



City of Boston – Property and Construction Management Department

Operational Audit/Review

March 22, 2016

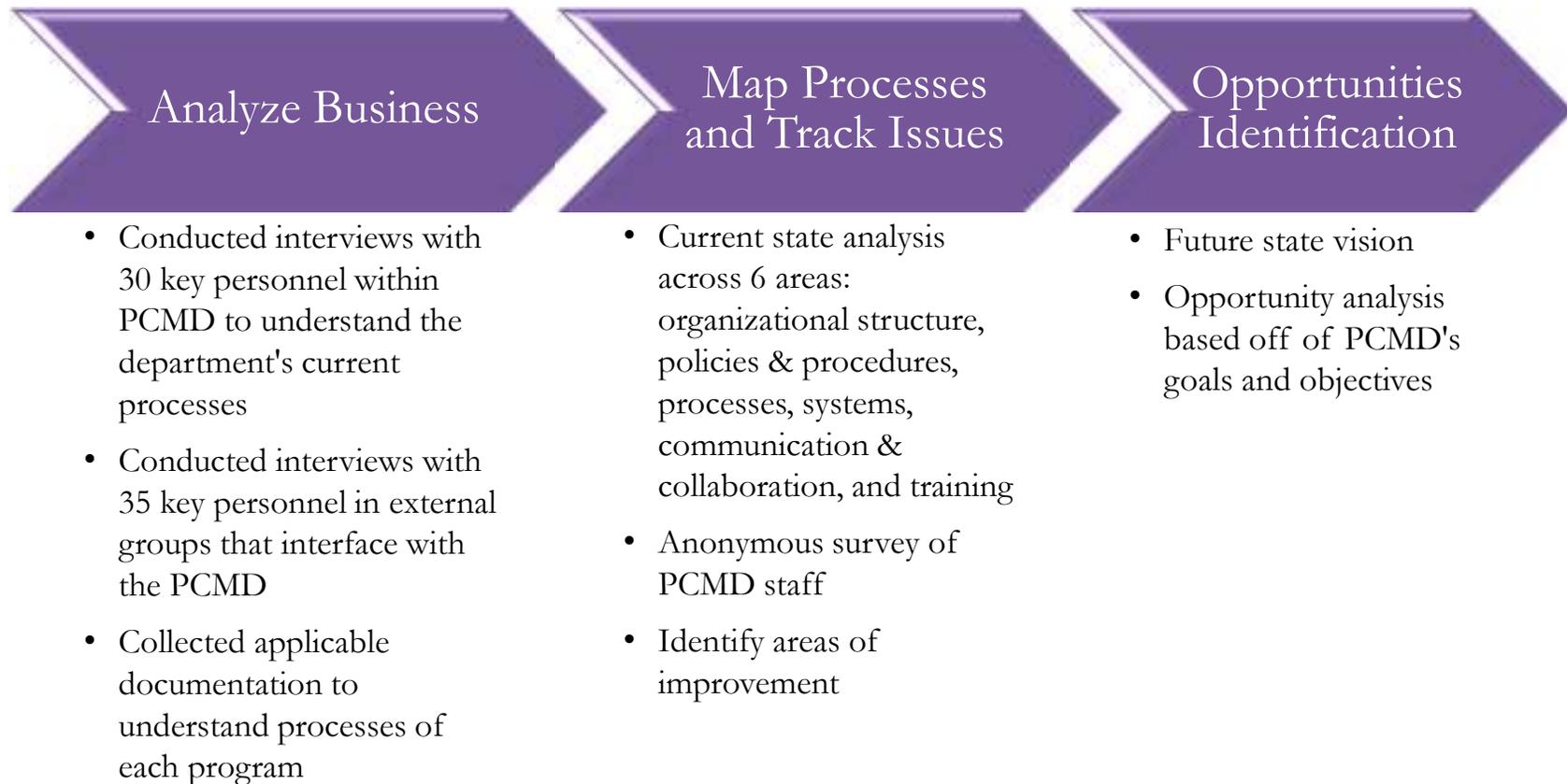
AGENDA

- Project Objective and Methodology
- Current State
 - PCMD Structure
- Current State
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- Detailed Recommendations
 - High Priority
 - Medium Priority
 - Recommendations Involving Coordination with Other Departments
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- Appendix
 - A – Future State Organizational Structure
 - B – Buildings under PCMD Care and Custody
 - C – Insource vs Outsource
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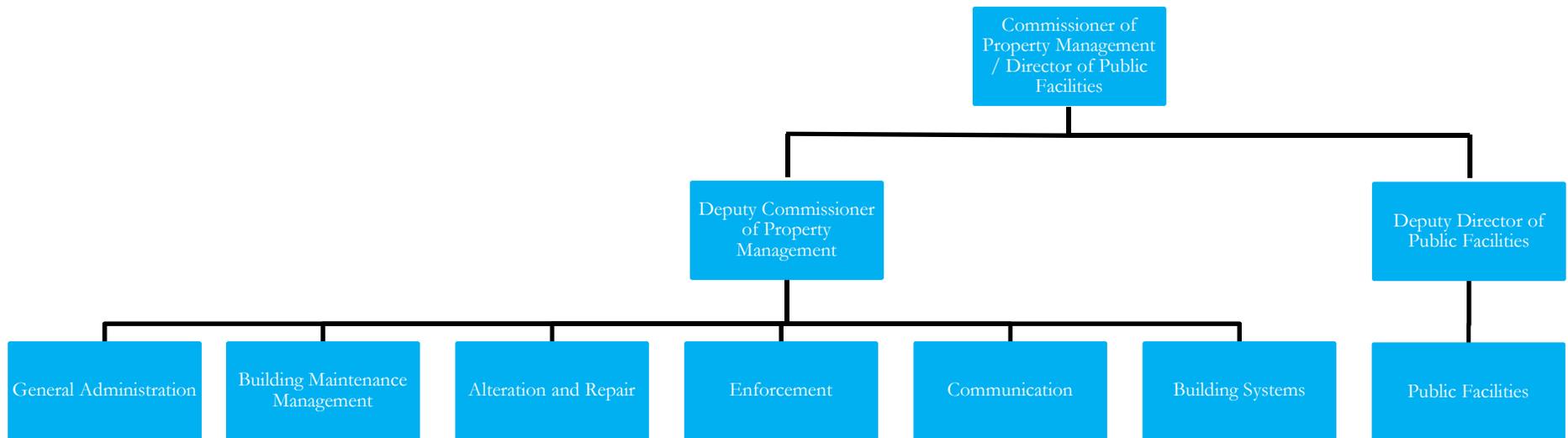
The information included in the following slides was received from February to May 2015.

PROJECT OBJECTIVE AND METHODOLOGY

Objective: Conduct a review of the operational effectiveness and efficiency of the operations within the Property and Construction Management Dept. (PCMD) and identify short- and long-term solutions for implementation.



CURRENT STATE PCMD STRUCTURE



- Established in 2002 by combining the Real Property and Public Facilities Departments
- General Administration, Building Maintenance Management, Alteration and Repair, Enforcement, Communication, and Building Systems programs are commonly referred to as Property Management
- Property Management fully oversees 22 buildings and nearly 1.3 million sq. ft. of building space
- As of November 2014, Public Facilities has a portfolio of \$481 million active projects and a caseload of 101 project assignments

Department Missions:

Property Management: To manage, maintain, repair, and provide security for the City's municipal buildings including City Hall and Faneuil Hall; to preserve the useful life of City facilities and reduce operating costs through effective preventative maintenance measures

Public Facilities: To provide professional project management services to various City of Boston departments through planning, programming, designing and constructing capital-funded building project

CURRENT STATE PROPERTY AND CONSTRUCTION MANAGEMENT DEPARTMENT

Description: Property Management is responsible for the management, maintenance, security, and repair of the City's municipal buildings including City Hall, Faneuil Hall, and the Old State House, as well as special events management and graffiti removal at these and other public locations. Public Facilities is responsible for the coordination of capital improvement projects at city-owned properties.

Current State Analysis

Organizational Structure

- PCMD's existing organizational structure is very flat and the department exhibits several issues that are typical of flat organizations:
 - Consistency with decision making as different individuals may handle the same situation differently
 - Silo effect on programs with the possibility of duplicating efforts and expenditures
 - Slow pace of strategic decision making
 - Fewer opportunities for management driven employee motivation
 - Unclear path for employee advancement
- Property Management and Public Facilities have two very distinct functions with limited interaction between them. Under the existing structure (see slide 4), the Commissioner of PCMD must provide oversight and decision making to two unique functions and seven different programs with little visibility into operations. Creating two separate departments with additional resources at the Deputy Commissioner level would provide greater oversight of each department and allow the processes of each department to be optimized based on their specific requirements (Opportunity #1).
- The flat organization requires the Deputy Commissioners to interact at a very detailed level in order to stay involved with each program. A reorganization to establish three Deputy Commissioner positions within Property Management to oversee similar programs below the Commissioner would allow each Deputy Commissioner to be more involved within his/her programs and provide better visibility to the Commissioner. Each Deputy Commissioner would also be able to work with their programs to gain efficiency and reduce costs due to repetitive purchases (Opportunity #1).
- General Administration, which includes Finance and HR elements, is the only shared function between Property Management and Public Facilities and is understaffed to manage both departments. Staffing the vacant Personnel Manager position would provide enough resources to maintain a shared HR function. Transitioning the Finance work for Public Facilities to the Capital Planning and Management group would assist in balancing the workload and would allow each department to process their own transactions (Opportunity #1 and 2).

Policies & Procedures

- Limited policies and procedures exist
- It is a best practice to have a business continuity plan in place to plan for a situation that would interrupt the normal course of operations. There is no business continuity plan in place for either Property Management or Public Facilities (Opportunity #4).

CURRENT STATE PROPERTY AND CONSTRUCTION MANAGEMENT DEPARTMENT

Processes	<ul style="list-style-type: none"> See specific process improvement opportunities found within each individual program.
Systems	<ul style="list-style-type: none"> The City of Boston is committed to leveraging data to support the management of day to day operations. A data analytics team creates "Boston About Results" (BAR) customized metrics and dashboards for each department to fit their need. PCMD uses very limited BAR reporting and needs to update the metrics for each program to make them measurable and useful (Opportunity #17). Management has difficulty managing program specific documents and would benefit from a repository for each individual program to use (Low Priority Opportunities). No time management system currently exists within PCMD (Opportunity #20).
Roles & Responsibilities	<ul style="list-style-type: none"> Through interviews with multiple personnel within PCMD, many did not know the actual roles and responsibilities of their job function as they have evolved over time. This was confirmed via anonymous survey responses (Low Priority Opportunities). No formalized career progression is outlined for employees (Opportunity #10).
Communication & Collaboration	<ul style="list-style-type: none"> A formal annual performance evaluation process was put in place in FY14 for all of PCMD. However, a large number of employees indicated via anonymous survey responses that they have not received formal feedback regarding their contribution and work for the department (Opportunity #10).
Training	<ul style="list-style-type: none"> Most organizations typically empowering program leads to develop, manage, and oversee the budget for that program. Until the FY16 budgeting process, responsibility for the budget was solely with the Deputy Commissioner and General Administration. Each responsible person must be trained on the expectations and processes of managing a program budget (Opportunity #18). Employees in supervisory roles have received little training regarding how to manage their direct reports (Opportunity #19).



FY15 Budget: \$21,392,570



Headcount¹: 183



Vacancies¹: 25

¹as of Jan. 7, 2015

CURRENT STATE GENERAL ADMINISTRATION

Mission: To manage procurements of goods and services, process contracts, manage finances, and HR related activities of the Department; to provide technical assistance, scheduling and management of special events at City Hall, Faneuil Hall and major City special events.

Description: Provides centralized administrative, fiscal, and human resource support services for the Operations Cabinet. This includes processing contracts, managing finances, implementing human resource management policies and personnel paperwork, and monitoring all budgetary actions through internal auditing of expenditures and revenue collections.

Current State Analysis

Organizational Structure

- General Administration manages the Finance, Human Resources, and payroll functions as well as the Contracts Unit for both PCMD and Public Facilities. They are understaffed to service both Property Management and Public Facilities. As part of creating two separate departments, the responsibilities within General Administration related to Public Facilities should be transitioned to the Public Facilities Planning and Management group. This will require elevating a senior staff person within Planning and Administration to a Manager to oversee the A/P process (Opportunity #1).
- HR within General Administration is overwhelmed covering both HR and payroll functions with the two existing staff. Filling the vacant Personnel Manager position would assume the HR responsibilities and allow the existing resources to focus on payroll (Opportunity #1).

Policies & Procedures

- General Administration has sufficient policies & procedures in place for most areas within the department.
- General Administration is involved with special events and schedules staff from Building Maintenance and Enforcement to provide their services for such events. A large number of special events are held every year and the staffing is determined based on the type of event. There is a lack of clarity around the billing process, labor costing, and budgeting for these events (Opportunity #5).

Processes

- General Administration is responsible for the payment for staff used for special events based on the Memorandum of Agreement (MoA). The Office of Budget Management noted that PCMD does not take advantage of reimbursements to the PCMD budget for overtime in excess of the MoA (Opportunity #6).
- The City's Purchasing Department has Various City Department (VCD) contracts available for common goods, but they are not often used (Opportunity #22).

CURRENT STATE GENERAL ADMINISTRATION

Systems	<ul style="list-style-type: none">• General Administration effectively uses PeopleSoft to manage time entries, purchasing, and other tasks.• Purchase receipts are entered by the ordering employee and are not always timely due to availability at time of delivery. (Opportunity #3).
Roles & Responsibilities	<ul style="list-style-type: none">• General Administration currently manages the Human Resources and payroll responsibilities for everyone within PCMD. This include daily time entries for all staff.
Communication & Collaboration	<ul style="list-style-type: none">• General Administration has a wide range of responsibility across PCMD and therefore needs to communicate with all staff across each program.
Training	<ul style="list-style-type: none">• General Administration staff have noted that they lack the proper updated training on PeopleSoft. Training is offered by DoIT and should be utilized by staff, especially new employees.



FY15 Budget: \$1,907,686



Headcount¹: 18



Vacancies¹: 4

¹as of Jan. 7, 2015

CURRENT STATE BUILDING MAINTENANCE MANAGEMENT

Mission: To conduct graffiti removal citywide; to provide maintenance support for municipal buildings; to provide maintenance support for special events.

Description: Provides for the care and custody of Boston City Hall, municipal buildings, and historic structures. This includes graffiti removal and maintenance support for special events and celebrations held in municipal buildings managed by the Department.

Current State Analysis

Organizational Structure

- Building Maintenance has two shifts of custodians and a team of "Graffiti Busters."
- Industry benchmarks indicate that one maintenance staff should be employed for every 49,000 square feet of space. Building Maintenance Management is properly staffed based on this benchmark for all buildings they support – City Hall, Faneuil Hall, Hawkins St. Offices, and the Veronica Smith Senior Center (Appendix B, C, and D).
- A contract is in place to provide nightly cleaning for City Hall, Strand Theatre, Family Justice Center, and Kirstein-Project Central. This contract is saving the city approximately \$550k over the cost of staffing this work with City of Boston staff (Appendix C).

Policies & Procedures

- Building Maintenance does not collaborate and provide input during the construction process of the buildings that could lead to issues on maintenance. Building Maintenance should be more involved in the meetings held by Public Facilities that all programs are invited to attend during the construction process (Opportunity #12).
- Building Maintenance does not maintain an inventory of responsibilities for all buildings that they maintain. This could be used to supplement benchmarks to help determine staffing levels (Opportunity #14).

Processes

- Building Maintenance noted that there is little interaction with the Energy Department and vice-versa (Opportunity #21).
- Graffiti Busters cannot complete any graffiti removal requests above 8 feet from the ground due to insufficient equipment (Low Priority Opportunities).
- The Purchasing Department has Various City Department (VCD) contracts available for common goods, but are not often used (Low Priority Opportunities).

CURRENT STATE BUILDING MAINTENANCE MANAGEMENT

Systems	<ul style="list-style-type: none"> • Work orders are printed out by an Administrative Assistant and given to Building Maintenance personnel each morning. Completed work orders are closed periodically. No formal process is in place. Maximo functionality is not being used effectively to manage work orders (Opportunity #7). • Building Maintenance equipment is not currently tracked as assets through Maximo (Opportunity #3).
Roles & Responsibilities	<ul style="list-style-type: none"> • Building Maintenance's roles & responsibilities are in line with other similar departments.
Communication & Collaboration	<ul style="list-style-type: none"> • Building Maintenance and Alteration & Repair have some overlap between the roles and responsibilities between the two programs which causes some confusion. Establishing a Deputy Commissioner Operations that oversees both programs will help to reduce this overlap (Opportunity #1)
Training	<ul style="list-style-type: none"> • An Administrative Assistant is responsible for Maximo work orders but additional personnel, who were previously trained on Maximo and have not used the tool may require retraining if Maximo usage is increased.



FY15 Budget: \$8,305,721



Headcount¹: 24



Vacancies¹: 5

¹as of Jan. 7, 2015

CURRENT STATE ALTERATION & REPAIR

Mission: To improve and maintain the condition of managed city-owned facilities.

Description: Performs and oversees non-capital alterations and repairs to City-owned facilities to meet the needs of building occupants, responds to emergency repair and hazardous waste removal needs, and ensures that all systems are functioning and that the facilities are environmentally safe.

Current State Analysis

Organizational Structure

- Alteration & Repair consists of employees in different trades including carpenters, electricians, and a locksmith.

Policies & Procedures

- Alteration & Repair does not collaborate and provide input during the construction process of the buildings that could lead to issues on maintenance. Alteration & Repair should be more involved in the meetings held by Public Facilities that all programs are invited to attend during the construction process (Opportunity #12).

Processes

- The Purchasing Department has Various City Department (VCD) contracts available for common goods, but are not often used (Low Priority Opportunities).

Systems

- Work orders are printed out by an Administrative Assistant and given to Alteration & Repair personnel each morning. Completed work orders are closed periodically. No formal process is in place. Maximo functionality is not being used effectively to manage work orders (Opportunity #7).
- Alteration & Repair equipment is not currently tracked as assets through Maximo (Opportunity #3).

CURRENT STATE ALTERATION & REPAIR

Roles & Responsibilities

- Alteration & Repair focuses on repairs, but handles a wide variety of requests from various City departments that are appropriate for the department.

Communication & Collaboration

- Building Maintenance and Alteration & Repair have some overlap between the roles and responsibilities between the two programs which causes some confusion. Establishing a Deputy Commissioner Operations that oversees both programs will help to reduce this overlap (Opportunity #1)
- Tenants of PCMD buildings are not aware of the process for requesting alterations and/or repairs and will sometimes perform work on their own (Opportunity #8).

Training

- An Administrative Assistant is responsible for Maximo work orders and inventory management but additional personnel, who were previously trained on Maximo and have not used the tool, may require retraining if Maximo usage is increased.



FY15 Budget: \$1,494,709



Headcount¹: 8



Vacancies¹: 1

¹as of Jan. 7, 2015

CURRENT STATE BUILDING SYSTEMS

Mission: To maintain heating, ventilation and air-conditioning (HVAC) systems, fire alarms, and elevators to ensure they are in proper working order.

Description: Responsible for all mechanical systems in Boston City Hall and at 62 other City-owned buildings. This includes preventative maintenance and incidental repairs to heating, ventilation, air conditioning (HVAC), fire alarms, and elevators.

Current State Analysis

Organizational Structure

- Building Systems has two shifts of employees who service the City's general repairs, HVAC, fire alarms, and elevators. The team has been reduced to 1 full time HVAC personnel from 1 full time and 1 part time personnel due to budgetary reasons.
- One high priority funded vacancy to fill – third class engineer (Opportunity #2).

Policies & Procedures

- Building Systems does not collaborate and provide input during the construction process of the buildings that could lead to issues on repair or construction matters. Building Systems should be more involved in the meetings held by Public Facilities that all programs are invited to attend during the construction process (Opportunity #12).
- Building Systems lacks formal tracking of preventative maintenance requirements on buildings and equipment they are responsible to maintain (Opportunity #15).

Processes

- Building Systems has little to no interaction with the Energy Department and vice-versa. Through conversations with both groups' management, opportunities for savings such as boiler rebates, were noted (Opportunity #21).
- The Purchasing Department has Various City Department (VCD) contracts available for common goods, but are not often used (Low Priority Opportunities).

Systems

- Work orders are printed out by an Administrative Assistant and given to Building Systems personnel each morning. Completed work orders are closed periodically. No formal process is in place. Maximo functionality is not being used effectively to manage work orders (Opportunity #7).
- Building Systems equipment is not currently tracked as assets through Maximo (Opportunity #3).

CURRENT STATE BUILDING SYSTEMS

Roles & Responsibilities

- Building Systems runs a 24/7 operation and services 62 buildings with general repairs, HVAC, fire alarms, and elevators. The program's roles & responsibilities are in line with other similar departments

Communication & Collaboration

- Building Systems calls originate from the 24 hour hotline and they primarily collaborate with Public Facilities and Building Maintenance to service City buildings.

Training

- Building Systems is currently conducting a refresher training for building supervisors at external buildings on what is considered vandalism vs. an act of God as this dictates what the group is responsible for fixing.



FY15 Budget: \$1,906,316



Headcount¹: 8



Vacancies¹: 2

¹as of Jan. 7, 2015

CURRENT STATE COMMUNICATION

Mission: To ensure efficient security monitoring of public buildings.

Description: Monitors buildings for safety and security violations; coordinates an effective response by the Municipal Protective Services Division (MPSD) as well as other safety agencies of the City of Boston; installs, maintains, and monitors fire and intrusion alarms in public buildings; installs and monitors temporary alarm systems to protect various projects.

Current State Analysis

Organizational Structure

- Communications currently has four funded vacant positions. These positions are lower priority hires compared to other vacancies in the department (Opportunity #2).

Policies & Procedures

- Communication policies & procedures are sufficient to cover the day to day responsibilities of the program.

Processes

- Communication management noted that there is an ongoing effort to reduce cost by shifting from phone lines to radio lines.

Systems

- Communications is installing more IP digital cameras to replace older cameras. This will allow better picture quality and monitoring capabilities.
- Some radios are returned without the charger, which renders them useless, or in some cases, radios are not being returned at all. Communications equipment is not currently tracked as assets through Maximo (Opportunity #3).

CURRENT STATE COMMUNICATION

Roles & Responsibilities

- Communications is a 24/7 operation that manages 548 security systems throughout the City of Boston. The program's roles & responsibilities are in line with other similar departments

Communication & Collaboration

- Communications coordinates with Enforcement and the Boston Police Department, as needed, based on incidents and provides a walkthrough of the notifications documented regarding any incidents.

Training

- Training is limited but sufficient to fulfill job responsibilities and know escalation protocol.



FY15 Budget: \$918,577



Headcount¹: 11



Vacancies¹: 4

¹as of Jan. 7, 2015

CURRENT STATE ENFORCEMENT

Mission: To effectively protect municipal facilities and building occupants.

Description: Protects City property and occupants from vandalism, arson, and theft in City buildings.

Current State Analysis

Organizational Structure

- Enforcement is currently understaffed with four funded vacant positions and is incurring significant overtime costs to cover the workload (Opportunity #2).

Policies & Procedures

- Industry best practices from the Department of Homeland Security's Interagency Security Agency¹ states that each security station that consists of a metal detector, x-ray, and a wand can be staffed by three people during peak times but as few as one person during slower traffic periods as long as the officer can perform all functions and maintain control of the security station. The main driver of needing 3 people would only be to limit wait times. This is in line with Enforcement's practice of having 1-2 personnel at each screening location.
- Enforcement has set policies around the allocation of overtime hours for the Security Officers, however, policies around the services that the Security Officers provide to other City departments (Opportunity #11) and for special events (Opportunity #5) should be developed.

Processes

- Historical budget analysis shows that a large percentage of Enforcement's budget is allocated to overtime cost – including over \$636,000 through the first seven months of FY15. There are situations where municipal buildings and special events require unanticipated overtime for security services due to sick, holiday, or paid vacation time which ends up coming directly out of Enforcement's budget (Opportunity #6).

¹ "Best Practices for Armed Security Officers in Federal Facilities"

CURRENT STATE ENFORCEMENT

Systems

- Unmaintained x-ray machines and metal detectors at Boston City Hall at two entrances are being replaced using funding provided by the Department of Homeland Security.
- Enforcement equipment is not currently tracked as assets through Maximo (Opportunity #3).

Roles & Responsibilities

- Enforcement's roles & responsibilities are in line with other similar departments.

Communication & Collaboration

- Security Officers work closely with Communications in monitoring disturbances via real time inspection of surveillance cameras. Enforcement will contact the Boston Police Department in situations where appropriate.

Training

- Industry best practices from the Department of Homeland Security's Interagency Security Agency¹ states that unarmed officers should receive a total of 84 hours of training across seven areas: general training, human interaction and customer service, inspections, law enforcement support, patrol, communications, and emergency response. Armed officers should receive an additional 64 in weapons and defensive tactics. Since the disbandment of the Boston Municipal Police, the Security Officers have not received regular training since 2006 (Low Priority Opportunities).



FY15 Budget: \$3,424,661



Headcount¹: 62



Vacancies¹: 4

¹as of Jan. 7, 2015

CURRENT STATE PUBLIC FACILITIES

Mission: To manage the design and construction of durable, architecturally appropriate capital projects and to complete them on time and within budget.

Description: Responsible for renovation, repair, and new construction of City-owned facilities. This includes providing professional planning, design and construction management services for capital funded projects.

Current State Analysis

Organizational Structure

- Public Facilities is structured as a functional organization where resources are then staffed on individual projects based on skill set. Most project management organizations are structured similarly to allow for a high degree of specialization and empowerment of individual Project Managers. A drawback to this structure is less oversight of staff level employees but this does not appear to be an issue with Public Facilities.
- The Public Facilities staffing level is difficult to benchmark as the sizes of projects are a significant factor and Public Facilities handles both large projects and smaller projects that might allow staff to work on multiple projects at once. Other construction project management organizations that handle only large projects typically maintain a 1:2 Project Manager to Clerk of Works ratio. Public Facilities currently has nearly a 1:1 ratio, however, that is appropriate due to the smaller nature of some projects.
- General Administration currently performs Public Facilities related transactions around budget management, contracts, and A/P. These activities should be transitioned to Planning and Management unit within Public Facilities (Opportunity #1).
- Planning and Management has sufficient staff to handle the additional responsibilities from General Administration. A staff level person should be promoted to Procurement/A/P Manager to oversee the A/P process (Opportunity #2).

Policies & Procedures

- Each Project Manager and Clerk of Works has his/her own methods and expectations for projects. There are no formal project management standards followed throughout the department (Opportunity #13).

Processes

- Chapter 149 and Chapter 7 contracts are still largely paper based. There is an opportunity to streamline the contract process by virtualizing these contracts (Opportunity #16).

CURRENT STATE PUBLIC FACILITIES

Systems	<ul style="list-style-type: none"> Public Facilities requests files from their contractors and sub-contractors via Primavera, however, Public Facilities Project Managers do not have a project management software to utilize across all projects (Opportunity #9).
Roles & Responsibilities	<ul style="list-style-type: none"> Public Facilities' roles & responsibilities are in line with other similar departments.
Communication & Collaboration	<ul style="list-style-type: none"> Public Facilities manages a large number of contracts that require input from multiple City departments. There is little visibility as to where Chapter 149 and Chapter 7 contracts are in the approval process as the process is largely paper based and there is no tracking mechanism (Opportunity #16). The Contracts Unit needs to increase collaboration with any external departments that utilize the bid counter (Low Priority Opportunities).
Training	<ul style="list-style-type: none"> Public Facilities holds applicable trainings for personnel based on job responsibilities.



FY15 Budget: \$3,434,900



Headcount¹: 52

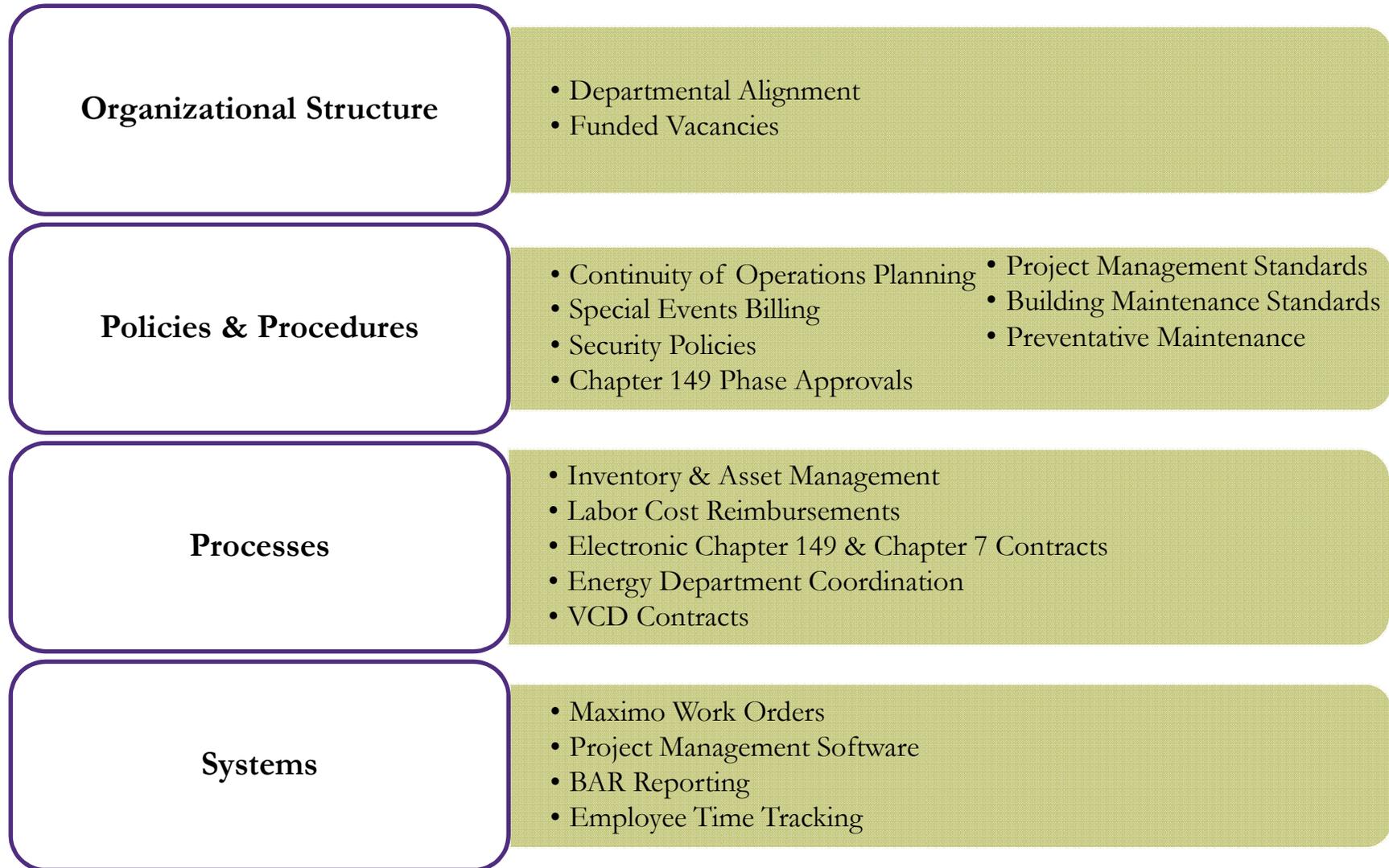


Vacancies¹: 5

¹as of Jan. 7, 2015

SUMMARY OF RECOMMENDATIONS

Detailed high and medium priority recommendations were grouped into six categories:



SUMMARY OF RECOMMENDATIONS

Communication & Collaboration

- Alteration & Repairs Requests
- Performance Evaluations

Training

- Budget Management Training
- Management Training

Detailed recommendations are organized by their assigned priorities and planned timeframes for implementation.

<u>Priority Rating</u>	<u>Description</u>	<u>Timeframe*</u>	<u>Description</u>
High	Critical Business Impact	Short Term	0-6 Months
Medium	Significant Business Impact	Medium Term	6-18 Months
Low	Limited Business Impact	Long Term	18+ Months

* There is not necessarily a connection between priority and timeframe: some high priority items may take 6-18 months to implement, whereas some low priority items may be feasibly implemented within the next 6 months.

HIGH PRIORITY RECOMMENDATIONS

DEPARTMENTAL ALIGNMENT

Opportunity #1

Opportunity

Property and Construction Management should separate into two stand alone departments; Property Management and Public Facilities, to help each focus on their separate and distinct missions. Property Management's primary strategy is to provide and facilitate maintenance and support services for existing buildings while Public Facilities' primary strategy is to focus on renovating existing and constructing new buildings. Separating the two divisions will allow for an increased level of oversight and an enhancement of processes, use of budgetary funds, and resources.

Current State Analysis

Property Management and Public Facilities are chartered as two separate departments which were combined in July 2002. The strategy and objective of each group is different. For cities the size of Boston, these two groups are typically separate departments. Of the 12 metro areas with a population most similar to Boston, only Baltimore and Nashville combine both Property Management and Public Facilities into one department and both cities group these functions into the General Services Department. Baltimore uses a similar structure to Boston whereas Nashville uses General Services as a catch-all department and includes other functions such as postal services, photographic services, and surplus property distribution. The wide ranging General Services Department used by Nashville is not one to emulate as it is very difficult to effectively such varying activities within one department. Most cities that combine both functions into one department are larger cities, such as New York, Los Angeles, and Chicago, where the groups are collaborating on a significant number of projects at any given time and require closer coordination. Public Facilities within Boston builds and hands off buildings to Property Management much less frequently than these larger cities requiring less collaboration.

PCMD's management/organizational structure is flat which presents several inherent challenges including:

- Inconsistency in decision making as different individuals may handle the same situation differently
- Silo effect on programs with the possibility of duplicating efforts and expenditures
- Slow pace of strategic decision making
- Fewer opportunities for management driven employee motivation
- Unclear path for employee advancement

The flat organization requires the Deputy Commissioners to interact at a very detailed level in order to stay involved with each program. Under the existing structure (see slide 4), the Commissioner of PCMD must provide oversight and decision making to two unique functions and seven different programs with little visibility into day-to-day operations. Facility challenges also enhance these inherent structural challenges. The groups are physically separated with Property Management at City Hall and Public Facilities at 26 Court Street. Creating two separate departments with additional resources at the Deputy Commissioner level would provide greater oversight of each department and allow the processes of each department to be optimized based on their specific requirements

Administrative & Finance (including Human Resources) are the only shared function between the two groups.

Category: Organizational Structure

Priority:

High

Timeframe: Short Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System
		Public Facilities

Recommendations

- Create separate Property Management and Public Facilities departments reporting to the Chief of Operations. Property Management would report to Commissioner of Property Management and Public Facilities would report to Director of Public Facilities.
- Reorganize Property Management to have three Deputy Commissioners oversee programs. Building Maintenance, Alteration and Repair, and Building Systems would report to the Deputy Commissioner Operations. General Administration and HR would report to the Deputy Commissioner Administration & Finance, and Enforcement and Communications would report to the Chief of Security. Only one additional hire would be required to fill the Deputy Commissioner Administration & Finance. This would allow for better monitoring and oversight of each program.
- The Administration and Finance program’s responsibilities (excluding Human Resources) should be separated to have one group supporting Property Management and another supporting Public Facilities. This would allow better customized support for the specific requirements of both groups. The existing Administration and Finance staff would continue to support Property Management, and the Planning & Management unit within Public Facilities can be expanded to include budgeting, purchasing, and A/P responsibilities. All other Administration and Finance functions for Public Facilities are already handled by this group. These personnel would report to the Assistant Director, Planning & Management. A promoted staff person would become Procurement/ A/P Manager within Public Facilities to oversee the additional work
- The existing shared Human Resources program can be maintained to service both Property Management and Public Facilities. There is little uniqueness in the human resources requirements between the two groups that would necessitate support within each department and the current staffing and funded positions can support it. An existing Personnel Manager position currently exists within Property Management’s General Administration program. This Personnel Manager responsibilities should be expanded to become the supervisor of the shared Human Resources program and manage the human resource needs of the departments instead of functioning primarily as a timekeeping and payroll function as they are now.

See Appendix A for proposed organizational structure.

Category: Organizational Structure

Priority:

High

Timeframe: Short Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System
		Public Facilities

FUNDED VACANCIES

Opportunity #2

Opportunity

A number of vacancies exist throughout Property Management and Public Facilities. Filling the most critical of these positions would increase productivity, reduce overtime, and reduce reliance on third parties.

Current State Analysis

The follow vacancies are funded positions for FY16 as of February 2015:

- General Administration: 2 Administrative Assistant, Clerk of Works, Personnel Manager
- Building Maintenance: Principle Admin Assistant, Senior Admin Analyst, Senior Building Custodian (2), Assistant Superintendent
- Alteration and Repair: Plumber
- Enforcement: Security Officers (2), Security Supervisor (2)
- Communication: Administrative Assistant, Senior Computer Operator, Senior Shift Supervisor
- Building Systems: Chief Engineer, Third Class Engineer
- Public Facilities: Assistant Director Operations, Executive Assistant, Project Manager II, Administrative Assistant, Paralegal

Recommendations

The following funded vacancies are a high priority to fill:

- Personnel Manager/Supervisor - modification of responsibilities from current vacant position. This position would oversee the shared Human Resources program between Property Management and Public Facilities.
- Two Security Officers and two Security Supervisors (includes Security Supervisor who retired in April 2015). See Appendix D
- Plumber – currently, there are no plumbers on staff and all plumbing work must be contracted out. In FY14, approximately \$227,000 was spent by PCMD on plumbing services. This could be significantly reduced with a licensed plumber on staff.
- Third Class Engineer – see Appendix D
- Continue to outsource night cleaning contract based on a significant cost savings over hiring internal personnel – see Appendix C
- Create a position to oversee contracted services
- Upgrade position to oversee procurement and accounts payable within Public Facilities

Category: Organizational Structure

Priority:

High

Timeframe: Short Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System
		Public Facilities

INVENTORY & ASSET MANAGEMENT

Opportunity #3

Opportunity

Evaluate the use of Maximo for inventory management and asset tracking functionality. Access to PeopleSoft should also be granted for Loading Dock Supervisor so PCMD inventory can be reviewed and received into the system when it is delivered.

Current State Analysis

No formal inventory management, asset tracking system or process is used throughout Property Management. These capabilities exist in Maximo. Often goods or parts are ordered with little visibility into current inventory levels and a significant amount of excess inventory currently exists. Assets over \$25k are tracked by the Office of Budget Management. The Loading Dock Supervisor will collect paper-based purchase requests from custodians and walk them upstairs to the PCMD Administrative and Finance group. The PCMD Administrative and Finance group will then create a purchase request on behalf of the Loading Dock Supervisor. When purchased goods are received at the loading dock, the Loading Dock Supervisor needs to work with the Purchasing Department to identify the requestor who can then receive the goods into PeopleSoft.

Recommendations

- Property Management should evaluate using Maximo for inventory management to ensure there is adequate accounting for inventory control, planning, and management.
- Evaluate Maximo for asset tracking to enhance the level of accountability and control over tools, equipment, and hardware within Property Management. The International Standards Organization (ISO) Standard for Asset Management ISO 55000, 55001, and 55002 describe effective asset management and guidance for implementing an asset management system. This resource should be consulted for best practices during the rollout of any asset management process/system.
- Grant access to PeopleSoft to the Loading Dock Supervisor so inventory can be verified and received into PeopleSoft at the time it is delivered. This would be a key control if any future inventory management process is implemented. Training should accompany granting access to PeopleSoft to ensure that the Loading Dock Supervisor can effectively utilize the system and enhance the receiving process.

Category: Processes

Priority:

High

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair	
Communication	Enforcement	Building System	Public Facilities

CONTINUITY OF OPERATIONS PLAN

Opportunity #4

Opportunity

Develop a Continuity of Operations Plan (COOP) in conjunction with the Office of Emergency Management.

Current State Analysis

All departments were required to complete a COOP in 2012. COOPs outline lines of succession, essential functions, and primary and secondary facility locations in the event of a disaster. No COOP was ever developed by Property and Construction Management. The Office of Emergency Management is currently working with each department to update COOPs. Not having a COOP in place could create confusion in the event of a disaster and interrupt operations within PCMD.

Recommendations

- Appoint a planner from Property Management and Public Facilities to develop a COOP for each department.
- Work with Office of Emergency Management to ensure the COOP is comprehensive and meets all objectives.

Category: Policies & Procedures

Priority:

High

Timeframe: Short Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair	
Communication	Enforcement	Building System	Public Facilities

SPECIAL EVENTS BILLING

Opportunity #5

Opportunity

Develop policies and procedures around Special Events billing, labor costing, and budgeting.

Current State Analysis

Special Events is self-funded – it does not have its own budget and relies on collection of fees from vendors renting City-owned space and the services that the group provides. The Special Events group does a sufficient job working with vendors to ensure they have their required paperwork completed and coordination of the event itself. The Special Events group is responsible for working with the vendor to establish the specifications for the required security detail, custodian(s), and event coordinator resource for every event. Security detail, custodian(s), and event coordinator resources are provided and paid for by PCMD up front and billed out to the vendor. Currently, there is no formal process for determining labor costs and there is no formal requirement for collection of a deposit from the vendor for the services provided for these Special Events. If a vendor is late on their payment after an event has occurred, the City is forced to use its own money to pay the security detail, custodian(s), and event coordinator the overtime that they worked for the special event. Vendors have been known to pay extremely late – sometimes up to one year later for the larger, more financially significant events. In an effort to defer some of the upfront costs the City will be forced to pay, the Special Events Coordinator will work with the vendor to attempt to collect a deposit check prior to the event commencing. However, the Treasury Department is unable to account for these deposits in PeopleSoft, leaving the Special Event Coordinator to hold onto these checks. This is a process and training issue and not an integrity issue. There are no formal policies or procedures in place in regards to the billing, labor costing, and budgeting of special events.

Recommendations

- Formal policies and procedures should be implemented around billing, labor costing, and budgeting of special events to ensure continued and consistent operations of special events can occur when individuals within Special Events turnover.
- A formal policy and procedure should be developed between the Special Events group and the Treasury Department requiring vendors for Special Events to submit a deposit that covers the cost of assigning security detail, custodian(s), and event coordinator resources to their event. The Treasury Department and Special Events should work together to come up with common terms and conditions of these deposits as well as a process for collection and recognition of this deferred revenue.

Category: Policies & Procedures

Priority:

High

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair	
Communication	Enforcement	Building System	Public Facilities

LABOR COST REIMBURSEMENT

Opportunity #6

Opportunity

Personnel costs for overtime due to unforeseen situations and staffing shortages, that is typically taken from the PCMD budget, can be recouped from the City of Boston general fund.

Current State Analysis

The MoAs that are agreed upon between Property Management and user agencies are based off the number of hours expected to work, standard hourly rates, and expected overtime. However, situations may arise that will impact these estimates, such as the assigned personnel using sick or vacation days, causing overtime to be paid out to other resources to ensure coverage. This overtime cost is above and beyond the original MoA's billing and has traditionally come out of Property Management's budget. A pre-defined process exists through the Office of Budget Management (OBM) to obtain reimbursement for excess labor costs.

Recommendations

- Attempt to implement policy for FY17 that would budget for these labor costs within PCMD so no billing of other departments is necessary. For FY16, begin using the pre-defined process through the OBM to obtain reimbursement for excess labor costs. The historical amount of unreimbursed labor costs could not be assessed due to lack of proper overtime tracking by location.
- Boston Municipal Protective Services should track overtime by location and provide this information to General Administration as part of the payroll process.
- Payroll should enter the location of the Security Officer when entering time into PeopleSoft to allow reporting of costs by location. This can be tied back to the MoAs so the full personnel cost for security of a building is known for when the MoA is renegotiated.
- MoAs are agreed to using the Security Officer's hourly rate and does not cover benefits and overhead. General Administration should explore user agency willingness to pay a fully loaded hourly rate for security services.

Category: Processes

Priority:

High

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System
		Public Facilities

MAXIMO WORK ORDERS

Opportunity #7

Opportunity

Increase the use of Maximo to make the work orders process more efficient.

Current State Analysis

Property Management currently uses Maximo to create work orders which are printed out and given to staff to perform assigned tasks. Work orders are periodically closed in Maximo by the admin who prints the work orders. There is no accountability of hours worked on outcome-based work and no application owner defined in Property Management for the work order system causing discrepancies in process, knowledge, and overall application management. The work order process is also highly inefficient due to underleveraging of Maximo functionality.

Recommendations

- Implement formal processes around work order management within Maximo.
- Field test smartphone enabled Maximo system, EZMaxMobile, based on the ten smartphones proposed in the FY16 budget. The proposal is to provide these ten smartphones to Property Management personnel which will allow them to view, action, and close work orders in real time within EZMaxMobile. Through the implementation of EZMaxMobile, users will input the total time spent on each job which can be leveraged for similar jobs in the future. The implementation of Maximo in the field will help with accountability of the hours being worked by off-site personnel and increase visibility to workloads.
- An application owner for Maximo should be defined in Property Management to ensure consistencies in process, knowledge, and overall application management.

Category: Systems

Priority:

High

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System
		Public Facilities

ALTERATIONS AND REPAIR REQUESTS Opportunity #8

Opportunity

Alterations and Repair should clearly define a process for other City departments who occupy buildings managed by Property Management and request work at the building.

Current State Analysis

Issues have occurred where tenants in buildings that are managed by Property Management perform alterations and repairs to their buildings without consulting PCMD beforehand. This often causes costly re-work and potentially unsafe situations because these alterations and repairs could be made in violation of building codes (e.g. fire-code). Tenants have voiced their frustration with not knowing the process that should be followed with Property Management for requesting such alterations and repairs.

Recommendations

The Alterations and Repair program should establish clear guidelines for tenants to follow when considering making alterations or repairs to the buildings they occupy that are managed by Property Management. These guidelines should include the expectations of the Alterations and Repair program in handling tenant requests as it relates to alterations and repairs. Tenants should be informed of these guidelines at the time in which they first occupy the building and the process for communicating and collaborating with the Alterations and Repair program should be clearly defined. This will help prevent inadvertent building code violations, save money spent on costly rework, increase the level of safety and overall tenant satisfaction.

Category: Communication & Collaboration

Priority:

High

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System
		Public Facilities

PROJECT MANAGEMENT SOFTWARE

Opportunity #9

Opportunity

Project Managers should utilize a consistent project management software to track and report on project progression.

Current State Analysis

Project Managers currently utilize Microsoft Excel for project management but would like to utilize a project management software to consistently track and report on project progression. This would ensure appropriate insight is available for management, user agencies, and contractors. A selection process for the most appropriate tool is currently underway.

Recommendations

- Project Managers and Public Facilities management should continue to discuss the best available options for project management software. After determining the requirements, there should be walkthroughs of possible solutions that can best help with day-to-day activities for Project Managers.
- All Project Managers should be required to utilize the same project management software once the new tool is identified and purchased.

Category: Systems

Priority:

High

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System
		Public Facilities

PERFORMANCE EVALUATIONS

Opportunity #10

Opportunity

Formal employee performance evaluations should be completed for all employees on an annual basis.

Current State Analysis

Formal employee performance evaluations are suggested to be completed for all City of Boston employees on an annual basis, however the vast majority of PCMD employees have not received a formal employee performance evaluation since they have started working for the City of Boston. An evaluation of the performance of personnel can motivate employees to deliver a higher quality of work, increase the level of respect throughout the department and help them progress employees in their career with the City of Boston. Currently, high performing employees are not formally recognized and low performing employees are not given formal constructive feedback on a consistent basis.

Recommendations

- PCMD leadership should implement a requirement for all employees to have a formal employee performance evaluation completed by their supervisors on an annual basis. Supervisors would have an opportunity to share feedback through a performance evaluation which would recognize hard work or provide constructive criticism. Implementing a required employee performance evaluation will necessitate negotiations with any applicable unions.
- A possible career path and advancement opportunities should be discussed with employees as part of their evaluations.

Category: Communication & Collaboration

Priority:

High

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair	
Communication	Enforcement	Building System	Public Facilities

MEDIUM PRIORITY RECOMMENDATIONS

SECURITY POLICIES

Opportunity #11

Opportunity

Develop policies and procedures for Boston Municipal Protective Services activities including any services provided under MoAs with other City agencies.

Current State Analysis

Boston Municipal Protective Services inherited Boston Municipal Police Department Rules and Procedures Manuals before the group was transitioned to Protective Services. The policies and procedures are not well defined and have not been recently updated. The Boston Municipal Protective Services provides security services to multiple user agencies. Terms of the agreement are outlined in the MoA between Property Management and the City agency. Terms typically include scope of services, responsibilities, and pay rate of the security officers.

Recommendations

- Update policies and procedures for Security Officers to follow. These should include emergency contacts and standardized processes to handle specific types of situations.
- Distribute policies and procedures document to each building staffed by Boston Municipal Protective Services.
- Introduce policies and procedures to new employees within Boston Municipal Protective Services and require sign off to acknowledge receipt and agreement with policies and procedures.
- Have all existing security officers sign off to acknowledge receipt and agreement with policies and procedures and any future significant updates.

Category: Policies & Procedures

Priority:

Medium

Timeframe: Short Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair	
Communication	Enforcement	Building System	Public Facilities

CHAPTER 149 PHASE APPROVALS

Opportunity #12

Opportunity

Develop a standardized process to formally review and approve every phase (design, procurement, construction, and completion) of Chapter 149 projects before the final handover to the City agency.

Current State Analysis

Currently, there is a formal review and approval done at various phases during design as well as the project closure (walkthrough) phase of Chapter 149 projects. Conducting a review and approval process at the design phase is sufficient for ensuring that the design specifications will meet the user agency's requirements; however waiting all the way until the project closure phase to perform a formal review and approval of the end result is often too late for architects, designers, engineers, contractors, project managers, user agencies, Building Maintenance (if the construction project will be maintained by the group), Alteration and Repair, Building System, and other applicable parties to identify and correct issues. Numerous accounts of Public Facilities projects being completed that do not meet the specifications of the user agencies or Building Maintenance Management program (responsible for maintaining the entity after completion) have been noted. Examples include incorrect flooring and difficult to clean glass structures within new buildings.

Recommendations

Implement a formal review and approval process to be performed by all key constituents of Chapter 149 projects. This review process should require all key constituents to formally approve each phase of the project before the project can proceed.

Category: Policies & Procedures

Priority:

Medium

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair	
Communication	Enforcement	Building System	Public Facilities

Opportunity

Develop policies and procedures around Project Manager and Clerk of Works (on site representative for City at construction sites) roles and responsibilities.

Current State Analysis

Each Project Manager and Clerk of Works have their own method of completing their day-to-day activities which results in inconsistent expectations from project to project. The expectations of Clerk of Works on a project is dictated by the Project Manager assigned to that project. Lack of common goals and objectives as well as non-standardized processes that do not follow best practices lead to inconsistencies from the quality of the delivery, reporting, and overall completion of a project.

Recommendations

- Create and implement formal policies and procedures that outline the minimum responsibilities and required reporting expected from all Project Managers and Clerk of Works. We understand that specific day-to-day activities will vary from project-to-project, however policies and procedures should be established to define the minimum expectations that are expected to meet the common goals and objectives of every project.
- Establish periodic meetings with Project Managers and Clerk of Works to discuss current projects and share best practices. This will promote more consistency, transparency, and collaboration within Public Facilities.

Category: Policies & Procedures

Priority:

Medium

Timeframe: Short Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System
		Public Facilities

BUILDING MAINTENANCE STANDARDS

Opportunity #14

Opportunity

Building Maintenance should create an inventory of responsibilities for all buildings that are maintained by Property Management and third party contractors and utilize checklists to ensure responsibilities are being completed.

Current State Analysis

There is currently no inventory of cleaning responsibilities for Building Maintenance and vendors that provide building maintenance-related services to buildings managed by the PCMD. Due to the fact that there is no inventory of responsibilities, checklists are currently not in place to ensure personnel responsible for maintenance at each building are completing their tasks. The outsourced night cleaning crew should be held accountable for their performance.

Recommendations

- An inventory of responsibilities for personnel within the Building Maintenance program and contracted employees should be established to ensure clearly defined expectations and quality assurance.
- A checklist of specific tasks should be provided to custodians to complete on a daily basis for both Building Maintenance personnel and the contracted night cleaning crew.
- Supervisors of the contracted night cleaning staff should report which tasks were completed throughout the night to the Building Maintenance program. This will promote accountability, transparency, and allow for the Building Maintenance program to understand tasks that remain to be completed.
- Building Maintenance Program Supervisor should review and manage the success of the contracted cleaning service and deduct payments for lack of cleanliness as agreed on in the night cleaning contract.

Category: Policies & Procedures

Priority:

Medium

Timeframe: Short Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System
		Public Facilities

PREVENTATIVE MAINTENANCE

Opportunity #15

Opportunity

Formal tracking and a process for consistent performance of required preventative maintenance and inspections should be implemented for all buildings and equipment managed by PCMD.

Current State Analysis

Preventative maintenance is defined as maintenance that is regularly performed to lessen the likelihood of equipment failure and is performed while the piece of equipment or structure is still working. Equipment and structural inspections are inspections that are dictated by regulatory agencies to ensure that the piece of equipment and structure is operating within a certain degree of safety. Currently, no formal tracking and/or process for consistent performance of required preventative maintenance and inspections is in place for the buildings and equipment managed by PCMD. This not only causes numerous unexpected equipment and structural failures, but also increases the risk of equipment and structures operating in an unsafe manner.

Recommendations

- Begin to shift the mindset of the Property Management Department from reactive to proactive. Establishing an effective preventative maintenance program will help preserve investments in buildings, minimize energy consumption, prevent interruption of work for building occupants, and provide the most cost efficient maintenance structure.
- The components of an effective preventative maintenance plan are:
 - Gather an inventory of building systems and assess the current condition
 - Create model for evaluating maintenance costs based on current cost drivers
 - Develop a long term plan for each building and systems within it
 - Create tools to perform maintenance such as schedules, procedures, and checklists
 - Utilize system (Maximo) to track and process maintenance tasks
 - Train/re-train employees as necessary
 - Involve appropriate Management personnel to incorporate into maintenance decision making

Category: Policies & Procedures

Priority: **Medium** Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System
		Public Facilities

ELECTRONIC CHAPTER 149 AND CHAPTER 7 CONTRACTS

Opportunity #16

Opportunity

Blueprints and contract processing for Chapter 149 and Chapter 7 contracts should be transitioned to an electronic as opposed to a paper based process which will provide greater visibility into the contract approval process.

Current State Analysis

The City of Boston has made an effort to transition its paper-based contract processes to electronic processes. Chapter 149 and Chapter 7 projects require an immense amount of documentation to be manually collected, compiled, reviewed, and approved by numerous individuals. Currently, contract processing for Chapter 30b contracts have been digitized, but Chapter 149 and Chapter 7 projects have not. Vendors are required to upload the same required contract documents for multiple contracts they are bidding on leading to inefficiencies and a potential loss of competition for lowest bidder. Blueprints and printed copies of other contract related documentation range in cost from \$150 to \$450 per set for each contractor. Public Facilities only requires a \$25 refundable deposit on these documents.

Recommendations

- The Contracts group should work with Legal, Auditing, Procurement Systems to virtualize Chapter 149 and Chapter 7 contracts using e-Forms. Legal, Auditing, and Procurement Systems are supportive of moving to an electronic Chapter 149 and Chapter 7 contract process. Once Chapter 149 and Chapter 7 contracts are transferred to e-Forms, the contracts unit can utilize the approval workflow within PeopleSoft to provide greater visibility into the approval process and ensure all documentation is well maintained.
- Public Facilities should consider utilizing a virtualized service for delivering contract blue prints and other contract related documentation to potential vendors. Virtualizing these processes of the contracts group will not only increase the efficiency, but will also greatly reduce the costs associated with processing contracts.
- If contractors require printed copies of blueprints, Public Facilities should consider increasing the refundable deposit collected for Chapter 149 and Chapter 7 related documentation to \$50 per copy. This would put them in line with Boston Water and Sewer's policy and help recoup printing costs while trying to move towards e-Forms and virtualized blueprints.

Category: Processes

Priority:

Medium

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System
		Public Facilities

BAR REPORTING

Opportunity #17

Opportunity

PCMD management and program supervisors should update data collected for BAR reports to better reflect program goals and key performance indicators (KPIs).

Current State Analysis

Historically, there has been a lack of management support in the outcome-based metrics. The current metrics are outdated, understanding is rudimentary, and the data used to compile them may be inaccurate due to the manual compilation and manipulation required.

Recommendations

- Property Management should revisit the metrics annually defined in the BAR to ensure they are applicable. BAR will work with Property Management personnel to evaluate the available data and help determine what metrics can be provided that will add value to the day-to-day management of each program.
- An internal system of electronic collection of monthly data should be developed to feed reports.
- Managers and program supervisors should be evaluated based on the metrics displayed in the BAR reports that pertain to their respective areas.
- Managers and program supervisors should be required to participate in and contribute to the BAR system or any metric collection system endeavored by the Administration.

Category: Systems

Priority:

Medium

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair	
Communication	Enforcement	Building System	Public Facilities

BUDGET MANAGEMENT TRAINING

Opportunity #18

Opportunity

Program Managers should be provided training on available tools and expectations for managing their budget throughout the year.

Current State Analysis

The Administrative and Finance group within Property Management managed the budgets for all programs within the PCMD prior to FY16. Previously, Program Managers had little involvement in creating and managing their own budgets. The budgeting process for FY16 changed to better involve Program Managers in assessing program-specific budgetary requirements. Currently, Program Managers are not required to perform periodic budget-to-actual reports.

Recommendations

Property Management and Public Facilities management should train Program Managers on expectations for managing expenditures on a continuous basis. There should be more clarity on how each of the programs within the PCMD are managing towards their overall budget throughout the year by implementing a mandatory periodic (preferably monthly) budget-to-actual reporting and review process. Implementing a process for periodic budget-to-actual reporting will increase each program's budgetary transparency, accountability, and will reduce unexpected overages.

Category: Training

Priority:

Medium

Timeframe: Short Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair	
Communication	Enforcement	Building System	Public Facilities

MANAGEMENT TRAINING

Opportunity #19

Opportunity

Supervisors should be aware of their roles and responsibilities as it relates to the management of direct reports.

Current State Analysis

Supervisors are not aware of their roles and responsibilities as it relates to the management of personnel and metrics around their program. For example, the City of Boston's policies dictate that all grievances should be handled by the program supervisor before escalating to the Office of Labor Relations. Similarly, requests for workers compensation should be competed by the supervisor of the employee and sent to OHR. All supervisors and managers are required to attend "Supervisor Training" that is managed by OHR, however tracking of individuals that have completed this training is not being done nor is periodic training to refresh supervisors of their responsibilities.

Recommendations

Management within PCMD should ensure that supervisors have received an appropriate level of training to fully understand their roles and responsibilities as it relates to the management of personnel.

Category: Training

Priority:

Medium

Timeframe: Short Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair	
Communication	Enforcement	Building System	Public Facilities

RECOMMENDATIONS INVOLVING COORDINATION WITH OTHER DEPARTMENTS

EMPLOYEE TIME TRACKING

Opportunity #20

Opportunity

Enforcement of tracking employee time will provide greater visibility into actual hours worked and increase employee accountability

Current State Analysis

The City's existing time management system is not used regularly and effectively by personnel which provides management with little insight into actual hours worked by some employees. The HCM upgrade on PeopleSoft, rolling out in March 2016, will enforce time management capabilities for off-site personnel. The HCM upgrade will provide locations where employees may "time stamp" in and out of work. The HCM roll out should meet this opportunity.

Recommendations

- Property Management and Public Facilities should collaborate on a time reporting procedure. After defining the requirements, develop one shared time reporting template that can easily be migrated into the system. Additionally, computers will be set up in the Office of Human Resources for employees to sign in and out. Encouraging employees to use the new self-service system will be easier to manage and integrate with their daily activities.
- Ensure sufficient training is provided to employees on the Time and Attendance Policy, expectations, and system usage to allow for adoption of this new process.

Category: Systems

Priority:

Medium

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair	
Communication	Enforcement	Building System	Public Facilities

Opportunity

Property Management programs should integrate their work and purchasing with the Environment and Energy Department to help reduce the City's energy consumption and increase cost savings through leveraging efficient design, equipment, and available rebates.

Current State Analysis

Currently, the integration efforts between the Environment and Energy Department and the Building Maintenance, Alteration and Repair, Building Systems, and General Administration programs is minimal-to-nonexistent. The Building Maintenance, Alteration and Repair, and General Administration programs can all benefit through working in collaboration with the Environment and Energy Department by implementing energy saving standards for Public Facilities projects, equipment, supplies, and design. There is not currently a mandate or initiative to require the involvement of the Environment and Energy Department with the PCMD. This creates an environment in which money that could be saved by the City is lost on high-energy consuming equipment, inefficiently designed building structures and fixtures, and energy-saving-related rebates that are not redeemed on eligible equipment.

Recommendations

Program managers from the Building Maintenance, Alteration and Repair, Building Systems, and General Administration programs should work with the Deputy Director of Energy Operations to implement sustainable design and fixture requirements, energy-efficient equipment and rebate standards for the activities performed by each program.

Category: Processes

Priority:

Medium

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System Public Facilities

VCD CONTRACTS

Opportunity #22

Opportunity

Leverage existing citywide contracts for procurement of goods to reduce redundant work, streamline the procurement process, and ensure that the best price is being obtained.

Current State Analysis

The central Purchasing Department negotiates Various City Department (VCD) contracts for purchasing of common goods. These VCDs are typically under \$10,000 and can be leveraged by all departments to ensure that they are getting the lowest qualified bidder. The Purchasing Department will use the VCD contracts for any requested common goods. General Administration is often obtaining multiple quotes for these types of goods and are not using the available VCD contracts when making these submissions to the Purchasing Department. When the General Administration group obtains multiple quotes for common goods – which do not require multiple quotes for – they are not only performing redundant work but potentially holding up the process for procurements of these goods.

Recommendations

Work with the Purchasing Department to obtain the listing of Various City Department (VCD) contracts for purchasing of common goods and promote awareness of these contracts within the PCMD Administration and Finance group. This will reduce duplicate work between General Administration and the Purchasing Department as well as to help streamline the procurement process. General Administration should also work with the Purchasing Department to establish a list of VCD contracts for common services and maintenance activities that are used throughout the City across different programs in different departments. Some examples include HVAC, plumbing, electric, elevator, etc. Implementing a VCD contracts process for the purchasing of services will help to ensure PCMD and other departments within the City of Boston are getting the best available price for common maintenance activities. This will also help to streamline the process for timely procurement of these common services and reduce the required workload of the General Administration program within the PCMD and similar programs in other departments.

Category: Processes

Priority:

Medium

Timeframe: Medium Term

Affected Programs

General Administration	Building Maintenance	Alteration and Repair
Communication	Enforcement	Building System
		Public Facilities

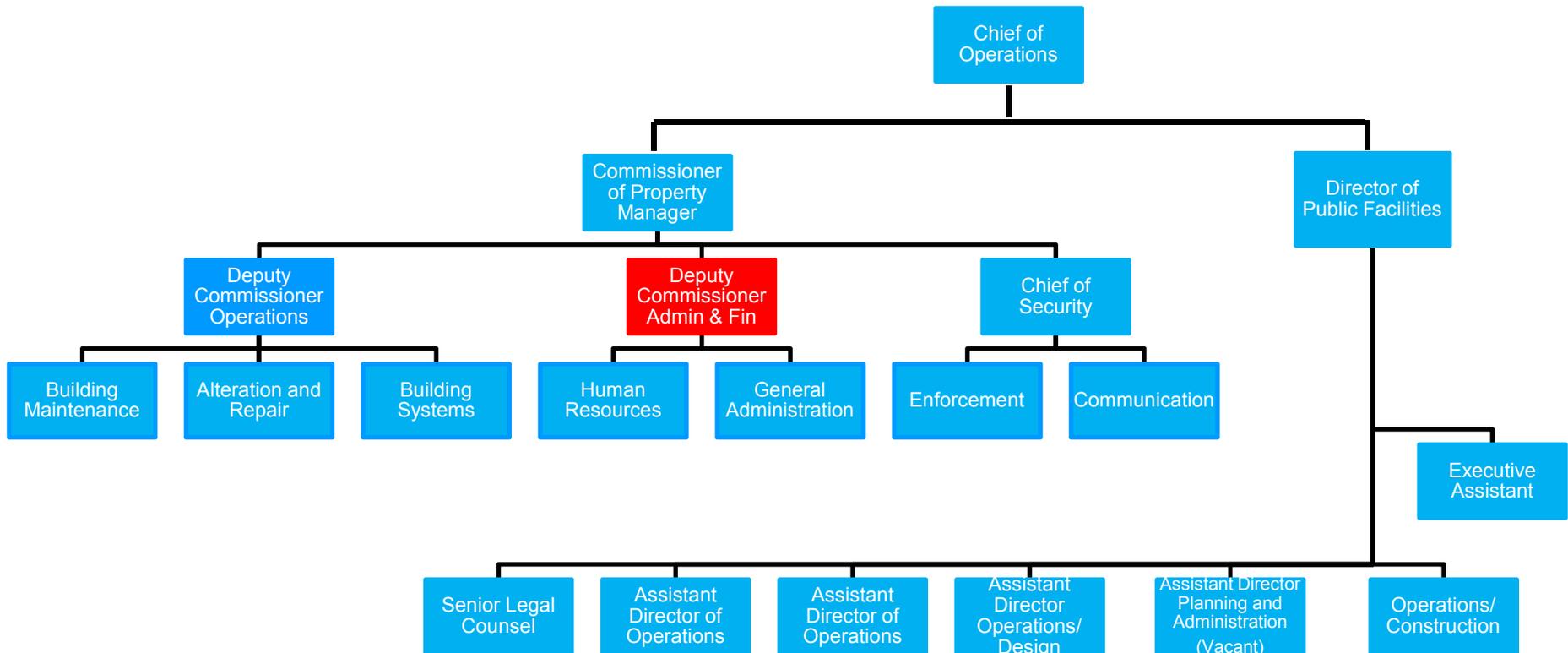
LOW PRIORITY RECOMMENDATIONS

LOW PRIORITY RECOMMENDATIONS

Opportunity	Recommendation
Graffiti Removal	Purchase the requested bucket truck that would allow the Graffiti Busters team to remove graffiti more than 8 feet from the ground.
Internal Repository	All City of Boston employees with an email account are given access to Google Drive. This is the simplest and most cost efficient option for the departments to store internal information that employees can access.
Job Descriptions	Job descriptions for each role within the PCMD should be updated to reflect their current responsibilities.
Bid Counter Requests	The Contracts Unit can benefit from a formalized line of communication with external departments that they handle bid counter-related requests for. Defining a key contact's name, number, and email address for each bid handled by the Contracts Unit on behalf of external departments will help the Contracts Unit get answers to questions from potential bidders that they are unable to answer.
Employee Certifications	Certification training costs should be evaluated as part of the budgeting process. For example, Public Facilities Project Managers and Clerks of Works should have the option to obtain certifications in ABX2014, OSHA, MCPPO, LEED, etc. in order to be able to enhance delivery, quality, and efficiency of their products. Security Officers should be trained in critical areas, such as human interaction and customer service, inspections, law enforcement support, patrol, communications, and emergency response to better service patrons and protect the city from liability.

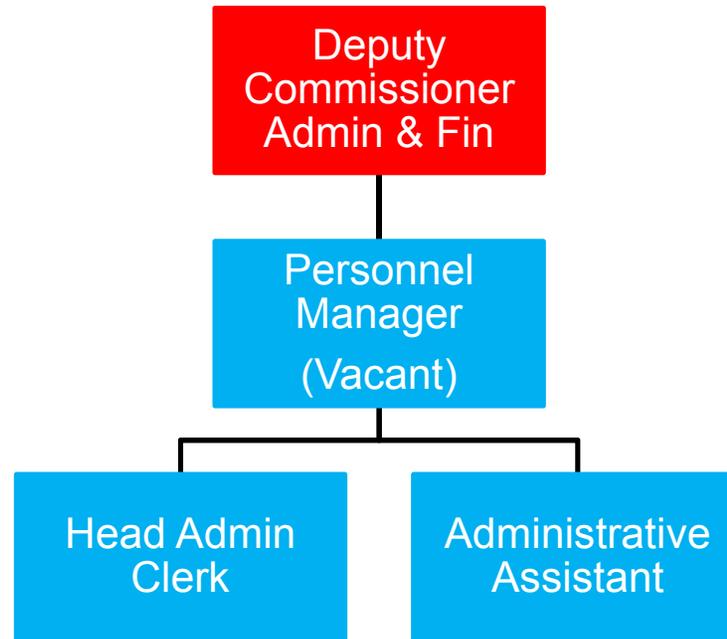
APPENDIX

APPENDIX A: FUTURE STATE ORGANIZATIONAL STRUCTURE



- New position

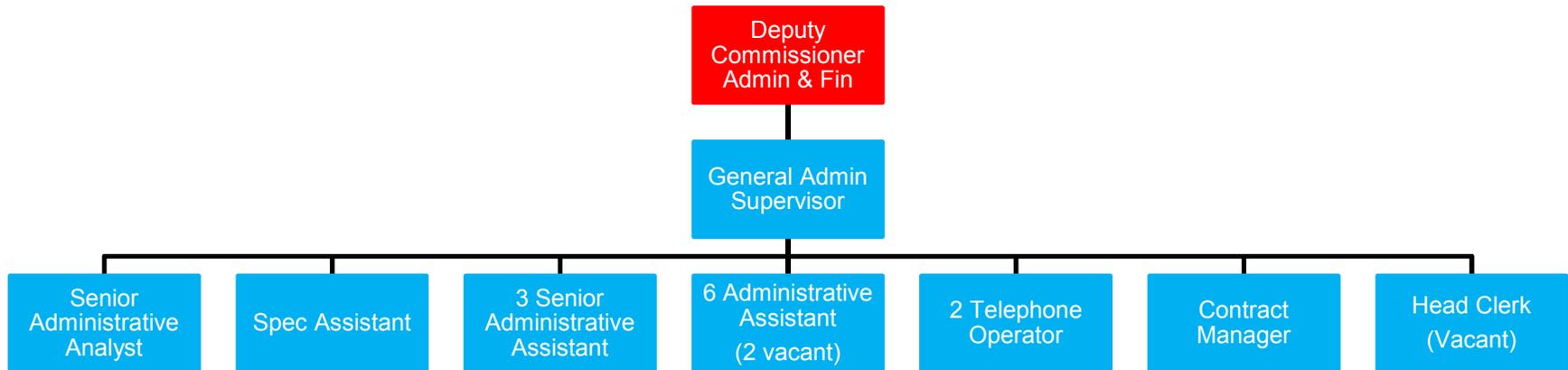
APPENDIX A: FUTURE STATE SHARED HUMAN RESOURCES



- New position

Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> • Collection of timesheets and manual time entry 	New Responsibilities:
<ul style="list-style-type: none"> • Payroll processing for Property Management and Public Facilities 	<ul style="list-style-type: none"> • Supervision of existing HR employees
<ul style="list-style-type: none"> • Management of employee Personally Identifiable Information (PII) 	<ul style="list-style-type: none"> • Oversight of payroll process
	<ul style="list-style-type: none"> • Coordination of departmental hiring
	<ul style="list-style-type: none"> • Payroll management for Property Management and Public Facilities
	Remove Responsibilities:
	<ul style="list-style-type: none"> • Reporting to PCMD Administrative and Finance

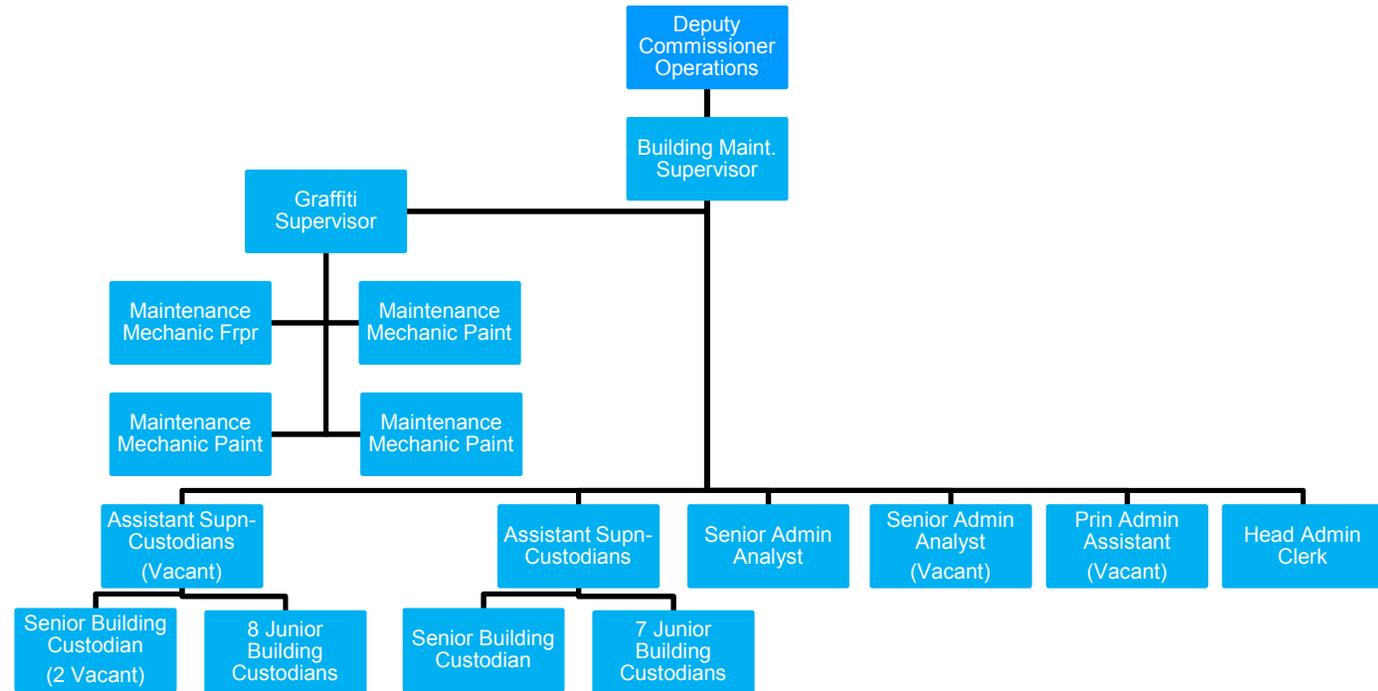
APPENDIX A: FUTURE STATE PROPERTY MANAGEMENT - GENERAL ADMINISTRATION



- New position

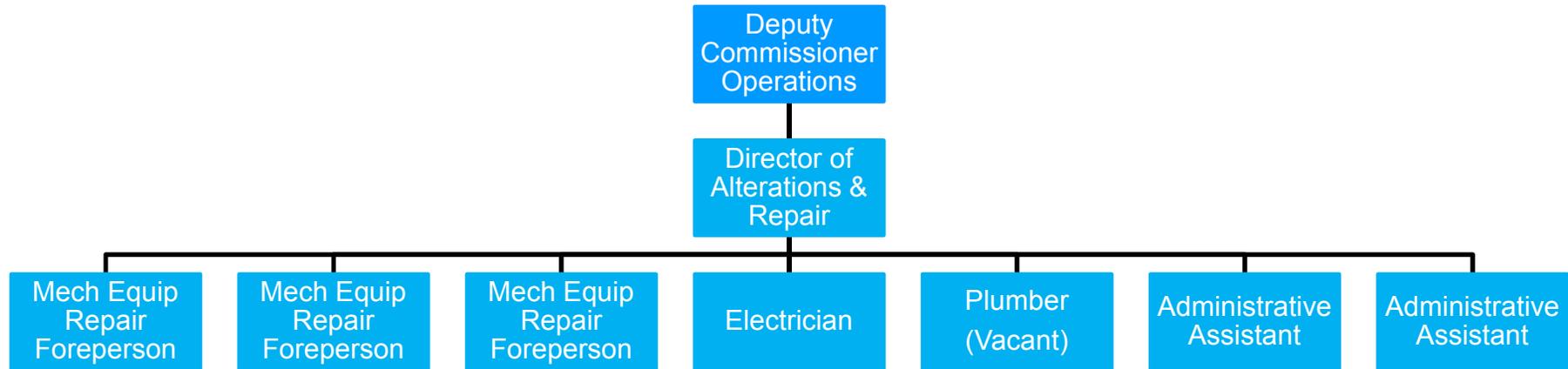
Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> • Payroll management for Property Management and Public Facilities 	New Responsibilities:
<ul style="list-style-type: none"> • Budgeting for Property Management and Public Facilities 	<ul style="list-style-type: none"> • N/A
<ul style="list-style-type: none"> • Special events planning and execution 	Remove Responsibilities:
<ul style="list-style-type: none"> • ID issuance and termination 	<ul style="list-style-type: none"> • Move payroll function to Human Resources
<ul style="list-style-type: none"> • Purchase requisition quote process and vendor management 	
<ul style="list-style-type: none"> • Reprographics and compilation of contract documentation 	

APPENDIX A: FUTURE STATE PROPERTY MANAGEMENT - BUILDING MAINTENANCE



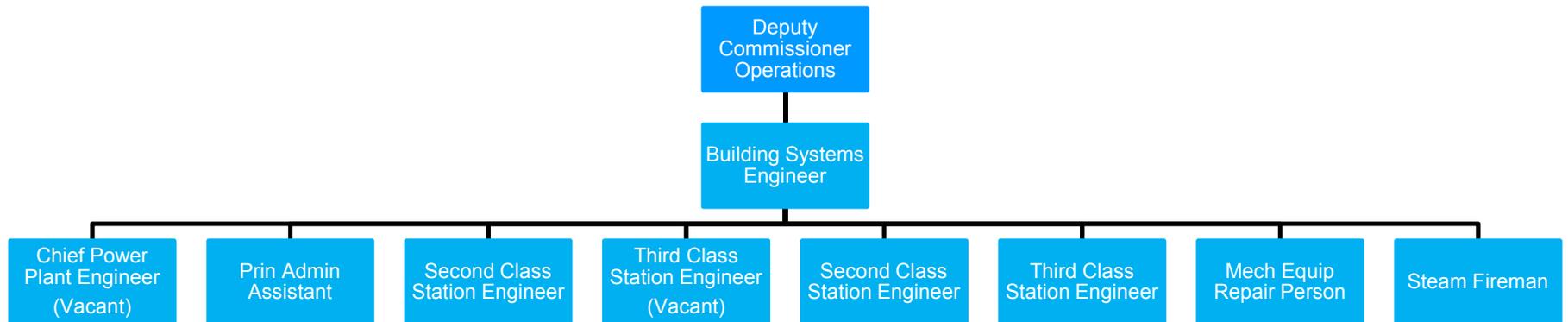
Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> • Custodial duties in 5 buildings 	New Responsibilities: <ul style="list-style-type: none"> • Confirmation of completed checklist for AM and PM staff • Utilize EZMaxMobile for completion of work orders
<ul style="list-style-type: none"> • Furniture, graffiti, and snow removal 	Remove Responsibilities: <ul style="list-style-type: none"> • Utilizing printed work orders with usage to Maximo
<ul style="list-style-type: none"> • Paint 	
<ul style="list-style-type: none"> • Repair toilets 	
<ul style="list-style-type: none"> • Vehicle inventory and preventative maintenance 	
<ul style="list-style-type: none"> • Cleaning supplies for city buildings 	

APPENDIX A: FUTURE STATE PROPERTY MANAGEMENT - ALTERATION & REPAIR



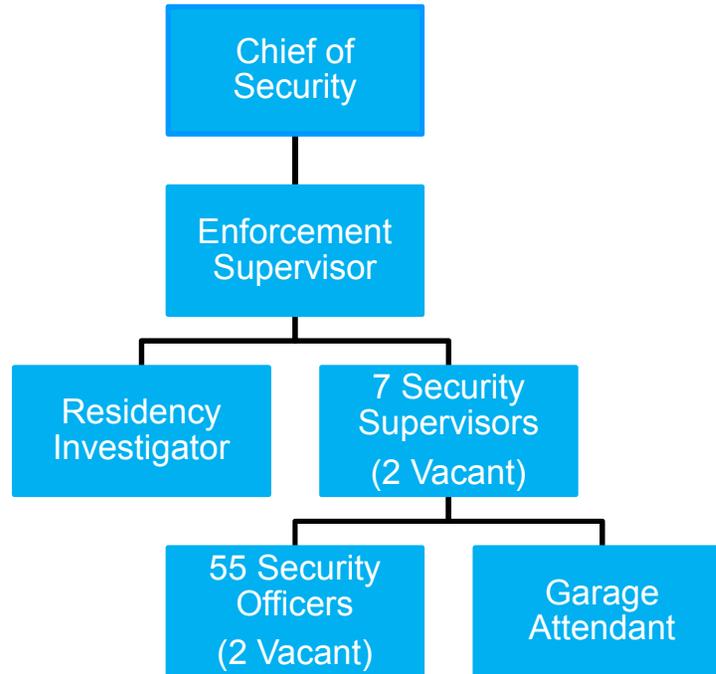
Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> • Lightbulb replacement 	New Responsibilities: <ul style="list-style-type: none"> • Utilize EZMaxMobile for completion of work orders
<ul style="list-style-type: none"> • Fixed furniture/fixture repairs 	
<ul style="list-style-type: none"> • Changing of locks and keys 	
<ul style="list-style-type: none"> • Plumbing and replacement of toilets 	Remove Responsibilities:
<ul style="list-style-type: none"> • Purchase requisition 	<ul style="list-style-type: none"> • Utilizing printed work orders with usage to Maximo

APPENDIX A: FUTURE STATE PROPERTY MANAGEMENT - BUILDING SYSTEMS



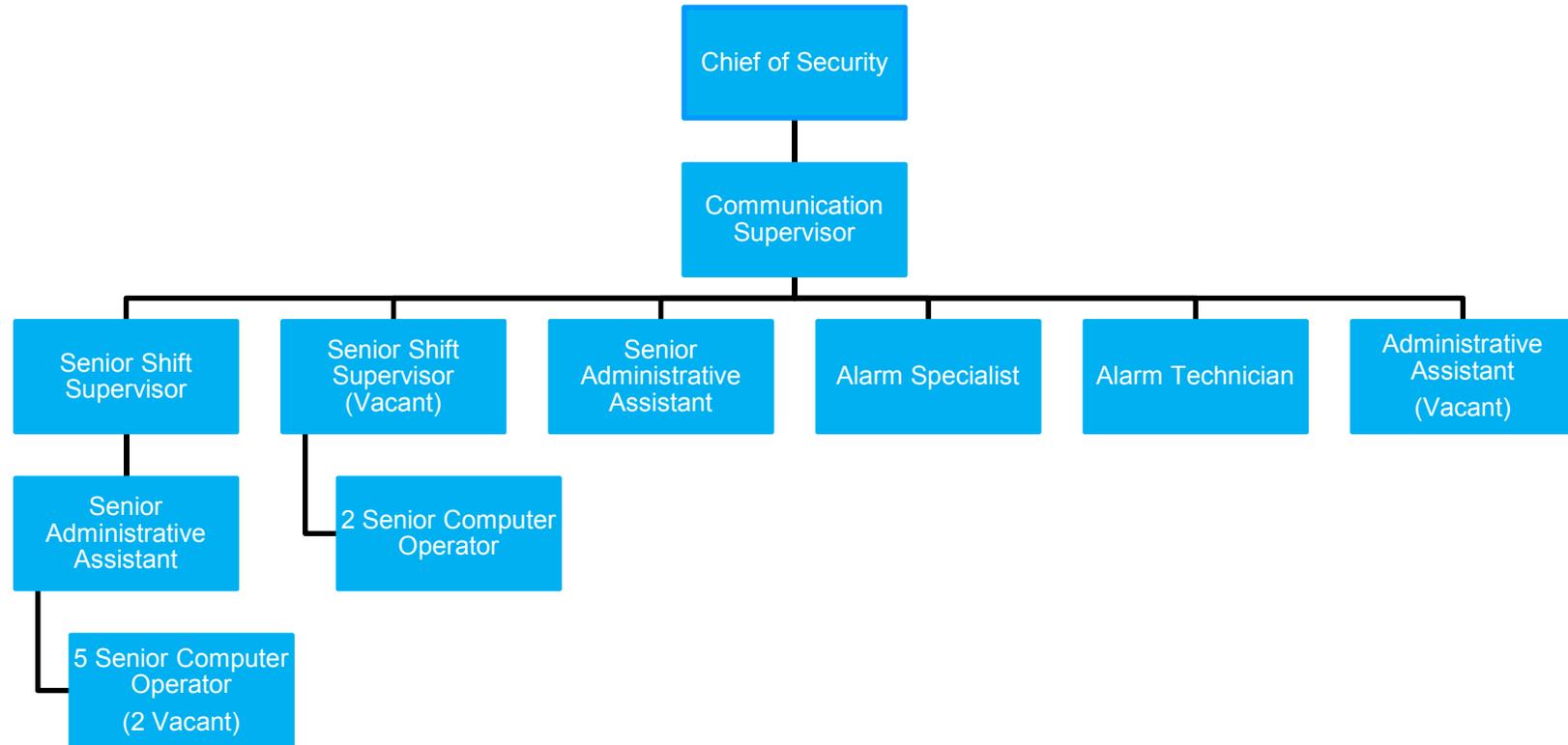
Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> Manage HVAC, fire alarms, elevators, escalators, generators, etc. 	New Responsibilities: <ul style="list-style-type: none"> Track preventative maintenance on relevant equipment
<ul style="list-style-type: none"> Inspection of HVAC, fire alarms, elevators, escalators, generators, etc. 	<ul style="list-style-type: none"> Utilize EZMaxMobile for completion of work orders
<ul style="list-style-type: none"> Preventative maintenance on boilers 	Remove Responsibilities: <ul style="list-style-type: none"> N/A

APPENDIX A: FUTURE STATE PROPERTY MANAGEMENT - ENFORCEMENT



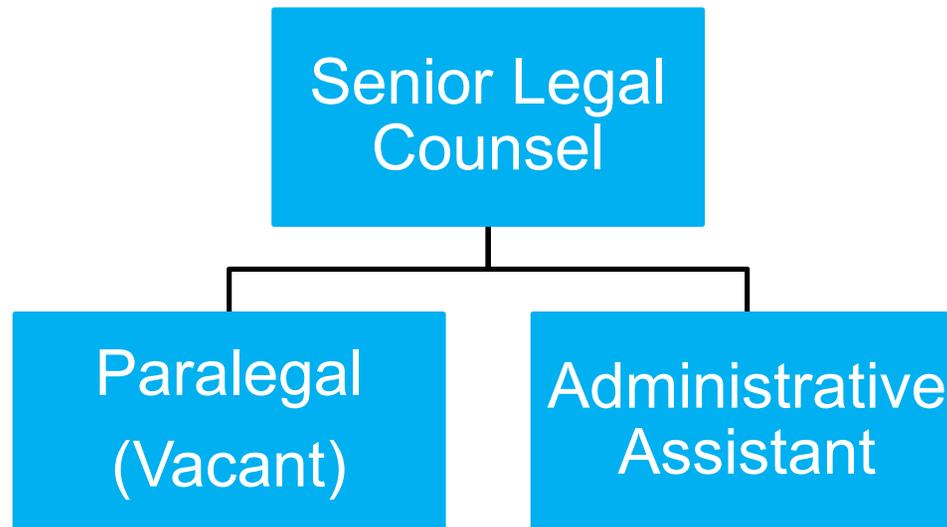
Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> • Security of over 8 buildings 	New Responsibilities: <ul style="list-style-type: none"> • Compliance with updated security policies • Integration with Emergency Management for COOP
<ul style="list-style-type: none"> • Monitoring of 548 alarms within the city 	Remove Responsibilities: <ul style="list-style-type: none"> • N/A
<ul style="list-style-type: none"> • Detail work at special events 	

APPENDIX A: FUTURE STATE PROPERTY MANAGEMENT - COMMUNICATION



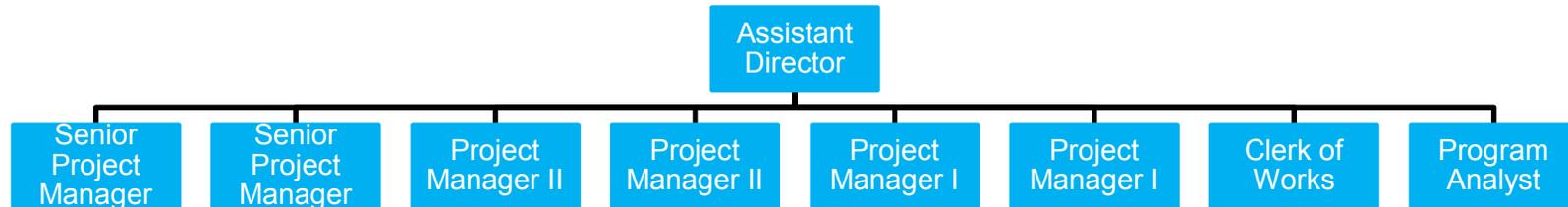
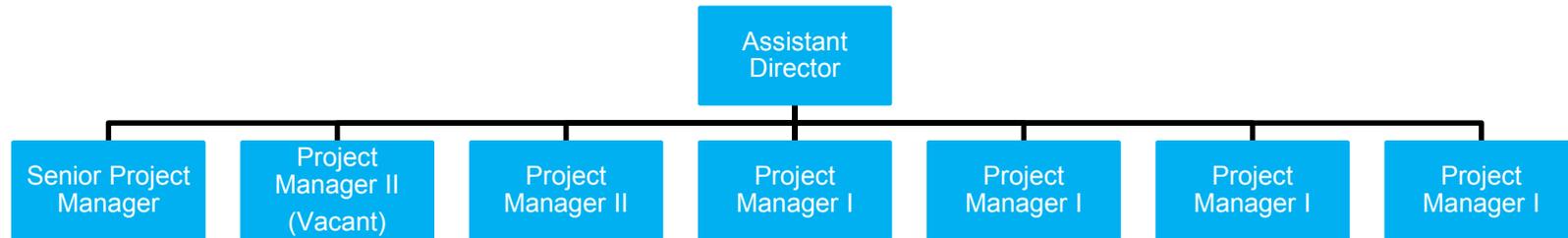
Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> Maintain, install, and repair alarm systems 	New Responsibilities: <ul style="list-style-type: none"> N/A
<ul style="list-style-type: none"> Manage log of people who enter buildings during off-hours 	
<ul style="list-style-type: none"> Notify BPD of alarm detection and log daily dispatch report 	
<ul style="list-style-type: none"> Detect water and heat for pools and basements 	Remove Responsibilities:
<ul style="list-style-type: none"> Manage inventory of radios 	<ul style="list-style-type: none"> N/A

APPENDIX A: FUTURE STATE PUBLIC FACILITIES - LEGAL COUNSEL



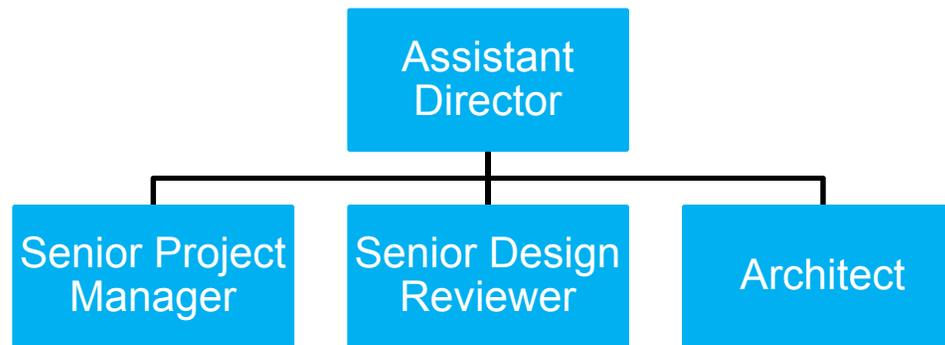
Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> Review contracts for comprehensiveness and completeness 	New Responsibilities:
<ul style="list-style-type: none"> Review bids and sub-bids to meet compliance regulations 	<ul style="list-style-type: none"> N/A
<ul style="list-style-type: none"> Manage legal issues within Public Facilities 	
	Remove Responsibilities:
	<ul style="list-style-type: none"> N/A

APPENDIX A: FUTURE STATE PUBLIC FACILITIES - OPERATIONS



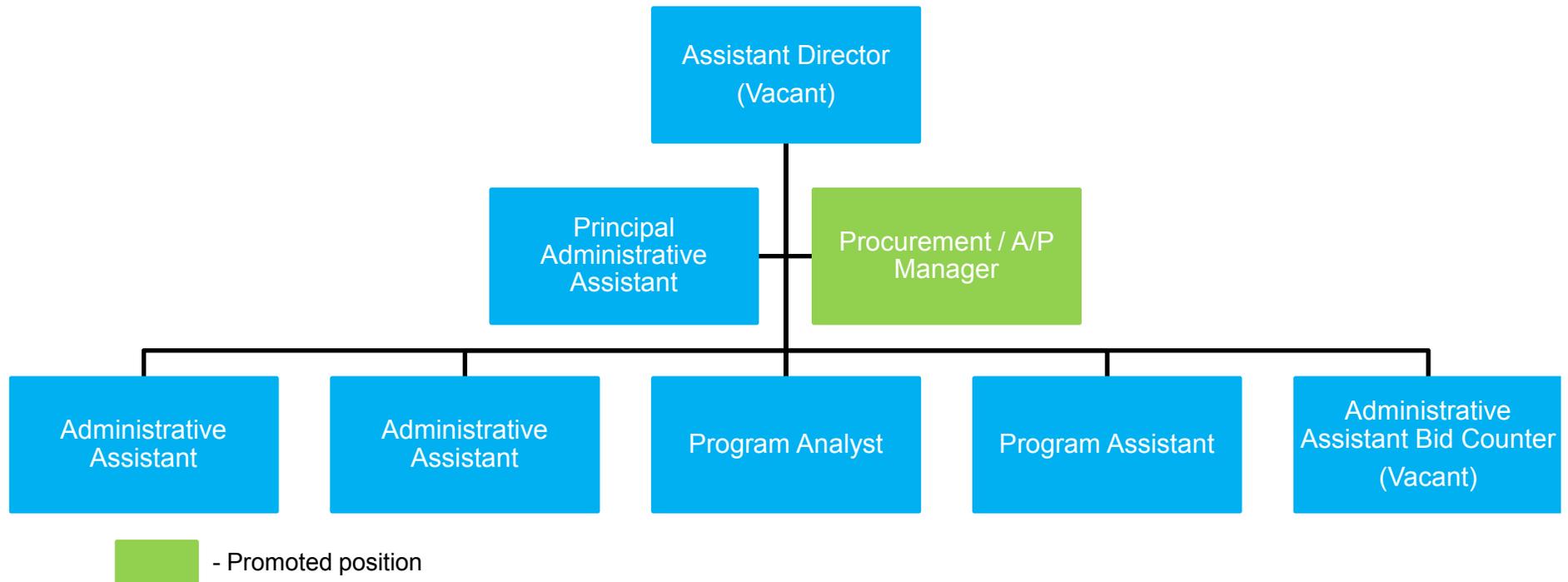
Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> Manage large, complex construction projects for city constituents 	New Responsibilities:
<ul style="list-style-type: none"> Manage small, renovations and repairs to existing buildings 	<ul style="list-style-type: none"> Utilize project management software for project tracking and reporting
	Remove Responsibilities:
	<ul style="list-style-type: none"> N/A

APPENDIX A: FUTURE STATE PUBLIC FACILITIES - OPERATIONS/DESIGN



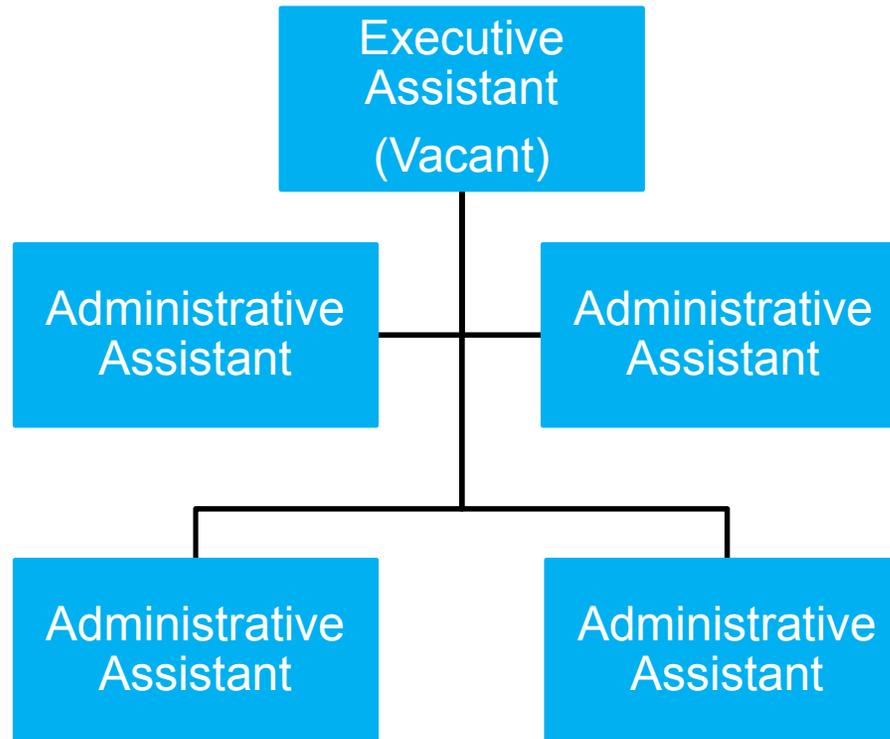
Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> Determine user agency needs 	New Responsibilities:
<ul style="list-style-type: none"> Conduct walkthroughs of potential buildings 	<ul style="list-style-type: none"> N/A
<ul style="list-style-type: none"> Perform private land studies 	
<ul style="list-style-type: none"> Designer selection process 	Remove Responsibilities:
	<ul style="list-style-type: none"> N/A

APPENDIX A: FUTURE STATE PUBLIC FACILITIES - PLANNING & MANAGEMENT



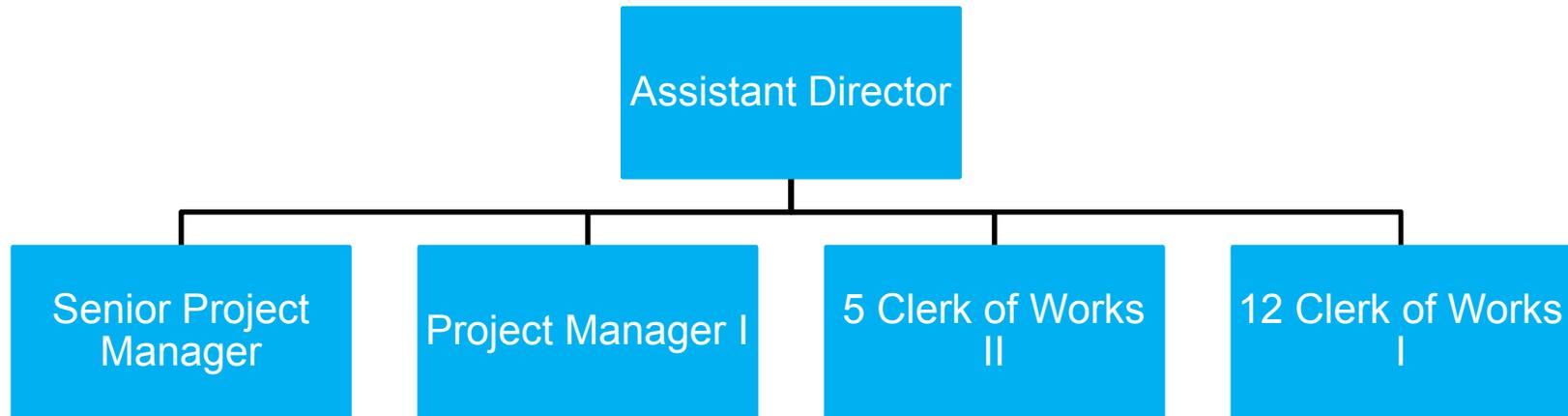
Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> • Manage Construction Master Plan • Assign Project Managers to projects • Purchase orders • Vendor selection process 	New Responsibilities: <ul style="list-style-type: none"> • Budget management for Public Facilities • Compilation of contract documentation • Ownership of Public Facilities A/P process
	Remove Responsibilities: <ul style="list-style-type: none"> • N/A

APPENDIX A: FUTURE STATE PUBLIC FACILITIES - OPERATIONS SUPPORT



Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> Provide administrative support to Project Managers 	New Responsibilities:
	<ul style="list-style-type: none"> N/A
	Remove Responsibilities:
	<ul style="list-style-type: none"> N/A

APPENDIX A: FUTURE STATE PUBLIC FACILITIES - OPERATIONS/CONSTRUCTION



Current State Responsibilities:	Proposed Future State Changes:
<ul style="list-style-type: none"> • Manage construction area 	New Responsibilities: <ul style="list-style-type: none"> • Engage in commissioning process
<ul style="list-style-type: none"> • Communicate issues and site updates to Project Managers 	<ul style="list-style-type: none"> • Formal reporting of daily operations
	<ul style="list-style-type: none"> • Contribute to periodic meetings
	Remove Responsibilities:
	<ul style="list-style-type: none"> • N/A

APPENDIX B: BUILDINGS UNDER PCMD CARE AND CUSTODY

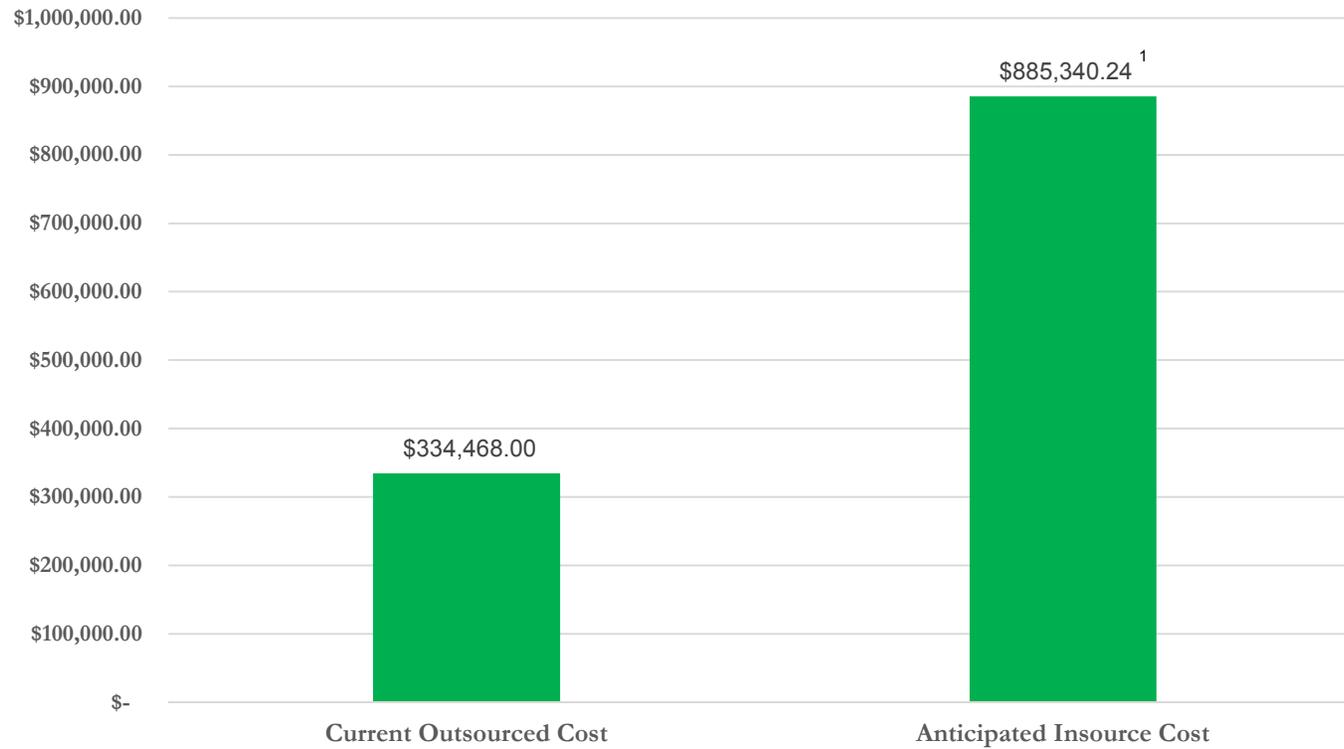
Building Name	Address	Building Square Footage	On Site PCMD Maintenance Staff	Suggested PCMD Maintenance Staff ¹
City Hall	1 City Hall Square	513,000	10	10.47
Bruce C. Bolling Municipal Building	2262 Washington St	200,000		
1010 Mass Ave	1010 Mass Avenue	195,000		
COBAC - Archive Center	201 - 225 Rear Rivermoor Street	138,461		
Faneuil Hall	Faneuil Hall Square	28,000	2	.57 ²
Home for Women	41 New Chardon Street	32,000		
Hawkins St Offices	43 Hawkins Street	23,408	1	.48
31 Bowker St	31 Bowker St	20,000		
Great Hall - Codman Sq. Municipal Building	6 Norfolk Street	18,000		
Strand Theatre	543 Columbia Road	18,000		
Family Justice Center	989 Commonwealth Ave	20,000		
Uphams Corner Municipal Services Building	500 Columbia Road	13,600		
Veronica Smith Senior Center	20 Chestnut Hill Avenue	13,100	1	.27
Kirstein - Project Central	20 City Hall Ave	7,260		
Parkman House	33 Beacon Street	18,000		
Walsh Community Center	535R East Broadway	6,900		
Animal Control Shelter	26 Mahler Road	10,000		
James Michael Curley High School	350 Jamaicaway	7,300		
125 Magazine St	125 Magazine Street	8,100		
Old State House	206 Washington St.	2,000		
Abiel Smith School - Museum of African American History	46 Joy Street	1,000		
80 Magazine Storage	80 Magazine St	1,000		

Empty boxes represent buildings without any full time PCMD staff. The on site work would usually be performed by staff of the City agency occupying the building or an outsourced provider.

¹ Using the International Facility Management Association (IFMA) study on "Operations and Maintenance Benchmarks," an average of one maintenance staff member was employed for 49,000 square feet of space.

² Staffing is appropriate. Benchmark is incorrect because most of Faneuil Hall maintained by Property Management is outdoor space.

APPENDIX C: INSOURCE VS. OUTSOURCE



¹Please refer to following slide for assumptions used in this calculation.

- An analysis was performed to review the potential cost benefits associated with bringing the services provided by the outsourced night cleaning crew in-house by hiring additional full time employees (FTEs).
- Our analysis concluded that the costs associated with bringing these contracted services in-house to cost the city approximately \$550,872.24 more than using contracted services due to the number of resources required to clean City Hall.

APPENDIX C: INSOURCE VS. OUTSOURCE

Contracted Night Cleaning Buildings	SQFT BLD	Suggested Headcount¹
City Hall	513,000	11
Strand Theatre	18,000	1
Family Justice Center	20,000	1
Kirstein - Project Central	7,260	1

Night Staff Cleaning Required Resources	FY15 Contracted Vendor Cost	Estimated Resources Required	Each Resource Insourcing Cost (Salary + Benefits)	Additional Hires
2 Supervisors	\$ -	2	\$ 73,525.78	\$ 147,051.56
City Hall	\$ 290,690.00	11	\$ 52,734.91	\$ 580,083.97
Strand Theatre	\$ 17,511.00	1	\$ 52,734.91	\$ 52,734.91
Family Justice Center	\$ 24,516.00	1	\$ 52,734.91	\$ 52,734.91
Kirstein - Project Central	\$ 1,751.00	1	\$ 52,734.91	\$ 52,734.91
Total	\$ 334,468.00	16		\$ 885,340.24

- The above assumptions were used leveraging the most current data available around the cost of insourcing.
- A 24.2% premium for employee benefits was applied to the salaries of potential new hires calculate the true costs associated with hiring additional employees.

¹ Using the International Facility Management Association (IFMA) study on "Operations and Maintenance Benchmarks," an average of one maintenance staff member was employed for 49,000 square feet of space.

APPENDIX D: OVERTIME ANALYSIS – CUSTODIAL

Overtime Analysis	Hours (7 Months)	Projected Annual Hours	Annual Cost
1 New Jr. Custodian Hire	980	1680	\$ 52,734.91
2 Jr. Custodian Overtime Hrs	576	987.43	\$ 37,433.83
Additional Cost			\$ 15,301.08

- The biggest source of custodial staff overtime by person is at Faneuil Hall. Through the first seven months of FY15, 576 hours of overtime was worked at Faneuil Hall.
- Projected out over the remainder of the year, annual overtime at Faneuil Hall would be 987 hours for a cost of \$37,433.83.
- The cost of hiring one new Junior Custodian would provide 1680 hours of capacity annually at a fully loaded cost of \$52,734.91.
- Custodial staff historically work at one location so the Junior Custodian is unable to allocate his excess capacity to another building.
- As a result, it would cost approximately \$15,301.08 more to hire the additional resource than to pay the overtime costs.
- No other location incurred as much janitorial overtime costs as Faneuil Hall so we are unable to justify additional janitorial headcount at any Property Management buildings

APPENDIX D: OVERTIME ANALYSIS – ENFORCEMENT

Overtime Analysis	Actual OT Hours (7 Months)	Projected Annual	Projected Annual Cost
53 Security Officers	19099	32741.143	\$ 1,289,168.15
7 Security Supervisors	2135	3660	\$ 171,478.47
Total Cost of OT	21234	36401.14	\$ 1,460,646.62

New Hires	Headcount	Annual Cost
Security Officers	2	\$ 130,346.13
Security Supervisors	2	\$ 109,543.18
Total		\$ 239,889.31

- Through the first seven months of FY15, 21,234 hours and \$636,756.67 of overtime was worked by Enforcement.
- Projected out over the remainder of the year, annual overtime at would be 36,401 hours for a cost of \$1,460,646.62.
- As of May 1, 2015, there are 4 fully funded vacant positions within Enforcement – 2 Security Officers and 2 Security Supervisors.
- Staffing these 4 positions will cost \$239,889.31 annually and reduce the overtime hours by approximately 6,720 hours based on capacity
- For each hour the new hires work that reduces an overtime hour results in a savings of 20.8%.
- Based on the level of overtime within Enforcement, additional hires could be justified but are not funded at this time.

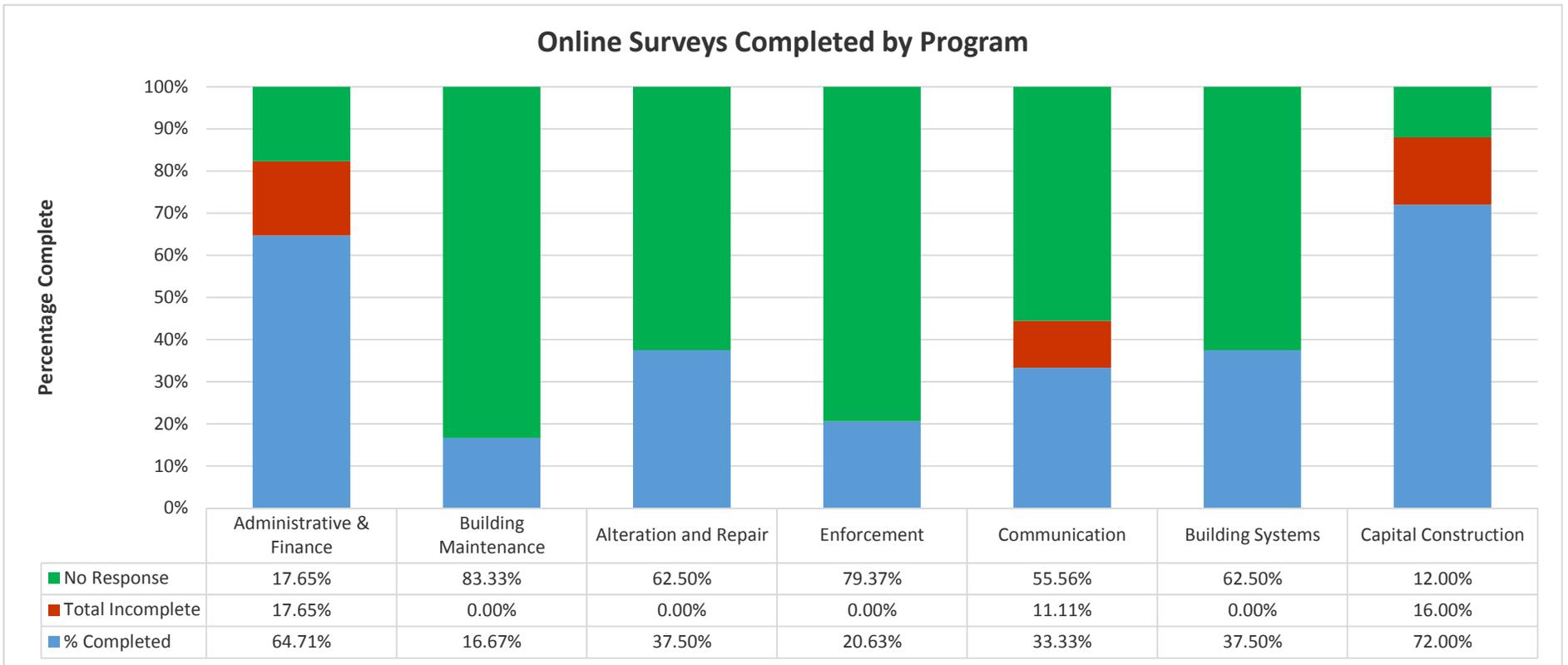
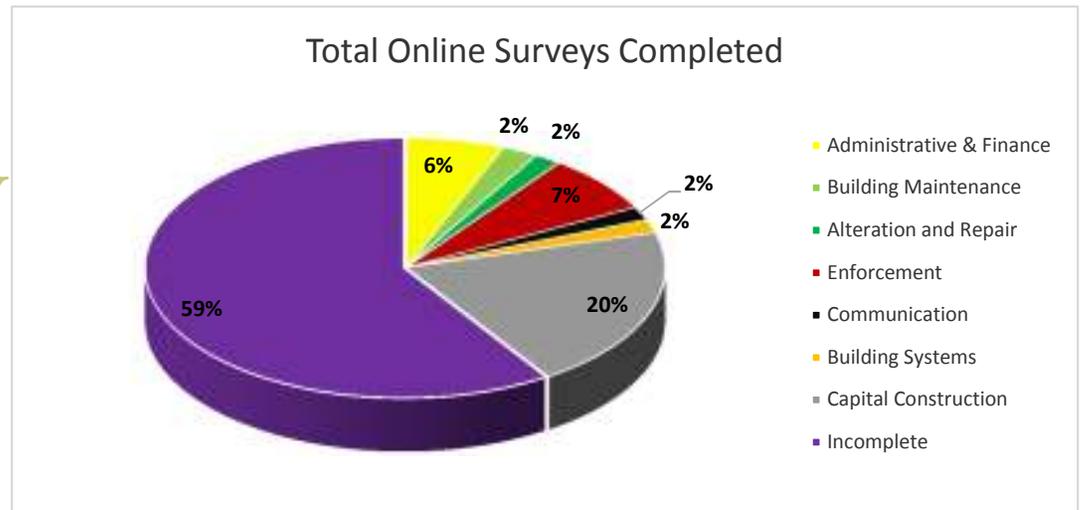
APPENDIX D: OVERTIME ANALYSIS – BUILDING SYSTEMS

Overtime Analysis	Actual OT Hours (7 Months)	Projected Annual Hours	Annual Cost
Third Class Engineer 1	497	852	\$ 40,900.06
Third Class Engineer 2	328	562.29	\$ 26,992.39
Total Cost of Overtime	825	1414.29	\$ 67,892.45

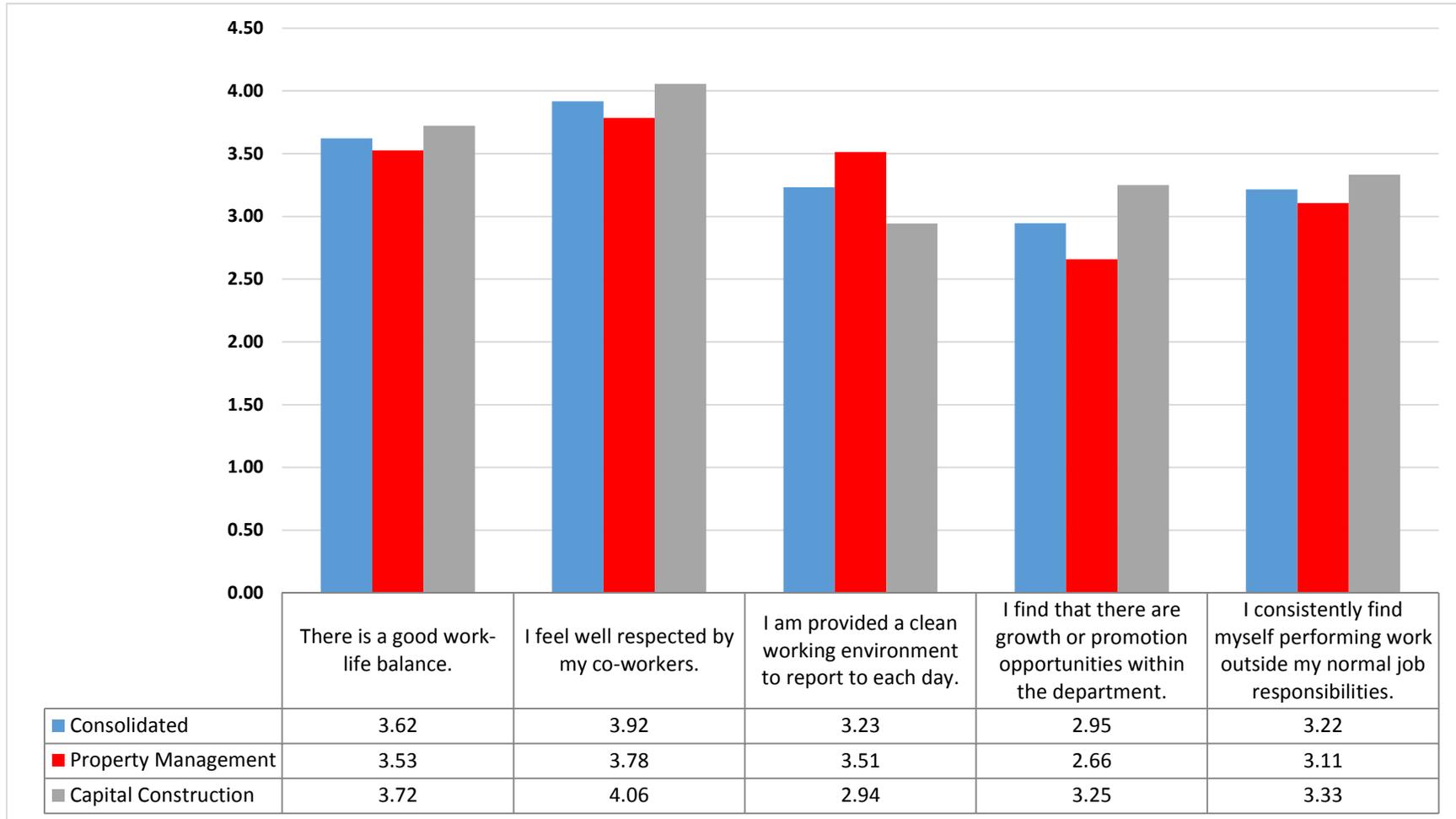
New Hires	Headcount	Annual Cost
Third Class Engineer	1	\$ 66,776.54
Total		\$ 66,776.54

- Through the first seven months of FY15, 825 hours of overtime was worked by the current Third Class Engineers.
- Annual overtime would be 1,414 hours for a cost of \$67,892.45.
- As of May 1, 2015, there is 1 fully funded vacant position for a Third Class Engineer.
- Staffing this position will cost \$66,776.54 annually and significantly reduce the overtime hours worked.
- Hiring this position is approximately the same cost as the projected overtime spend for the year and would allow for additional capacity.

APPENDIX E: COMPLETED SURVEY POPULATION (74)

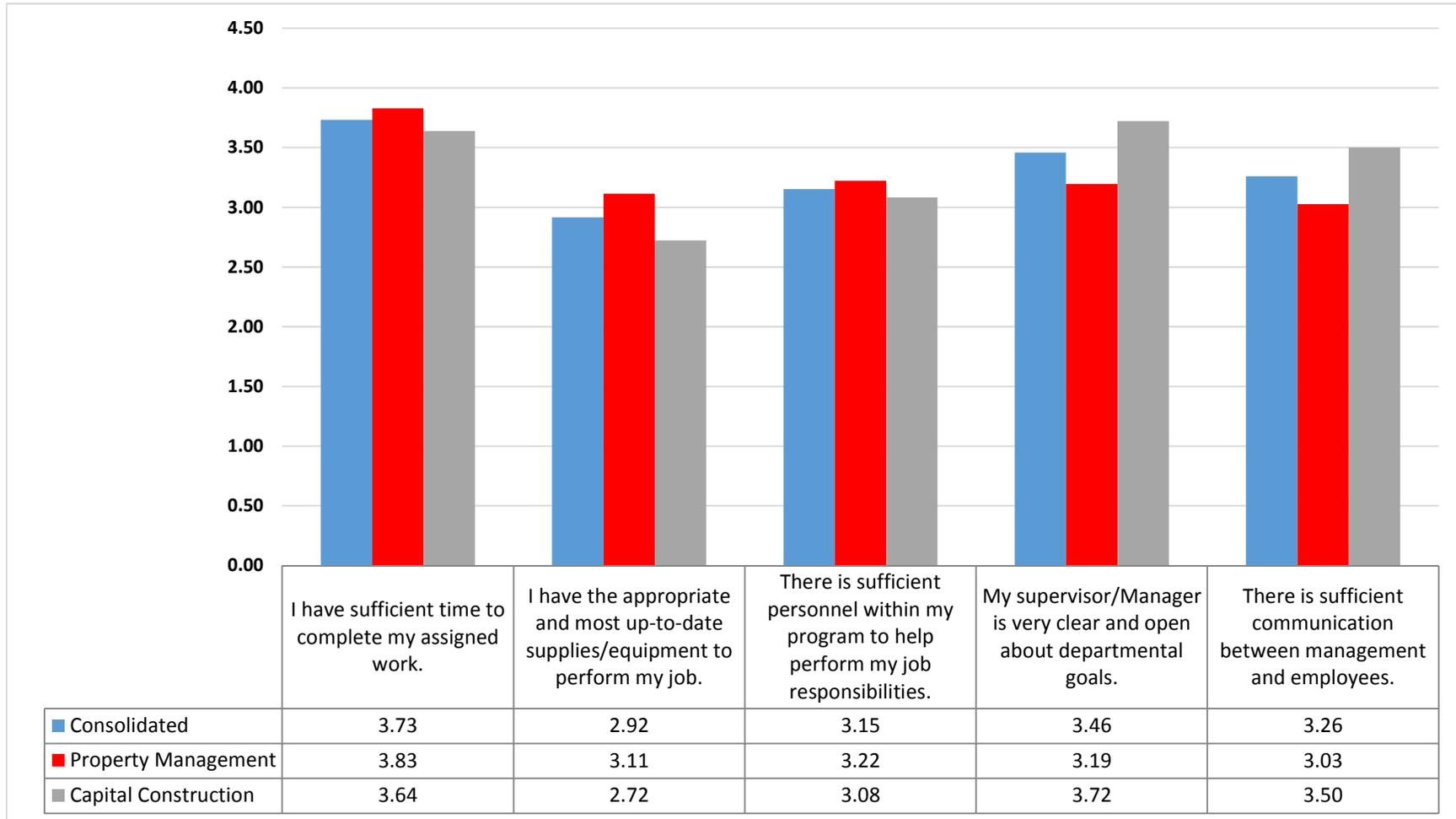


APPENDIX E: SURVEY RESULTS



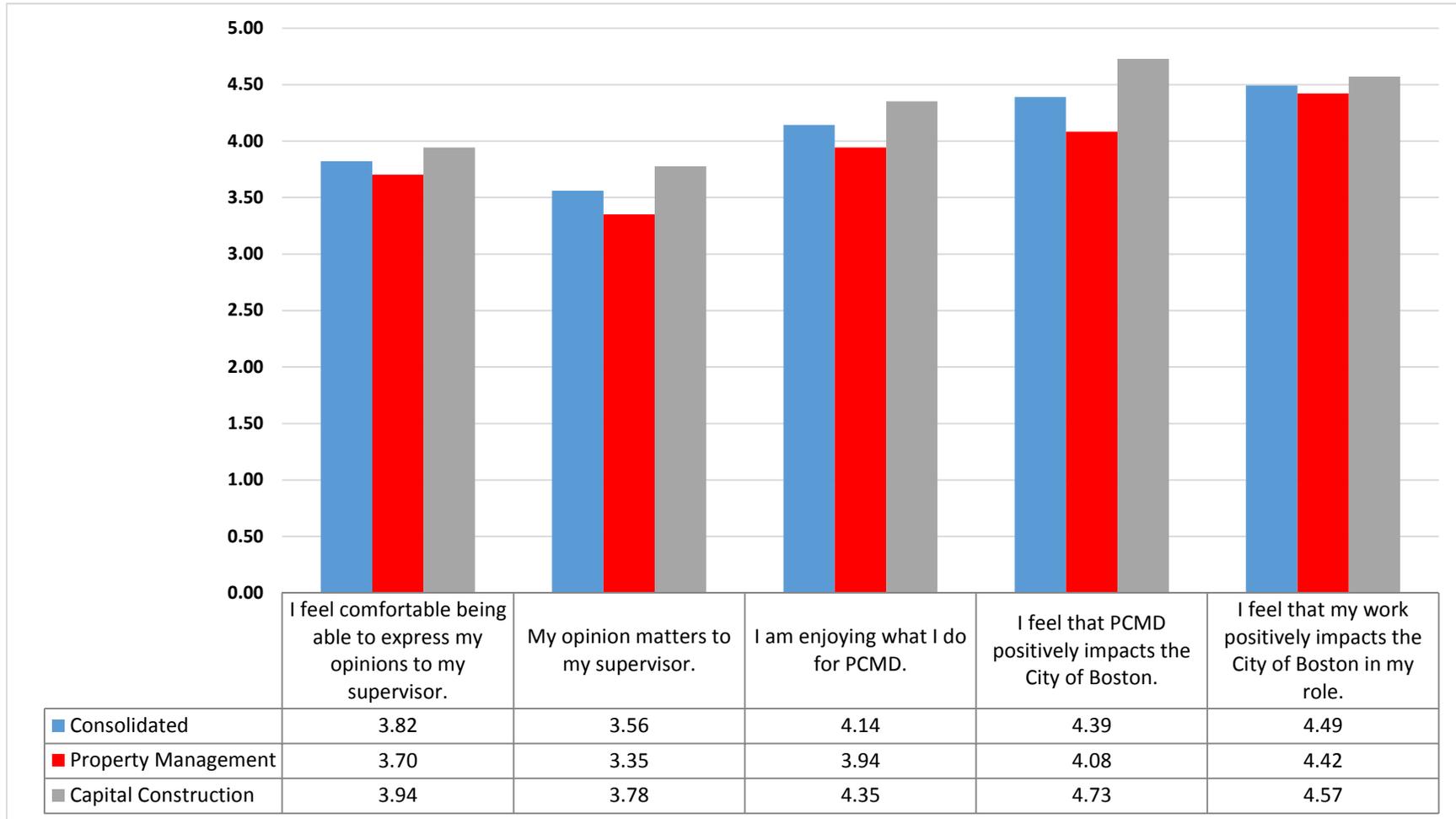
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Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree

APPENDIX E: SURVEY RESULTS



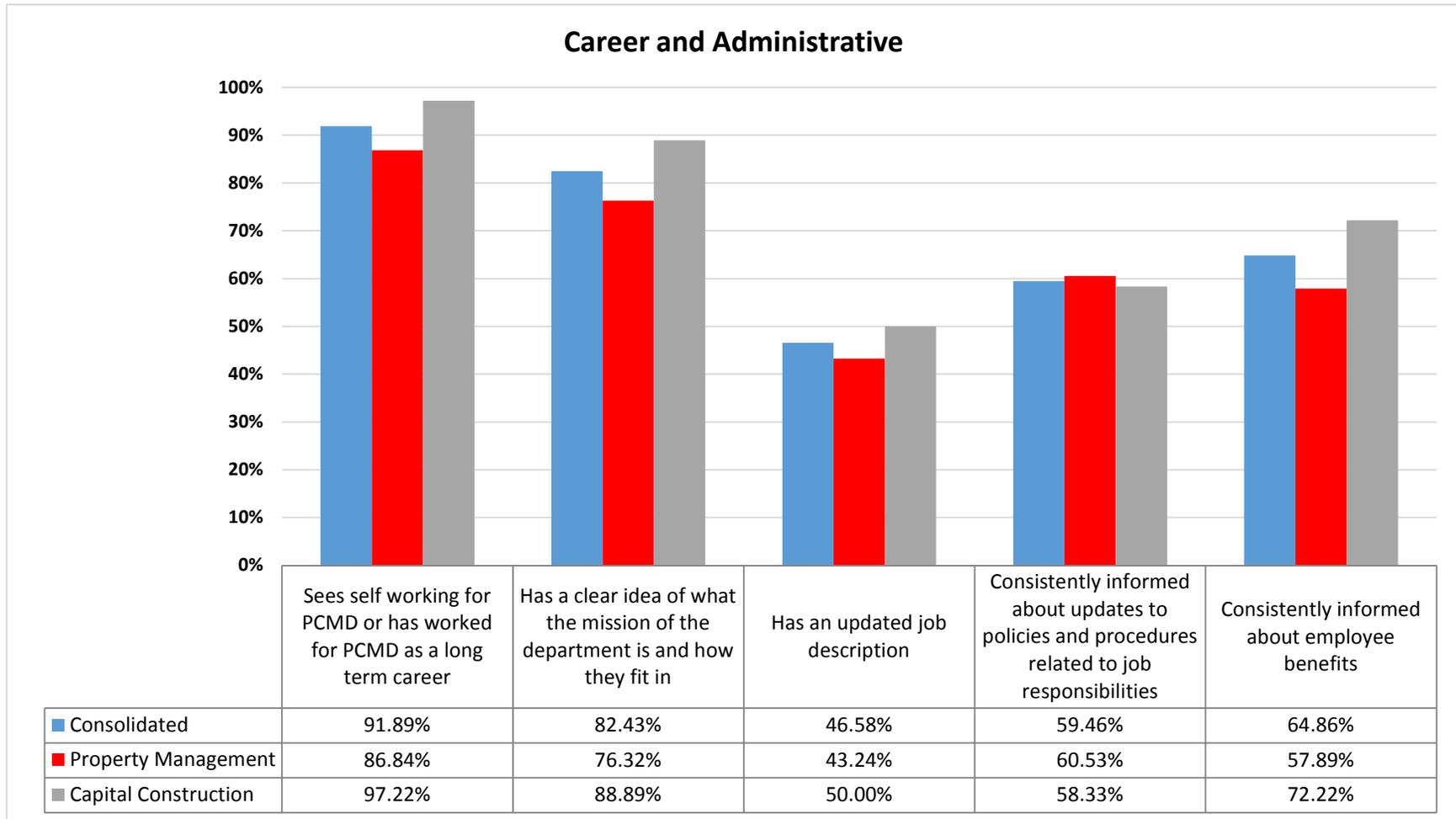
1	2	3	4	5
Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree

APPENDIX E: SURVEY RESULTS

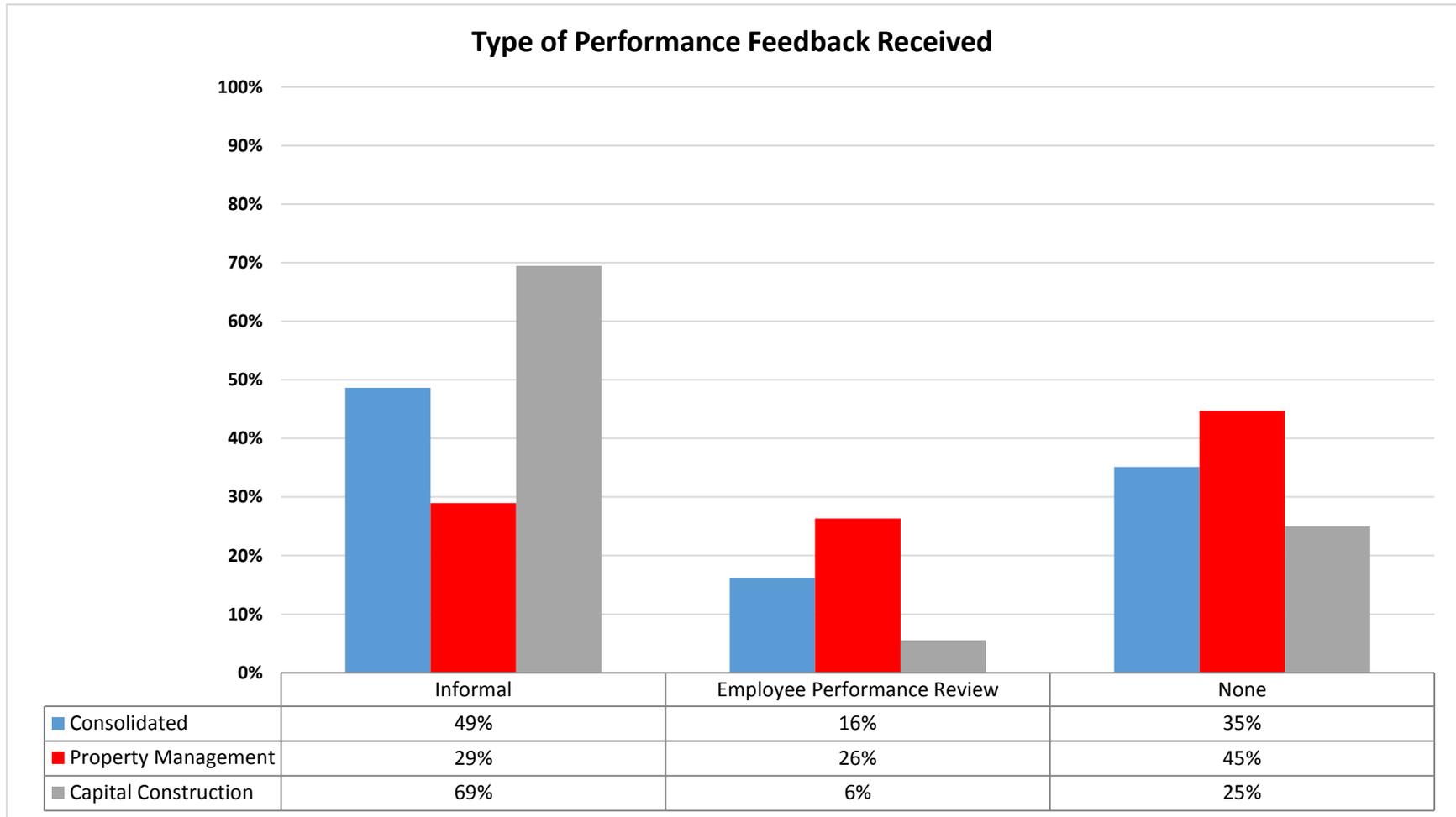


1	2	3	4	5
Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree

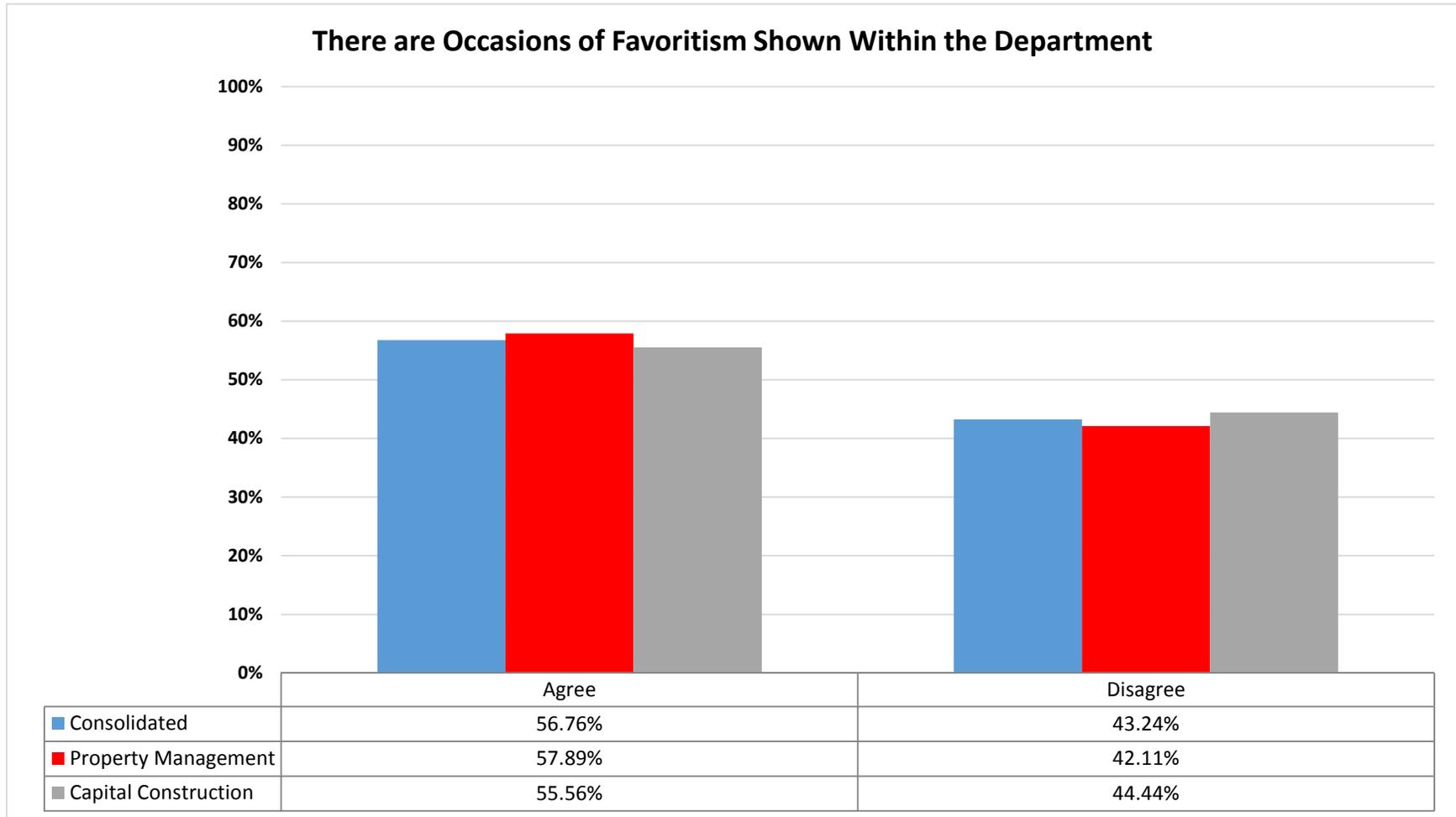
APPENDIX E: SURVEY RESULTS



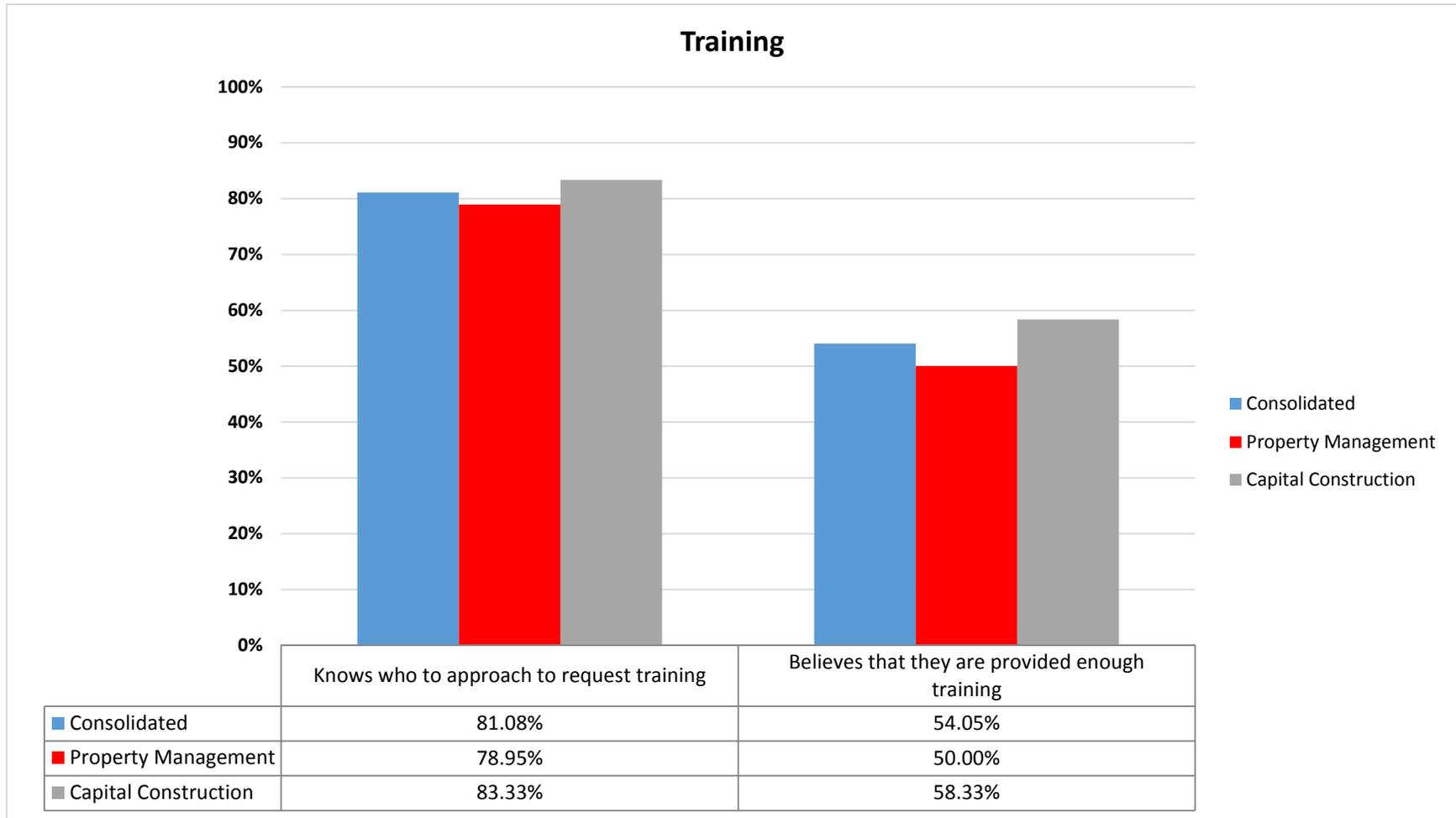
APPENDIX E: SURVEY RESULTS



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