,939
Bonelli Shade Structure Replacement	5	Renovation	\$388,614
Castaic Sports Complex Phase III*	5	New Construction	\$4,410,000
Richard Rioux Memorial Park-Phase II	5	New Construction	\$63,663
Hart Park General Development	5	New Construction	\$1,284,716
LA Arboretum Lecture Hall Refurb*	5	Renovation	\$440,000

* indicates that incomplete or no information was provided by DPR.

Of the 16 projects sampled, Department staff provided incomplete or no information for 7, or 43.8%, of the projects. Staff attributes the information unavailability to: (1) storage of project files that hampered their ability to retrieve information, (2) some project information being located with DPW staff, and (3) staff leaving DPR with relevant project information.

As **Table VI-2** illustrates, of the nine projects where complete information was provided, five projects, or 55.6 %, were completed after the expected completion date. Reasons for the late completions differ. Four projects were not completed when expected because of inclement weather. Two projects had problems with the general contractor. Two of the projects were either completed early or when expected. The expected and actual completion dates for one project were unknown.

Table VI-2
Expected & Actual Completion Dates for Completed Project Surveys

Project	Expected Completion Date	Actual Completion Date
City Terrace Gym	August 1999	September 1999
Roosevelt Park Soccer Field	January 1997	March 1997
Whittier Narrows Soccer Field	July 1999	November 1999
Magic Johnson Parking Lot	March 2000	March 2000
Virginia Robinson Refurb	November 1998	May 1999
Steinmetz Senior Building	unknown	July 1999
Bonelli Shade Replacement	July 2000	June 2000
Richard Rioux Park Phase II	September 1999	September 1999
Hart Park	August 1999	December 1999

One of Project Management's goals is to spend less than 25% of a project's budget on soft costs, which include project management, architectural fees, and engineering costs. **Table VI-3** shows that soft costs generally ranged from 12 to 27 %. Two projects exceeded this range, with 60 % and 46 % in soft costs, respectively.

Table VI-3
Soft Costs for Completed Project Surveys

Project	Percentage of Soft Costs
City Terrace Gym	27.41
Roosevelt Park Soccer Field	24.44
Whittier Narrows Soccer Field	19.59
Magic Johnson Parking Lot	23.26
Virginia Robinson Refurb	59.81
Steinmetz Senior Building	25.01
Bonelli Shade Replacement	46.13
Richard Rioux Park Phase II	11.96
Hart Park	22.45

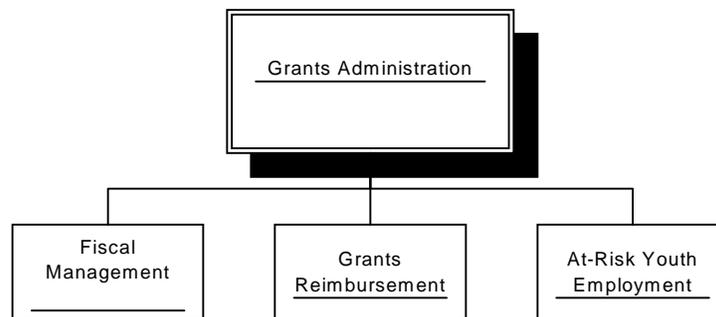
Two to 42 change orders were issued for each of the projects, and Project Management staff gave varied reasons for their issuance. **Table VI-4** indicates the number of change orders issued for each of the nine projects and the reasons for the change orders. The average number of change orders was 15 per project at an average cost of \$28,664 per project.

**Table VI-4
Change Order Summary for Completed Project Surveys**

Project	Change Orders	Cost of Change Orders	Reasons for Change Orders
City Terrace Gym	26	\$98,686	<ul style="list-style-type: none"> • Electrical scope change & upgrade • Increased depth of foundation piles
Roosevelt Park Soccer Field	2	\$10,867	<ul style="list-style-type: none"> • Tree removal that was not noted in the plans
Whittier Narrows Soccer Field	10	\$104,717	<ul style="list-style-type: none"> • Expansion of resilient surface at play area • Additional site grading & seed mix
Magic Johnson Parking Lot	6	\$43,609	<ul style="list-style-type: none"> • Unusually wet soil conditions
Virginia Robinson Refurb	7	\$16,956	<ul style="list-style-type: none"> • Manual material removal on roof deck • Additional asbestos abatement
Steinmetz Senior Building	42	\$152,697	<ul style="list-style-type: none"> • Drainage problems • Installation of moisture barrier
Bonelli Shade Replacement	16	\$19,869	<ul style="list-style-type: none"> • Replacement of two existing concrete pads • Construction of concrete block wall
Richard Rioux Park Phase II	4	\$63,390	<ul style="list-style-type: none"> • Importation of new fill material to site • Reconstruction of portion of running trail
Hart Park	34	\$77,808	<ul style="list-style-type: none"> • Addition of gazebo after management had initially removed it from project • Addition of fire hydrant that was initially omitted

Grants Administration

The Grants Administration Division mainly serves as the financial manager for the Project Management Division, ensuring that DPR receives its funding from different sources, including reimbursement from the District for Proposition A-funded projects. Additionally, the Division oversees DPR’s fulfillment of the At Risk Youth Employment (ARYE) Requirement, as mandated by the Board of Supervisors for all Proposition A-funded projects.



The Division will be organized into the three sections above. Currently, the Division has two sections: Fiscal Management and At-Risk Youth Employment. The Division expects to add the Grants Reimbursement Section to mainly handle the closing out of completed Proposition A-funded projects and the reimbursement of ongoing Proposition A-funded projects. This section is discussed further below.

The Fiscal Management Section is primarily responsible for the capital projects budget, monitoring expenditures, providing financial analysis and support to Capital Projects, responding to financial questions of the Capital Projects staff, and reviewing Board letters for fiscal accuracy. Currently, there are seven staff positions in this section.

Both the 1992 and 1996 Propositions placed a special emphasis on providing paid employment to youth in park improvement projects. In order to meet the requirements of the District's Youth Employment Policy, grantees must adopt a Youth Employment Plan at a duly noticed public meeting for each District-funded project.

To further this goal of increasing employment opportunities for at-risk youth, the District determined that it was necessary and appropriate to adopt a requirement that, as a condition on the receipt of funds, certain grantees must spend a minimum amount equal to one of the following alternatives, at the option of the grantee: (1) 10 % of the grantee's total development allocations, or (2) 50 % of the total maintenance and servicing allocation that it is entitled to receive during the remaining period of the assessment, as estimated by the District.

Not all grantees are subject to the above minimum amount. City agencies, the County of Los Angeles, and the Santa Monica Mountains Conservancy are required to spend the above minimum amount. Non-profit agencies that received funding are required to fulfill the Youth Employment Plans they included in their applications for competitive funding. If these agencies fail to meet their self-prescribed youth employment goals, they may be required to forfeit the grants and return all associated reimbursements received to date.

All Proposition A-funded capital projects undergo a reimbursement process to receive their project funds from the District. A grantee develops and builds its project using its own funds, then submits reimbursement requests to the District. The District reviews the reimbursement requests and submits checks to the grantee to reimburse the grantee for the money it used to develop and build the project. Until June 30, 2000, the District directly funded DPR's capital projects so that DPR did not have to utilize its general fund to initially finance the project. Therefore, in the past, DPR did not undergo the reimbursement process like other grantees.

Even though DPR was not subject to the reimbursement process, DPR was still subject to submitting project documentation to the District so that the District could fulfill its monitoring responsibilities. At the time of this report, the Project Management Division

has not submitted any required project documentation on any of DPR's capital projects. Division staff attributes the lack of documentation to its lack of staff.

However, the Grants Administration section is responsible for submitting this documentation and reimbursement requests for ongoing projects. Currently, there is no staff dedicated to ensuring that DPR closes out its completed capital projects and submits reimbursement requests to the District for ongoing capital projects.

Since July 1, 2000, DPR has utilized its own funds to finance ongoing capital projects, and has accessed the General Fund to pay for the ongoing projects. From July 1 through October 31, 2000, \$866,287.56 had been expended from the General Fund for the capital projects. Staff estimates, and is submitting to the CAO, that approximately \$12-15 million will be expended from the General Fund for capital projects for fiscal year 2000-2001, including project development and construction costs, as well as salary and employee benefits. The General Fund needs to be reimbursed accordingly so that the General Fund does not have a deficit at the end of the fiscal year, June 30, 2001.

B. FINDINGS AND CONCLUSIONS

1. Capital Projects staff is dedicated to fulfilling DPR's mission and meeting its duties in a cost-effective, timely manner.
 - During interviews with the audit team, the staff discussed how they were proud of working to create facilities that the public needs and regularly uses.
 - They were also proud of being generally able to provide these facilities on time and either at or under the projects' budgets.

2. Capital Projects staff has been physically separated in two different buildings, which has contributed to a lack of communication among the Capital Projects divisions.
 - Planning and the District are located at DPR's Headquarters on Vermont, and Project Management is located in a separate building near DPR's Headquarters on Wilshire Place. Grants Administration staff is housed in DPR's Headquarters and with Project Management at Wilshire Place.
 - This physical separation has resulted in some communication gaps among the divisions. However, the Agency has taken steps to improve communication among the Divisions. Project Management and Planning staff regularly hold Design Review meetings to discuss design aspects of capital projects.

3. DPR does not have a comprehensive planning vehicle but is in the process of undertaking a planning process.
 - However, with the assistance and funding of the CAO, DPR is developing a planning process that will, among other functions, document its progress toward the General Plan's recreational standards. Phase I of the Strategic Asset Management Plan (SAMP) will assess all of DPR's parks and facilities and determine the type and costs of physical improvements, including construction, rehabilitation and refurbishment needed within the next five years to enhance

services and recreational opportunities that are provided to County customers. The assessment will result in a comprehensive data base that will be updated and implemented on an annual basis.

- The CAO is funding the development of the SAMP, and the Advanced Planning Unit of DPR's Planning Division will likely serve as contract administrator.
4. DPR is significantly behind in reaching its developed acreage requirements for local and regional parks, as mandated by the County's General Plan.
- Los Angeles County's General Plan has set recreation standards based on the County population. There should be: (1) six acres of regional parks for each 1,000 residents of the County's total population, (2) one 18-hole golf course for every 90,000 residents, and (3) four acres of local parks for every 1,000 residents of the County's unincorporated population.
 - There are two main reasons why DPR has been unable to meet the above goals as proscribed in the County's General Plan. First, Department staff estimates that a significant portion of the 48 Park Planning Areas (PPA) are developed, or "built out," to a point that there is no available land in these PPAs that could be acquired and developed for recreation uses. Second, DPR lacks the necessary funds to purchase available land that could be developed for recreation purposes. DPR plans to dedicate \$780,000, per district, of the \$39 million of Proposition 12 funding to land acquisition.
 - The audit team was unable to document DPR's progress toward the County's General Plan recreation standards because there is no current information available. The last time DPR documented its progress was in the "Los Angeles County Strategic Plan 1990-2010." Since the document is ten years old, the audit team decided it was not current enough to document DPR's progress.
5. There may be inadequate construction oversight of Quimby-funded and other capital projects.
- Planning staff must perform construction inspection and program management functions for Quimby-funded projects because there is an inadequate amount of construction inspection staff to perform these functions.
 - However, Planning staff is not formally trained to perform this function.
 - There is only one DPR construction inspector, and this position is solely dedicated to inspecting capital projects managed by Project Management. Due to the large volume of capital projects that may be in the construction phase at any given time, it is difficult for the construction inspector to inspect all sites on a regular basis.
6. Grants Administration is understaffed, and its ability to fulfill its responsibilities, such as seeking capital project reimbursement from the District, is being negatively impacted by current staffing levels.
- The Division is in a state of transition. Currently, there are 10 staff positions in Grants Administration, but four positions recently became vacant.

- Additionally, the Head of Grants Administration was recently hired and has only been with DPR for approximately one month at the time of this report. Therefore, the first priority of the Division is to fill the vacant positions.
7. Grants Administration has not submitted any documentation for completed or ongoing Proposition A-funded projects to the District. None of the completed projects have been closed out with the District, and no reimbursement requests have been made for ongoing capital projects.
 - Historically, DPR as a grantee, has undergone a funding process that was different from the reimbursement process that other District grantees were mandated to undergo. DPR paid for project costs out of District funds so DPR's General Fund was not impacted.
 - As of July 1, 2000, DPR was included in the reimbursement process and must submit reimbursement requests like other grantees in order to be reimbursed for its project expenditures. However, as of November 2000, Capital Projects had not submitted any reimbursement requests or closed out any projects with the District.
 8. From July 1 through October 31, 2000 DPR has accessed the General Fund for \$866,287.56 in expenditures to fund ongoing capital projects since DPR must undergo the reimbursement process like other District grantees.
 - Grants Administration staff estimates that \$12-15 million in expenditures will be taken from the General Fund for fiscal year 2000-2001. If DPR does not fully reimburse the General Fund for the total amount of capital projects expenditures by June 30, 2001, the General Fund will have a deficit for fiscal year 2000-2001.
 9. As of October 31, 2000, 1,022 projects had been funded. \$776,672,273 in grants has been awarded. The District has paid 61.5%, or \$477,864,064, to grantees.
 - As previously discussed, the Board of Supervisors created the District to administer the Proposition A ("Prop A") funds, which were worth \$859 million. 1992 Prop A funds accounted for \$540 million, and 1996 Prop A funds accounted for the remaining \$319 million.
 10. Generally, grantees were generally satisfied with the customer service provided by the District. They found the District staff to be knowledgeable and helpful.
 - They found the District's program managers to be helpful, informative and responsive to their needs. Additionally, all respondents found the District to be helpful and amenable to project changes, such as moving the project's location and downsizing the project's scope.
 - However, 45 % of the grantees surveyed did not believe that reimbursement requests were processed in a timely manner, and 20 % believed that there was a high rate of staff turnover that resulted in the respondents receiving conflicting information.

11. Project Management staff are overworked. A Project Manager may be responsible for up to 28 projects at any given time and section heads personally manage four of five of these projects.
- Currently, each Project Management section is responsible for 18 to 28 projects. The Heads of the three sections manage 3 to 6 projects, which negatively impacts their ability to adequately supervise and manage their staff's workload. **Table VI-5** indicates the current workload for the three sections, but it does not include any special projects that may be initiated by the various supervisorial districts.
 - DPR currently utilizes Department of Public Works staff to coordinate projects over \$1 million. Contracting projects below \$1 million should be considered to reduce existing project backlog. This would allow staff to concentrate efforts of deferred or maintenance projects.

Table VI-5
Project Workload by Project Management Section and District

SECTION	SUPERVISORIAL DISTRICT	NUMBER OF PROJECTS
North	3 rd , 5 th	18
East	1 st , 3 rd , 5 th	20
South	2 nd , 4 th	28

12. Planning and Project Management staff differs regarding the current division of project management responsibilities, especially the facility programming phase.
- Historically, the Planning Division was more involved in the site and funding source identification phase and responsible for developing the facility programming for the projects. Currently, Project Management and Planning Division is mainly responsible for the entire process, from site and funding source identification through the close of the project.
13. DPR lacks the necessary funds to adequately and effectively train project managers. Executive staff in project management must train staff on an ad hoc basis, as their workload and budget permits. Currently, staff is primarily provided on the job training.
- When DPW staff left Project Management to return to DPW, some Project Management staff was promoted to head the Project Management Sections. However, the staff did not undergo a training period or a comprehensive transition period with the DPW staff.
 - The head of Project Management personally trains staff on relevant issues, such as construction law.
14. Staff has recently received some basic computer software, such as the Microsoft Office suite. However, not all staff has received all components of Microsoft Office or training about how to use Microsoft Office applications.
- During the course of the audit, staff received some of the Microsoft Office suite. However, during one interview, a member of the audit team asked the

interviewee to see what Microsoft Office products were installed on the computer and found that not all of the applications had been installed because the computer needed additional memory.

- Staff did not receive any prior notice or training related to the installation of software on their computers. Some staff does not know how to use all of the Microsoft Office suite applications.
15. Project documentation and files are not adequately stored or maintained.
 - Six, or 37%, of the requested project surveys were not returned or adequately completed because staff was unable to locate project documentation or staff that had the information was no longer employed by DPR.
 16. There is no written, formal documentation of project management and planning policies and procedures. Staff is in the process of creating a project management and planning manual.
 - Staff learns about project management policies and procedures through on the job training and their acquisition of work experience.
 17. Project management staff must travel considerable distances to fulfill their site visit responsibilities, and they spend a significant amount of time visiting and traveling to and from project sites.

C. RECOMMENDATIONS

1. DPR should use the SAMP process/initiative to maintain an ongoing planning process that continually addresses unmet needs throughout the County, identifies potential parks and recreation sites, and initiates land acquisition activities. (Refers to Findings 3 and 4)
2. The use of planning staff to perform construction inspection and program management functions should be reconsidered. The current level of Department staffing for construction inspections should also be reconsidered. (Refers to Finding 5)
3. Grants Administration should collaborate with the Chief Administrative Office to ensure that adequate staffing levels are reached so that the Division's fulfillment of its responsibilities is not negatively impacted. (Refers to Finding 6)
4. Grants Administration should establish written policies and procedures to provide project documentation to the District for: (1) closing of completed capital projects, and (2) reimbursement of General Fund expenditures for ongoing capital projects. The Division should ensure that the General Fund is reimbursed fully for all expenditures related to capital projects by June 30, 2001 so that the General Fund does not have a deficit for fiscal year 2000-2001. (Refers to Findings 7 and 8)

5. The District should evaluate the reimbursement process to determine if there are any potential improvements that could reduce the amount of time required for reimbursements. (Refers to Finding 10)
6. The District should evaluate its succession process to ensure that any staff changes do not result in a grantee receiving different responses to questions from different District staff. (Refers to Finding 10)
7. Staffing levels in the Division should be reevaluated to determine if more staff is necessary for Project Management and Planning to manage existing projects in a more effective and efficient manner. (Refers to Findings 5 and 11)
 - DPR should fill the two vacancies in Project Management.
 - Also, the Division should reconsider the appropriate staffing level for construction inspection of Proposition and Quimby-funded projects.
 - If appropriate, coordinate with DPW management to take over responsibility for projects less than \$1 million to allow DPR staff to concentrate on deferred maintenance projects.
8. Project Management should ensure that project documentation is available and complete for submission to the District for closing out of completed projects and reimbursement of ongoing projects. (Refers to Finding 7)
9. DPR should reevaluate the current division of project management responsibilities, specifically whether Planning or Project Management should manage the facility programming phase of capital project development and construction. (Refers to Finding 12)
10. Training funds need to be dedicated to Project Management and Planning for ongoing project management training. (Refers to Finding 13)
11. DPR should ensure that all Project Management and Planning staff have adequate software and hardware to perform their job functions in an effective and efficient manner. DPR should provide training on Microsoft Office applications to staff. (Refers to Finding 14)
12. Project Management and Planning staff need to establish and maintain a project file management system that ensures timely and adequate access to information for completed, ongoing and future projects. (Refers to Finding 15)
13. Project Management and Planning should complete its policies and procedures manual and update information on a regular basis. (Refers to Finding 16)

Chapter VII
Support Services

Chapter VII

ADMINISTRATIVE AND SUPPORT SERVICES

This chapter discusses DPR's administrative and support services, specifically human resources and information technology. Findings and recommendations for both areas are included after each section.

A. HUMAN RESOURCES

Background

The Personnel Division provides services for DPR's approximately 900 full-time equivalent (FTE) employees, who are organized into five Agencies: Support Services, North Agency, South Agency, East Agency, and Capital Projects and Planning. As a support service, the Personnel Division interfaces with the agencies and their divisions. Most typically, the regional operations manager or another individual in each agency is the contact point for personnel and payroll matters.

The Personnel Division and its staff of 21.0 are under the Support Services Agency. The Personnel Officer has a Senior Secretary III and supervises four sections:

- the Recruitment and Records Section with a staff of 7,
- the Safety and Risk Management Section with a staff of 2,
- the Personnel Services Section (which includes Payroll) with a staff of 9 (2 of which are vacant), and
- the Training Office with a staff of 1.

Each of these Sections is described below.

Recruitment and Records Section

The Recruitment and Records Section consists of an Administrative Services Manager II over a staff of 6. An Administrative Services Manager I and a staff of 3 (a Senior Department Personnel Assistant and 2 Department Personnel Assistants) are responsible for operations and recruitment, including CWTAPPS, medical examinations, the front counter, and performance evaluations. Another Administrative Services Manager I is responsible for recruitment analysis, and a Department Personnel Technician handles the examination process.

The Section recruits new personnel from both outside and inside DPR and ensures objective selection of personnel. **Table VII-1** shows how the number of examinations conducted by the Section has increased during the last five years.

Table VII-1: Examinations Provided by Fiscal Year

Fiscal Year	Number of Examinations
1995-1996	26
1996-1997	45
1997-1998	69
1998-1999	65
1999-2000	42

Fundamentally, the recruitment process is a multi-step process with deviations that occur based on the varying types of recruitment: Departmental promotional, interdepartmental promotional, open competitive, and non-competitive recruitment process.

Steps Performed by DPR, an Agency, and CAO

1. During the last few years, all Department position openings require the approval of the CAO before a recruitment effort can begin.

Steps Performed by the Recruitment and Records Section

2. From Personnel's perspective, the recruitment process officially begins with the Personnel Requisition Form (P&R1), which was revised in 1977 and lists the position, location, supervisor, and required signatures. Once the CAO's approval is obtained, however, the Recruitment and Records Section will begin a recruitment upon receipt of the P&R1 or a telephone call.
3. The Section determines if a job analysis was conducted within the last five years before administering any examinations. It is important to note that a job analysis consists of the completion of forms and interviews by subject matter experts. The job analysis involves the listing of the essential duties in the form of Knowledge, Skills, Abilities, or Other Personal Characteristics (KSAPs). The recruiters develop questions related to the KSAPs. Most of the examinations are interview questions.

Steps Performed by the Recruitment and Records Section and the County's Department of Human Resources (DHR)

4. If it is an open competitive recruitment or an inter-departmental promotion, this Section must submit its draft bulletin and designed examination plan to the County's Department of Human Resources (DHR) for approval -- a one-week turnaround process.

Steps Performed by the Recruitment and Records Section

5. The Section leaves the exam open for two to three weeks and relies on a mailing list of more than 300 contacts (libraries, other County departments), for open competitive examinations and 50 to 100 contacts for promotional examinations.
6. The recruiters review the applications within one to two weeks of the closing of the examination.

Steps Performed by the Recruitment and Records Section and the Agencies

7. If the position is a promotional opportunity, the Section requests the involved managers to complete Appraisals of Promotability for internal candidates. DPR managers are required to complete these Appraisals within three weeks.

Steps Performed by the Recruitment and Records Section

8. Within two to three weeks, the Section establishes an interview schedule for open competitive interviews.
9. They compile an Eligibility List within three days of the interviews or Appraisals of Promotability reviews.
10. They mail out notification letters to the applicants or DPR employees who applied for a promotion.

Steps Performed by Agencies

11. The Agencies can then conduct their own hiring interviews from the Eligibility Lists.
12. The Agencies inform the Section which individuals to hire from the Eligibility Lists.

Steps Performed by the Recruitment and Records Section, Medical Examinations at Clinics, and DHR Physician Review

13. The Section schedules medical examinations, which typically take between two and four weeks to complete depending on the applicants' schedules and clinic availability.

14. Within one week of the medical examination, the clinics send the results directly to the County's Department of Human Resources (DHR) for the County physician to review, which takes an additional week.
15. Potential medical problems can take between two weeks and two months to clear.
16. At the time of the physical examinations, the applicants complete Form I-9; fingerprinting; and other Federal, State, and County forms for employment.
17. Once the medical examination is approved, the new employee can begin work.

Safety and Risk Management Section

The Safety and Risk Management Section has a Safety Officer who is supported by a Senior Department Personnel Assistant. Specifically, the Section performs the following duties:

- Develops and implements safety programs throughout DPR
- Processes "patron" claims, Accident and Industrial (A&I) Injury Reports, CAL-OSHA and OSHA compliance reports, and other safety-related reports. DPR has had 220 new accidents in this year alone.
- Coordinates the SELIP Program and completes the monthly SELIP Report for RIMA and sends SELIP Premium Adjustments to Accounting
- Coordinates and conducts safety training
- Coordinates long-term disability applications for employees who are out with extended illnesses and injuries and temporary work restrictions for employees as needed
- Coordinates the early Return-to-Work efforts and Workers' Compensation program, including investigations; monitors and manages approximately 275 active Workers' Compensation claims at any given time.
- Coordinates all safety-related litigation
- Maintains all safety files on injured workers
- Files claims
- Coordinates random drug testing for the U.S. Department of Transportation (DOT)
- Inspects playgrounds (the Safety Office is the only certified playground safety inspector in DPR)
- Coordinates special insurance requirements for special events
- Prepares a new monthly report on vehicle accidents by Department employees (beginning in September 2000)
- Implements the respiratory safety program
- Serves on the Countywide Health and Safety Committee of DHR and chairs DPR's Risk Management Committee

- Serves as DPR Emergency Coordinator (DEC interfacing with the Office of Emergency Management. As the DEC, the Safety Officer also coordinates the training activities of DPR's 40 to 50 Building and Emergency Coordinators (BECs).

The Section updates and monitors a monthly spreadsheet of potential and outstanding claims made by patrons or users of the parks. Since 1996, DPR averages about three claims per week and has a potential liability of \$40 million on its 276 active claims. It is important to note that the County is self-insured.

The Safety and Risk Management Section has recently activated the Risk Management Committee, which includes Agency representatives. Its function includes investigating accidents and identifying remedies and prevention programs. Its current focus is on vehicle accidents. This effort is particularly important because local governments were exempted from fines until recently. This exemption was removed and local governments are now under review; such fines can be as high as \$25,000 per incident.

Personnel Services Section

The Personnel Services Section and its staff of nine are responsible for personnel policies, discipline, classification, benefits, and payroll. Under the Administrative Services Manager II are the following units:

- ***Discipline.*** An Administrative Services Manager I handles discipline and grievances for DPR. It is important to note that the Administrative Services Manager II is also actively involved in discipline, advocacy, grievances, and Civil Service Hearings matters. Together, they receive calls from managers regarding performance and work problems as they emerge (approximately 3 calls per day), such as reviewing letters of reprimands and processing grievances.
- ***Classification.*** An Administrative Services Manager I handles DPR's classification requirements. DPR used approximately 168 job classes during Fiscal Year (FY) 1999-2000. On average, the Unit completes 5 to 10 classification projects per year and addresses approximately 25 to 30 duty statement requests as part of the budgeting process.
- ***Benefits.*** A Department Personnel Assistant administers employee benefit claims.
- ***Payroll.*** A Payroll Supervisor supervises a Payroll Clerk II and a Payroll Clerk I in processing payroll. Two other Payroll Clerk I positions remain vacant. DPR's payroll is approximately \$35.03 million in wages and salaries (another \$11.85 million in benefits) for FY 1999-2000.

Payroll is labor intensive; manually prepared time cards are manually keyed into CWTAPPS. Payroll has peak work periods between May 15 and September 15, which current staffing levels must absorb. The input of time cards for cost accounting purposes is contracted out, but Payroll still uses its existing staff to enter information into CWTAPPS.

The Training Office

Recognizing the need for staff development three years ago, DPR hired a Training Officer (officially an Administrative Services Manager II) in a newly created position.

This one-person Training Office has been designed in a resourceful manner, relying on the Training Officer, Agency employees, and volunteers as instructors. Some of the volunteers come from the University of Southern California (USC); University of California at Los Angeles (UCLA); California Highway Patrol; Los Angeles County Employees' Retirement Association (LACERA); the Probation Department, Community Development Commission (CDC), the District Attorney's Office, and the Department of Public Works (DPW) in the County of Los Angeles; and the Department of Water and Power (DWP) in the City of Los Angeles. Southern California Municipal Athletic Federation (SCMAF) courses are offered at half-price for Department employees. The County also furnishes free training through Comp USA for employees in job classifications represented by Local 660, including RSSs, RPS-Is, Staff-Is, Senior and Intermediate Typists, and others.

Between December 1998 and July 2000 (20 months), the Training Office delivered 115 training classes, averaging between five and six training classes per month. During this time frame, the average number enrolled was 32 attendees, and actual attendance averaged around 29 employees. The course topics offered included:

- personal computer software programs
- cash handling training
- crisis and post-crisis management (including bomb threats)
- effective employee discipline
- park inspection
- outdoor dangers like snakes and insects
- performance evaluations and coaching
- placement interview workshops
- public service training
- proper tree and shrub pruning techniques
- sexual harassment
- stress management
- supervision training

- time management
- volunteer management
- workplace violence
- advanced and intermediate writing.

Once a year, the Training Officer meets with managers and line staff to discuss training needs and then prepares and circulates a survey of “In-house Training Priorities.” DPR management reviews and ranks the in-house course list. The types of courses available are designed for specific employee groups, including: managers and supervisors, recreation and grounds staff, primarily grounds staff, recreation supervisors, leaders, and closely related staff, and civic center capital projects and their support services staff. The courses ranked in the top 60% to 75% are viewed as “must have” training. Some courses are traveling programs, and some are conducted at specific agencies. Department managers inform employees of courses that might interest them. Courses involving recreation and maintenance staff are scheduled between 9:00 a.m. and 2:00 p.m. to avoid overtime payments for off-hour attendance.

In addition, the Training Office publishes “Training STATION”, which discusses volunteers, special events, park facts, good work habits, working relations with the public, and "best practices" at parks elsewhere.

Findings and Conclusions

1. On the Confidential Employee Attitude Survey, Personnel and Payroll functions are viewed as average (on a scale of “5” being “Excellent” and “1” being “Poor”) in terms of their effectiveness in operational support. In general, headquarters and management appear more satisfied. Relevant and specific survey ratings are cited throughout the following human resources findings and conclusions.
 - In general, DPR segments that appear to have the lowest levels of satisfaction with human resources types functions are: the East and North Agencies, Capital Projects and Planning, and construction crafts, grounds, and park maintenance employees.
2. Although manual and labor intensive, Payroll appears to meet the needs of employees.
 - Payroll was rated as a 3.5; 83% rated this function as a “3” or higher. South Agency, Headquarters, and Capital Projects and Planning rated this function slightly higher than the North and East Agencies. There were no significant differences in the ratings among management and line positions.
3. Interviews with Field managers conveyed dissatisfaction with the amount of time required to complete the recruitment process. Recruiting was rated

slightly lower at 2.7, with the highest levels of satisfaction in Headquarters, a 3.4 rating, and the lowest levels of satisfaction in the East Agency, a 2.3 rating.

- In contrast, clerical, secretarial, and administrative staff rated recruiting more effective, a 3.2 rating, than all other positions.
 - Construction crafts, grounds, and park maintenance expressed a particularly low level of satisfaction with a 2.2 rating.
 - As already indicated, DPR has four types of recruitment requirements: (1) Departmental promotional, (2) interdepartmental promotional, (3) open competitive, and (4) non-competitive. The Recruitment and Records Section prepared a spreadsheet, which has been included as **Exhibit VII-1**. It analyzes these four types of recruitment and the amount of time required from start date (i.e., the date the examination was initiated by the head of Recruitment) and time of first appointment. The recruitment process ranges between three and six months.
4. Little targeted advertising and marketing for recruitment purposes is done.
- When a position requires advertising, the Recruitment and Records Section manager works with agency management to obtain the needed funds.

**Exhibit VII-1
Recruitment Process Survey**

October - December 1999

Exam Name & Type ⁽¹⁾	Start Date ⁽²⁾	Filing Period		List Promulgated	1st Appointment	Comments
		Open	Closed			
Data Systems Analyst II - DP, Exam #D2591-D	09/22/99	09/28/99	10/14/99	10/18/99	11/01/99	
Light Tractor Operator - DP, Exam #D7364-C	09/13/99	09/22/99	10/07/99	10/14/99	03/16/00	Candidate selected needed to have medical condition resolved.
Senior Secretary III - DP, Exam #D2102-E	07/12/99	09/15/99	09/30/99	10/05/99	10/05/99	Additional vacancies delayed exam opening until qualified candidates were recruited to the Dept.
Utility Tractor Operator - DP, Exam #D7365B	06/15/99	07/27/99	08/11/99	10/05/99	11/18/99	Appraisal of promotability required - 3 weeks allowed.
Program Manager I - DP, Exam #D0977-E	09/13/99	09/22/99	10/07/99	10/13/99	10/13/99	
Carpenter Working Supervisor - DP, Exam #D6263-A	07/28/99	09/22/99	10/07/99	11/18/99	11/18/99	Job Analysis required. Appraisal of promotability required - 3 weeks allowed.
Carpenter Supervisor - DP, Exam #D6266-C	10/18/99	10/27/99	11/15/99	11/23/99	01/18/00	
Procurement Aid - DP, Exam #D2343-C	10/05/99	10/13/99	10/28/99	11/17/99		No appointment made by exam requestor.
Plumber Supervisor - DP, Exam #D7275-B	08/11/99	10/04/99	10/20/99	12/09/99	01/03/00	Appraisal of promotability required - 3 weeks allowed.
Cashier Clerk - DP, Exam #1251-AD	09/02/99	09/15/99	09/30/99	12/13/99	12/27/99	Appraisal of promotability required - 3 weeks allowed.

- ⁽¹⁾ DP = Departmental Promotional
IP = Interdepartmental Promotional
OC = Open Competitive
NC = Non-Competitive

⁽²⁾ Start Date is the date exam was initiated by the Head of Recruitment.

**Exhibit VII-1
Recruitment Process Survey**

April - June 2000

Exam Name & Type ⁽¹⁾	Start Date ⁽²⁾	Filing Period		List Promulgated	1st Appointment	Comments
		Open	Closed			
Pool Manager/Recurrent - OC, Exam #D2966-S	02/15/00	03/06/00	05/18/00	05/30/00	06/07/00	Rebulletined 4/27 due to an insufficient number of applications.
Pool Lifeguard(East) - OC, Exam #D2964-15	04/06/00	04/29/00	04/29/00	05/09/00	05/18/00	Bulletin posted 4/17, performance test 4/29.
Equip. Maintenance Supervisor - IP, Exam #D6616-B	11/15/99	01/31/00	03/30/00	03/30/00	None	Rebulletined 3/7 due to an insufficient number of applications. CAO approval to fill position 7/27. Requester currently conducting selection interviews.
Custodian, NC, Exam #D9306-H	04/03/00	04/26/00	05/01/00	05/04/00	06/16/00	
Park Animal Keeper - OC, Exam #D0369-C	03/07/00	04/13/00	05/09/00	06/20/00	09/01/00	Exam: Interviews. CAO approval to fill position 7/27.
Senior Lake Lifeguard - OC, Exam #D2949-J	03/28/00	05/02/00	05/17/00	06/20/00	08/20/00	Exam: Performance test, Interviews, Requester changed exam request from OC to DP to OC. Several people passed on job offers. DMV printout required.
Senior Pool Lifeguard/Recurrent - DP, Exam #D2965-N	02/15/00	03/06/00	05/11/00	05/22/00	06/07/00	
Senior Cashier - DP, Exam #D1255-A	02/02/00	03/15/00	04/10/00	05/24/00	07/26/00	Job Analysis required, CAO approval delayed appointment, appraisal of promotability required - 3 weeks allowed.
Supply Officer II - DP, Exam #D2374-A	05/03/00	05/23/00	06/08/00	06/12/00	08/03/00	Selected candidate on withhold until 08/03/00.
Pool Lifeguard (North) - OC, Exam #D2964-14	12/07/99	03/25/00	03/25/00	03/27/00	06/08/00	Bulletin posted 1/13, performance test 3/25. Test date selected by requester. Lifeguard training determines earliest appt. date.
Pool Lifeguard (East) - OC, Exam #D2964-12	12/07/99	03/29/00	03/29/00	04/19/00	05/02/00	Bulletin posted 1/13, performance test 3/29. Test date selected by requester.
Pool Lifeguard (South) - OC, Exam #D2964-13	12/07/00	03/23/00	03/23/00	03/28/00	05/11/00	Bulletin posted 1/13, performance test 3/23. Test date selected by requester. Lifeguard training determines earliest appt. date.

**Exhibit VII-1
Recruitment Process Survey**

April – June 2000, continued

Exam Name & Type ⁽¹⁾	Start Date ⁽²⁾	Filing Period		List Promulgated	1st Appointment	Comments
		Open	Closed			
Recreation Services Ldr (North) - OC, Exam #D8796-8	03/08/00	03/22/00	04/06/00	05/01/00	06/19/00	Exam: interviews. Delay receiving pre-employment medical exam results from clinic.
Recreation Services Ldr (East) - OC, Exam #D8796-7	02/24/00	03/15/00	03/30/00	05/08/00	06/16/00	Exam: interviews. Delay receiving pre-employment medical exam results from clinic.
Locker Room Attendant (North) - OC, Exam #D8737-X	02/15/00	03/02/00	04/27/00	05/01/00	06/22/00	Exam: interviews. Pool opening influences earliest appt. date.
Locker Room Attendant (East) - OC, Exam #D8737-W	02/15/00	03/14/00	04/13/00	05/15/00	06/22/00	Exam: interviews. Pool opening influences earliest appt. date.
Cashier-Clerk (South) - OC, Exam #D1251-AG	01/11/00	02/22/00	03/08/00	04/10/00	06/16/00	Exam: performance test. Delay receiving pre-employment medical exam results from clinic. List used for Summer hiring.

- ⁽¹⁾ DP = Departmental Promotional
 IP = Interdepartmental Promotional
 OC = Open Competitive
 NC = Non-Competitive

- ⁽²⁾ Start Date is the date exam was initiated by the Head of Recruitment.

5. DPR has had difficulty recruiting lifeguards, with pay levels cited as a barrier.
 - The City of Los Angeles was paying \$10.67 and recently approved a 3% increase to \$11.00 but pays all lifeguards on a flat rate. In contrast, the County of Los Angeles has a five-step pay plan, ranging from \$9.14 to \$12.66. Once lifeguards have been in a step for 1,600 hours, they can move to the next step. Approximately 280 lifeguards are entry level and, therefore, at Step 1. However, 11 employees are at Steps 4 and 5 because they work at year-round pools.
 - It is important to note that the CAO is currently requesting the approval of the Board of Supervisors that all lifeguards be paid at Step 5. Such a shift would increase the County's competitiveness with neighboring cities.
 - DPR executives report they have a harder time recruiting staff for South Central and related high crime areas.
 - Retention of lifeguards from year to year is also a challenge.

6. The Training Officer's annual training needs assessment with Department managers is a good first step in matching needs to available resources. Moreover, with no training budget, the Training Office strives to offer a breadth of training programs to meet some of the needs of all Departmental job classifications.
 - Training was rated 3.0, with 69% of the ratings at a "3" or higher. Headquarters and the North Agency considered Training to be more effective with 3.4 and 3.3 ratings, respectively.
 - The East Agency rated Training the lowest with a 2.5 rating.
 - In addition, 51% perceive they have opportunities to improve their skills through formal training programs (e.g., classes and seminars), a perception held strongest at Headquarters (64%), North Agency (60%), South Agency (56%), and among management (57%). This perception was the lowest at the East Agency (35%), in Capital Projects and Planning (45%), and among construction crafts, grounds, and park maintenance (43%) employees.
 - Management, recreation, and aquatics rated Training higher (3.3 and 3.2 ratings, respectively) versus construction crafts, grounds, and park maintenance employees, who gave it a 2.2 rating.
 - Moreover, 45% agree that they have opportunities to continue their education. This perception is strongest among Headquarters (51%) and the South Agency (48%) employees and least among the East Agency (41%) and Capital Projects and Planning (33%) employees.

7. As currently structured, most of the communications about the Training Programs are through management and supervisors and at the yearly symposium. Employees have little opportunity to sign up directly.

8. Employees perceive they have the skills required to get the job done. According to the Employee Attitude Survey:

- 95% report that they are qualified to perform the type of work they are asked to perform.
 - Only 37% agree that they need additional training to do their jobs more effectively. In contrast, only 30% of the construction crafts, grounds, and park maintenance staff perceive they need additional training.
 - Most of the time, between 69% and 71% of the employees agree that their co-workers, support staff, and subordinates have the people and technical skills required to get the work done.
 - These sentiments were strongest regarding co-workers' and support staff members' *people skills* at Headquarters (78%) and the lowest among Capital Projects and Planning staff (58%).
 - These sentiments were strongest regarding co-workers' and support staff members' *technical skills* at Headquarters (73%) and East Agency (73%), and among clerical, secretarial, and administrative staff (72%). In contrast, they were the lowest at Capital Projects and Planning (64%) and South Agency (60%) and among construction craft, grounds, and park maintenance employees (62%).
 - Sentiments that subordinate staff members had the skills required to get the job done were strongest at Headquarters (86%) and the East Agency and the lowest among Capital Projects and Planning (65%) and the South Agency (67%).
 - Clerical, secretarial, and administrative staff perceives their subordinates have the required skills. In contrast, between 59% and 68%, respectively, of the recreation and aquatics staff and construction crafts, grounds, and park maintenance staff perceive their subordinates to be adequately skilled.
9. Executives and management receive little formal training because of the associated costs. Many interviewees cited the need for such training, especially team-building training.
- This need is further reinforced because only 49% of DPR employees agreed that top management had the *people skills* required to get the work done. Employees appear to have greater confidence with Capital Projects and Planning (54%) and the South Agency (58%) than with the North Agency (37%) management.
10. DPR lacks a comprehensive training software package to issue certificates of attendance at training sessions, permit skill banking for promotional purposes, or monitor training effectiveness.
11. Performance evaluations may cite needed training, but DPR does not systematically review such requests in determining training needs.

12. Little human resources planning currently occurs, hindering management's ability to anticipate retirements, plan organizational changes, identify new job classification requirements, identify training needs, and anticipate recruitment requirements.
13. Although little formal succession planning appears to occur and employees perceive that who you know is important for promotions, employees plan on continuing to work for DPR.
- Only 40% perceive that getting promoted is a fair process and that they have a fair shot at promotions. Perceptions were more positive at Headquarters (56%) and Capital Projects (44%) and among management (49%) and clerical, secretarial, and administrative staff (48%). In contrast, 34% thought the process was unfair, especially at the East Agency (46%) and among construction crafts, grounds, and park maintenance (46%).
 - However, 55% disagree that what you know matters more than who you know to get ahead at DPR. This perception is particularly held in the East Agency (73%), the North Agency (67%), and among the construction crafts, grounds, and park maintenance employees (65%), but less so at Headquarters (37%).
 - 58% agree that they have a well-defined career path, especially at Headquarters (69%), but less so at Capital Projects (52%), the East Agency, and among recreation and aquatics staff (53%).
 - Moreover, 78% plan to continue working at DPR for the next 2 to 5 years. This commitment was strongest among construction crafts, grounds, and park maintenance (86%) and recreation and aquatics personnel (82%), and least among clerical, secretarial, and administrative staff (63%).
 - One-half agreed that they had opportunities to work in different areas or assignments to gain experience and cross-train, especially at Headquarters (55%) and in recreation and aquatics (62%) and least at the East Agency (42%) and among management (43%).
14. Many report concerns about staffing levels and the mix of permanent and other employees.
- In terms of staffing levels, only 26% of the employees agree that their agency is staffed to handle peak work periods; 44% disagree that the staffing levels are adequate. Staffing levels are a greater concern at Headquarters (53%), Capital Projects (54%), East Agency (51%), and North Agency (48%) and among management (57%) and construction crafts, grounds, and park maintenance employees (48%).
 - 66% agreed that more permanent and fewer recurrent or seasonal employees are needed to work more effectively, particularly at the North Agency (76%) and among construction crafts, grounds, and park maintenance staff (79%). The group with the least concerns was clerical, secretarial and administrative and recreation and aquatics staff (both 56%).

- Specifically, Personnel cited vacancies in all key functional areas during the last few years because of budgetary constraints. As of November 2000, the Personnel Division has two unfilled positions, both in Payroll.
15. Personnel policies and procedures are not systematically reviewed and updated.
- In some areas, much of the working knowledge is housed with specific individuals who have worked in the area for many years. If these individuals were to leave, DPR would be vulnerable.
16. No separate budgets exist for its recruitment, safety, and training functions.
17. Personnel management emphasizes that DPR makes every effort to implement County codes and personnel practices consistently and fairly.
- Because of the Agencies' autonomy, such consistency is difficult. Moreover, the Agencies do not consistently adhere to Personnel deadlines or notify Personnel of changes (such as terminations) in a timely way; this situation is particularly problematic for Payroll.
 - As indicated on the Employee Survey, work rules also do not appear to be consistently applied from agency to agency or between Headquarters and the agencies (i.e., only 37% agree that the work rules are enforced consistently throughout DPR).
 - Consistency in work rules appears better in the South Agency (45%) than in the North Agency (32%) and among management (31%).
 - In contrast, between 41% and 42% of the construction crafts, grounds, park maintenance, recreation, and aquatics employees perceive that the rules are applied consistently.
17. At Headquarters and in the Agencies, users commented that Personnel would occasionally appear too rigid in how it interpreted the County's Personnel Code and were not receptive to exploring alternative approaches that were still in compliance with County codes.
18. In contrast, employees perceive they receive fair and objective feedback on their work.
- Overall, 89% of the employees report that they received a formal Performance Evaluation in the last 12 months. Personnel reported, however, that during fiscal year 1999-2000, 288 of the Performance Evaluations for temporary employees and 183 Performance Evaluations for permanent employees were delinquent.
 - In addition, 74% agree that these annual Performance Evaluations are fair and objective, especially at Headquarters (83%) and the North Agency (80%) and among recreation and aquatics staff (78%). In contrast, such fairness and objectivity was questioned more at Capital Projects and

Planning (64%) and among construction crafts, grounds, and park maintenance staff (68%).

- Additionally, 69% agree that their supervisors let them know if they are doing a good job, especially at Headquarters (83%) and the North Agency (73%) and among recreation and aquatics employees (73%). This feedback appears to be less so at the East Agency (63%) and among construction crafts, grounds, and park maintenance staff (62%).
19. Only a minority of employees believes the Employee Recognition Programs builds morale.
- Only 40% agree that the Employee Recognition Program boosts morale, particularly at Headquarters (57%) and with management (48%). This Program is least effective at the East Agency (31%) and with construction crafts, grounds, and park maintenance (32%).
20. DPR lacks a full-time position that focuses on Employee Relations and Advocacy.
- The number of grievances has increased in recent years. This situation is exacerbated because new hires have not systematically received training on how to handle conflicts or discipline problems.
21. Employee diversity does not appear to be highly valued.
- Overall, 49% agree that DPR values employee diversity, particularly at Headquarters (57%), Capital Projects (58%), among management (56%), and clerical, secretarial and administrative staff (53%).
 - In contrast, 40% of the construction crafts, grounds, and park maintenance staff agrees that DPR values diversity.
22. In general, employees feel safe. 60% agreed that the building, facility, or area where they work is safe. Exceptions were at Headquarters (25%) and Capital Projects (44%). The parks appear to be perceived as safer.
23. The Safety and Risk Management Section is thinly staffed, given the level of critical reporting required. Moreover, the Agencies do not have fully dedicated safety personnel. Safety associations recommend one Safety Officer for every 500 employees.
24. A number of human resources functions (payroll and time cards, recruitment, training, safety) are more labor intensive because of the lack of technological enhancements.
- The County's TRAK system only tracks applicants, not the entire recruitment process from job posting to hiring.
 - Almost all Personnel forms are photocopies of hard copies. Some are County forms with carbon paper. Many date back to the 1970s.

- Data Processing also appears to be understaffed and not positioned to help users identify and implement technological enhancements.

Recommendations

1. Transform the Personnel Division into a full-service human resources operation. (Refers to Finding 12):
 - During the last decade, given the County's orientation toward personnel and DPR's limited financial resources, DPR has maintained a Personnel Division that reflects a traditional personnel County operation with minimum staffing levels and resources to comply with County codes. A human resources function would entail:
 - Strategic human resource approaches that position DPR for the long term
 - A focus on customer service and customer satisfaction, while staying in compliance with County code and rules
 - Cost-effectiveness, efficiency, and effectiveness (not just identifying the "cheapest" way to get the work done)
 - Programs targeted at enhancing the work culture, such as improving the value placed on diversity, designing new organizational models, and rewarding work efforts and work ethics
 - Increased use of human resources technology
 - Planning of human resources functions (recruitment, training, employee relations), including annual and multi-year perspectives linked to budgeting and financial management
 - Use of human resources personnel as strategic assets
 - Investments (e.g., training) in employees because they are DPR's most important assets
 - Performance management tools that can help managers and supervisors motivate, develop, and retain employees through effective performance evaluation systems, coaching and feedback skills, and conflict resolution
 - Transition from personnel experts (focusing on the rules and processes) to human resources facilitators and consultants (focusing on the application of the rules and processes as effective management and employee development tools).
 - For this transformation to occur, Department executives and management must be committed to a human resources function, instead of a personnel function. DPR faces several obstacles of past practices including:
 - The lack of effective communications throughout DPR and the County
 - The lack of good human resources models and practices within the County
 - Historical emphasis on centralized personnel functions and authority removed from the users -- both within DPR and in the County

- Organizational hierarchies and loyalties that are vertical (similar to silos) and impede collaboration across organizational lines
 - Counterproductive competition for limited resources, such as budget dollars and recruitment services
 - Over-reliance on transmitting rules rather than goals or desired outcomes.
2. Given the amount of dollars spent on salaries and benefits in DPR, make human resources an integral part of the organizational philosophy. (Refers to Findings 3, 4, 8):
- Effective human resource processes can help to:
 - Provide career development and promotional opportunities
 - Develop knowledge and skills for continuous performance and productivity improvement
 - Reduce the number of Workers' Compensation claims and suits and associated costs through better management practices
 - Attract, motivate, and retain quality talent in DPR.
 - Since there is a significant number of pending retirements in the next three to five years, DPR must have the *right* people available at the *right* time and in the *right* place to perform the required work.
 - Department management needs sufficient numbers of employees with the appropriate training and work attitudes to perform the required work. At the same time, employees are interested in certain job qualities.
 - The County has been successful in providing some of these qualities, such as benefits, but has not consistently provided other qualities, such as professional and personal development. Job qualities that most government employees value are:
 - Working conditions that are safe, clean, and healthy
 - Job security
 - Adequate and fair pay, including equitable pay relationships and equal pay for equal work performed
 - Adequate and competitive benefit programs, including retirement, health insurance, vacation, and other employee benefits
 - A feeling of achievement from their work and a sense that they are in the kind of work where their abilities are used best
 - An environment that welcomes their ideas and input and encourages employee involvement in the operations and decision-making of the organization
 - Growth and development, including long-range opportunities for advancement
 - A working climate that emphasizes employees being valued and needed in DPR.

3. Emphasize human resources professionals as problem-solvers. (Refers to Findings 12, 13)
 - The roles of human resource professionals are changing to respond to evolving governmental organizational needs. Human resources professionals are moving away from the traditional personnel role of rule enforcer to one of a consultant and problem solver.
 - More significantly, the leadership role of department heads and middle management increasingly emphasizes the importance of good human resources practices as effective management tools. These tools are important for: (1) reshaping the work environments and habits; (2) addressing changing jobs as a result of the current technological and information explosion; and (3) emphasizing greater accountability for outcomes.
4. Emphasize that managers pay ongoing attention to human resources matters, especially selection, discipline, management and supervisory skills, training, and consistency.

The balance of the recommendations focus on the first steps to move toward a full-service human resources operation and refers to the proposed new function as a Human Resources Division, not a Personnel Division.

5. Hire a full-time employee to focus on Employee Relations and Advocacy, with emphasis on: (1) addressing grievances, and (2) training supervisors on mitigating potential situations from becoming grievances through conflict resolution and coaching. (Refers to Finding 21)
 - If this position were filled with a professional at the Administrative Services Manager II or Civil Service Representative level, the approximate cost would be \$82,850, with a base pay of \$61,830 (Step 4) and County benefits of 34%.
 - The savings realized in avoided or resolved grievances should more than pay for the position in the first year.
6. Initiate a formal Early Return-to-Work Program to help mitigate this \$1.55 million cost and reduce potential litigation from Worker's Compensation Claims. (Refers to Finding 24):
 - DPR should establish a Coordinator or Administrative Services Manager I position to:
 - Work with supervisors (many of whom are reportedly resistant to accommodating work and accepting employees back into their workforce who are not 100% recovered) to participate in the Program
 - Conduct safety inspections with the intent of mitigating situations before accidents might occur
 - Conduct more formal safety training workshops.

- The approximate cost for the position would be \$76,364, including a base pay of \$56,988 (Step 4) and County benefits of 34%. Even if only 5% of DPR's costs were reduced, this position would also pay for itself within the first year.
7. Develop Human Resources Plans, including: (1) training plans, (2) recruitment plans, and (3) staffing plans, which should include analysis of the optimal mix of permanent, recurrent, and season employees. (Refers to Findings 12, 13, 14)
- Part of this planning process should be an internal assessment of the staffing levels required to significantly improve turnaround services and range of human resources services to be provided.
 - As part of human resources planning, DPR should initiate a succession planning process for management, line, and support personnel that considers anticipated retirements, normal turnover and attrition rates, new training requirements, potential job rotations, and organizational change needs. Such plans are particularly important with the number of anticipated Department retirements in the next three to five years.
 - Such planning is at least a three-step process, as outlined in **Table VII-2**.

**Table VII-2
Human Resources Planning Steps**

Steps	Description
1.	<p>Identification of human resources needs, including job design; budgets; technological changes; affirmative action/EEO goals and plans; expected attrition (i.e., retirements, resignations, promotions, etc.); effects of past human resources initiatives; external hiring needs; improved utilization; training and professional development needs; and employee assistance programs.</p>
2.	<p>Human resources planning, including the performance of individuals and the organization, as well as hiring and training needs for such key areas as:</p> <ul style="list-style-type: none"> • Staffing levels and associated compensation costs • EEO/affirmative action plans and diversity • Performance planning and appraisal • Recruitment, promotion, and hiring • Training and development • Advocacy and discipline • Safety and risk management. <p>Moreover, these annual plans should outline expected activities in each area together with anticipated timing, staffing requirements, and budgetary implications. Detailed plans should be prepared and updated periodically (quarterly or as appropriate), based on the annual plan and an analysis of the actual conditions at the time.</p> <p>Although the Human Resources Division should facilitate the planning process, agency and division managers should prepare their respective plans because:</p> <ul style="list-style-type: none"> • These managers are most familiar with their needs and related human resources requirements or circumstances. • By focusing on human resources issues, they should develop an increased appreciation for them and potentially influence their approach to management issues. • They should focus on training and development as an ongoing process throughout the year. • Finally, they can begin to view the full gamut of human resources functions and understand their interconnection (e.g., improved communication reduces the number of grievances, and improved training enhances performance and morale).
3.	<p>Ongoing Refinement of the Human Resources Plan. Departments should conduct a post-audit at the end of each planning cycle to determine strengths and weaknesses of the previous plan, improve the planning process, and update the Human Resources Plan.</p>

The nature of the Agency need may dictate different human resources strategies, as displayed in **Exhibit VII-2**, following:

Exhibit VII-2
Possible Department Actions to Address Human Resource Issues

Strategic Issues with Human Resources Implications	Possible Areas for Action: What <i>Could</i> Be Done?						
	Recruitment	Training or Retraining	Organizational Change	Job Reassignments/Reclassifications	Communications	Staffing Levels or Mix	Performance Evaluation
Operational expansion	√	√	√				
De-emphasis or discontinuance of an operation or service		√		√		√	
New service offerings	√	√	√	√		√	
New technologies or applications	√	√	√	√			
Changes in operating methods or productivity improvements		√	√	√		√	
Changes in administrative, information, or control systems		√	√	√	√	√	
Changes in organizational structures	√	√		√	√		
Changes in employee relations or the work culture		√					√
New EEO/affirmative action requirements	√	√		√	√	√	
New OSHA or other regulatory requirements affecting human resources		√		√	√		
New demands from the public	√	√		√	√	√	
Too little turnover or mobility in any group	√		√	√			√

**Exhibit VII-2
Possible Department Actions to Address Human Resource Issues**

Strategic Issues with Human Resources Implications	Possible Areas for Action: What <i>Could</i> Be Done?						
	Recruitment	Training or Retraining	Organizational Change	Job Reassignments/Reclassifications	Communications	Staffing Levels or Mix	Performance Evaluation
Noteworthy performance problems in any groups (or appraisal results signaling significant problems)			√	√			√
Inadequate technical competency or potential shortcomings	√	√		√			√
Desired employee mix for EEO/AA purposes (minorities and women)	√	√		√	√		
Insufficient pool of employee talent who could become supervisors or managers	√	√	√		√		√
Inadequate managerial skills (leading, planning, decision-making, etc.) to meet the changing demands of the work, the public, etc.	√	√	√	√			
Key managers with inadequate management or supervisory experience (e.g., multiple function exposure)	√	√		√			√

8. Emphasize that agencies and the Human Resources Division should take reciprocal responsibility for ensuring human resources needs are clearly understood and met. (Refers to Finding 12)
 - Human resource planning, just discussed, is just the first phase in taking such ownership. Key elements of ownership should include:
 - Development of collaborative plans with the Human Resources Division for activities requiring their input or services
 - Determination of duties and responsibilities for new and changed jobs, together with qualifications and special skills
 - Active participation in the recruitment and testing process, including suggestions regarding:
 - Appropriate sources for open competitive recruitments
 - Skills to be tested
 - Questions to be asked
 - Available Department staff to assist with recruitments
 - Active involvement in assessing training needs at the managerial, supervisory, and non-supervisory levels (already done by the Personnel Division), and ensuring that all employees take required training courses
 - Creation of a managerial climate that:
 - Promotes employee development and the effective and efficient accomplishment of Department activities
 - Helps to resolve complaints and potential grievances and at the earliest possible stages
 - Nurtures collaborative managerial-supervisory-employee work place relationships.

9. Establish more regular and formal meetings where the Human Resources Division professionals meet formally, address issues as needed, and share areas of expertise. (Refers to Finding 18)
 - At times, the Human Resources Division should involve agency personnel in these meetings.
 - Human Resources Division managers should occasionally spend more time in the field--presenting and sharing human resources priorities and proposed improvements, and discussing field needs and issues
 - It is important to note that the Personnel Division conducts some regular meetings. For example, Recruitment and Records staff meets with agency representatives about the recruitment of seasonal personnel (lifeguards, cashiers, and recreation positions).

10. Ensure that human resources expertise is always present at executive meetings to consider human resources planning issues, discuss consistent approaches for implementing human resources policies across agencies, and build the executive team.

11. Review and update human resources policies and procedures so they: (1) remain consistent with County Personnel Code; (2) are streamlined for maximum efficiency and customer service; and (3) reflect current innovations and trends in human resources. (Refers to Finding 15)
- Beginning in the 1990s, hundreds of cities and counties embarked on implementing best practices to improve government. Participating agencies included: New York, Boston, Philadelphia, Chicago, Milwaukee, Charlotte, Dallas, Indianapolis, Phoenix, and Portland (Oregon).
 - Many states have also embarked on similar initiatives. For instance, at least 30 states have initiatives to simplify personnel systems (Source: David Osborne and Peter Plastrik, "Rewriting Government's DNA: Strategies for Building a Better Public Sector," *The New Democrat*, March/April 1997).
 - Although DPR is somewhat constrained by what the County as a whole is willing to do, it should offer to serve as a pilot for DHR in testing new human resources pilot projects, some of which are highlighted in subsequent recommendations.
12. Conduct a management and supervisory training needs assessment. (Refers to Findings 6, 9)
- Based upon supervisory needs, DPR should design management training workshops or identify existing programs that meet managers' needs.
 - Specifically, individuals have recognized the need for executive and management training in goal setting and follow-through on established goals. This area is explored in further detail under "Strategic Planning" of this management audit.
 - Executive management should focus on the following action items:
 - DPR should approach DHR about increasing the number of potential participants in the County's Management Academy, offered jointly through DHR and local California State Universities. The purpose of the Management Academy is to help develop the next generation of managers in the County.
 - In addition, the identification of training needs could be incorporated into managers' Performance Evaluations and Management Appraisal and Performance (MAP) Plan goals and employee's Performance Evaluations.
 - Managers and supervisors should ensure their staff get the training specified in their MAP and Performance Evaluations in terms of:
 - Working with staff to schedule release time at non-peak times
 - Providing adequate coverage when staff members are anticipated to be away.

13. Establish a Leadership or Recreation and Aquatics Academy that offers orientation, new programmatic initiatives, and refresher training for recreational and aquatic personnel. (Refers to Finding 6)
 - Such ongoing training is particularly critical, given recent turnover, the importance of these programs, the need for hands-on work with children, and the ongoing need to rejuvenate recreation programs. The YMCA has a good model for such an academy.
 - Although the recreation and aquatics managers might take the lead in the programmatic design and offerings, Human Resources should guide the process and implement the scheduling, advertising, and registration requirements.

14. Establish a separate budget for training activities like management training, the Leadership Academy, and contracted training. (Refers to Findings 6, 9, 10)
 - DPR should also establish a minimum amount of expected training for every employee. Two potential models for establishing a minimum amount include:
 - DPR might commit for management a minimum of 16 hours and other staff a minimum of eight hours of formal training (not counting time dedicated to safety training) each year.
 - Or, the training budget might represent a specified percent of the workforce salaries. (For example, a budget of .05% of DPR salaries would be approximately \$175,000 per year).
 - As part of its budget, the Training Office should also obtain better software for tracking training programs and participation and issuing training certificates.
 - With time, DPR should assess the need for separate recruitment and safety budgets as well.

15. Further involve employees in assessing training requirements by obtaining their input regarding their perceived training needs. (Refers to Finding 7)
 - While surveying employees, DPR will need to avoid creating undue employee expectations regarding what training opportunities may be possible.
 - In the future, if classes are overenrolled or employees are abusing this perquisite, DPR should reassess training opportunities. Until then, it should fully exploit the available training opportunities.

16. Based on training needs, deploy more of the exceptional trainers in one Agency to other Agencies. (Refers to Findings 6, 9)

17. Routinely evaluate effectiveness of training programs. (Refers to Finding 10)

17. Routinely evaluate effectiveness of training programs. (Refers to Finding 10)
- Once training programs are in place, routinely evaluate them to determine their successes against such criteria as
 - Perceived relevance to job
 - Improvements made in work behaviors and outcomes
 - Application of concepts learned to the work at hand
 - Effectiveness and quality of materials
 - Quality of instructor and presentation.
 - Training programs that do not meet the first three criteria or do not result in meaningful change over time should be revamped or eliminated, even if attendees express satisfaction with the programs.
18. Increase the number of training professionals by at least 1.0 FTE, if not two FTEs.
- Average cost is about \$76,364 per FTE.
19. Streamline the recruitment process as much as possible. (Refers to Findings 3 and 4)
- Human Resources should work with a group of users and DHR to map the current recruitment process (from point of approval in the budget to actual start date). Collaboratively, Human Resources and the users should identify ways to expedite the process.
 - Where possible, quick, immediate remedies should be employed, realizing that some of the significant improvements may take time. To streamline recruitment, DPR should consider the following suggestions:
 - DPR should approach DHR as a potential pilot site for new recruitment processes and technology, such as online applications.
 - The Recruitment and Records Section should consider a variety of tactics for expediting the process. During the management audit, Department interviewees suggested such tactics as:
 - Establishing an Eligible Register for selected positions (lifeguards, locker room attendants, cashiers)
 - Establishing larger and more frequent Eligibility Lists
 - Expediting fingerprinting
 - Implementing the ability to explore candidates in the next band of the Eligibility list, particularly if eligible candidates in a higher band of the List had already turned down an offer from an Agency.
 - Department managers could complete the Appraisals of Promotability, listing what positions the incumbent would be eligible for promotion, as part of the annual Performance Evaluations.

20. Assess and acquire human resources software that can help reduce the labor intensiveness of some human resources functions such as payroll and time cards, recruitment, training, safety, and electronic forms. (Refers to Finding 2)
- Specifically, DPR should explore automated time and attendance systems to streamline payroll. Such systems will be particularly useful during peak work periods. The County's Internal Services Department has such a system in place for its own departmental time reporting.
 - As a short-term alternative, DPR could consider having the organization that inputs the Time Cards for cost accounting purposes also enter Payroll information for CWTAPPS, especially during the peak work periods.

B. INFORMATION TECHNOLOGY

The Data Systems Group of the Department of Parks and Recreation consists of a Manager and four additional staff persons, including one contract programming person. They are responsible for the PC, network and programming support for the Department and for the implementation and maintenance of the various systems in place throughout the Department. The Department standard is currently Lotus Smart Suite although they are moving toward using the Microsoft Office Suite of software.

There are a variety of systems in use throughout the Department. A summary of these systems is shown in **Exhibit VII-3**, following:

County of Los Angeles ERP Feasibility Study

Department: Parks and Recreation

Inventory of Identified Systems

Functional Area	Application/Project	Hardware Platform	Meeting Needs?	Support Required	Year Installed	Dept. Specific?	Maint.
Payroll	• CWTAPPS	Mainframe	S	Y	1989	N	4
Employee Timekeeping	• CWTAPPS	Mainframe	S	Y	1989	N	4
	• Temporary Employee Application	PC/LAN	N	Y	1990	Y	7
Budget Development	• CAPS	Mainframe	S	Y	1988	N	4
	• Lotus 123 Spreadsheets	PC/LAN	S	N	1985	N	1
Budget Control	• CAPS	Mainframe	N	Y	1988	N	4
	• Lotus 123 Spreadsheets	PC/LAN	N	N	1985	N	1
	• Data Gathering Application	Client/Server	NA	Y	1999	Y	7
Human Resources	• CWTAPPS	Mainframe	S	Y	1989	N	4
	• CAPS	Mainframe	N	Y	1988	N	4
	• Lotus 123 Spreadsheets	PC/LAN	S	N	1985	N	1
	• Automated Pre-Employment System	PC/LAN	S	N	1993	N	1
Purchasing	• CAPS	Mainframe	S	Y	1988	N	4
	• Purchase Order Application	PC/LAN	S	Y	1997	Y	7
	• CAMIS	Client/Server	S	Y	1999	N	4
Contracts Administration	• Contract Monitoring Application	PC/LAN	NA	Y	1999	Y	7
	• Golf Application	PC/LAN	S		1998	Y	7
	• Capital Projects Application	PC/LAN	S	Y Y	1997	Y	7
Accounts Payable	• CAPS	Mainframe	S	Y	1988	N	4
	• Purchase Order Application	PC/LAN	S	Y	1997	Y	7
	• Encumbrance Expenditure Application	PC/LAN	S	Y	1999	Y	7
Accounts Receivable	• CAPS	Mainframe	S	Y	1988	N	4
		PC/LAN	S	N	1985	N	1

Inventory of Identified Systems, cont.

Functional Area	Application/Project	Hardware Platform	Meeting Needs?	Support Required	Year Installed	Dept. Specific?	Maint.
	• Lotus 123 Spreadsheets						
General Ledger	• CAPS	Mainframe	S	Y	1988	N	4
Fixed Assets	• CAPS	Mainframe	S	Y	1988	N	4
	• Lotus 123 Spreadsheets	PC/LAN	S	N	1985	N	1
Facilities Operations	• Lotus 123 Spreadsheets	PC/LAN	S	N	1985	N	1
Inventory Management	• Warehouse Inventory Application	PC/LAN	U	Y	1987	Y	7

Findings and Conclusions

26. The Department has an appropriate policy regarding personal use of computers, software and various forms of internet access and has taken appropriate steps to ensure that each employee is aware of the policy.
- Most recently, in September 2000, the Director sent a memo to all Department staff regarding the “Appropriate Use of Department Computers” in specific response to recent audits performed by the Internal Services Department, the Auditor-Controller, and internal staff that indicated that some employees are not following the policies established by the department of the County.
 - Each employee who has County internet access has also signed the *Employee Acknowledgment of ISD Internet Acceptable Usage Policy Security Responsibilities* that states that each employee “will use ISD internet access for County management-approved purposes only.”
 - Attached to the Director’s memo were three additional documents for the employees: Policy/Procedure No. 208-Computer Systems, Software, and Data Security; Countywide Data Security Policy; and Acceptable Usage Policy for ISD Internet Service.
27. The IT Section appears to be inadequately staffed to conduct existing and anticipated workload.
- At the request of BWG, section personnel kept a daily log of work performed for a specific period of time, from September 25, 2000 through October 5, 2000. On a daily basis, each IT employee identified every project worked on, who requested the project, the priority (high, medium, or low) of the project and the status (in progress, deferred or completed) for each project.
 - While this was certainly not a scientific analysis of workload, it provides some indication of the level of effort of each of the personnel and the numbers and types of projects worked on. **Table VII-3** shows the number of distinct projects, meetings or efforts undertaken by the five employees and the number of high, medium or low priority projects worked on or completed by the staff. Several very broad conclusions may be drawn from the information included in Table VII-3:
 - The majority (68%) of projects begun are completed without the employees being redirected.
 - There are numerous projects, short and long term, that are worked on simultaneously.
 - Very few projects get deferred, once begun.
 - The vast majority (91%) of projects worked on are perceived as either high or medium priority by the personnel who are working on them.
 - Most of the work in progress were assignments started, but on hold, to focus on higher priority work.
 - Deferred projects were those not even initiated due to other work needs.

Table VII-3
Analysis of Work Management Study

NUMBER OF PROJECTS	COMPLETED	IN PROGRESS	DEFERRED	TOTAL
HIGH PRIORITY	110	41	2	153
MEDIUM PRIORITY	105	46	3	154
LOW PRIORITY	16	14	1	31
TOTAL	231	101	6	338

- BWG discussed the results of the work management survey with section management and we both agreed that current staffing is perceived as insufficient at the present time, given the existing and future work load.
- Additional external resources and/or staffing may be necessary with additional work requirements.

28. The Department does not have an appropriate communications network between its administrative facilities, and current communications methods are unreliable.

- Many of the field staff send mail to the Administration Building over the Internet rather than send it through the department's own email system. The T1 link that exists to the County's wide area network has a better track record than the Department's modem-to-modem links.
- Current communications methods are very slow and almost unusable. For example, the Capital Projects Agency sends their staff to the Administration Building to print reports and update their databases rather than use their dial-up remote access connection.
- A Department Wide Area Network will increase the speed and reliability of the communications and to increase the functionality of the systems. There is no point in looking at other technologies, such as document imaging or a department-wide inventory control system, until a system upgrade is obtained. Newer technologies such as document imaging use huge files and to implement such systems over regular telephone lines would not be appropriate.
- Access to the upgraded system will not be cheap. The Internal Services Department estimates that it will cost \$7,000 per facility to install a connection to LANET, the County's wide area network. Ongoing costs are tagged at about \$860 per month per facility, for an annual cost of \$10,320. For the three administrative headquarters buildings, the six recreation districts, and two sub-districts, the startup costs total \$77,000, with an annual telecommunications cost of about \$113,520.

29. The Department does not currently have a formal equipment replacement policy, there is no consistent server configuration, and the replacements may not be based on actual need.
- Before the budget troubles over the last two fiscal years, the Department had an unofficial personal computer replacement schedule of three years. Computers within an entire section or small division were replaced at a time, for it was considered true that if one person in a group needed a new system, they all did. One of the advantages of this method was since everyone had the exact same computer and software configuration, they could help each other if they had a problem. Morale issues were prevented, for no one could accuse the Department of showing favoritism as everyone had the same configuration. At that time, the network equipment was still new and worked fine.
 - For the last two fiscal years however, the replacement purchases have been haphazard. Only the most dire emergency purchases were approved and those purchases that could wait for any amount of time, did.
 - Currently, about half of the existing servers are configured for Novell Netware, from about 1993. Most of the critical systems are now on Microsoft Windows NT, a more versatile network operating system, but one that consumes vastly more resources than Netware. The main backup software is also for Netware, which essentially means that the most reliable backups are of the least critical systems.
 - As for personal computer purchases, only the personnel who complained the loudest got replacements which may not mean that those who needed the newer systems the most received them. This strategy creates productivity problems, because the line staff are stuck with slower, balky computers that crash on the newer software applications. This leads to potential morale problems since managers may get the newer systems while staff people do not.
 - The Department needs to develop and adhere to an integrated computer replacement strategy and schedule to correct this situation.
30. There has been inadequate training for the information technology staff.
- The majority of the personnel that comprise the Data Systems staff were hired for knowledge in a specific area, such as networking, personal computer configuration, or programming. Personnel keep up with new technologies through reading trade journals, or experimenting either on their own time, or at the time that the Department implements a new technology.
 - Rather than continuing with such an inconsistent approach, staff training should either be included as part of a project (such as Microsoft Exchange 2000 training before implementation), or set in scheduled intervals throughout the year.
 - Although increasing the amount of training necessary for IT staff would probably cost in excess of \$15,000, ensuring that the staff is properly trained would reduce the down time of the systems, and decrease the amount of time it takes to implement a new project. Proper training would also decrease overall costs, since any costly repairs would be avoided.

31. The Department does not have appropriate and sufficient presence on the web to assist and inform the public.
- The current web site is static and provides very little up-to-date information. Department events, such as boat races, festivals, and concerts are not listed. After-school programs are not mentioned, and information on various sports leagues is not available. Facility reservations cannot be made over the Internet.
 - The benefits of a better web presence are substantial. Around the clock information and service could be provided to the public by updating and keeping current the department web site. An improved web site could help improve relationships with communities surrounding the local parks. Patrons could not only make reservations online, but see pictures of the facility to help them make their choices. Sports leagues would see not only the dates and times of their games, but also their ranking. Increased information on local park programs could lead to increased revenue in several different ways.
 - The Data Systems staff does not have the skills necessary to cost-effectively implement these changes and any improvement in this area should be accomplished by outside contractors.

Recommendations

21. Prepare, obtain Department management approval for, and implement a Information Technology Strategic Plan. The plan should incorporate at least the following points: (Refers to Conclusions 26-30)
- Develop an appropriate communication network between administrative facilities.
 - Develop an integrated computer replacement strategy and schedule.
 - Identify training needs and schedule for staff within Data Systems and, as appropriate, for all personnel within the Department who have access to computers and systems.
 - Identify additional internal and external resources necessary to complete current and anticipated projects.
22. Evaluate the need for, cost-benefits of, and process to implement an internet web presence for the Department. (Refers to Conclusion 31)
- Benchmark other large Parks Departments that have strong web presence to identify the potential uses and costs of the system.
 - Obtain adequate and appropriate public and stakeholder input on what should be included and the appropriate format of the web-site.
 - In addition to providing information to the public, consider opportunities for revenue enhancement when developing the web site.
 - Evaluate the need for additional resources to assist in web site development and management.

Chapter VIII
Employee Attitudes and Culture

Chapter VIII

EMPLOYEE ATTITUDES AND DPR CULTURE

This chapter discusses the results of two employee surveys, which were designed to evaluate the opinions and attitudes of DPR employees in terms of operational effectiveness, leadership, management and decision-making, workload, and overall job satisfaction. Details and results of the employee survey for seasonal employees is provided in Appendix A and the employee survey for non-seasonal employees is provided in Appendix B.

A. BACKGROUND

The survey had four sections: (1) Background Information, (2) Operational Support, (3) Opinions and Attitudes, and (4) Results Summary. The Operational Support section shows how respondents rated the effectiveness of 20 areas of operational support. In the Opinions and Attitudes section, respondents' attitudes and opinions regarding DPR overall, their group or agency, and their own jobs are discussed. The Summary section presents overall results on workload, performance evaluation, and overall job satisfaction.

For the last three sections, survey results are presented from three perspectives:

- **Summary.** Overall results for all survey respondents are presented.
- **Group or agency.** Results for each question are presented in five groups, representing each of the 11 groups or agencies where DPR employees work, including:
 - Headquarters (Directors' Offices/PIO, Hollywood Bowl, Budget and Capital Management Services, Personnel and Payroll, and Contract Services)
 - Capital Projects and Planning (Project Management, Regional Parks and Open Spaces, and Planning)
 - North Agency
 - East Agency
 - South Agency.
- **Management or line position.** Results for each question are presented in four groups, representing each of the seven management or line positions of DPR employees, including:
 - Management (Division Head, direct report to Assistant Director, Assistant Director and above, other managers/supervisors, and professional/paraprofessional)
 - Clerical, Secretarial, Administrative
 - Construction, Crafts, Grounds, Park Maintenance
 - Recreation/Aquatics.

The audit team drafted a survey instrument with the review and input of key DPR managers. The survey was designed to be distributed to all 2,139 employees as an insert in their payroll envelopes, which would have ensured 100% distribution. Instead, the survey was given to managers who in turn had the responsibility of distributing them to all of the employees in their respective areas. As a result, Barrington-Wellesley does not know how many surveys were actually distributed. DPR employees returned 460 completed surveys to Barrington-Wellesley, for a response rate of 22%.

Although 460 surveys were returned, not all respondents answered all the questions. Therefore, percentages are based on the number of responses (which could be as low as 430 or 440) and not on the total number of surveys.

In Part I of the survey, respondents were asked to indicate their role at DPR in terms of:

- **Group or Agency.** Nearly one-third of respondents listed the South Agency as their group or agency, followed by 21% each from the East Agency and the North Agency, respectively. Twelve percent of the respondents listed Capital Projects and Planning; 11% listed Headquarters.
- **Management/Line Position.** Most respondents (34%) listed Management as their functional position or assignment, followed by 28% listing Recreation/Aquatics; 24% listing Construction; and 14% listing Clerical.
- **Location.** The majority of respondents (55%) work in the field, followed by 25% at Headquarters, and 20% in an agency or district office.
- **Years Worked.** Almost one-half of the respondents (46%) have worked for the DPR for less than six years; 39% have worked between six and 25 years; 15% reported working for the department for more than 25 years.
- **Work Status.** The majority of respondents (73%) are permanent employees, while 22% are recurrent and 5% are part-time.
- **Gender.** Fifty-nine percent of respondents are men; 41% are women.
- **Agency.** Of the 331 who work in the East, North, or South Agency, 42% work in the South Agency, 30% in the East Agency, and 29% in the North Agency.

Overall, survey results indicate moderately high overall job satisfaction and opinions and attitudes about the Department. For example, results for any given questions are rarely completely negative. Nevertheless, even if more than 50% of attitudes and opinions are positive, 50% of respondents have still indicated some degree of dissatisfaction, and such a result should be considered noteworthy.

Respondents who are assigned to Headquarters or are in Management and Clerical positions tend to have the most positive position opinions and attitudes among all survey respondents. In contrast, East Agency or Construction respondents tend to have the lowest opinion of operational support services and frequently expressed the strongest levels of dissatisfaction with other aspects of their work environment. Highlights of positive and negative opinions and attitudes are presented in **Table VIII-1**.

Table VIII-1: Highlights of Positive and Negative Opinions and Attitudes

Survey Section	Most Positive Opinions and Attitudes	Most Negative Opinions and Attitudes
Operational Support Areas	<u>Group or Agency:</u> Headquarters <u>Management or Line Position:</u> Clerical	<u>Group or Agency:</u> North Agency East Agency Cap Projects/Planning <u>Management or Line Position:</u> Construction Recreation/Aquatics
DPR Overall	<u>Group or Agency:</u> Headquarters South Agency <u>Management or Line Position:</u> Clerical Recreation/Aquatics	<u>Group or Agency:</u> East Agency <u>Management or Line Position:</u> Construction Management
Respondents' Groups or Agencies	<u>Group or Agency:</u> Headquarters <u>Management or Line Position:</u> Clerical Management	<u>Group or Agency:</u> Cap Projects/Planning East Agency <u>Management or Line Position:</u> Management Construction
Respondents' Own Jobs	<u>Group or Agency:</u> Headquarters <u>Management or Line Position:</u> Recreation/Aquatics Management Clerical	<u>Group or Agency:</u> East Agency <u>Management or Line Position:</u> Management Construction
Overall Job Satisfaction	<u>Group or Agency:</u> Headquarters <u>Management or Line Position:</u> Recreation/Aquatics	<u>Group or Agency:</u> East Agency <u>Management or Line Position:</u> Management

B. OPERATIONAL SUPPORT AREA RESULTS

Survey respondents were asked to rate the effectiveness of 20 operational support areas on a scale of 1 to 5, with “5” being “Excellent” and “1” being “Poor.”

Effectiveness				
Excellent ←			→ Poor	
5	4	3	2	1

n/a

Average responses higher than 3.0 indicate that, on average, respondents consider the support area to operate effectively; average responses lower than 3.0 indicate that, on average, respondents consider the support area to operate ineffectively. While none of the support areas were rated at the lowest level (less than 2.0 on average), none were rated at the highest level (more than 4.0).

Summary Results

- **Highest Average Response.** Payroll had the highest average response (3.5) followed by Construction/Crafts and Golf (3.4), Accounting, Public Information, and Safety (3.3), and Data Systems (3.2).
- **Lowest Average Response.** Marketing had the lowest average response (2.5), followed by Budget (2.6), Concessions and Recruiting (2.7), Procurement/Accounts Payable (2.8), and Capital Projects and Vehicle/Equipment Repair (2.9).
- **Average Response.** Contracts, Management Services, Other Personnel/Human Resources, Signage, Sprinkler Repair, and Training all had average responses at the mid-point of the scale (3.0).

Group or Agency Results

Table VIII-2 breaks out the highest and lowest effectiveness ratings for each operational support area by Group or Agency in comparison to the average rating. Ratings for “no group/agency reported” are not included in this table.

- Ratings by Headquarters respondents indicate the highest perception of effectiveness for the operational support areas, with only two exceptions.
- Ratings from North Agency respondents indicate the lowest perception of effectiveness for the operational support areas, with the East Agency and Capital Projects and Planning occasionally indicating the lowest ratings.

Table VIII-2: Summary of Operational Support Areas by Group or Agency

Average Rating	Operational Support Area	Highest Rating	Group or Agency	Lowest Rating	Group or Agency
3.3	Accounting	3.9	Headquarters	3.0	N. Agency, E. Agency
2.6	Budget	3.4	Headquarters	2.0	N. Agency
2.9	Capital Projects	3.8	Headquarters	2.4	N. Agency
2.7	Concessions	3.7	Headquarters	2.2	N. Agency
3.4	Construction/Crafts	3.9	Headquarters	2.9	Capital Projects, Planning
3.0	Contracts	3.8	Headquarters	2.6	N. Agency
3.2	Data Systems	3.9	Headquarters	2.7	Capital Projects, Planning, N. Agency, E. Agency
3.4	Golf	4.0	Headquarters	2.9	Capital Projects, Planning
3.0	Management Services	3.7	Headquarters	2.7	Capital Projects, Planning, E. Agency
2.5	Marketing	3.1	Headquarters	2.0	E. Agency
3.5	Payroll	3.7	S. Agency	3.3	N. Agency
2.8	Procurement, Accts Pay.	3.3	Headquarters	2.2	N. Agency
3.3	Public Information	3.8	Headquarters	3.1	E. Agency
2.7	Recruiting	3.4	Headquarters	2.3	E. Agency
3.0	Personnel/HR functions	3.4	Headquarters	2.6	E. Agency
3.3	Safety	3.5	N. Agency	2.9	Capital Projects, Planning
3.0	Signage	3.3	Headquarters	2.7	N. Agency
3.0	Sprinkler Repair	3.8	Headquarters	2.7	Capital Projects, Planning
3.0	Training	3.4	Headquarters	2.5	E. Agency
2.9	Vehicle/Equip. Repair	3.3	Headquarters	2.5	Capital Projects, Planning

Management or Line Position Results

Table VIII-3 breaks out the highest and lowest effectiveness ratings for each operational support area by Management or Line Position in comparison to the average rating. Ratings for “no group/agency reported” are not included.

- Ratings by Clerical respondents indicate the highest perception of effectiveness for the operational support areas, with few exceptions.
- Ratings from Construction respondents indicate the lowest perception of effectiveness for the operational support areas, with Recreation/Aquatics and Management respondents occasionally indicating the lowest ratings.

Table VIII-3: Summary of Operational Support Areas by Management or Line Position

Average Rating	Operational Support Area	Highest Rating	Group or Agency	Lowest Rating	Group or Agency
3.3	Accounting	3.5	Clerical	3.0	Construction; Rec/Aqu
2.6	Budget	2.9	Clerical	2.2	Construction
2.9	Capital Projects	3.4	Clerical	2.5	Construction
2.7	Concessions	3.0	Clerical	2.3	Construction
3.4	Construction/Crafts	3.5	Management; Clerical	3.2	Rec/Aqu
3.0	Contracts	3.2	Management; Clerical	2.5	Construction
3.2	Data Systems	3.4	Clerical	2.9	Construction; Rec/Aqu
3.4	Golf	3.5	Clerical	3.1	Construction; Rec/Aqu
3.0	Management Services	3.2	Clerical	2.4	Construction
2.5	Marketing	2.7	Clerical; Rec/Aqu	2.4	Management
3.5	Payroll	3.6	Clerical; Construction; Rec/Aqu	3.5	Management
2.8	Procurement, Accts Pay.	2.9	Clerical	2.6	Construction
3.3	Public Information	3.7	Clerical	3.1	Construction
2.7	Recruiting	3.2	Clerical	2.2	Construction
3.0	Personnel/HR functions	3.2	Clerical	2.7	Construction
3.3	Safety	3.5	Rec/Aqu	3.1	Construction
3.0	Signage	3.1	Clerical; Rec/Aqu	2.8	Construction
3.0	Sprinkler Repair	3.2	Management; Clerical	2.7	Rec/Aqu
3.0	Training	3.3	Management	2.5	Construction
2.9	Vehicle/Equip. Repair	3.0	Clerical	2.8	Construction; Rec/Aqu

C. OPINIONS AND ATTITUDES RESULTS

In Part III of the survey, respondents were asked to indicate the extent to which they agreed (“Strongly Agree,” “Agree,” “Neutral”, “Disagree,” and “Strongly Disagree”) with statements in three broad categories relating to:

- DPR overall (survey section 3A, 16 statements)
- The respondents’ own groups or agencies (survey section 3B, 16 statements)
- The respondents’ own jobs (survey section 3C, 17 statements).

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	n/a
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Respondents also had the option to select “n/a” when they did not have experience or first-hand information about the statement. It is important to note that the percentages reported reflect only those responses that indicated agreement and do not include the “n/a” responses – full details, including the number of “n/a” responses are presented in the survey exhibits.

Overall, respondents agreed with most of the statements, indicating generally positive opinions and attitudes regarding working for DPR.

- *Significant agreement* is indicated when “Strongly Agree” and “Agree” responses combined account for about 50% of total responses.
- *Strong agreement* is indicated when “Strongly Agree” and “Agree” responses combined account for between one-third and 50% of total responses and “Disagree” and “Strongly Disagree” responses combined account for less than one-third (33%).
- *Significant disagreement* is indicated when “Disagree” and “Strongly Disagree” responses combined account for about 50% of total responses.
- *Strong disagreement* is indicated when “Disagree” and “Strongly Disagree” responses combined account for between one-third and 50% of total responses and “Strongly Agree” and “Agree” responses combined account for less than one-third (33%).

Summary Results for DPR Overall

Respondents indicated significant agreement with the following statements:

- *3-03A: Parks & Rec is a good place to work (75%).*
- *3-04A: Parks & Rec has a clear code of conduct and ethics (52%).*
- *3-15A: Parks & Rec management knows how to respond to natural disasters (e.g., floods, earthquakes) (52%).*

Strong agreement was indicated for these statements:

- *3-05A: Most of the time, Parks & Rec’s top managers have the people skills required to get the work done (49%).*
- *3-14A: Parks & Rec values employee diversity (49%).*
- *3-11A: Parks & Rec works well as a team overall (45%).*
- *3-12A: The Employee Recognition Program boosts morale (40%).*

Statements with a similar percent of agree and disagree responses (at least one-third agree or one-third disagree) include:

- *3-01A: Top management has clearly defined the direction for the Department:*
 - 39% indicated “Strongly Agree/Agree”
 - 35% indicated “Disagree/Strongly Disagree”
 - 27% indicated “Neutral.”

- *3-02A: Top management provides leadership:*
 - 40% indicated “Strongly Agree/Agree”
 - 34% indicated “Disagree/Strongly Disagree”
 - 25% indicated “Neutral.”

- *3-09A: Top management is open to new ideas and suggested improvements:*
 - 35% indicated “Strongly Agree/Agree”
 - 42% indicated “Disagree/Strongly Disagree”
 - 24% indicated “Neutral.”

- *3-10A: There is good coordination, cooperation, and communication at Parks & Rec:*
 - 31% indicated “Strongly Agree/Agree”
 - 41% indicated “Disagree/Strongly Disagree”
 - 29% indicated “Neutral.”

- *3-13A: Work rules are enforced consistently throughout the Department:*
 - 37% indicated “Strongly Agree/Agree”
 - 40% indicated “Disagree/Strongly Disagree”
 - 23% indicated “Neutral.”

Respondents indicated significant disagreement with a single statement:

- *3-08A: To get ahead here, what you know matters more than who you know* (55%).

Group or Agency Results for DPR Overall

Table VIII-4 illustrates the differences in opinions and attitudes among groups or agencies for survey section 3A (questions regarding DPR overall). The group or agency with the highest percent of “Strongly Agree” or “Agree” responses is shown in the first column. The third column indicates the group or agency with the highest percent of “Disagree” and “Strongly Disagree” responses.

- Headquarters respondents indicated the strongest level of agreement with 40% of the statements, followed by South Agency (33%).
- East Agency respondents indicated the strongest level of disagreement with 80% of the statements.

**Table VIII-4: Responses Compared by Group or Agency:
Survey Questions regarding DPR Overall**

Group or Agency Agrees Most Strongly	Survey Questions	Group or Agency Disagrees Most Strongly
Headquarters (51%)	3-01A: Top management has clearly defined the direction for the Department.	East Agency (41%)
South Agency (51%)	3-02A: Top management provides leadership.	East Agency (51%)
South Agency (77%)	3-03A: Parks & Rec is a good place to work.	East Agency (9%)
North Agency (56%)	3-04A: Parks & Rec has a clear code of conduct and ethics.	East Agency (29%)
South Agency (58%)	3-05A: Most of the time, Parks & Rec's top managers have the people skills required to get the work done.	North Agency (31%)
Cap Projects/ Planning (47%)	3-06A: Management is open to new ideas and suggested improvements.	East Agency (54%)
Cap Projects/ Planning (38%)	3-07A: Management makes decisions in a timely manner.	East Agency (57%)
Headquarters (43%)	3-08A: To get ahead here, what you know matters more than who you know.	East Agency (73%)
Headquarters (54%)	3-09A: Top management keeps us informed about what's going on in the Department overall.	East Agency (57%)
Headquarters (48%)	3-10A: There is good coordination, cooperation, and communication at Parks & Rec.	East Agency (51%)
Headquarters (59%)	3-11A: Parks & Rec works well as a team overall.	East Agency (39%)
Headquarters (57%)	3-12A: The Employee Recognition Program boosts morale.	East Agency (41%)
South Agency (45%)	3-13A: Work rules are enforced consistently throughout the Department.	North Agency (47%)
Cap Projects/ Planning (58%)	3-14A: Parks & Rec values employee diversity.	North Agency (28%)
South Agency (58%)	3-15A: Parks & Rec management knows how to respond to natural disasters (e.g., floods, earthquakes).	East Agency (15%)

Management or Line Position Results for DPR Overall

Table VIII-5 illustrates the differences in opinions and attitudes among respondents by their management or line position for survey section 3A (questions regarding DPR overall). The position with the highest percent of “Strongly Agree” or “Agree” responses is shown in the first column. The third column indicates the position with the highest percent of “Disagree” and “Strongly Disagree” responses.

- Clerical respondents agreed with 53% of the statements, followed by Recreation/Aquatics respondents (27% of the statements).
- The strongest level of disagreement was indicated by Construction respondents for 53% of the statements, followed by Management respondents (47% of the statements).

**Table VIII-5: Responses Compared by Management or Line Position:
Survey Questions regarding DPR Overall**

Position Agrees Most Strongly	Survey Questions	Position Disagrees Most Strongly
Clerical (46%)	3-01A: Top management has clearly defined the direction for the Department.	Management (42%)
Clerical (48%)	3-02A: Top management provides leadership.	Management (41%)
Construction (81%)	3-03A: Parks & Rec is a good place to work.	Construction (10%)
Rec/Aqu (58%)	3-04A: Parks & Rec has a clear code of conduct and ethics.	Clerical (30%)
Clerical (50%) Rec/Aqu (50%)	3-05A: Most of the time, Parks & Rec's top managers have the people skills required to get the work done.	Management (28%)
Clerical (45%)	3-06A: Management is open to new ideas and suggested improvements.	Management (38%) Construction (38%)
Clerical (31%)	3-07A: Management makes decisions in a timely manner.	Construction (50%)
Management (29%)	3-08A: To get ahead here, what you know matters more than who you know.	Construction (65%)
Clerical (39%)	3-09A: Top management keeps us informed about what's going on in the Department overall.	Construction (52%)
Clerical (36%)	3-10A: There is good coordination, cooperation, and communication at Parks & Rec.	Management (45%)
Rec/Aqu (47%)	3-11A: Parks & Rec works well as a team overall.	Management (33%)
Management (48%)	3-12A: The Employee Recognition Program boosts morale.	Clerical (35%) Construction (35%)
Rec/Aqu (42%)	3-13A: Work rules are enforced consistently throughout the Department.	Clerical (49%)
Management (56%)	3-14A: Parks & Rec values employee diversity.	Construction (30%)
Clerical (57%)	3-15A: Parks & Rec management knows how to respond to natural disasters (e.g., floods, earthquakes).	Management (14%) Construction (14%) Rec/Aqu (14%)

Summary Results for Respondents' Group or Agency

Respondents indicated significant agreement with the following statements in survey section 3B (opinions and attitudes regarding their own groups or agencies):

- *3-04B: We need more permanent and fewer recurrent or seasonal employees to work more effectively (66%).*
- *3-05B: My agency works well as a team (53%).*
- *3-10B: My agency has clearly written work procedures (50%).*
- *3-13B: Supplies and materials are safe to use and are safely stored (69%).*
- *3-14B: Most of the time, my co-workers and support staff have the people skills required to get the work done (69%).*

- *3-15B: Most of the time, my co-workers and support staff have the technical skills required to get the work done (67%).*
- *3-16B: I have a well-defined career path (71%).*

Respondents reported strong agreement with these statements:

- *3-01B: Agency management provides leadership and direction (46%).*
- *3-06B: My agency is frequently in a crisis or “firefighting” mode (41%).*
- *3-07B: There is good coordination, cooperation, and communication between my agency and other agencies (38%).*
- *3-08B: There is good coordination, cooperation, and communication within my agency (42%).*
- *3-09B: I have opportunities to continue my education (e.g., tuition reimbursement) (45%).*
- *3-11B: County vehicles are safe and well-maintained (44%).*
- *3-12B: County equipment is safe and well-maintained (47%).*

Respondents reported similar levels of agreement and disagreement to these statements about their own groups or agencies:

- *3-02B: Agency management keeps us informed about what’s going on:*
 - 40% indicated “Strongly Agree/Agree”
 - 35% indicated “Disagree/Strongly Disagree.”
 - 26% indicated “Neutral.”
- *3-03B: My agency is staff so that we can handle peak work periods:*
 - 34% indicated “Strongly Agree/Agree”
 - 44% indicated “Disagree/Strongly Disagree.”
 - 22% indicated “Neutral”

Respondents did not indicate significant disagreement (50% or more) with any of the statements in this section.

Group or Agency Results for Respondents’ Group or Agency

Table VIII-6 illustrates the differences in opinions and attitudes among respondents by their group or agency assignment for survey section 3B (questions regarding the respondents’ own groups or agencies). The position with the highest percent of “Strongly Agree” or “Agree” responses is shown in the first

column. The third column indicates the position with the highest percent of “Disagree” and “Strongly Disagree” responses.

- Headquarters respondents reported strong agreement with 56% of the statements.
- Capital Projects and Planning respondents reported strong disagreement with 44% of the statements, while East Agency respondents reported strong disagreement with 38% of the statements.

**Table VIII-6: Responses Compared by Group or Agency
Survey Questions regarding Respondents’ own Groups or Agencies**

Group or Agency Agrees Most Strongly	Survey Questions	Group or Agency Disagrees Most Strongly
South Agency (56%)	3-01B: Agency management provides leadership and direction.	East Agency (37%)
Headquarters (49%)	3-02B: Agency management keeps us informed about what’s going on.	East Agency (56%)
South Agency (43%)	3-03B: My agency is staffed so that we can handle peak work periods.	Cap Projects/ Planning (54%)
North Agency (76%)	3-04B: We need more permanent and fewer recurrent or seasonal employees to work more effectively.	South Agency (14%)
North Agency (64%)	3-05B: My agency works well as a team.	Cap Projects/ Planning (30%)
Cap Projects/ Planning (50%)	3-06B: My agency is frequently in a crisis or “fire-fighting” mode.	North Agency (36%)
Headquarters (51%)	3-07B: There is good coordination, cooperation, and communication between my agency and other agencies.	East Agency (33%)
Headquarters (48%)	3-08B: There is good coordination, cooperation, and communication within my agency.	East Agency (46%)
Headquarters (51%)	3-09B: I have opportunities to continue my education (e.g., tuition reimbursement).	East Agency (37%)
North Agency (58%)	3-10B: My agency has clearly written work procedures.	Cap Projects/ Planning (38%)
Headquarters (56%)	3-11B: County vehicles are safe and well-maintained.	North Agency (40%)
South Agency (54%)	3-12B: County equipment is safe and well-maintained.	Cap Projects/ Planning (39%)
Headquarters (85%)	3-13B: Supplies and materials are safe to use and are safely stored.	Cap Projects/ Planning (14%)
Headquarters (78%)	3-14B: Most of the time, my co-workers and support staff have the people skills required to get the work done.	Cap Projects/ Planning (16%) East Agency (16%)
Headquarters (73%) East Agency (73%)	3-15B: Most of the time, my co-workers and support staff have the technical skills required to get the work done.	Capital Project and Planning (18%)
Headquarters (86%)	3-16B: Most of the time, my subordinates have the skills required to get the work done. (Check n/a if you do not supervise)	North Agency (13%) South Agency (13%)

Management or Line Position Results for Respondents’ Group or Agency

Table VIII-7 illustrates the differences in opinions and attitudes among respondents by their position for survey section 3B (questions regarding the respondents’ own groups or agencies). The position with the highest percent of

“Strongly Agree” or “Agree” responses is shown in the first column. The third column indicates the position with the highest percent of “Disagree” and “Strongly Disagree” responses.

- Clerical respondents indicated the strongest level of agreement with 50% of the statements, followed by Management respondents (38%).
- Management respondents indicated the strongest level of agreement with 44% of the statements, followed by Construction respondents (38%).

**Table VIII-7: Responses Compared by Management or Line Position
Survey Questions regarding Respondents’ own Groups or Agencies**

Position Agrees Most Strongly	Survey Questions	Position Disagrees Most Strongly
Management (50%)	3-01B: Agency management provides leadership and direction.	Management (31%)
Management (46%)	3-02B: Agency management keeps us informed about what’s going on.	Construction (46%)
Clerical (50%)	3-03B: My agency is staffed so that we can handle peak work periods.	Management (57%)
Construction (79%)	3-04B: We need more permanent and fewer recurrent or seasonal employees to work more effectively.	Clerical (16%)
Clerical (62%)	3-05B: My agency works well as a team.	Management (29%)
Management (51%)	3-06B: My agency is frequently in a crisis or “fire-fighting” mode.	Clerical (44%)
Management (44%)	3-07B: There is good coordination, cooperation, and communication between my agency and other agencies.	Construction (30%)
Clerical (46%)	3-08B: There is good coordination, cooperation, and communication within my agency.	Construction (35%)
Construction (46%)	3-09B: I have opportunities to continue my education (e.g., tuition reimbursement).	Management (33%)
Clerical (53%) Rec/Aqu (53%)	3-10B: My agency has clearly written work procedures.	Management (36%)
Management (49%) Clerical (49%)	3-11B: County vehicles are safe and well-maintained.	Construction (36%)
Clerical (50%) Construction (50%)	3-12B: County equipment is safe and well-maintained.	Construction (30%)
Clerical (80%)	3-13B: Supplies and materials are safe to use and are safely stored.	Construction (12%)
Construction (72%)	3-14B: Most of the time, my co-workers and support staff have the people skills required to get the work done.	Management (16%)
Clerical (72%)	3-15B: Most of the time, my co-workers and support staff have the technical skills required to get the work done.	Management (14%)
Management (77%) Clerical (77%)	3-16B: Most of the time, my subordinates have the skills required to get the work done. (Check n/a if you do not supervise)	Clerical (14%)

Summary Results for Respondents’ Own Job

Respondents indicated significant agreement with most of the statements in this section of the survey, including:

- *3-01C: It is easy for me to approach managers and supervisors (75%).*
- *3-02C: My supervisor lets me know if I’m doing a good job (69%).*

- 3-03C: *My annual performance evaluation (PE) is fair and objective (74%).*
- 3-04C: *I am treated with respect by my supervisor (75%).*
- 3-05C: *I am qualified to perform the type of work I am asked to perform (95%).*
- 3-07C: *I have opportunities to work in different areas or assignments to gain experience and cross-train (50%).*
- 3-08C: *I have opportunities to improve my skills through formal training programs (e.g., classes, seminars) (51%).*
- 3-11C: *My supervisor sets clear work standards and expectations (61%).*
- 3-13C: *I have the quantity and quality of supplies and materials I need to do my job (54%).*
- 3-14C: *The building, facility, or area I work in is safe (60%).*
- 3-15C: *I feel safe in the neighborhood where I work (65%).*
- 3-16C: *I have a well-defined career path (58%).*
- 3-17C: *I plan to continue working for Parks & Rec for the next 2 to 5 years (78%).*

Respondents reported similar levels of agreement and disagreement to these statements about their own jobs:

- 3-06C: *Getting promoted here is a fair process; I have a fair shot at promotions.*
 - 40% indicated “Strongly Agree/Agree”
 - 34% indicated “Disagree/Strongly Disagree”
 - 26% indicated “Neutral.”
- 3-09C: *We have clear work-related goals and objectives.*
 - 32% indicated “Strongly Agree/Agree”
 - 46% indicated “Disagree/Strongly Disagree”
 - 30% indicated “Neutral.”
- 3-10C: *I need additional training to do my job more effectively.*
 - 37% indicated “Strongly Agree/Agree”
 - 32% indicated “Disagree/Strongly Disagree”
 - 31% indicated “Neutral.”

- 3-12C: *I have the quantity and quality of office equipment, including computers, software, email, etc. I need to do my job.*
 - 45% indicated “Strongly Agree/Agree”
 - 36% indicated “Disagree/Strongly Disagree”
 - 19% indicated “Neutral.”

Respondents did not indicate significant disagreement with any of the statements in this section.

Group or Agency Results for Respondents’ Own Job

Table VIII-8 illustrates the differences in opinions and attitudes among respondents by their group or agency assignment for survey section 3C (questions regarding the respondents’ own jobs). The position with the highest percent of “Strongly Agree” or “Agree” responses is shown in the first column. The third column indicates the position with the highest percent of “Disagree” and “Strongly Disagree” responses.

- Headquarters respondents had the strongest level of agreement with 71% of the statements.
- East Agency respondents had the strongest level of disagreement with 41% of the questions.

**Table VIII-8: Responses Compared by Group or Agency
Survey Questions regarding Respondents' own Jobs**

Group or Agency <u>Agrees</u> Most Strongly	Survey Questions	Group or Agency <u>Disagrees</u> Most Strongly
Headquarters (83%)	3-01C: It is easy for me to approach managers and supervisors.	East Agency (21%)
Headquarters (83%)	3-02C: My supervisor lets me know if I'm doing a good job.	Cap Projects/ Planning (18%) East Agency (18%)
Headquarters (83%)	3-03C: My annual performance evaluation (PE) is fair and objective.	South Agency (14%)
Headquarters (88%)	3-04C: I am treated with respect by my supervisor.	Cap Projects/ Planning (12%) South Agency (12%)
Headquarters (100%)	3-05C: I am qualified to perform the type of work I am asked to perform.	Cap Projects/ Planning (2%)
Headquarters (56%)	3-06C: Getting promoted here is a fair process; I have a fair shot at promotions.	East Agency (46%)
Headquarters (55%)	3-07C: I have opportunities to work in different areas or assignments to gain experience and cross-train.	East Agency (37%)
Headquarters (64%)	3-08C: I have opportunities to improve my skills through formal training programs (e.g., classes, seminars).	East Agency (45%)
North Agency (39%) South Agency (39%)	3-09C: We have clear work-related goals and objectives.	Headquarters (64%)
South Agency (40%)	3-10C: I need additional training to do my job more effectively.	North Agency (41%)
Headquarters (69%)	3-11C: My supervisor sets clear work standards and expectations.	Cap Projects/ Planning (24%)
Headquarters (63%)	3-12C: I have the quantity and quality of office equipment, including computers, software, email, etc. I need to do my job.	East Agency (50%)
Headquarters (76%)	3-13C: I have the quantity and quality of supplies and materials I need to do my job.	East Agency (44%)
North Agency (74%)	3-14C: The building, facility, or area I work in is safe.	Headquarters (51%)
North Agency (89%)	3-15C: I feel safe in the neighborhood where I work.	Headquarters (48%)
Headquarters (69%)	3-16C: I have a well-defined career path.	East Agency (24%)
East Agency (81%)	3-17C: I plan to continue working for Parks & Rec for the next 2 to 5 years.	Headquarters (13%)

Management or Line Position Results for Respondents' Own Job

Table VIII-9 illustrates the differences in opinions and attitudes among respondents by their position for survey section 3C (questions regarding the respondents' own jobs). The position with the highest percent of "Strongly Agree" or "Agree" responses is shown in the first column. The third column indicates the position with the highest percent of "Disagree" and "Strongly Disagree" responses.

- The positions with the strongest level of agreement with the statements include Recreation/Aquatics (strongest agreement with 35% of the statements) and Management and Clerical, each indicating strongest agreement with 29% of the statements

- Management respondents indicated the strongest level of disagreement with 41% of the statements, followed by Construction respondents (strongest disagreement with 35% of the statements).

**Table VIII-9: Responses Compared by Management or Line Position
Survey Questions regarding Respondents' own Jobs**

Position Agrees Most Strongly	Survey Questions	Position Disagrees Most Strongly
Clerical (78%)	3-01C: It is easy for me to approach managers and supervisors.	Management (16%)
Rec/Aqu (73%)	3-02C: My supervisor lets me know if I'm doing a good job.	Construction (19%)
Rec/Aqu (78%)	3-03C: My annual performance evaluation (PE) is fair and objective.	Management (15%)
Management (77%) Clerical (77%)	3-04C: I am treated with respect by my supervisor.	Clerical (14%)
Management (98%)	3-05C: I am qualified to perform the type of work I am asked to perform.	Construction (2%)
Management (49%)	3-06C: Getting promoted here is a fair process; I have a fair shot at promotions.	Construction (46%)
Rec/Aqu (62%)	3-07C: I have opportunities to work in different areas or assignments to gain experience and cross-train.	Management (38%)
Management (57%)	3-08C: I have opportunities to improve my skills through formal training programs (e.g., classes, seminars).	Construction (40%)
Rec/Aqu (40%)	3-09C: We have clear work-related goals and objectives.	Clerical (56%)
Rec/Aqu (40%)	3-10C: I need additional training to do my job more effectively.	Management (34%)
Clerical (63%)	3-11C: My supervisor sets clear work standards and expectations.	Management (21%)
Clerical (68%)	3-12C: I have the quantity and quality of office equipment, including computers, software, email, etc. I need to do my job.	Construction (44%)
Clerical (77%)	3-13C: I have the quantity and quality of supplies and materials I need to do my job.	Rec/Aqu (34%)
Construction (69%)	3-14C: The building, facility, or area I work in is safe.	Management (36%)
Rec/Aqu (80%)	3-15C: I feel safe in the neighborhood where I work.	Management (30%)
Management (60%)	3-16C: I have a well-defined career path.	Construction (18%)
Construction (86%)	3-17C: I plan to continue working for Parks & Rec for the next 2 to 5 years.	Clerical (10%)

D. SURVEY SUMMARY

The last section of the survey asked four questions regarding workload, performance evaluations, and overall job satisfaction.

Personal Workload

Respondents were asked to consider their own workload. Although one-third of respondents (34%) indicated they are “working too hard,” 64% reported they are “working about the right amount,” and only 3% consider they are “not working hard enough.”

- In a breakdown by group or agency, more than 50% of respondents in each agency consider they are “working about the right amount,” although as many as 46% of Headquarters respondents reported they are “working too hard.”

- In terms of management or line position, more than 50% all positions report they are “working about the right amount.” Nevertheless, 45% of Management respondents consider they are “working too hard.”

Group or Agency Workload

Respondents were asked to consider the workload in their respective groups or agencies. Thirty-seven percent overall reported that the workload in their group or agency is “too heavy,” yet 61% reported the workload is “just about right.” Only 2% overall consider the workload to be “too light.”

- More than 50% of respondents in all groups or agencies reported that their group or agency workload is “just about right.” Fifty-six percent of Headquarters respondents, however, reported their workload is “too heavy.”
- Except for Management respondents (55% consider their workload to be “too heavy”), more than 50% of management or line position respondents consider their workload to be “just about right.”

Last Performance Appraisal

Respondents were asked if they had received a formal performance evaluation in the last 12 months – nearly 90% of respondents reported that they have received a formal performance evaluation in the last 12 months.

- In a breakdown by group or agency, 17% of Headquarters respondents have not received a performance evaluation in the last 12 months.
- In terms of management or line position, 14% of Recreation/Aquatics respondents reported they have not received a performance evaluation in the last 12 months.

Overall Job Satisfaction

Respondents were asked to rate their overall job satisfaction. Only 13% of respondents reported they are “Dissatisfied” or “Very Dissatisfied” with their jobs, while 23% reported they are “Very Satisfied,” 46% reported they are “Satisfied,” and 18% reported “Neutral.”

- East Agency respondents reported the highest degree of dissatisfaction (18% for “Dissatisfied” and “Very Dissatisfied,” combined), while Headquarters respondents reported they highest degree of satisfaction (74% for “Very Satisfied” and “Satisfied,” combined).
- Management respondents indicated the highest level of dissatisfaction with their jobs: 19% reported “Dissatisfied” and “Very Dissatisfied,” combined.

Recreation/Aquatics respondents reported the highest degree of satisfaction (74% for “Very Satisfied” and “Satisfied,” combined).

A final section of the survey asked respondents to comment on the first thing they would change about the DPR if they were the department director. Seventy-eight percent of the 460 individuals (348) who returned completed surveys made comments.

E. Recommendations

1. Each of the areas within DPR that received a negative ranking on effectiveness or satisfaction should review the results of the surveys in detail and develop a corrective plan of action. This would specifically apply, in the most general sense, to Capital Projects and Planning, the East Agency, Management Personnel, and Construction Personnel, each of which seems to offer the greatest opportunity for improvement in overall satisfaction and effectiveness.
2. The Department should periodically conduct employee surveys that quantitatively measure positive or negative trends in employee satisfaction. The results of these on-going surveys should be considered in the MAP Goals and respective managerial evaluations.

Chapter IX
Executive Management and Organization

Chapter IX

EXECUTIVE MANAGEMENT, ORGANIZATION AND COMMUNICATIONS

This chapter discusses DPR's strategic planning, organization, and communications with the Board. Findings and recommendations are discussed after each section to facilitate understanding of the audit team's work.

A. STRATEGIC PLANNING

Historical Overview

Since its formation in 1944, DPR has a long history of developing plans, beginning with the preparation of the first Master Plan of Parks, developed by the County's Department of Regional Planning (Regional Planning) in 1948. This plan guided the County until 1965 when Regional Planning prepared the Los Angeles County Regional Recreation Areas Plan.

In May 1992, DPR developed a master plan, called "A Parks and Recreation Strategic Plan for 2010." This plan outlined the planning process; citizen involvement; an inventory of existing facilities and parks; goals, objectives, and policies; identification of local County park needs and deficiencies; projections for 2010; and recommendations. The overall goal of this plan was to "... improve the quality of leisure and environment within Los Angeles County." The supporting objectives were far-reaching, covering: physical environments that were functional, beautiful, safe, exciting, and efficient; acquisition of significant ecological areas; serving the public interest; additional local parks and golf courses; expansion of the County's trail system and safety police; continued special events; interjection of long-range considerations into short-range decisions for allocating public and private resources; providing technical background for political and private decisions about the social, economic, and physical development of a community; and promotion of communication, cooperation, and coordination among all concerned with community development.

Around the time DPR issued this plan, the County faced major fiscal constraints. DPR also had a new Director. As a result, during the budgetary crisis, DPR's vision was to keep the parks clean and safe. Staffing levels were reduced. Recreational programs were cut back or eliminated. Some park lands in unincorporated areas were transferred to incorporated cities through the LAFCO process. Survival became the *modus operandi* for those years.

Most Recent Strategic Plan

In March 1996, DPR prepared its "Vision 2000 Strategic Plan," which outlined its mission statement and officially set forth its motto: "Safe, Clean, and Green." Its

vision was: "... to be the best parks and recreation system in the nation." Its challenge was to provide the most efficient delivery of service in responding to public demand. DPR identified seven Critical Success Activities (CSAs): revenue, capital projects, recreation and programming, customer and employee safety, customer and employee satisfaction, maintenance, and automation/technology. For each CSA, strategies were set forth, baseline data were given, and targeted improvements set. Most of the targeted improvements were for fiscal year 1996-97 and the year 2000. Since the preparation of the Vision 2000 Strategic Plan, DPR has not formally or routinely prepared annual updates of accomplishments to date, new or revised milestones, or extended the plan beyond the Year 2000. As a result, DPR does not have a current Strategic Plan or planning process.

Evaluative Criteria

As the audit team analyzed DPR's strategic planning, it adhered to the following evaluative criteria:

- DPR should seriously consider the County's recent strategic planning efforts and conceptualize the ideal linkage of strategic planning, Management Appraisal and Performance (MAP) Plan and budgeting.
- DPR should have a current strategic plan. Current planning should be linked together and synergistic. First, MAP objectives should be linked to a strategic plan. Second, the budgeting process should be linked to a strategic vision or a current strategic plan. Third, there should be a Strategic Asset Management Plan for DPR and a long-term plan for land acquisition. Finally, while there is a needs assessment program, there should also be a facilities master plan tied into the vision to keep the parks clean, green and safe.

Findings

1. DPR lacks a current Strategic Plan and ongoing strategic planning process. However, department executives take the County's recent strategic planning efforts seriously and conceptualize the ideal linkage of strategic planning, the Management Appraisal and Performance (MAP) Plan, and budgeting.
 - Because DPR lacks a formal and ongoing strategic planning process and a current Strategic Plan, its budgeting processes and MAP objectives are not linked to a Strategic Plan.
 - Based on interviews, managers report that DPR's plans and goals are sporadically developed and little follow through occurs. Similarly, MAP goals are set and then not sufficiently discussed or monitored over time.

- DPR has significant accomplishments. Continuing to operate in a reactive way, however, begs the questions: “What might have been?” “What can DPR become?” Without a Strategic Plan and operating guidelines, expenditures become individual efforts, not a strategic, focused effort.
2. Strategic planning is both a bottom-up and top-down process. To date, however, most of DPR’s strategic efforts have occurred at the executive level, and little has been shared throughout the organization.
- DPR understands how to develop plans but has not institutionalized such planning initiatives and integrated them in a meaningful way into performance management and monitoring, budgeting, and routine operations.
 - Because of the lack of criteria for setting priorities, guidelines regarding the mix of activities to be funded, and measurements for success, DPR will lose out in exploiting the potential of its funds.
3. DPR has not adequately defined the role of, or cost to, the County for parks located in the midst of incorporated areas and which provide services that are difficult to differentiate from those provided by other municipal parks and recreation departments. In a period of constrained funding, this analysis should be a crucial component of any strategic planning process.
- Currently, the Department provides services as follows:
 - Local and community regional parks that provide neighborhood oriented park facilities and programs. All of these facilities, which are comparable to municipal parks and recreation services are currently located in and serve principally residents of unincorporated Los Angeles County.
 - Special regional parks and recreation areas (e.g. Whittier Narrows, Castaic Lake, Santa Fe Dam, etc.), natural areas and gardens which provide unique facilities and recreation opportunities which serve customers from across the Los Angeles basin and provide services which are atypical for municipal parks and recreation services.
 - Community regional parks which are larger than the neighborhood and community parks and which provide recreation facilities on a larger scale than community and neighborhood parks, but are smaller than the special large regional parks and in most instances, do not provide the expansive facilities or unique recreational opportunities associated with the large regional parks and special facilities.
 - We believe that a number of the facilities in the third category need to be considered in the context of the Department’s role in providing parks and

recreation services considering its various customer groups, resource availability, and service priority. Clearly, facilities and programs in the first two categories either provide services to customers/constituencies which are unserved by other service providers (e.g. unincorporated communities) or provide facilities and services which represent basin-wide services which are generally not provided or supported by other jurisdictions.

- However, the community regional parks include a number of facilities which are: (1) Located within incorporated areas; (2) Provide facilities and services which are essentially comparable to those provided by other municipal jurisdictions in Los Angeles County; and (3) Individually, provide services which are essentially community focused. Of the community regional parks currently operated by the Department, eight are located in the midst of incorporated areas and provide services which are difficult to differentiate from those provided by municipal parks and recreation departments including those provided by many of the communities in which they are located.
- **Exhibit IX - 1**, which follows this page, lists these parks, their characteristics, and net County costs associated with each of these facilities. As can be seen from review of the information presented in the exhibit, these eight parks currently require nearly \$ 4 million in net County costs or about 12% of net County costs for all parks and facilities before revenue from golf courses as an offset to County costs is considered.

EXHIBIT IX - 1**Community Regional Parks Located in Incorporated Areas**

Park	Facilities/ Programs	Location	Neighboring City Parks and Recreation	Net County Cost (FY 1999- 2000)
Arcadia Community Regional Park	52 acre park. Clubhouse, senior center, pool, lighted sports courts, picnic areas, bowling greens, lighted baseball stadium.	Located within city limits of City of Arcadia. Abuts Santa Anita golf Course owned and operated by county. No unincorporated areas in close proximity.	Arcadia, Monrovia, Sierra Madre	\$ 581,540
Cerritos Community Regional Park	83 acre park. Recreation building and gymnasium, pool, sports courts, fishing lake.	Located within incorporated boundaries of Cerritos. No unincorporated area within six mile radius.	Multiple cities in Los Angeles and Orange Counties.	\$ 638,101
Crescenta Valley Community Regional County Park	32.41 acre park. Community building, overnight youth camping, lighted ball field, sports courts, picnic areas.	Located in Glendale. No inhabited unincorporated area in close proximity.	Los Angeles, Glendale, Burbank.	\$ 283,359
El Cariso Community Regional Park	79 acres. Community building, pool, sports courts, ball fields, day camp, picnic areas.	Located in City of Los Angeles (Sylmar area).	Los Angeles, City of San Fernando	\$ 632,430
Friendship Community Regional Park	123.54 acre park. Passive park.	Abuts City of Los Angeles. No unincorporated area in proximity.	Rancho Palos Verdes, Los Angeles, Rolling Hills	\$ 140,753
La Mirada Community Regional Park	105.56 acre park. Heated pool. Lighted ball fields, tennis and sports courts, disc golf, picnic and play areas, lake.	Located in City of La Mirada. Only unincorporated area in proximity is South Whittier.	La Mirada, Norwalk, Orange County cities.	\$ 523,270

Exhibit IX - 1 (2)

Park	Facilities/ Programs	Location	Neighboring City Parks and Recreation	Net County Cost (FY 1999- 2000)
Veterans' Memorial Community Regional Park	96.5 acres. Arts/crafts center, handicapped recreation center, camping areas, picnic and play areas.	Partially within Los Angeles City Limits. No inhabited unincorporated area in close proximity.	Los Angeles	\$ 455,925
Victoria Community Regional Park	36.22 acres. Recreation building and gymnasium, heated pool, sports courts, day camping, lighted ball fields, overnight youth camping area.	Within city limits of Carson. No unincorporated area in close proximity.	Los Angeles, Carson.	\$ 643,951
TOTAL NET COUNTY COST				\$ 3,899,329

Recommendations

1. Develop a current Strategic Plan, consistent with the County's Strategic Plan, and simultaneously implement an ongoing strategic planning process. DPR requires a Strategic Plan to guide its fruitful use of its funds and programs. (Refers to Finding 1)
 - The Department head has the primary responsibility for driving strategic thinking throughout the organization. While he may delegate the planning process activities, he must instill the importance of strategic thinking, business planning, and strategic and programmatic innovation.
 - The Strategic Plan should be congruent with the County's purpose, values, and goals; the policies set by the Board of Supervisors; and County codes, State and Federal regulations.
 - A Strategic Plan can transition DPR away from operating in a reactive mode to using its resources as building blocks to move DPR toward a better future.

2. Implement a multi-phase approach to strategic planning with annual reviews and updates. The planning phases for DPR to consider in preparing a Strategic Plan are (Refers to Findings 1, 2):
 - **Phase 1: Articulate a vision.** DPR should begin with developing a vision about the future, including its strategic uses of available funds for both near- and long- term change and innovation. *The vision is what DPR can be, and considers DPR's future requirements. It describes what DPR could become in the next 5, 10, or more years.* In moving forward, DPR should revisit its vision and periodically refine and renew its commitment to it.
 - **Phase 2: Conduct an environmental scan.** An objective analysis of the current environment in which DPR operates needs to be undertaken. The last one was done in the early 1990s. This analysis should include an assessment of both the external and internal environments; identification of "best practices" in parks and recreation; and related strengths, weaknesses, opportunities, and threats (i.e., a "SWOT" analysis).
 - **Phase 2a: Analyze the external environment.** The external analysis should include: regional and municipal park users; demographics; environmental, social, and economic trends; governmental and legislative initiatives; new technology; and related considerations.

- **Phase 2b: Analyze the internal environment.** Coupled with the examination of the external environment, DPR should conduct an internal environmental review, which describes its history, purpose, core programs, operations, facilities, available resources, governance and organizational structure, recreational programs, priorities, previous outcomes, and the County's and DPR's values and expectations. This management audit will help to define the key strengths and opportunities for improvement in the internal environment.
- **Phase 3: Define the mission.** DPR should develop its mission statement, based on the proposed vision and environmental scan (and consistent with the County's purpose and ordinances). In preparing a mission statement, DPR should ask such questions as: "Who are we?" "Why were we?" "How are we?" "Where are we?" "What leadership role and programmatic innovations do we want to assume in the County? In California? In the nation?" The answers to these questions can serve as a starting point for honing its mission. DPR can also set forth its philosophy or desired values as part of the mission statement.
- **Phase 4: Develop planning assumptions.** Probably one of the most important next phases is the definition of planning assumptions, including DPR's response to the SWOT analysis of the external and internal environment, its opportunities, and abilities to address potential barriers to change. In developing the planning assumptions, DPR can consider the "best case," "most likely case," and "worst case" scenarios. In the context of strategic planning, DPR has the opportunity to explore whether the "most likely case" scenario is desirable and, if not, develop strategies to make the "best case" scenario more likely. Priorities should then be set.
- **Phase 5: Set strategic priorities.** The mission statement and planning assumptions will form the foundation for establishing priorities. We typically recommend that clients limit priorities to the top three to six priorities to be tackled over the next one to three years. Among the strategic priorities should be the development of "funding mix" strategies. During recessionary times, more Departmental dollars may be required for maintenance (clean and green). During economically better times, more dollars may be devoted to design of innovative programs, renovation of existing facilities, new facilities, land acquisition, and LAFCO annexations.
- **Phase 6: Develop goals and objectives to support strategic priorities.** The first part of the strategic planning process is an outgrowth of research, discussions, meetings, and internal reviews. The development of the specific objectives is critical and will forge DPR's future directions and become operational. Therefore, the Commissioners and Department

managers should set and approve goals and objectives that support DPR's strategic priorities.

These goals and objectives can then be summarized in an Action Plan, which outlines how DPR will implement the newly defined strategic directions. The Action Plan should summarize the Strategic Plan goals and objectives and indicate at a minimum:

- Activities to be accomplished
- Timing
- Expected outcomes and performance measurements
- Assigned accountability (who is responsible for implementation).

Managers will need to balance how they realistically achieve the Strategic Plan while they perform their day-to-day duties or operations.

- **Phase 7: Link Strategic Plan to budgets and MAP goals.** Too often, Strategic Plans are developed in isolation from an organization's financial reality. When such isolation occurs, the Plans become "wish lists" and little is implemented. Consequently, to ensure that reality checks occur, the goals and objectives of the Strategic Plan must be incorporated into DPR's budgeting process. In some cases, where certain investments may be needed or because of financial constraints, the target dates for completion may need to be adjusted. In other cases, new high priority initiatives may receive needed funding over other historically valued activities. The Strategic Plan should become the driving factor in developing the budget, linked to other plans, such as Facilities Plans or Information System Plans.
- **Phase 8: Communicate the intent of the Strategic Plan.** Moreover, once developed, the Strategic Plan should be formally communicated to the Board of Supervisors, CAO, Auditor-Controller, managers and employees, the community, and other interested entities. Specifically, employees must know:
 - What the goals are and understand how they (or their operations) contribute toward their achievement
 - How progress and achievement will be reported and monitored.
- **Phase 9: Monitor, adjust as required, and report progress.** An integral part of the strategic planning process is the ongoing evaluation of progress and results. Evaluation is critical for furnishing feedback on the implementation process; and changes in the external or internal environment; impact on programs being delivered, maintenance requirements, communities' needs. Through such evaluation and feedback mechanisms, the Strategic Plan can be refined as warranted and become a

useful road map for the future. Managers should report progress to the Commissioners at least quarterly and summarize achievements at year-end for the Commissioners, CAO, Board of Supervisors, and other interested parties. DPR head should hold managers accountable for the achievement of the goals and objectives in the Strategic Plan.

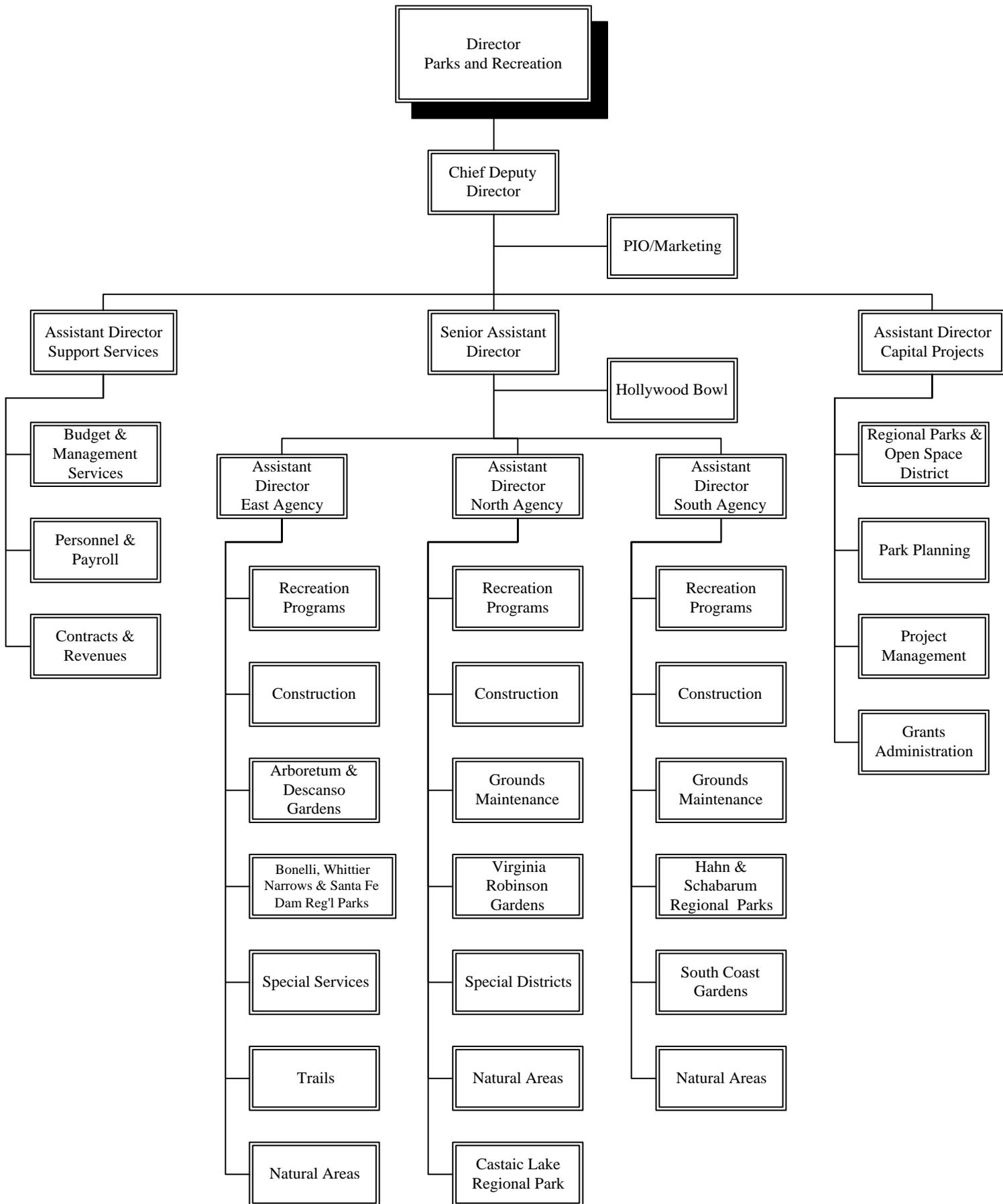
- **Phase 10: Annually refine the Strategic Plan.** Accomplishments from the prior year can be documented and used for redefining the subsequent year's goals and objectives. A strategic-planning calendar should also be part of the evaluation process. In this way, the specific time frames for reviewing accomplishments, reviewing progress toward priorities, and redefining goals and objectives are formally outlined and can become part of routine operations. Through such scheduling, strategic planning becomes an ongoing process.
3. In developing a Strategic Plan, management should: (1) define a strategic planning process, (2) identify its stakeholders, (3) have a clearly articulated mission and goals, (4) establish criteria for setting priorities, and (5) develop operating plans that focus on how to accomplish the mission and planned strategic directions. (Refers to Findings 1, 2)
 4. Develop clear guidelines for Departmental expenditures, coupled with a thoughtful Strategic Plan, to help ensure that Department-funded programs support its vision and future directions. (Refers to Findings 1, 2)
 5. Work with the CAO and Board Offices to develop clear guidelines for park ownership and operation, during the strategic planning process. (Refers to Finding 3)
- Make a determination of whether continued operation and maintenance of the identified facilities is desirable. Consider the following key strategic planning issues in regard to the community regional parks location and utilization.
 - Are services and recreational opportunities provided through these facilities sufficiently unique and of significant enough regional impact to differentiate them from services provided by the municipalities in which they are located?
 - What are the Department's priority service targets in terms of current and potential customers and areas, and are they best served by continued operation of these facilities?
 - Could resources currently dedicated to these parks and programs be better allocated to serve the Department's priority customers?
 - Are there practical options for transitioning these facilities for operation to the municipalities in which they are located?

B. MANAGEMENT AND ADMINISTRATIVE ORGANIZATION

The overall current plan of management and administrative organization for the Department is shown as **Exhibit IX - 2**, which follows this page. As can be seen from review of the information presented in this exhibit, the current plan of organization is characterized by the following:

- The Department currently employs a geographically based, multi-functional organization approach. The three agencies, each managed by an Assistant Director, are comprised of organizational units which provide the full scope of Department services and programs as follows:
 - Basic neighborhood and community oriented parks and recreation services which include both grounds maintenance and recreation services programming of the numerous neighborhood, community, and community regional parks operated by the Department. These services are comparable to the types of services provided by municipal parks and recreation departments and are primarily neighborhood and community oriented.
 - The large regional parks which provide recreational opportunities to citizens from across the Los Angeles basin. These facilities provide unique recreational experiences not available from most municipal park and recreation facilities, nor those neighborhood and community parks currently operated by the Department.
 - Other regional recreational facilities including an extensive equestrian and pedestrian trails network, and a variety of nature areas and comparable facilities.
 - Four major gardens which are each quite different in structure and content – ranging from the Arboretum (one of the largest publicly owned and operated gardens in the United States) to the Virginia Robinson gardens which includes a historically significant residence, complemented with modest gardens. From the perspective of management issues, customers targeted and served, and programming, and facilities management, the gardens, individually and collectively, are quite different than the other primarily recreational facilities operated by the Department.

**Exhibit IX-2
Current Organization of the Department of Parks and Recreation**



- In the East and North Agencies, Assistant Directors also oversee additional functions such as Special Districts and various central support service activities (such as equipment maintenance) which have Department wide support and service functions.
- Under the current structure, the Agency Assistant Directors have responsibility for making resource allocation recommendations, developing and managing programmatic content, and coordinating inter-agency activities and issues for the diverse services and facilities under their direction.
- Support functions like financial management, human resources management, and capital project planning and management are grouped together under two assistant directors and provide department-wide management and support for these functions.

Levels of management and supervision vary by function and agency across the Department. **Table IX – 1**, which follows summarizes the levels of management on an agency by agency basis.

Table IX – 1: Levels of Management and Supervision In the Department

Organizational Unit	Levels of Management from Top Manager to and Including First Line Supervisor
Overall Department – Director to First Line Supervisor	
Overall Department – Director to First Line Supervisor	Varies by organizational unit as follows: <ul style="list-style-type: none"> • Support Services: six • Capital Projects: five • East Agency: Varies from six to eight. • North Agency: Varies from five to eight. • South Agency: Varies from six to eight.
Within the Agencies – From Agency Assistant Director to First Line Supervisor	
Capital Projects Agency	Regional Parks and Open Space: Three Planning: Three Project Management: Three

Organizational Unit	Levels of Management from Top Manager to and Including First Line Supervisor
Within the Agencies – From Agency Assistant Director to First Line Supervisor	
Support Services Agency	Budget and Management: Four Accounting: Four Management Services: Four Recruiting and Selection: Four Payroll/Personnel: Four Contracts: Four Golf: Three
East Agency	Arboretum: Four Recreation: Five Construction: Four Grounds Maintenance: Five Trails: Two Auto Equipment: Four Descanso Gardens: Two Bonelli Park: Four Santa Fe Dam: Four Whittier Narrows: Five
North Agency	Grounds Maintenance: Five Recreation: Five Construction: Three Castaic Lake: Four Robinson Gardens: Two Special Districts: Two
South Agency	Grounds Maintenance: Five Recreation: Five South Coast Gardens: Four Schabarum Regional Park: Four Hahn Regional Park: Four Construction: Three

As can be seen from review of the information shown in the exhibit, levels of management vary significantly by agency, but there are some common threads which characterize management and supervisory structure at the agency level:

- The Regional Grounds Maintenance Units in each of the three agencies feature five levels of management/supervision from Agency Assistant Director to line employee.
- The Regional Recreation Units in the three agencies also feature five levels of management from Agency Assistant Director to line employee.

In addition to variations in levels of management across the Department, spans of control of managers throughout the organization vary widely. The next table shows current spans of control for management positions by office/agency. Spans of control exclude clerical and administrative support personnel and focus on management and supervisory relationships.

Table IX – 2: Spans of Control for Department Managers

Position	Span of Control
Director	1:1
Chief Deputy Director	1:3
Senior Assistant Director	1:4
Support Service Agency	
Assistant Director Support Services	1:3
Manager, Budget and Management Services	1:4
Manager, Data Systems	1:5
Administrative Services Manager II, Budget and Procurement	1:2
Accounting Officer III	1:1
Administrative Services Manager, Management Services	1:4
Manager, Personnel Services	1:3
Administrative Services Manager II – Recruiting and Selection and Payroll/Personnel Services	1:2
Manager, Contracts and Revenue	1:2
Administrative Services Manager II – Contracts	1:3
Golf Director	1:2
Capital Projects Agency	
Assistant Director, Capital Projects	1:3
Manager, Regional Parks and Open Space	1:3
Chief Planner	1:3
Manager, Project Management	1:3
Manager, Grants and Administration	1:2
East Agency	
Assistant Director	1:5
Operations Manager	1:3
Operations Manager	1:5
Regional Maintenance Superintendent	1:3
Assistant Maintenance Superintendents	1:1
Superintendent, Bonelli Park	1:3
Superintendent, Santa Fe Dam	1:4
Superintendent, Whittier Narrows	1:3
Auto Equipment Coordinator	1:4
Trails Maintenance Superintendent	1:3
Recreation Director	1:4
Assistant Recreation Director	1:1/1:2
Recreation Manager	1:6
Construction Superintendent	1:9
Executive Officer, Arboretum	1:2 But Currently changing
Superintendent, Arboretum (when filled)	1:6
Assistant Superintendent, Arboretum	1:8

Position	Span of Control
North Agency	
Assistant Director	1:6
Operations Manager	1:3
Grounds Maintenance Superintendent	1:1
Assistant Grounds Superintendent	1:2
Recreation Director	1:2
Assistant Recreation Director	1:3
Recreation Manager	1:4
Superintendent, Natural Areas	1:5
Construction Superintendent	1:5
Superintendent, Castaic Lake	1:2
Superintendent, Robinson Gardens	1:4
Special Districts Manager	1:5
South Agency	
Assistant Director	1:3 or 1:2
Operations Manager	1:5
Grounds Maintenance Superintendent	1:2
Assistant Superintendents, Grounds Maintenance	Varies – see Chapter V
Recreation Director	1:7
Assistant Recreation Director	1:1/1:2
Recreation Managers	1:7/1:8
Construction Superintendent	1:5

As can be seen from review of the information presented in the exhibit, spans of control vary widely, but in some components of the organization, are quite limited for many managers and supervisors. In part, some limited spans of control can be explained and justified as follows:

- With the addition of the Chief Deputy Director position, the Director has a span of control of one, which could be viewed as extremely limited. However, the Director's position has broad "external" responsibilities involving political and community contacts and relationships. This external orientation is one of the major factors that justify a one-over-one management/supervisory relationship.
- Within the Capital Projects and Support Services Agencies, there are a number of apparent limited spans of control. However, it needs to be clearly noted that many of these management/supervisory titled positions below the Assistant Director and division manager level are positions with specific technical responsibilities; are not managers and supervisors in the general sense; and have major job responsibilities which are not solely management or supervisory in nature.

As noted at the beginning of this report, the study included an attempt to "benchmark" various facets of the operations and services of the Department of Parks and Recreation with other large departments in California and the Western United States. While responses to the survey were limited, some data on organizational composition were obtained which against which the Department can be prepared. **Table IX-3**, which

follows on the next page, shows comparative patterns for average spans of control and management and supervisory positions as a percent of total staffing for three large parks and recreation departments compared to LACDPR. It should be noted that, in developing the information shown in the table, Recreation Supervisors (and the comparable positions in the other agencies) were treated as line staff rather than supervisory positions.

Table IX-3: Comparative Spans of Control and Staff Composition

Department and Size		Average Span of Control for Managers and Supervisors	Managers and Supervisors as a Percent of Total Staff
Department	Employees*		
Los Angeles County	833	1:4.9	17.1 %
City of San Diego	953	1:6.4	13.4 %
City of Long Beach	484	1:8.9	10.1 %
City of Houston, TX	2,163	1:8.2	10.9 %

* Full-Time Positions Budgeted

As can be seen from the information shown in the table, LACDPR has the lowest average span of control and the highest percentage of management and supervisory positions compared to the limited sample.

Findings

There are several issues associated with the structure and composition of the current plan of organization of the Los Angeles County Department of Parks and Recreation. They are as follows:

4. In some portions of the current organization, spans of control of some managers and supervisors are limited; managerial and supervisory positions comprise a relatively significant proportion of total budgeted positions; and the current multiple levels of management which characterize the organization do not add value in some areas of the Department.
 - These issues are most evident in the structures of the east, north, and south agencies and involve both maintenance and recreation services organizational units.
 - We recognize that this is probably a function of the dramatic reduction in staffing which the Department has experienced over recent years – a 43 % reduction from 2,107 to 1,192 positions since 1978. As staff at the line level have been reduced and contracting for some functions significantly expanded, the management and supervisory structure has not been adjusted commensurately.
 - Now, as the Department looks forward, is an appropriate time to streamline the management and supervisory organization to reflect the Department's current and likely future operating environment.

5. The current geographic based organization results in unequal distribution of responsibilities and complexities of management requirements between and among the three Assistant Directors who have responsibility for managing those agencies.
 - The Assistant Director responsible for managing the East Agency, in particular, has an especially heavy load compared to the other two agencies in terms of both complexity and scope of functions managed.
 - While the current geographic based organization was probably developed to align the Department with political boundaries and provide for response to concerns and issues of the Supervisors and their staffs, we believe that this contributes to the emphasis on short-term response to issues and problems and complicates surfacing and resolving major issues related to the Department's practical service capabilities, resource allocations between and among the services it provides, and resource needs.

6. Concurrently, the geographic based, multi-functional organizational approach requires the agency Assistant Directors to manage a diverse mix of programs, services, and facilities with different customer focuses and management requirements, ranging from recreation program through maintenance management to, in the case of the East Agency, equipment maintenance and management.
 - These diverse focuses complicate coordinated and detailed management of these diverse functions since top managers, through career experiences and training, are not skilled and experienced in all areas. Top level managers cannot be expected to be expert in all the programs and services grouped together at the geographic agency level, yet that is exactly what they are expected to be under the current organizational approach.
 - This is quite probably a contributing factor to some of the management and control issues identified in previous chapters related to maintenance management and controls; real strategic planning for recreation and related programs; and so forth.

7. In great measure, the current plan of organization mirrors the strategic planning issues facing the Department and the services it provides. These issues include the following:
 - What is the Department's real role and what priorities are accorded to the services which it currently provides? Currently, it is clear that the Department is trying to do many things, and because resources are limited, cannot fully meet expectations or provide quality services and facilities in all areas.
 - By mixing different services and facilities under the geographic based organizational approach, the current organization blurs accountability and visibility of program performance, issues, and difficult resource allocation choices by mixing basic parks and recreation services with gardens, large regional parks, and other distinct programs, facilities and services – each with distinct customer groups; planning and management demands; and basic operating requirements.

- As a result, the current plan of organization contributes to the Department's reacting to today's problems, but not surfacing and achieving political and management resolution of issues related to resources, service quality, and service and facility priorities. It also complicates defining targets and holding managers clearly accountable for performance compared to those targets in terms of financial performance, customer service, surfacing and resolving resource and service issues, and the like. This includes surfacing and making choices in such areas as the following:
 - What is the relative County priority for neighborhood focused parks and recreation services versus special purpose facilities like the Arboretum and gardens and the large regional parks?
 - Clearly addressing and making visible the impact of new park facilities on current department capabilities and services and making difficult choices involving resources, what can and cannot be done, and which of the Department's services are of highest priority to the Board of Supervisors.
8. Top management of the Department (Director, Chief Deputy Director, and Assistant Directors) manage a complex and geographically dispersed organization with diverse customers who are at once the constituents of Los Angeles County and the Supervisorial offices. Managers are required to respond to both on a recurring basis related to services, facilities, and programs.
- Currently, at both the top management and agency level, there is minimal support staff to assist managers in responding to customer groups and as a result, managers at the top level spend the majority of their time in a reactive mode and have limited time to devote to planning, program evaluation, and the like.
 - Concurrently, because of these demands on managers and the absence of support staff, such important activities as marketing and developing relationships to generate funding support from non-traditional channels are fragmented throughout the organization and are generally accomplished on a time available rather than consistent basis.

While organization structure is only one component of the problem, it should frame the Department's entire service planning and delivery structure, and we believe some significant improvements can be made in this regard.

Recommendations

Recommendations presented are to consider alternative organizational structures that would improve service delivery, responsiveness to customers, and increase cost-effectiveness. There are several principals that need to be recognized in fashioning alternative organizational approaches for the Department.

- First and foremost, it needs to be clearly recognized that the Department provides a mix of distinct services, each with a different customer focus and with distinct

planning, management, marketing, and other demands, and each with different and competing resource demands. Consider the following:

- **Local and Community Focused Parks and Recreation Services.** These are the core services provided by the Department and they are comparable in customer focus, and program and facility content to programs and services provided by most parks and recreation departments of cities of various sizes across the State. To be effective, the programs and services of this function need to be planned, managed, and delivered as “close to the customer” as possible to respond to socio-economic and ethnic differences among customers who primarily come from unincorporated communities in Los Angeles County.
- **Major Regional Facilities.** The facilities and programs in this area are significantly different than the neighborhood focused services described above, and are atypical to the types of facilities and services operated and provided by most municipal parks and recreation departments. Potential and actual customers come from across all of Los Angeles County (including both incorporated and unincorporated areas) and probably neighboring counties as well. To be effective, programs in this category need to be managed to ensure attractive and safe conditions in these facilities; seek out and implement opportunities to enhance both customer experiences at and potentially, revenues generated from these facilities; and effectively marketed to maximize customer traffic and revenues. While there are some common factors with local parks (e.g. basic park maintenance), there are also major differences – ranging from how these facilities are marketed to how financial performance is managed.
- **Arboretum and Gardens.** Again, these facilities and their programs pose a different set of management and customer service issues than the two categories of facilities and programs previously described. The role of these facilities as educational, recreational, and historical resources – individually and collectively – needs focus and consensus, as does the question of their relative priorities for funding compared to the Department’s other services and facilities; the County’s future role as an operator of these facilities compared to the potential for increased patron and private support.
- **Provide Top Management Access to Staff Capabilities to Support Management of a Complex Organization.** As noted above, a major weakness in the organization is the current requirement that top managers are largely reactive and have limited access to support staff to deal with constituent relations, marketing, and potential fund raising. As a result, the Department tends to be reactive rather than pro-active.

In the context of the above, we recommend the following organizational principles be employed to structure and manage the Department:

6. Flatten the organization to the extent practical given the diversity of functions and geographic dispersal of facilities, programs, and services provided. (Important: Reader should see “organizational summary” discussion pages IX-21 to IX-31.)
 - Ensure that each level of management and supervision has a clearly defined role and has a span of control (both management and function) which is reasonable and consistent with cost-effective organizational practice.
7. Align units and functions under common management to encourage coordinated planning and management of key functions such as issue identification; service and facilities planning; revenue enhancement planning and implementation; facility and program marketing; and the like.
8. Structure the organization to underline, surface, and make visible major capital and operating cost issues and needs by major customer groups served by the Department.
9. To the extent possible, provide centralized and professional management of those functions and services that have Department-wide impact. This includes provision for expanded marketing, seeking foundation support where appropriate, and fund raising.
 - Recognize the demands on top management (Director through Assistant Director) and provide increased professional staff support to help with such diverse activities as constituent relations, marketing, and fund raising.
10. Work with the CAO and DHR to establish new classifications and competitive pay schedules for new recommended positions.

Organization Summary

To help accomplish these recommendations and to emphasize the importance of organization structure for this particular management audit, BWG met several times with DPR management to discuss organizational deficiencies, inequities, and opportunities for improvement. Department management was very open to alternative organizational discussions and actively participated in these meetings.

While additional discussion may be necessary, management and BWG agreed on several proposed adjustments to the organization that are consistent with the above mentioned basic principles and recommendations. Recommended organizational improvements as a result of these meetings include fewer layers of management, broader spans of control, reduced number of management and supervisory personnel, greater accountability and greater stakeholder responsiveness.

Proposed adjustments to the organization that are consistent with these basic principles and organizational improvement objectives are summarized in **Table IX-4**, which follows:

Table IX – 4: Proposed Adjustments in Organization Structure

Organizational Unit	Composition and Rationale
Office of the Director and Top Management	<p>Support the establishment of the Chief Deputy Director position that recognizes the external demands placed on the Director and establishes clear organizational focus for the management of day-to-day operations.</p> <p>With the establishment of the Chief Deputy Director position, recommended that the Senior Assistant Director Position be phased out and the Assistant Directors report directly to the Chief Deputy Director. The organization structure proposed would provide a span of control of 1:7 for the Chief Deputy Director, and this is within the range of a reasonable span of control for a senior manager.</p> <p>An Operations Section is added to support the Director, Chief Deputy Director, and the Assistant Directors. The Operations Section would include the Special Assistant and Marketing Assistant positions currently authorized for the Director's Office and would be complemented with additional staff as appropriate and experience dictates. The role of the Operations Section would be to: (1) Be the primary resource for significant Department projects; (2) Provide the principal point of contact for liaison with the Board of Supervisors and their staffs; (3) Provide coordination of issues involving multiple agencies; (4) Provide staff capacity for future planning; (5) Coordinate and develop marketing programs; and (6) Assist top managers with fund raising and development of alternative funding source opportunities.</p>
Capital Projects	<p>While the current organization and configuration of this unit is logical, there is some question of the propriety of having both capital projects and the Open Space District staff and functions under common management. Open Space District's monitoring and oversight responsibility of projects funded by the District and implemented by the Department could be viewed as a possible conflict of interest. To avoid this potential, these units could be separated with each established as a separate report to the Chief Deputy Director or having the Open Space District report directly to the Director to further reinforce division of function and elimination of potential for conflict of interest.</p>
Support Services	<p>This agency is logically organized and no organizational adjustments are recommended.</p>
Local and Community Parks and Recreation Services	<p>These functions, which include the local and smaller community regional parks should be organized as distinct, regional/agency functions with the larger regional parks and special facilities removed from the management responsibility of the manager who would direct each of the regions/agencies. One Assistant Director</p>

	<p>would have responsibility for each of the regions/districts. While it would be preferable to align the regions/agencies with Board of Supervisor boundaries for continuity of contact and relationship purposes, limitations and locations of physical facilities probably dictate that a three region/agency structure is most practical.</p> <p>Within each region/agency, the Assistant Director would function as the equivalent of a municipal parks and recreation director and would focus on programs and services related to neighborhood and community parks.</p> <p>One Maintenance Manager would direct parks maintenance and crafts activities as well as oversee the warehouse and capital projects coordinator(s) assigned to the region/agency to coordinate park improvement/park development projects. Subordinate maintenance staff would include a Grounds Maintenance Manager/Superintendent and Grounds Maintenance Supervisors (number depending on the region/agency) and a superintendent who would direct crafts services. Crafts services, while assigned to each of the regions/agencies, would continue to provide facility maintenance support to all Department facilities located in their agency. It is recommended that the Maintenance Manager position be upgraded to be closer to the Operations Manager to recognize the need for coordinated maintenance management of grounds maintenance, crafts, and contract services.</p> <p>The Agency Assistant Director would control recreation program and services through multiple district park managers who would be responsible for a sector of the agency and the parks within that sector. Subordinate to them, park managers would direct operations at their respective park sites.</p>
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	<p>Full-time aquatic manager positions would be authorized for each of the Regions/agencies. They would provide direct management of the limited year around pools; plan and implement recruiting and training of seasonal aquatics staff; and oversee summer pool programs in each of the three districts/regions.</p> <p>It is also recommended that the responsibilities of the staff who are assigned responsibility for on-site supervision and programming of parks be broadened to that of a "Site Manager". It would be expected that these positions would be responsible for not only recreation programs but also for facility conditions ranging from coordinating maintenance issues with district/region ground maintenance and crafts staff to actually handling some light maintenance (either directly or through subordinate staff) such a clean-up when assigned grounds maintenance staff are unavailable.</p>
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<p>Special Facilities and Services</p>	<p>This Agency, managed by an Assistant Director, would incorporate the major regional parks and facilities, Arboretum and gardens; many of the support services currently assigned to the East Agency including Operations Support, vehicle and equipment maintenance, and trails maintenance.</p> <p>We believe it would be ideal if all of the gardens were placed under the management of the Chief Executive Officer (CEO) of the Arboretum to set the stage for coordinated professional planning of the role, resource requirements, pursuing private funding and support, and future of the garden facilities as well as to provide the basis for coordinated marketing, cross fertilization in the use of staff, and other resources provided to the Arboretum and Gardens. If the County Funded Superintendent and Assistant Superintendent positions at the Arboretum are both filled and the CEO provided flexibility in defining how the Superintendent position is classified, we believe that the span of control for the CEO of the Arboretum could be sustained at a level which would permit management of the three gardens as well as the County and Foundation funded staff and services at the Arboretum. However, we also recognize that there have been historical issues between and among the gardens including problems with relations between and among the foundations/friends groups that currently exist for each. Animosities between and among these groups have forestalled previous attempts to merge these units under combined management including placing the manager of the Arboretum in a lead role for all gardens. As a result, it is probably premature for the gardens to be combined under the CEO of the Arboretum. We recommend the following: (1) Have the gardens each report to the Assistant Director of the agency; (2) Task the Assistant Director with working toward increased coordination in marketing these facilities including exploring consolidating marketing and rentals and using staff positions authorized for the Arboretum to provide these services for all gardens; and (3) Working with each of the facilities to better define roles and resolve issues associated to facility condition and other issues related to facility utilization and revenue generation</p>
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	<p>identified elsewhere in this report. Over the longer range, once the Arboretum's management structure and direction has been more clearly defined, further consider placing all gardens under the management of the CEO of the Arboretum.</p> <p>Within the Agency, a Regional Parks Division, headed by an Operations Manager level position, would be established to provide direct management of the major regional parks and would report to the Assistant Director of the Agency. The Superintendents of Bonelli Park, Castaic Lake, Hahn Park, Santa Fe Dam, Schabarum Park, and Whittier Narrows would report to the Division Manager. The Division Manager would be expected to work with the superintendent to develop coordinated marketing programs; develop revenue enhancement strategies for the regional facilities; and develop and implement longer range plans for infrastructure preservation and maintenance capability upgrading.</p>
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	<p>The basic Operations Support functions would report to another Operations Manager level position who would report to the Assistant Director of the agency and manager and coordinate the delivery of Department-wide support services including equipment and vehicle/heavy equipment maintenance; power equipment support; trails maintenance; and the community services worker program which is supervised and deployed through the Tree Farm.</p> <p>The Superintendent of Natural areas would also report to the Assistant Director and would assume responsibility for all natural areas and staff including the Catalina operation. Given current operating relationships, it is recommended that the Whittier Narrows Nature Center continue to report to the Superintendent of that facility.</p> <p>Finally, the Hollywood Bowl would be assigned to this Agency with the Superintendent reporting directly to the Assistant Director of the Agency.</p>
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The exhibits, which follow this and subsequent pages, provide a series of charts which visually depict the proposed organization. More specifically:

- **Exhibit IX-3**, which follows this page, shows the proposed overall structure with the Open Space District organizationally separated from Capital Projects to avoid issues associated with appearances of conflict of interest. As noted previously, the Open Space District could report to either the Director or Chief Deputy Director. As can be seen from review of the structure presented in the exhibit, the proposed overall organization provides for a span of control of 1:7 for the Chief Deputy Director which is within reasonable limits.
- **Exhibit IX-4**, which follows Exhibit IX-3, shows an illustrative organization for the Local and Community Parks and Recreation Districts/ Regions. As previously noted, the actual staffing of each of the districts would vary moderately because of differences in the number of parks sites; staffed park sites; and other staff.

Exhibit IX-3
Proposed Overall Management Organization

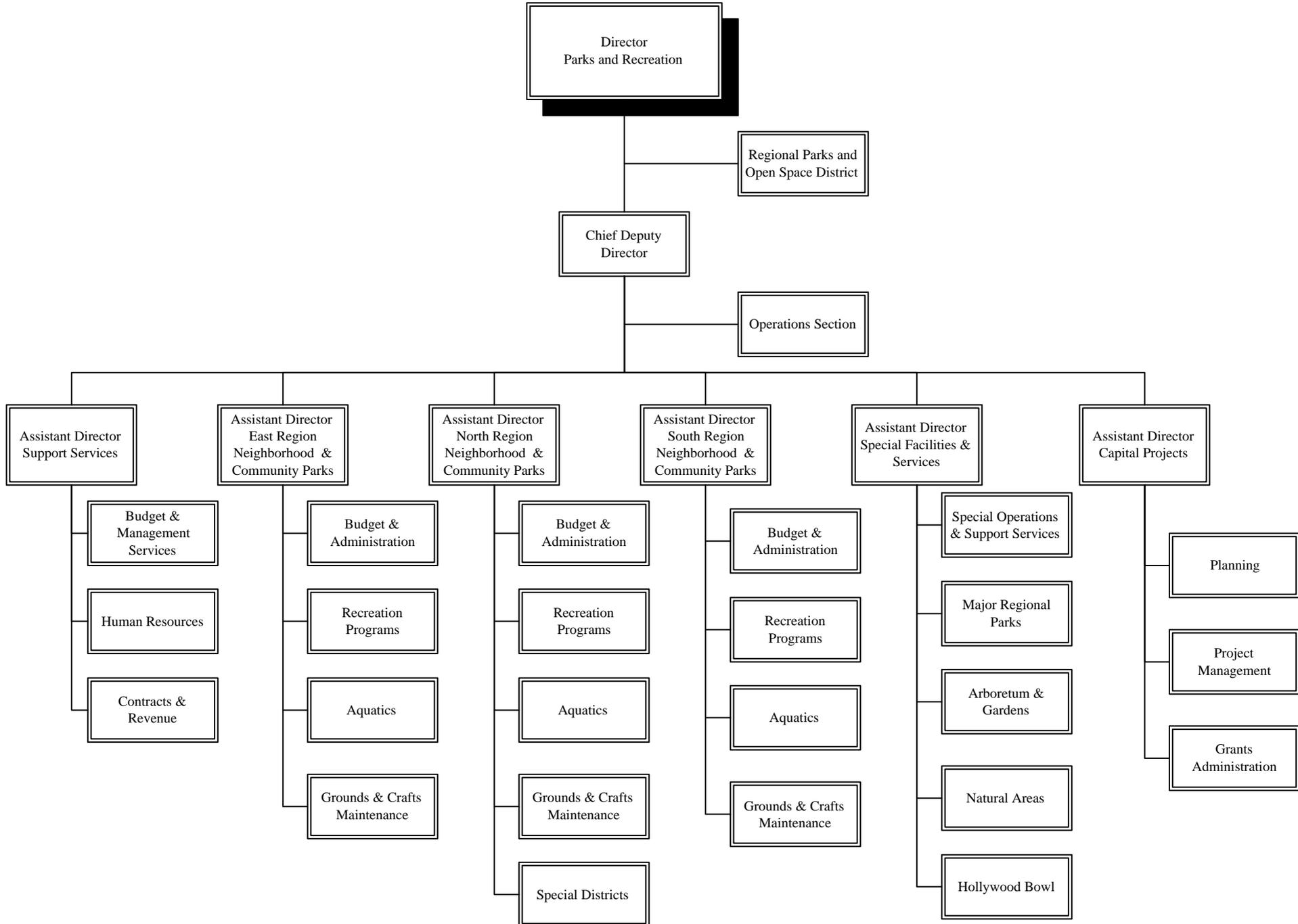
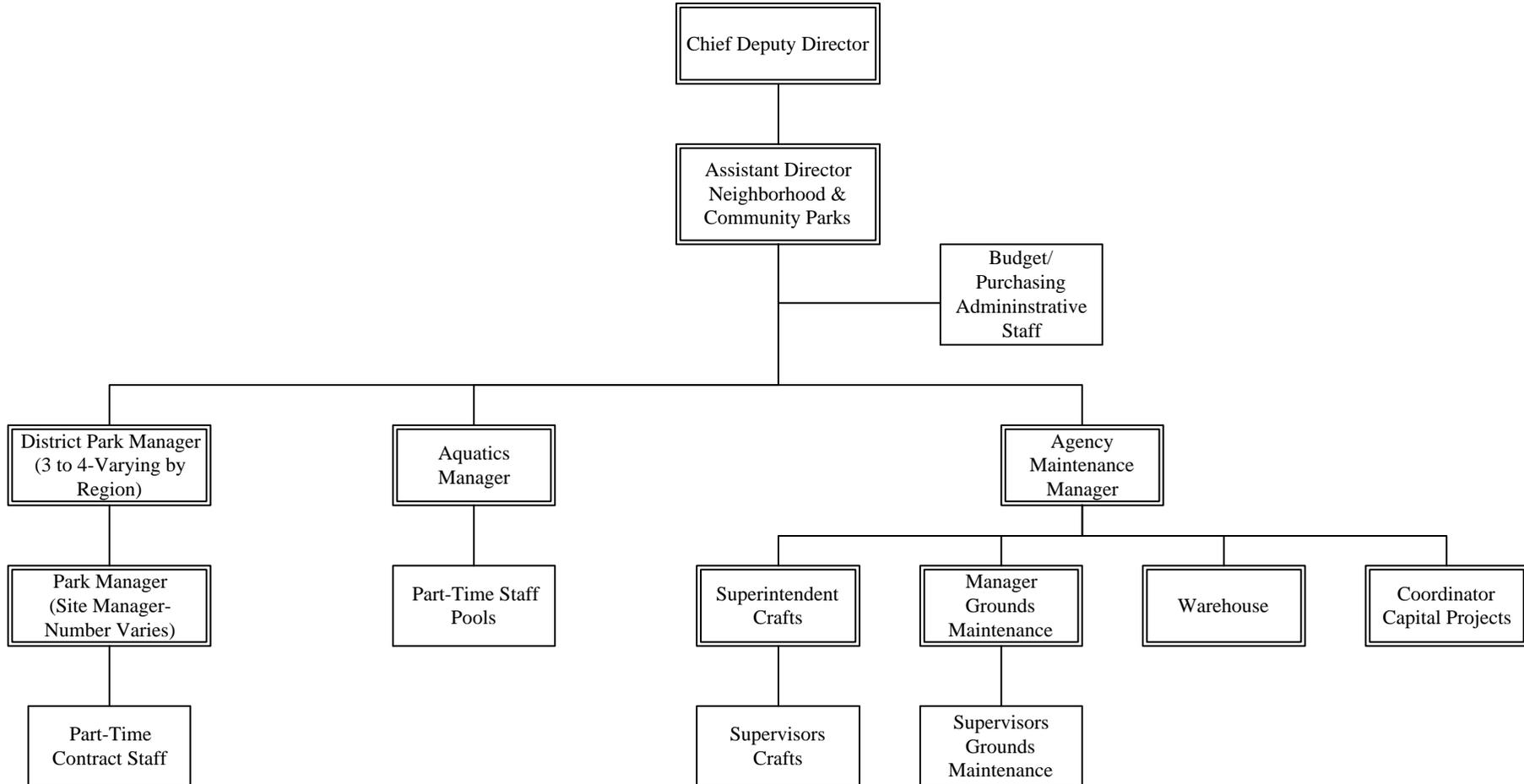


Exhibit IX-4 Proposed Parks Organization



- **Table IX-5**, which follows below, shows how each of the three regional/agency neighborhood parks and recreation units would be staffed in regard to management and supervisory positions.

Table IX – 5: Neighborhood and Community Parks and Recreation District Management and Supervisory Staffing

Position	Number of Positions		
	East Agency	North Agency	South Agency
Assistant Director Neighborhood and Community Regional Parks	1	1	1
District Park Manager (Revised title but at same level as Assistant Regional Recreation Director)	2	3	4
Agency Maintenance Manager (New position aligned between Operations Manager and Crafts Superintendent)	1	1	1
Grounds Superintendent/Grounds Maintenance Manager	1	1	1
Crafts Superintendent	1	1	1
Grounds Supervisors	4	2	4

With the proposed organization for the Local Parks and Recreation districts/regions, spans of control for the key management positions would be as shown in **Table IX-6** which follows:

Table IX – 6: Spans of Control for Managers in Local and Community Parks Regions/Agencies

Position	Spans of Control		
	East Agency	North Agency	South Agency
District Parks and Recreation Director	1:7	1:6	1:7
District Parks Managers	1:6/7	1:6	1:9
Maintenance Manager	1:4	1:4	1:4
Crafts Superintendent	No change	No change	No change
Grounds Maintenance Managers	1:4	1:2	1:4
Grounds Supervisors	No change	No change	No change

As can be seen from the information shown in the table, some District Park Managers would have spans of control at the upper end of the range (as measured by staffed park sites supervised). However, this staffing pattern is comparable to that currently employed by the City of Los Angeles for their neighborhood and community parks and is workable given the fact that sites and staff supervised fall within the same program area.

- **Exhibit IX – 5**, which follows this page, shows the proposed organization for the Special Services and Facilities Agency. Spans of control of the managers in the proposed Special Services and Facilities Agency would be within reasonable ranges as shown in the next table.

Table IX – 7: Spans of Control for Managers in the Special Services and Facilities Agency

Position	Span of Control	Comment
Assistant Director	1:8 (excludes staff support Management Analyst Position)	At the upper end of the span of control for diverse functions but still acceptable.
Manager, Special Operations and Services	1:3	Reasonable span of control. Assumes position aligned at the Operations Manager level.
Manager, Regional Parks	1:6	Reasonable span of control. Assumes position aligned at the Operations Manager level.
Chief Executive Officer, Arboretum and Gardens	N/A	Actual span of control could vary depending on how the CEO determines to organize and staff positions funded by the Arboretum Foundation and how the currently authorized County funded management and supervisory structure is used. At the time data were collected for this study, the Foundation Executive Director position was unfilled and the CEO was evaluating how to organize and staff Foundation supported functions. Concurrently, the Superintendent position was unfilled and non-maintenance staff were reporting directly to the CEO (e.g. curator, plant librarian, biologists, Acting Special Events Coordinator, etc.). The proposed organization does not impact the CEO's span of control.
Superintendent, Hollywood Bowl	No change	None
Superintendent, Natural Areas	1:6	Increases from 1:5 to 1:6 with addition of responsibility for Catalina.

If implemented, the net impact of the proposed reorganization on management and supervisory staffing in the department would be as shown in the table which follows on the page after the Exhibit IX-5. *It should be noted that the table shows only management and supervisory positions effected by the proposed re-organization.*

Following the table is a summary of staffing changes identified throughout the report.

**Exhibit IX-5
Proposed Special Facilities and Services Organization**

Assistant
Director
Special Facilities
and Services

Budget/
Purchasing
Administrative
Staff

Manager
Regional Parks

Superintendent
Hollywood Bowl

Chief Executive
Officer
Arboretum

Superintendent
Descanso
Gardens

Supervisor
Robinson
Gardens

Supervisor
South Coast
Gardens

Superintendent
Natural Areas

Manager
Special Ops and
Services

Superintendent
Bonelli Park

Superintendent
Castaic Lake

Superintendent
Hahn Park

Superintendent
Santa Fe Dam

Superintendent
Schabarum Park

Superintendent
Whittier Narrows

Supervisor
Power
Equipment

Coordinator
Special Ops/Auto
Equipment

Supervisor
Trails

Table IX-8: Projected Impact of Re-Organization on Management and Supervisory Staffing

Position	Number of Positions	
	Current	Proposed
Senior Assistant Director	1	0
Assistant Director	5	6
Regional Operations Manager (Special Operations and Major Regional Parks)	4	2
Regional Recreation Director	3	0
Assistant Regional Recreation Director (Re-titled as District Parks Manager)	6	9
Aquatics Manager/Steinmetz	0	4
Recreation Services Manager	11	0
Agency Maintenance Manager	0	3
Grounds Maintenance Manager	3	3
Assistant Grounds Maintenance Superintendent	6	0
TOTAL	39	27

In quick review of the table above, 12 management and supervisory positions are eliminated at an ostensible savings of over \$675,000 in salaries and benefits. This however, is not the bottom line.

The real benefit to be derived from these organizational recommendations will be a more effective and responsive Department. By reducing management layers, broadening spans of control and increasing staff focus on priority and strategic issues, the Department will be more effective in the dispatch of its mission with consequent enhanced service to its customers and Board offices.

Vital to becoming a better organization is the requirement to strengthen and “grow” the organization in some key areas. These growth areas will likely cost more than the economies listed above, but should result in substantially increased performance and, consequently, better value. The enhancements below are some of the key investment areas recommended throughout the report:

- Enhancing services at the regional or local and community parks, or elsewhere in the organization, to address other needs and shortfalls identified in this report.
- Reclassifying and upgrading most Recreation Supervisor positions to the Park Site Manager position discussed earlier in this chapter.
- Replacing Assistant Grounds Maintenance Superintendent positions with Landscape Contract Monitor positions, as needed, to oversee contractual services but to remove the direct layer of management.
- Enhancing the Operations Section to provide improved marketing planning, and fund-raising capabilities as discussed earlier in this chapter.

- Augmenting the Support Services Agency to enhance training, information technology and return-to-work sectors.
- Enhancing field agency, financial and budgeting support staffing.

C. Communications and Relations with Offices of the Board of Supervisors

BWG met with representatives of the five Board offices in a group, and in some cases individually, to discuss relations and communications between them and the Department. The response was very different depending on the Board office. Some viewed the Department as being very responsive and communicative about issues related to their Offices while others viewed the Department management processes as “chaotic”. In general, most felt that communication was crucial to the well-being of the County and would lean towards more communication, rather than less.

A few of the representatives indicated that they had little confidence in timelines or project deadlines developed by the Department and that the only way they could be sure of successful completion of any project was to monitor or “micro manage” the project personally. Of course, the Board offices need the comfort that project timelines or deadlines are meaningful since they are informing the public and the Supervisors of future park openings or enhancements or, in some cases, closure for repair, etc. It is the Department’s responsibility to ensure that the Board Offices and surrounding communities are properly and correctly informed and day-to-day monitoring by Board deputies of specific Parks and Recreation projects should not be necessary.

Findings and Conclusions

9. The Department has a “numbered letter” system to manage the communication between executive management and the Board offices, although additional effort is warranted to ensure more timely and meaningful response, and more direct management of communication between Board offices and the Field may be necessary.
 - One of the primary comments that BWG heard while interviewing representatives of the Board Offices was that the Department did not place sufficient emphasis on communicating with the various offices, although some offices were much more critical than others. There was concern that no formal process existed to manage Board Office communications.
 - BWG has ascertained that the Department does have a formal process to manage direct communications between the Board Offices and the Director. The Department keeps a numbered system of all communications with each Board Office. For 1999 there were 192 total numbered requests (number varied from 6 in District 2 to 94 in District 5) and through November 30, 2000 there were 154 requests (number varied from six requests from District 3 to 72 requests from District 5). Additionally, the “numbered letter” system covers requests from other County Departments, the CAO and specific assignments from the Director.
 - BWG reviewed the full log of correspondence with the Offices and randomly chose several numbered assignments to test the speed with which Board questions

or concerns were addressed. **Exhibit IX-6** provides the results of that review. There are several conclusions that can be drawn from a review of the information included in Exhibit IX-6.

EXHIBIT IX-6
Department of Parks and Recreation
Review of Numbered Letter Assignments

Numbered Assignment	Calendar Days from Date Sent to	Calendar Days from Date Received to	Calendar Days from Date Issued to
First District	Date Received	Date Issued	Date Completed
00-013	0	0	23
00-070	0	1	IP*
00-093	0	4	IP
00-010	3	7	2
00-241	7	1	0
00-269	0	0	16
00-317	0	0	IP
99-077	0	2	8
99-078	0	2	8
99-169	6	1	30
99-194	0	0	12
99-208	0	0	27
99-273	0	5	48
99-315	0	5	210
Total: 14	16	28	384
Second District			
00-032	0	0	IP
00-048	0	2	12
00-097	0	0	21
00-330	0	5	20
99-301	0	0	28
Total: 5	0	7	81
Third District			
00-259	0	0	IP
99-003	5	0	16
99-242	0	0	5
99-252	0	0	2
Total: 4	5	0	23

Numbered Assignment	Calendar Days from Date Sent to Date Received	Calendar Days from Date Received to Date Issued	Calendar Days from Date Issued to Date Completed
Fourth District			
00-007	1	1	7
00-011	6	0	42
00-236	0	0	23
00-256	0	0	8
00-265	0	5	10
99-024	6	7	5
99-035	3	14	15
99-070	0	1	8
99-083	0	10	1
99-096	11	0	15
99-342	0	0	6
Total: 11	27	38	140
Fifth District			
00-061	5	0	17
00-077	4	21	44
00-103	5	0	6
00-153	5	3	26
00-164	5	0	28
00-206	13	1	28
00-231	5	5	0
00-255	12	1	15
00-287	24	1	0
00-307	12	1	13
99-005	0	0	19
99-020	3	6	13
99-052	5	1	29
99-061	43	14	168
99-134	6	2	4
99-143	3	2	0
99-223	9	0	0
99-229	5	0	28
99-265	6	0	5
99-288	0	0	18
99-293	0	5	0
99-319	6	0	87
99-320	5	0	8
Total: 23	181	63	556
TOTAL			

*IP=In Progress

- There is a problem with the Department receiving mail from the Fifth District and, to a lesser extent, from the Fourth District. On average, it took almost eight days for information to reach the Department from the Fifth District based on a random sample of 23 numbered assignments reviewed. The Department uses a twice-daily messenger to pick up mail from some Supervisory Offices. There was very little delay from the date sent to the date received for the First, Second and Third Districts. Most were received on the same day. The twice-daily messenger mail collection system should be expanded to the other supervisory offices.
 - The Department is responsive to Board requests by issuing to staff the requests or questions received from the Board Offices in a timely manner. On average, requests were issued to staff within two-to-three days of receipt, although there were a few exceptions to that average.
 - The Department needs to be able to answer the various questions or finish the requested assignment in a more timely manner. For those items that were completed, the Department was able to provide responses back to the Board within 8-to-35 days, if “in progress” requests are not considered. The Department tries to communicate with the Board Offices when the time to complete the request or assignment is expected to take an excessive amount of time.
 - It is the duty of the person assigned the assignment to inform the Board Office or other County Department on the expected completion time for “in progress” assignments and to keep them informed.
10. There is no formal management process for communications between the Board offices and various field organizations. Each organization that has formal communications with the Board Office should monitor the communication process and inform executive management of the communication to ensure that Board issues are addressed in a timely manner.
- The Director has requested that any communications between the field and the Board offices be copied to the Directors office for monitoring. This has not happened on a consistent basis.
 - It may be necessary for the new Chief Deputy’s Office to be more involved with managing or monitoring communications with the Board Offices and to ensure that internal communications among the various agencies or sections are timely and comprehensive. It is important for senior management to be aware of what is going on in the field and of the various filed commitments to Board deputies or others.
11. There has been substantial miscommunication between the Board offices and the Capital Projects group on the status of projects within the various Districts. There are a variety of reasons for this, and the fault lies with both the Capital Projects Group and, with all due respect, to the representatives of the Board Offices themselves.

- It has been somewhat confusing to Board office staff on who to call for what project. The Capital Projects Group had not prepared a Master List by District that showed the name of the project and the name and phone number of the responsible Project Manager. More important, there is not one person within Capital Projects group that is responsible and accountable for communicating with the respective Board Offices, other than the Manager. This is too time consuming and burdensome on one individual. Each District should have one person within the Capital Projects Agency that is responsible for knowing about status of all projects for that particular District.
- One of the problems encountered by the Capital Projects Group is a lack of finality in the decisions regarding the projects by some Board offices. There were numerous examples that BWG reviewed where the Board office gave contradictory directions to the Group. The Capital Projects personnel tried to respond effectively and would work diligently to meet the Board Office needs only to have the direction change. This occurred frequently with some Board offices. This takes substantial time of the Capital Projects Group which, as discussed elsewhere in this report, is short of staff already. And yet the Department personnel are expected to keep their level of involvement or cost within a certain “soft cost” percentage. This is very difficult when direction changes. BWG suggests a formal “sign off” on projects by the Board offices so that any work accomplished by the Capital Projects Group after that period will be money and time well spent. While this may require an additional step and may be considered “bureaucratic” we believe it will reduce confusion and increase effective communication in the long term. Although changes may be necessary after that point, we would encourage that all parties try to minimize the changes.
- Although the Capital Projects Group tries very hard to communicate effectively with the various Board offices, each Office has asked for a different type of communication. Some wanted monthly update meetings, some wanted a memo, and some wanted a list of projects with status identified. The Capital Projects Group spends considerable and precious time responding to these various requests, which takes time away from doing their actual job. A more uniform and consistent approach to communications between the Board offices and the Capital Projects Group is warranted. For example, communication could include a monthly package that provides a “highlight” sheet to identify any change from the previous schedule or issues of known concern to the Board Office, a copy of the schedule for each project and a meeting at a set time and place to go over the information with the Board Office. This meeting may be attended by the respective field personnel to ensure greater communication intra-department as well. The Board offices should appoint one person to be responsible for receiving this communication so that the Group can feel comfortable that adequate communication to that individual is considered adequate communication to the Office. Both parties should treat this meeting as firm and do their best to not make changes to the timing. A more formalized and cooperative effort on both parts is recommended.

12. DPR does not always take an “ownership” approach to issues within the local parks and sometimes does not adequately “partner” with Board offices on solutions to local issues.
- BWG reviewed examples of communications from specific “Friends of Parks” groups or other interested parties on concerns regarding local parks within their area. Board offices were frequently copied on these communications.
 - There were examples of Department responses to these communications that simply said that no funds were available for the purposes they were requesting. While it may be true that no funds were available for the specific purpose, the Board offices should have been contacted and the issue discussed prior to sending the letter so that the Board office was informed and not caught off guard.
 - Department personnel should view (and the majority do) their job to work with the various groups and the Board offices to resolve issues and work together to solve local concerns. Even if funds are tight, the public who care about the various parks should be given the consideration of having their suggestions discussed with their local Board representatives before negative “can’t do” letters are sent back.
 - In addition to increasing communication within the Capital Projects group to help minimize these types of issues, BWG made several organizational recommendations earlier in this chapter to place greater control over, and increase ownership of, local parks.
 - DPR personnel should be responsible for communications with the Board offices and also with the various Cities where parks are located to keep them informed of what is going on in the park and, as applicable, to the appropriate Board office. At whatever level that communication occurs it is vital that Department management is immediately briefed on this communication. We believe that this will help a great deal in ensuring a more involved “partnering” approach.

Recommendations

11. DPR should increase the monitoring of the timely completion of numbered letter assignments and require that formal communications between the Department field personnel and the Board Offices is documented and communicated to senior management. (Refers to Findings 9 & 10)
- Utilize the twice-daily messenger system to obtain communications from each of the five Board offices.
 - Items listed in the numbered letter system should be the focus of periodic staff meeting discussions to ensure executive oversight and timely completion of committed assignments. “In progress” assignments should be directly monitored to ensure timely completion. This should be one of the oversight duties of the new Chief Deputy’s office.
 - A communications sheet identifying the communications between a field person and a Board Office should be prepared and submitted to senior management. This

would ensure that priorities and commitments made by the field to the Board are known and understood by Department management.

12. The Capital Projects Groups should take at least five separate actions to increase communications between itself and the Board Offices. It should be noted that the Capital Projects Group agrees with the majority of these recommendations and has already begun implementation. (Refers to Finding 11)
- Develop a Master List that identifies and provides the phone numbers of each Capital Projects person responsible for a project, by District and send that Master List to the respective Board Office. The Capital Projects Group agrees with this recommendation and has already developed and communicated this List to the respective Board Offices.
 - Develop a formal “sign off” or “project approval” sheet that both the Department and the respective Board office can sign to signal approval for Capital Projects personnel to begin work on a project. The Capital Projects Group agrees with this recommendation and is developing this form to discuss with the respective Board Offices.
 - Develop a one-page “highlight” sheet for use with each Board Office on projects within their District. The Capital Projects Group agrees with this recommendation and is developing this form to discuss with the respective Board Offices. This should be copied to Department management and the respective local park personnel to increase communication with the surrounding communities.
 - Identify an appropriate single point of contact for each Board Office to use as a focal point for future communications with the Board Offices, throughout the Agency and within the Department.
 - Agree to a formal and on-going meeting schedule with the Board representatives to discuss capital projects in the district. The Capital Projects Group agrees with this recommendation and is working on establishing the formal communications meeting with the respective Board Offices.
13. Increase the level of “partnering” between local park personnel, capital projects personnel and Board Office representatives on issues of local concern. (Refers to Finding 12)
- DPR should take the time to discuss citizen requests with representative Board offices prior to sending negative responses to the public regarding requests for funding of local park improvements.
 - This will help to ensure that the Board Office is adequately informed about the desires of its citizens or citizen groups and that local projects are adequately prioritized within the Department.
 - Copies of the response letters should be sent to local park personnel, or Capital Projects personnel depending on who initiated the response, to ensure adequate communications within the Department.