



Dave Yost • Auditor of State

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# Dave Yost • Auditor of State

To the residents, elected officials, management, and stakeholders of the Cleveland Public Library,

At the request of the Board of Trustees and administration, a performance audit of select areas of operations of the Cleveland Public Library (the Library) was initiated on December 29, 2016. This performance audit was conducted by the Ohio Performance Team and provides an independent assessment of operations within select functional areas. Where warranted, and supported by detailed analysis, this performance audit report contains recommendations to enhance the Library's overall economy, efficiency, and/or effectiveness. This report has been provided to the Library and its contents have been discussed with the appropriate appointed officials and Library management.

The Library has been encouraged to use the management information and recommendations contained in the performance audit report. However, it is also encouraged to perform its own assessment of operations and develop alternative management strategies independent of the performance audit report. The Auditor of State has developed additional resources to help Ohio governments share ideas and practical approaches to improve accountability, efficiency, and effectiveness.

**SkinnyOhio.org:** This website, accessible at <http://www.skinnyohio.org/>, is a resource for smarter streamlined government. Included are links to previous performance audit reports, information on leading practice approaches, news on recent shared services examples, the Shared Services Idea Center, and other useful resources such as the Local Government Toolkit. The Shared Services Idea Center is a searchable database that allows users to quickly sort through shared services examples across the State. The Local Government Toolkit provides templates, checklists, sample agreements, and other resources that will help local governments more efficiently develop and implement their own strategies to achieve more accountable, efficient, and effective government.

This performance audit report can be accessed online through the Auditor of State's website at <http://www.ohioauditor.gov> and choosing the "Search" option.

Sincerely,

A handwritten signature in cursive script that reads "Dave Yost".

Dave Yost  
Auditor of State  
March 15, 2018

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# Executive Summary

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## Purpose and Scope of the Audit

On December 29, 2016, the Cleveland Public Library (CPL or the Library) signed a letter of engagement requesting the Ohio Performance Team (OPT) identify opportunities to improve the economy, efficiency, and effectiveness of the following scope areas: Property Management and Fleet Utilization. See **Appendix A: Scope and Objectives** for detailed objectives developed to assess operations in each scope area. Audit work was conducted within each scope area to address the detailed objectives and, where warranted, develop recommendations for improvement.

## Performance Audit Overview

Performance audits provide objective analysis to assist management and those charged with governance and oversight to improve program performance and operations, reduce costs, facilitate decision making by parties with responsibility to oversee or initiate corrective action, and contribute to public accountability.

The United States Government Accountability Office develops and promulgates Government Auditing Standards that establish a framework for performing high-quality audit work with competence, integrity, objectivity, and independence to provide accountability and to help improve government operations and services. These standards are commonly referred to as Generally Accepted Government Auditing Standards (GAGAS).

OPT conducted this performance audit in accordance with GAGAS. Those standards require that OPT plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. OPT believes that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

## Audit Methodology

To complete this performance audit, auditors gathered data, conducted interviews with numerous individuals associated with the areas of Library operations included in the audit scope, and reviewed and assessed information. Assessments were performed using criteria from a number of sources, including:

- Peer libraries;
- Industry standards;
- Leading practices; and
- Policies and procedures.

In consultation with the Library, a set of peers were selected for comparisons contained in this report. This peer set contains a selection of libraries based on the following factors:

- **Geographic Proximity** – located in the State of Ohio;
- **Services** – operate with similar departments and provide similar services;
- **Population** – operate in urban areas; and
- **Facilities** – operate similar number of branches and square footage.

**Table 1** shows CPL and the peer set selected using the above parameters.

**Table 1: CPL and Peer Library Demographics**

Library	County	Number of Branches	Square Footage
Cleveland Public Library	Cuyahoga	29	1,070,791
Columbus Metropolitan Library	Franklin	23	921,133
Cuyahoga County Public Library	Cuyahoga	28	783,000
Toledo Lucas County Public Library	Lucas	20	574,976

Source: CPL and peers

Where reasonable and appropriate, this peer set was used as a basis of comparison. However, in some operational areas, industry standards or leading practices were used for primary comparison. Sources of industry standards or leading practices used include: the United States General Services Administration (GSA), the United States Government Accountability Office (GAO), the International Facility Management Association (IFMA), the National Center for Education Statistics (NCES), and the Ohio Department of Administrative Services (DAS).

The performance audit involved information sharing with the Library, including drafts of findings and recommendations related to the identified audit areas. Periodic status meetings throughout the engagement informed the Library of key issues impacting selected areas, and shared proposed recommendations to improve operations. The Library provided verbal and written comments in response to various recommendations, which were taken into consideration during the reporting process.

AOS and OPT express their appreciation to the management and employees of Cleveland Public Library for their cooperation and assistance throughout this audit.

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# Background

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The Cleveland Public Library (CPL or the Library) is located in Cuyahoga County, Ohio and operates as a school district library pursuant to Ohio Revised Code (ORC) § 3375.121.<sup>1</sup> The Library is governed by a seven-member Board of Trustees (the Board) appointed by the Cleveland Metropolitan School District (CMSD) Board of Education for a seven-year term with one term expiring each year. Although CPL is fiscally independent of CMSD, the CMSD Board of Education serves in a ministerial capacity as the taxing authority for the Library.

The Library's service area matches the boundaries of CMSD covering approximately 77 square miles and serving approximately 40,000 residents. CPL's mission states, "We are the "People's University, the center of learning for a diverse and inclusive community." To carry out this mission, the Library operates the Main Library and the Louis Stokes Wing (the Main Library)<sup>2</sup> located in downtown Cleveland and 28 neighborhood branches.

The Main Library houses the majority of the overall collection (e.g., books, movies, musical recordings, and audio books), administrative offices, Special Collections Department, and TechCentral's computer area and MakerSpace. The Lake Shore Facility/Memorial-Nottingham Branch (Lake Shore) houses the Ohio Library for the Blind and Physically Disabled, off-site book storage, shipping department, stockroom, and Technical Services Department. The Woodland Branch/Annex houses the Property Management Department's automotive mechanic, drivers, carpenters, and painters as well as the Mobile Services Department. The remaining neighborhood branches house smaller collections and offer computers for personal use and one-on-one instruction by staff.

The Library also administers CLEVNET, a consortium of 44 library systems in northeast Ohio. CLEVNET member libraries pay a fee to CPL for participation in the consortium. In return, member libraries merge their catalogs into a master catalog, allowing patrons of these libraries to borrow materials from any other CLEVNET library. Additionally, CLEVNET catalogs materials, maintains a central catalog, and tracks circulation for the member libraries.

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<sup>1</sup> ORC § 3375.121 states that a library district may be created in any municipal corporation not located in a county library district with a population of not less than 25,000 and within which there is not located a main library of a township, municipal, school district, association, or county free public library. It also details the creation of a board of library trustees.

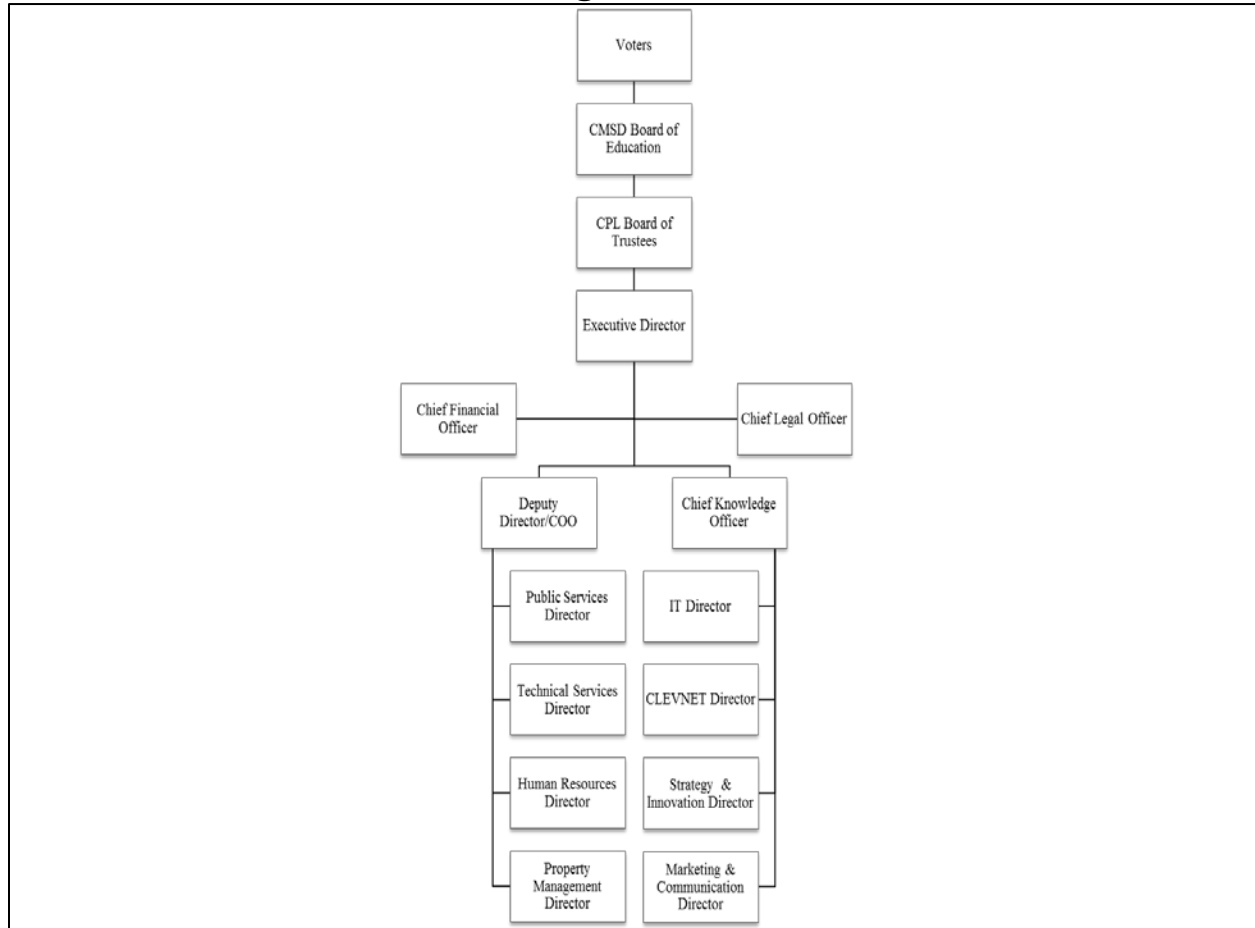
<sup>2</sup> The Main Library and Louis Stokes Wings are two separate buildings, but are collectively referred to as the Main Library. Inclusive of the Main Library, CPL operates 29 total branches and the Lake Shore Facility for 30 total facilities.



## Organizational Structure

**Chart 1** shows the Library's organizational structure. This illustrates the relationship between voters, elected and appointed leadership, and the organization.

**Chart 1: Organizational Chart**



Source: CPL

As shown in **Chart 1**, the Executive Director, hired by the Board, is responsible for the overall administration of operations. The executive team, hired by the Executive Director and approved by the Board, consists of the Deputy Director/Chief Operations Officer (COO), Chief Financial Officer (CFO), Chief Legal Officer, and Chief Knowledge Officer. The Deputy Director/COO oversees the Property Management Department<sup>3</sup>, as well as three other departments, and reports directly to the Executive Director.

<sup>3</sup> As noted in the **Purpose and Scope of the Audit**, the Property Management Department's operations are the focus of this performance audit.

## Financial Structure

CPL generated over \$60.0 million in revenues in 2016.<sup>4</sup> **Table 2** shows a breakdown of revenue by source for 2016. Analyzing revenues by source provides an indication on the importance of the various revenue streams.

**Table 2: Revenue by Source**

Source	Revenue	Percent of Total Revenue
Property and Other Taxes	\$25,338,596	41.9%
Fines and Fees	\$381,029	0.6%
Charges for Services	\$4,933,005	8.2%
Intergovernmental	\$25,937,389	42.9%
Investment Earnings	\$1,465,748	2.4%
Contributions and Donations	\$1,229,076	2.0%
Miscellaneous	\$1,201,935	2.0%
<b>Total Revenue</b>	<b>\$60,486,778</b>	<b>100.0%</b>

Source: CPL

As shown in **Table 2**, 84.8 percent of total revenues came from intergovernmental and property and other taxes. A significant portion of intergovernmental revenue is received from the State's Public Library Fund (PLF). House Bill (HB) 49 set PLF funding for the 2018-19 biennial budget at 1.68 percent of the General Revenue Fund, which is a reduction from 1.7 percent from the 2016-17 biennium. The Cuyahoga County Budget Commission allocates PLF monies to the nine library districts in the county based on a determination of need. In 2016, CPL received approximately 41.0 percent of this funding.

Property and other taxes include a 5.8 mill levy that expires at the end of 2018. In November 2017, voters approved a renewal of this levy with a 2.0 mill increase. Starting in 2019, CPL will be collecting a total of 7.8 mills on a continuing basis. The Library committed to continue to use the original 5.8 mills to provide books, computers, programs, classes, and services and dedicate the additional 2.0 mills to a multi-year capital plan to renovate, repair, renew, or replace neighborhood branches.

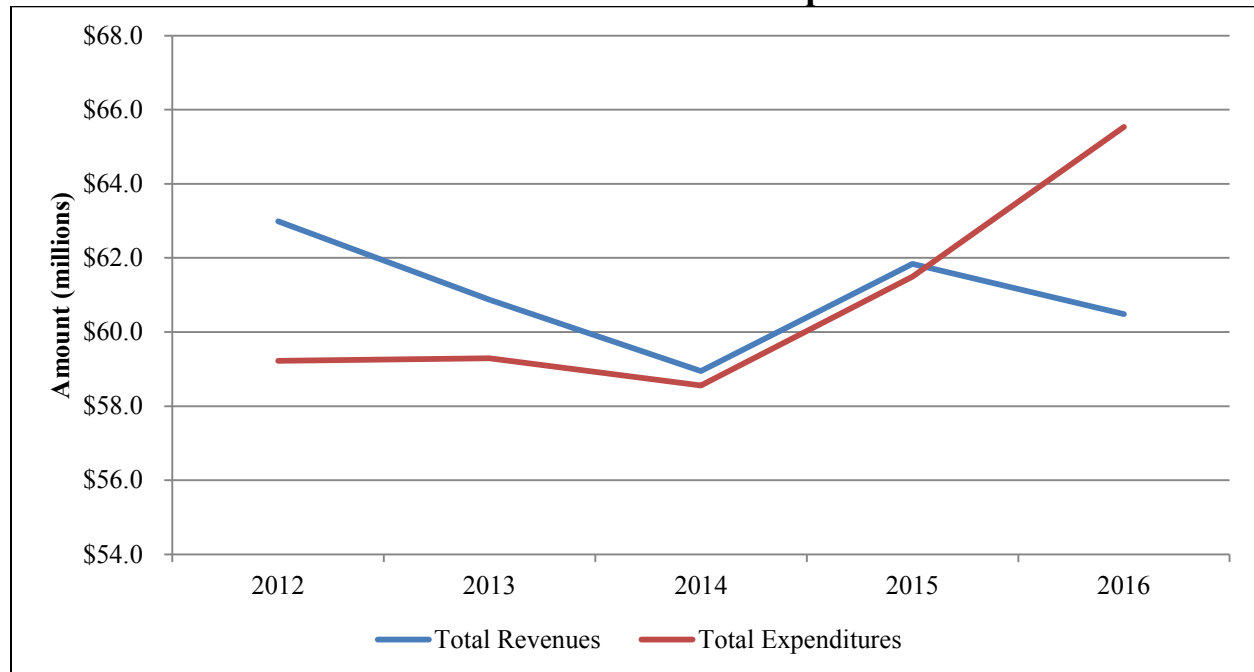
The remaining significant revenue source, charges for services represent fees paid by member libraries of CLEVNET.

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<sup>4</sup> This is the last full year of information available as of the completion of the financial analysis contained in this report.

**Chart 2** shows total revenues and expenditures for 2012 through 2016. Examining historical trends can provide a high level indication of potential challenges facing the Library.

**Chart 2: Total Revenues and Expenditures**

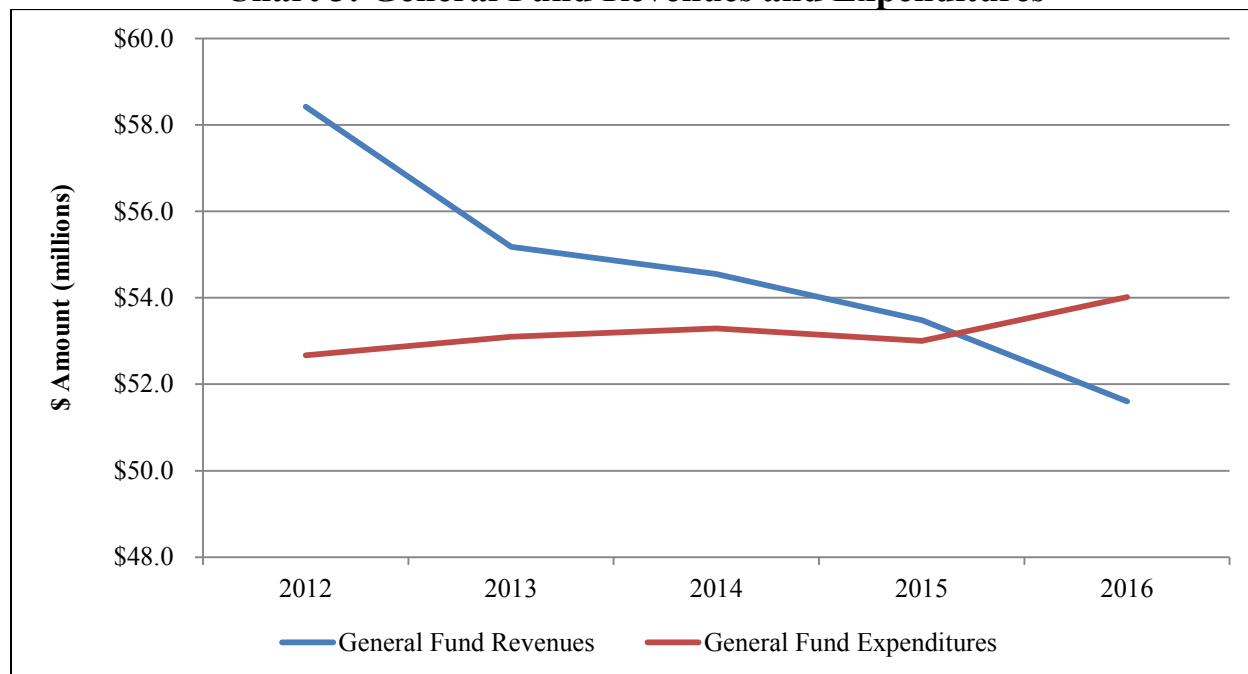


Source: CPL

As shown in **Chart 2**, after remaining relatively stable from 2012 to 2014, total expenditures increased significantly from 2014 to 2016. From 2015 to 2016 capital outlay expenditures for buildings and improvements increased by more than \$3.5 million while revenues decreased due to the phase out of the tangible personal property tax replacement program. The Board required CPL to create a special revenue fund for CLEVNET in 2015. As a result, administration and support expenditures and charges for services revenues increased from 2014 to 2015. It is important to note that while total revenue was higher in four of the five years shown, each fund has a particular purpose. Money in a given fund is normally restricted only to be used for voter approved purposes. In contrast, the General Fund is the only fund whose resources may be used for any area of operations.

**Chart 3** shows General Fund revenues and expenditures for 2012 through 2016. Analyzing historical General Fund results is important as the Library has discretion over the allocation of these resources.

**Chart 3: General Fund Revenues and Expenditures**



Source: CPL

As shown in **Chart 3**, General Fund revenues outpaced expenditures from 2012 to 2015. However, General Fund revenues decreased throughout the period resulting in expenditures exceeding revenues in 2016. During this time, General Fund revenues decreased 11.7 percent, or an average of 3.0 percent annually, while expenditures increased 2.6 percent, or an average of 0.6 percent annually. The decrease in revenue was due to the phase out of the tangible personal property tax replacement program. Despite General Fund expenditures exceeding revenues in 2016, the General Fund ended with a fund balance of approximately \$30.0 million.

At the end of the 2016, CPL's capital assets (net of depreciation) totaled approximately \$86.0 million, of which buildings comprised approximately \$81.2 million and land \$2.7 million. The Property Management Department (PM Department) is responsible for the maintenance, upkeep, and management of the facilities as well as the grounds, vehicles, and delivery of materials between branches. Because the upkeep of facilities and provision of support services to multiple departments is vital to Library operations and patron experience, PM Department operations were analyzed in-depth.

Expenditures for PM Department operations are accounted for in the General Fund. In 2016, PM Department expenditures totaled approximately \$4.4 million. However, not all property management related expenditures are recorded under the PM Department. Specifically, branch custodian costs (i.e., salaries, overtime, and benefits) are recorded under the expenditures for each branch.

*Property Management Department*

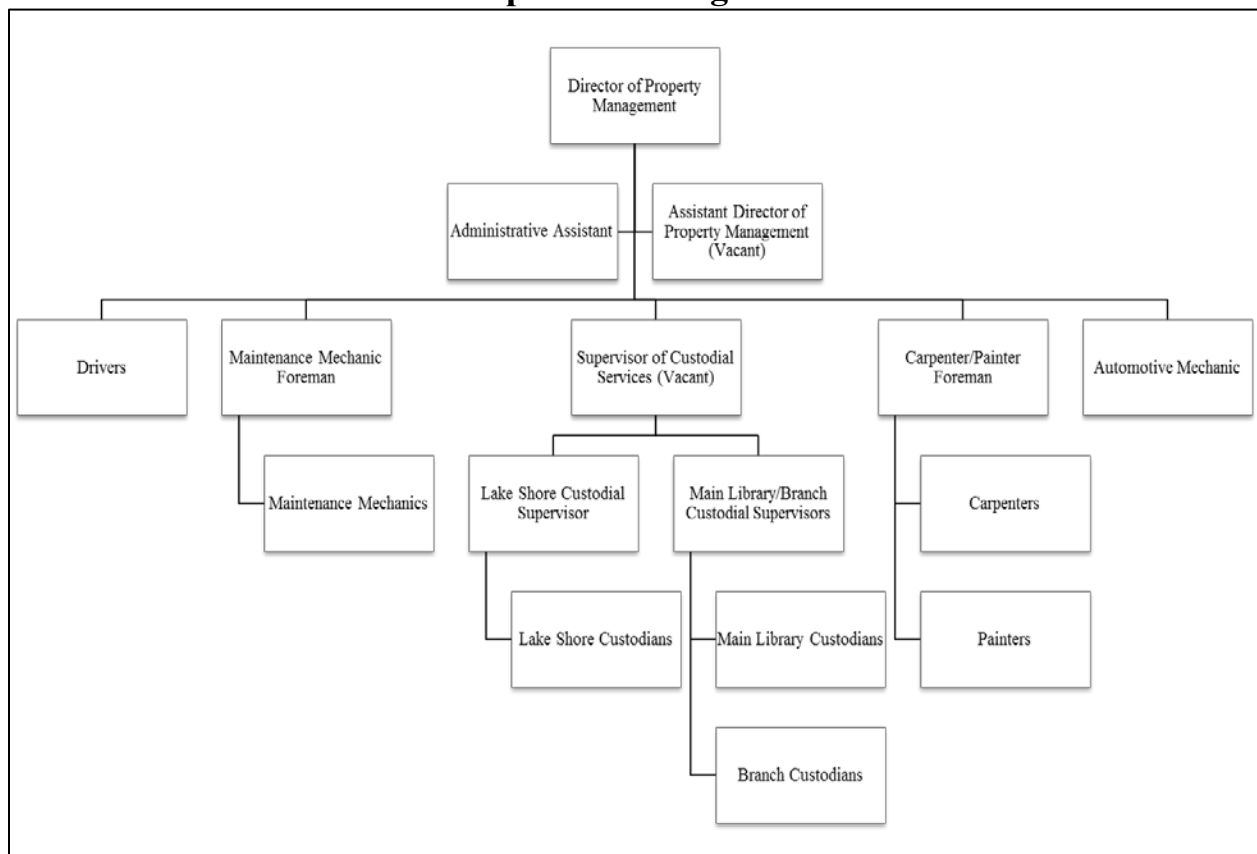
The PM Department falls under the direction of the Deputy Director/COO with daily operation managed by the Director of Property Management. The PM Department is responsible for cleaning and maintaining over 1.0 million square feet across 30 facilities, as well as the set-up and tear-down of events, maintaining the fleet, and delivering materials between branches.

To complete its responsibilities, the PM Department has the following operational units:

- **Custodians** – perform general cleaning tasks, set-up and tear-down events, fuel and clean vehicles, and oversee the dock.
- **Maintenance Mechanics** – perform general maintenance tasks and repair and maintain HVAC, plumbing, and electrical systems.
- **Carpenters** – perform general carpentry and building tasks; patch potholes; plow snow; repair concrete; and respond to after-hours emergencies, such as broken windows.
- **Painters** – perform general painting tasks and patch walls.
- **Automotive Mechanic** – maintains and repairs small engines and vehicles.
- **Drivers** – deliver materials between the branches.

**Chart 4** shows the PM Department’s organization structure. This illustrates the relationship between the Director of Property Management and Departmental staff.

**Chart 4: PM Department Organizational Chart**



Source: CPL

As shown in **Chart 4**, the PM Department is managed by the Director of Property Management with assistance from foremen and supervisors. **Table 3** provides further detail, breaking down the PM Department’s full-time equivalent employees (FTEs) by function. This overview provides context regarding the allocation of resources within the PM Department.

**Table 3: Departmental Staffing Overview**

Position	FTEs
<b>Administrative</b>	
Administrative Assistant	1.00
Assistant Director (vacant)	1.00
Director	1.00
<b>Administrative Subtotal</b>	<b>3.00</b>
<b>Operational Areas</b>	
Branch Custodians	23.00
Main Custodians	15.75
Lake Shore Custodians	2.50
Custodial Supervisors <sup>1</sup>	6.00
<b>Custodial Subtotal</b>	<b>47.25</b>
Maintenance Mechanics	7.00
Maintenance Mechanic Foreman	1.00
<b>Maintenance Mechanic Subtotal</b>	<b>8.00</b>
Carpenters	3.00
Painters	3.00
Carpenter/Painter Foreman	1.00
<b>Carpenter/Painter Subtotal</b>	<b>7.00</b>
Automotive Mechanic	1.00
Drivers	3.00
<b>Total FTEs</b>	<b>69.25</b>

Source: CPL

<sup>1</sup>Includes 1.0 FTE vacant Supervisor of Custodial Services.

As shown in **Table 3**, staffing is divided between three main operational areas – custodial, maintenance mechanics, and carpenters/painters. See **R.2** for an analysis of staffing.

PM Department employees are covered under a collective bargaining agreement (CBA) with the Service Employees International Union (SEIU) District 1199, effective January 1, 2017 – December 31, 2019. Full-time staff members are required to work 7.5 hours per day, or 37.5 hours per week. Furthermore, the CBA states that “The Library will not subcontract any work that is being done or work that is normally done by bargaining unit employees except in an emergency.”

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# Recommendations

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## R.1 Consider procuring a computerized maintenance management system

CPL's PM Department maintains 1,070,791 square feet across all facilities, of which 631,463 square feet are located at the Main Library. A paper-based system is used for work orders rather than a computerized maintenance management software system (CMMS). The paper work order form has a checklist to indicate the nature of the request (e.g., build/construct, special set-ups, repair work, etc.); a space to describe the request; and a line for the employee who completed it to sign and date. However, the form does not provide a specific space to record the cost or time associated with each job. In addition, the PM Department does not collect or track important information such as the number of work orders processed, number of work orders completed per employee, labor time, or supplies/materials costs. Additionally, requestors must contact the PM Department to check on the status of the work and are not routinely notified when the work is completed. The PM Department's Administrative Assistant files completed work orders according to the functional area (i.e., custodians, maintenance mechanics, carpenters, or painters) that completed the work. CPL has considered implementing a CMMS in the past, but has not done so due to concerns about potential cost and concerns about assigning staff to oversee the system.

In contrast, each peer library uses a CMMS for work order management. The functionality and use of each system is as follows:

- **Cuyahoga County Public Library (Cuyahoga):** uses a CMMS to manage work order and also provides maintenance technicians with mobile devices to record the labor time, supplies/materials costs, parts used, and a detailed explanation of work performed. The maintenance assistant enters and closes work orders and tracks key performance indicators (KPIs). On a weekly basis, management reviews work order data from the prior week and benchmarks it against other government entities using the same CMMS. On a monthly basis, management reviews KPIs, such as work orders per maintenance technician and average length of time to complete a work order to monitor productivity and help assess the appropriateness of staffing levels. Additionally, this CMMS tracks who requested the work order and updates the requestor when its status changes.
- **Columbus Metropolitan Library (Columbus):** uses a CMMS to manage work orders, track preventive maintenance, inform staffing and capital decisions, and monitor workloads such as total hours and hours to complete a task. This CMMS also notifies the requestor when the work order status changes. An operations specialist monitors the CMMS and maintenance technicians use mobile devices to access the mobile work order application.
- **Toledo Lucas County Public Library (Toledo Lucas):** uses a CMMS to manage work orders, prioritize staff workloads, and track preventive maintenance and utility costs. Maintenance technicians also have access to the CMMS.

According to *Improving Facilities Management Operations Through Optimization of Performance Metrics* (International Facility Management Association (IFMA), 2011), "One of the main functions of a CMMS is to compile data in a consistent, standardized way to yield information that provides key performance indicators – measurement and monitoring of performance – of how your organization is maintaining the assets." The IFMA continues by stating "The criteria to measure effectiveness and efficiency should be standard items that are routinely captured through the CMMS." Typical records and measures include the following:

- Date and time of receipt of customer request;
- Priority classification of work request;
- Estimate of time and materials needed;
- Date and time of initial response;
- Date and time of work completion;
- Actual time and materials expended to fulfill work request;
- Actual maintenance costs by facility;
- Utility operating costs by facility;
- Response times; and
- Cost per square foot of operations and maintenance.

The National Center for Education Statistics (NCES) developed the *Planning Guide for Maintaining School Facilities* (NCES, 2003) that identifies facilities leading practices applicable to all entities, including libraries. NCES states, "Facilities data can, and should, inform both short- and long-term policy making decisions...the data also helps with day-to-day operations and decision-making." Furthermore, NCES recognizes a CMMS as necessary when staff is responsible for more than 500,000 square feet and notes, "Moving to a CMMS requires resources, manpower and, above all, support from management at all levels of the organization."

CPL should consider procuring a CMMS for work order management that could provide KPIs to support operational decisions regarding staffing levels, scheduling, and productivity. Additionally, a CMMS should enable requestors to track the status of work orders. Although, the implementation of a CMMS will have one-time and annual costs, the financial impact could not be calculated due to a number of variables, such as the specific CMMS and modules procured, amount and type of training needed, number and type of mobile devices for use by staff, and administrative staff assigned to manage the CMMS.



## R.2 Establish staffing benchmarks for the PM Department

The PM Department has not established staffing benchmarks for its custodians, maintenance mechanics, or carpenters/painters. Custodial tasks are driven by procedures manuals and work orders whereas tasks for maintenance mechanics, carpenters, and painters are primarily driven by work orders. As previously noted, the work order forms are not useful for tracking productivity.

### *Custodial Staffing*

**Table 4** shows custodial staffing by shift and facility. This provides an indication on the allocation of custodial labor between facilities.

**Table 4: Custodial Staff Schedules**

Facility	Position <sup>1</sup>	FTEs
<b>5 a.m. – 1 p.m.</b>		
Main Library	Custodians	13.75
Main Library/Branches	Supervisors	2.00
<b>6 a.m. – 2 p.m.</b>		
Main Library/Branches	Supervisors	1.00
Branches	Custodian	1.00
Lake Shore	Custodians	2.00
Lake Shore	Supervisors	1.00
<b>6:30 – 2:30 p.m.</b>		
Lake Shore	Custodians <sup>2</sup>	0.50
<b>8 a.m. – 4 p.m.</b>		
Branch	Custodians	22.00
<b>10 a.m. – 6 p.m.</b>		
Main Library	Custodians	2.00
Main Library	Supervisors	1.00

Source: CPL

<sup>1</sup> This analysis excludes the 1.0 FTE Supervisor of Custodial Services, located at the Main Library and working 7:00 a.m. to 3:30 p.m., who is responsible for oversight of all custodians. The position is excluded because it is supervisory only rather than a working supervisor position with assigned cleaning responsibilities.

<sup>2</sup> The 0.5 FTE custodian splits time between custodial and stockroom responsibilities.

As shown in **Table 4**, the majority of custodial employees are assigned to either the 5 a.m. to 1 p.m. or 8 a.m. to 4 p.m. shifts. As a result, the Main Library custodians assigned to the 10 a.m. to 6 p.m. shift also cover the branches after 4 p.m., on an as-needed basis. CPL created three dyads (i.e., two locations) and one triad (i.e., three locations) whereby close proximity and small branches share custodians. Custodians assigned to these alternate the start of their work day among assigned branches.

Custodial procedures manuals outline the general cleaning and grounds keeping tasks to be completed during each shift. In addition, custodians are responsible for the following:

- Cleaning associated with the meal program offered at all branches through the Greater Cleveland Food Bank;<sup>5</sup>
- Dock responsibilities at the Main Library, including trash collecting, receiving and unloading deliveries, cleaning and fueling vehicles, and distributing keys; and
- Setting-up and tearing-down of CPL events including arrangement of tables, desks, and chairs.

It is important to note that event details are submitted via work orders; however, the PM Department does not record, on work orders or any other document, the time custodians spend setting up and tearing down events.

NCES, in the *Planning Guide for Maintaining School Facilities*, developed shift-based custodial operations standards which are applicable to library settings. **Table 5** shows the NCES cleaning levels, providing a general description as well as median square footage per FTE per shift. This is important because it provides an industry standard useful for contextualizing the appropriateness of custodial staffing levels.

**Table 5: NCES Cleaning Levels**

Cleaning Level	Description	Median Square Feet per Shift per FTE
Level 1	Spotless building as found in hospital or corporate suite	10,500
Level 2	Uppermost standard; generally reserved for restrooms, special education and kindergarten areas, and food service areas	19,000
<b>Level 3</b>	<b>Acceptable to most stakeholders and poses no health issues</b>	<b>29,500</b>
Level 4	Not normally acceptable	47,500
Level 5	Can rapidly lead to an unhealthy situation	87,500

Source: NCES

As shown in **Table 5**, Level 3 cleaning, or 29,500 square feet per shift per FTE, is acceptable to most stakeholders.

**Table 6** uses the NCES level 3 benchmark to provide an initial assessment of CPL's square feet per custodial FTE by facility. This analysis serves to provide a gauge of custodial staffing relative to the square footage of each facility. It is important to note that while this analysis includes total square footage for each facility; all spaces are not cleaned with the same frequency due to their use.<sup>6</sup>

<sup>5</sup> This program provides children with dinner during the school year and lunch during the summer.

<sup>6</sup> Total square footage was the only square footage available for use in the analysis. However, the routinely cleaned square footage is the most appropriate point of comparison as it represents the actual routine workload.

**Table 6: Square Feet per Custodial FTE**

Facility <sup>1</sup>	Custodial FTE <sup>2</sup>	Square Feet	Square Feet per Custodial FTE
Hough	1.00	7,155	7,155
Addison	1.00	7,500	7,500
Sterling	1.00	8,026	8,026
Langston-Hughes	1.00	8,370	8,370
Lorain	1.00	8,400	8,400
Fleet	1.00	8,900	8,900
Union	1.00	9,100	9,100
Rockport	1.00	9,200	9,200
South Brooklyn	1.00	10,200	10,200
<b>NCES Level 1 Cleaning Benchmark - Median</b>			<b>10,500</b>
Glenville	1.00	11,800	11,800
Eastman	1.00	12,000	12,000
Walz	1.00	12,843	12,843
Collinwood	1.00	14,100	14,100
Brooklyn + Fulton	1.00	14,200	14,200
Rice	1.00	15,632	15,632
East 131 <sup>st</sup> + Harvard-Lee + Mt. Pleasant	2.00	32,700	16,350
Jefferson + South	1.00	17,767	17,767
Martin Luther King, Jr.	1.00	18,200	18,200
<b>NCES Level 2 Cleaning Benchmark - Median</b>			<b>19,000</b>
West Park	1.00	19,454	19,454
Carnegie West	1.00	25,000	25,000
<b>NCES Level 3 Cleaning Benchmark - Median</b>			<b>29,500</b>
Lake Shore + Memorial Nottingham	4.50	136,548	30,344
Main Library	19.75	631,463	31,979
Garden Valley + Woodland	1.00	32,233	32,233
<b>NCES Level 4 Cleaning Benchmark - Median</b>			<b>47,500</b>
<b>Total – All Facilities</b>	<b>46.25</b>	<b>1,070,791</b>	<b>23,152</b>
<b>NCES Level 3 Cleaning Benchmark - Median</b>			<b>29,500</b>
<b>Initial Benchmarked Staffing Need in FTEs</b>			<b>36.30</b>
<b>Custodial FTEs Above/(Below) Benchmark</b>			<b>9.95</b>
<b>Adjusted Benchmarked Staffing Need in FTEs <sup>3</sup></b>			<b>38.71</b>
<b>Custodial FTEs Above/(Below) Adjusted Benchmark</b>			<b>7.53</b>

Source: CPL and NCES

<sup>1</sup> Listings with more than one branch are the previously noted dyads or triad sharing custodians.

<sup>2</sup> Includes 4.0 FTE Main Library and 1.0 FTE Lake Shore custodial supervisors because they are working supervisors with cleaning responsibilities.

<sup>3</sup> Adjusted to account for the CPL custodial work day of 7.5 hours while the benchmark is based on an 8 hour day.

As shown in **Table 6**, square footage cleaned per FTE varies greatly between facilities. Nine branches are cleaned below the NCES Level 1 median, a level generally reserved for hospitals and corporate suites. Conversely, three branches, including the Main Library, are cleaned above the NCES Level 3 median, a level generally considered acceptable to most stakeholders. It is

important to note that stakeholder expectations of cleanliness may vary among CPL's branches due to user differences or different types of facility use.

In total, custodians cleaned an average of 23,152 square feet per FTE putting it 9.95 FTEs above the NCES Level 3 benchmark. However, Custodians at CPL work a 7.5-hour shift, not an 8-hour shift, upon which the NCES benchmark is based. After adjusting for the 7.5-hour shift, CPL will need 38.71 FTEs to meet the benchmark, still putting it 7.53 FTEs above the benchmark. Furthermore, CPL custodians have responsibilities outside the norm for custodians, such as the set-up and tear-down of events, clean-up from meal programs, and vehicle and dock responsibilities.

In 2014, the San Francisco Public Library completed a custodial services assessment which included custodial coverage and staffing deployment. To determine coverage and deployment, the analysis factored branch characteristics such as annual visits, square footage, and cleaning level tier as determined by San Francisco Public Library management. Cleaning level tier one was reserved for branches that were large and/or heavily trafficked while cleaning level tier two was reserved for smaller and/or less busy branches. Although this assessment did not identify definitive cleaning benchmarks, because it relied on unique branch characteristics, the methodology could still serve as a guide for CPL in creating effective staffing benchmarks.

Two peers, Columbus and Cuyahoga County, contract for their custodial positions. Although CPL's CBA with SEIU 1199 prohibits contracting for this type of work, it allows the Library to determine the adequacy of the work force, effectively manage the work force, and change existing custodial hours to meet its needs in consultation with SEIU representatives.

### *Maintenance Mechanic Staffing*

CPL employs 7.0 FTE maintenance mechanics<sup>7</sup> and 1.0 FTE Maintenance Mechanic Foreman. Maintenance mechanics perform general maintenance tasks and repair and maintain HVAC, plumbing, and electrical systems on two rotating shifts working either 8 a.m. to 4 p.m. or 10:30 a.m. to 6:30 p.m. The Maintenance Mechanic Foreman assigns work orders to the maintenance mechanics based on areas of expertise. All maintenance mechanics report to the Main Library each morning to collect their work orders, supplies/materials, and vehicles to travel to the branches to complete the work. Because CPL does not have a one-to-one vehicle ratio for its maintenance mechanics, maintenance mechanics sometime share a vehicle (see **R.3** for additional analysis on fleet utilization). CPL does not use data from work orders to inform staffing and capital decisions because it does not track the length of time to complete a task, supplies/materials costs, or repeat issues on work orders (see **R.1** for additional analysis on work orders).

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<sup>7</sup> During the course of the performance audit, CPL hired 1.0 FTE maintenance mechanic increasing maintenance mechanic staffing from 6.0 to 7.0 FTEs.

**Table 7** compares CPL’s maintenance staff per square foot to the peer libraries. Analyzing maintenance staff in relation to total area provides a gauge on the appropriateness of staffing by normalizing each entity for size.

**Table 7: Maintenance Staffing Comparison**

	CPL	Columbus	Cuyahoga <sup>1</sup>	Toledo Lucas
Maintenance Mechanic FTEs	7.0	11.0 <sup>2</sup>	7.0	7.0
Supervisor FTEs	1.0	1.0	3.0	1.0
<b>Total Maintenance FTEs</b>	<b>8.0</b>	<b>12.0</b>	<b>10.0</b>	<b>8.0</b>
Branches	30 <sup>3</sup>	23	28	20
Square Footage	1,070,791	921,133	783,000	574,976
<b>Square Footage per FTE</b>	<b>133,849</b>	<b>76,761</b>	<b>78,300</b>	<b>71,872</b>

Source: CPL and peers

<sup>1</sup> Includes 3.0 FTE HVAC technicians and 1.0 FTE HVAC supervisor.

<sup>2</sup> Includes 2.0 FTE lead maintenance technicians.

<sup>3</sup> Includes the Main Library, Lake Shore facility, and neighborhood branches.

As shown in **Table 7**, CPL’s maintenance staff is responsible for significantly more square feet in aggregate, and per FTE, than the peers. However, each peer library assigns its maintenance staff to geographic regions or specific branches. Columbus assigns 1.0 FTE maintenance technician for every 4 to 5 branches and the maintenance technicians at its main branch are also assigned to one additional branch. Cuyahoga County assigns its maintenance technicians to specific branches in order to build familiarity with branch systems and staff. Similarly, Toledo Lucas assigns its maintenance mechanics to geographical zones with 3.0 FTE maintenance technicians assigned to the branches and 4.0 FTEs assigned to its main branch. Further, Columbus and Cuyahoga County use CMMS software to determine the amount of time spent on work orders, repeat issues, and costs. Tracking this information allows these libraries to determine the number of staff they need to perform daily tasks, preventive maintenance, and predictive maintenance. For example, Columbus used CMMS data to show that 1,300 work orders would not be completed if a vacant maintenance technician was not filled.

### *Carpenter/Painter Staffing*

CPL employs 3.0 FTE carpenters, 3.0 FTE painters, and 1.0 FTE carpenter/painter foreman. Carpenters perform general carpentry tasks; build cabinets, book shelves, and countertops; patch potholes; plow snow; and repair concrete. Additionally, carpenters respond to after-hours emergencies, such as covering broken windows. Carpenters work staggered shifts with 2.00 FTEs working 7:30 a.m. to 3:30 p.m. and 1.00 FTE working 9 a.m. to 5 p.m. Painters perform general painting tasks and patch walls and work 7:30 a.m. to 3:30 p.m. The work of carpenters and painters is driven primarily by work orders which the foreman assigns based on skill. Carpenters and painters report to the Woodland Branch/Annex to collect their work orders, supplies/materials, and vehicles and then travel to other branches to complete the work. Consistent with custodians and maintenance mechanics, CPL does not use data from work orders to inform staffing and capital decisions because it does not track the length of time to complete a task, supplies/materials costs, or repeat issues on its carpenter and painter work orders.

None of the peer libraries employ carpenters and painters. Although the peers' maintenance technicians completed small carpentry and painting tasks, they contracted for larger or more complex tasks.

### *PM Department Staffing*

CPL does not use benchmarks or track key data, making it difficult to determine if the PM Department is appropriately staffed. Further, CPL does not track how much time is spent on PM Department responsibilities. The Library should create benchmarks to determine staffing levels in each functional area. This could be accomplished by tracking work order information, assigning staff to zones similar to the peers, or using existing industry benchmarks. Doing so will enable CPL to align or distribute staff in the most efficient and effective manner.

### **R.3 Determine optimal fleet size and develop utilization criteria**

The Library operates a fleet of 30 vehicles to support services and operations and the PM Department is responsible for management of this fleet.

**Table 8** shows vehicle assignments as of December 2017. This data set shows the distribution of vehicles among staff members/departments and locations.

**Table 8: Vehicle Assignments**

Location	Staff Member/Department	Number of Vehicles
Main Library	Safety & Protective Services	5
Main Library	Pool Vehicles	4
Main Library	Property Management Maintenance Mechanics	4
Woodland Branch/Annex	Property Management Carpenters/Painters	4
Main Library	CLEVNET Library Cooperation	3
Woodland Branch/Annex	Delivery Trucks	3
Woodland Branch/Annex	Mobile Services	3
Lake Shore	Pool Vehicle	1
Main Library	Deputy Director/COO	1
Main Library	Executive Director	1
Main Library	TechCentral	1
<b>Total Vehicles</b>		<b>30</b>

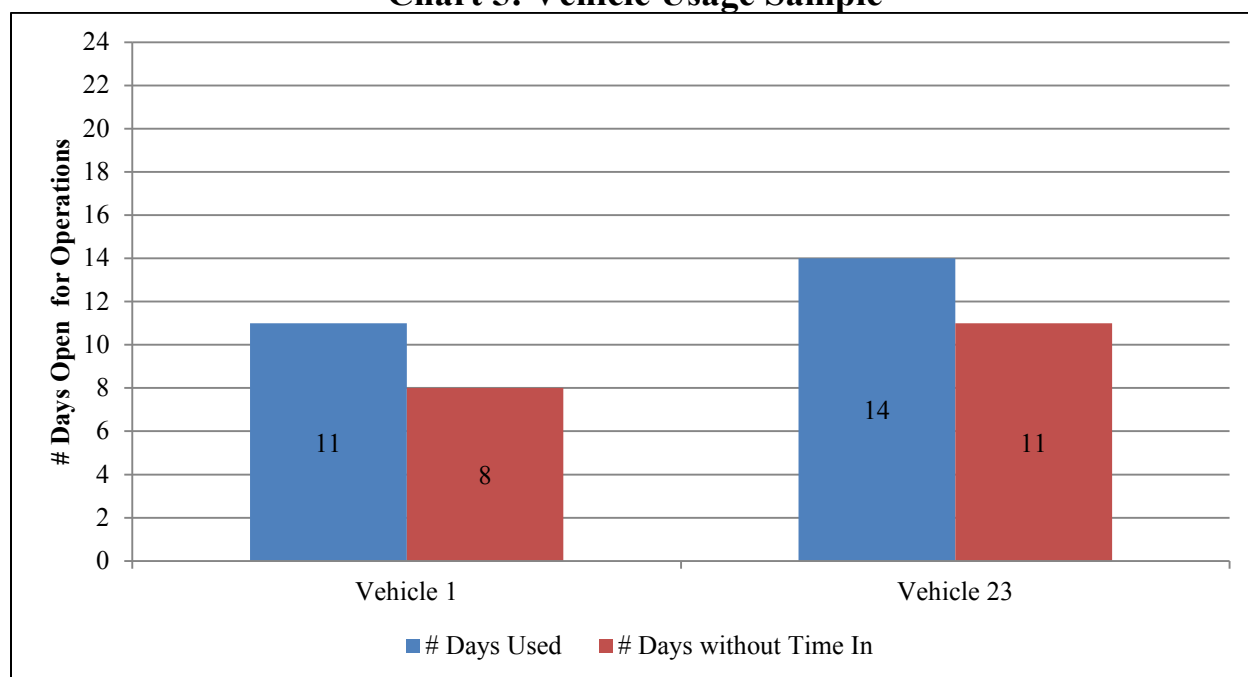
Source: CPL

As shown in **Table 8**, CPL's fleet consists of 30 vehicles, 25 of which are assigned to staff members or departments. The PM Department has eight assigned vehicles, four that are assigned to the 7.0 FTE maintenance mechanics and four that are assigned to the 6.0 FTE carpenters and painters. PM Department supervisors, including the Director of Property Management, and custodians do not have assigned vehicles; rather, they have to reserve a pool vehicle to travel between facilities. CPL maintains five pool vehicles, in part, because the Main Library has limited parking capacity and no parking lot. Four of the pool vehicles are housed at the Main Library and one is housed at Lake Shore. Staff members who reserve a pool vehicle at the Main Library are expected to complete the vehicle use log which records the name, department, vehicle number, date, time-out, and time-in.

According to *Federally Owned Vehicles: Agencies Should Improve Processes to Identify Underutilized Vehicles* (United States Government Accountability Office (GAO), 2017), utilization criteria are the standards used by an organization to define a vehicle's minimum use to help decide which vehicles to eliminate from the fleet. However, CPL does not maintain or track data necessary to evaluate utilization. Specifically, staff members, do not consistently record the time-out (i.e., the time the vehicle leaves) and time-in (i.e., the time the vehicle is returned) when using a vehicle thereby preventing the calculation of utilization rates based on hours of use. OPT reviewed the sign-out sheets for two pool vehicles for January 2017.

**Chart 5** shows the results of a detailed review of two pool vehicles for January 2017, during which CPL was open for 24 days. Further, it shows the number of days a time-in was not recorded for the number of days each vehicle was used. Analyzing this vehicle sample could provide an indication on whether data critical to determining vehicle utilization is recorded.

**Chart 5: Vehicle Usage Sample**



Source: CPL

As shown in **Chart 5**, neither pool vehicle was used every day the Library was open in January 2017. Further, time-in data was not recorded for the majority of instances a vehicle was used and a similar pattern is evident in calendar years 2015, 2016, and the remainder of 2017 where data was available.<sup>8</sup> Additionally, CPL does not track the annual mileage for each vehicle and the sign out sheet also does not record trip mileage; both factors that prevent even a basic assessment

<sup>8</sup> CPL was unable to produce vehicle use logs from February 10, 2017 through June 12, 2017.

of utilization rates based on miles traveled. Finally, CPL has not established utilization expectations or criteria which are instrumental to assessing utilization and helping identify an optimal fleet size.

The peer libraries operate fleets of the following sizes and compositions:

- **Columbus:** maintains a fleet of 21 vehicles, including one pool vehicle. Additionally, Columbus has nine maintenance vehicles for its 12 maintenance and lead technicians. Maintenance technicians assigned to its main branch share a vehicle, while those assigned to the other branches and the lead technicians are assigned their own vehicles.
- **Cuyahoga:** maintains a fleet of 37 vehicles, all of which are assigned to a staff member or department. In regards to its facilities staff, Cuyahoga County has a 1:1 vehicle to employee ratio. Also, Cuyahoga County uses a fleet management information system (FMIS) to track key data, such as mileage, fuel consumption, idle time, location, speed, and utilization rate. Although its average utilization rate was 43.0 percent for 2017, it has not established a utilization target.
- **Toledo Lucas:** maintains a fleet of 15 vehicles; including one pool vehicle and six assigned to its Facilities and Operations Department. Of these six, three are assigned to maintenance technicians who work at the branches with the remaining three used as pool vehicles by Facilities and Operations staff, including the maintenance technicians assigned to the main branch.

It should be noted that while CPL has limited parking at the Main Library, each peer library has a parking lot for each branch, including those located in an urban center.

*Bulletin FMR B-43: Motor Vehicle Management* (United States General Services Administration (GSA), 2017) recommends the following process to determine the optimal fleet:

- Develop utilization criteria;
- Conduct a vehicle allocation methodology study at least every five years;
- Identify mission critical vehicles;
- Determine the optimal fleet inventory; and
- Acquire and dispose of vehicles to achieve optimal fleet inventory.

In developing utilization criteria, the GSA notes it may be identical across the fleet or vary based on use. The criteria must be specific and objective, however, and may include:

- Miles traveled;
- Hours used;
- Trips per day, week, or month;
- Vehicle age and condition;
- Vehicle down time; and
- Mission criticality.

CPL should identify its optimal fleet size and track utilization rates for each vehicle. Doing so will help ensure CPL operates the most efficient fleet to achieve its mission.



#### **R.4 Develop vehicle use policies and procedures including a reservation process**

CPL does not have formal policies and procedures documenting and communicating the proper use of vehicles, including the collection of information necessary to manage the fleet. At the Main Library, vehicle reservation and dispatch responsibilities are split between the PM Department's Administrative Assistant and loading dock custodians for eight vehicles (i.e., four pool vehicles, three CLEVNET vehicles, and one TechCentral vehicle).<sup>9</sup> For vehicles at the Main Library, there are three primary sources for vehicle use data and information, including; the reservation log, vehicle use log, and mileage log. However, all three logs are paper-based and are not aggregated for fleet management purposes. Further, the vehicle use log is not completely filled out and the mileage logs are not routinely filled out (see **R.3**).

To reserve a vehicle, employees contact the PM Department's Administrative Assistant via telephone or email and communicate a request. The Administrative Assistant then manually records the request on the reservation log as well as the date, time, and requestor's name. Dock custodians, who are responsible for distributing and collecting vehicle keys, duplicate this effort, verifying their copy of the reservation log to the Administrative Assistant's log on a daily basis. CPL's paper-based vehicle reservation process provides useful fleet management information, but the vehicle use log records information chronologically for all eight vehicles rather than separately for each vehicle. This results in paper-based data and information that is cumbersome and time consuming to review.

When employees use a vehicle, they are expected to complete the vehicle use log located at the dock. This log records the name, department, vehicle number, date, time-out, and time-in. Additionally, employees are expected to enter specific mileage and destination information for each trip into the mileage log, which is kept in each vehicle. However, neither the vehicle use log nor the mileage logs are routinely or completely filled out and there are no formal CPL policies and procedures specifically requiring this to be done.

Finally, no CPL employee is directly responsible for ensuring that the vehicle use log or mileage logs are completed in an accurate manner. As a result, key data, such as time-out, time-in, and mileage, are not consistently recorded (see **R.3**). The Director of Property Management stated the Library has never had a practice of tracking vehicle data. Although CPL considered an online scheduling system as part of the scope of an internal fleet work group, it did not implement one given the limited number of pool vehicles to manage.<sup>10</sup>

ORC § 125.832 assigns the Ohio Department of Administrative Services (DAS) the responsibility of operating a fleet management program for all State-owned vehicles consistent with recognized fleet management best practices. The purpose of the State of Ohio fleet

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<sup>9</sup> Employees at Lake Shore are responsible for manually recording their own vehicle reservations for the one pool vehicle located there.

<sup>10</sup> CPL convened an internal work group in 2016 with the goal of identifying the cost of vehicle usage, determining whether to purchase or lease vehicles, and creating a centralized online scheduling system.

management program is to operate a cost-effective and efficient fleet, achieved through the collection and analysis of pertinent vehicle data. DAS collects vehicle data, such as mileage and costs, from State agencies, examines utilization and operating costs, and monitors fuel purchases. To assist with its responsibilities, DAS implemented FleetOhio, a FMIS, to record vehicle utilization data and vehicle reservations. ORC § 125.832 and Ohio Administrative Code (OAC) 123:6-1-04 require agencies electing to oversee their own fleets to designate a fleet manager and analyze fleet performance and vehicle data, such as the cost-per-mile and miles-per-gallon.

Additionally, the *Fleet Manager's Manual* (DAS, 2009) requires State agencies to develop internal policies and procedures to govern fleet operations. Policies should address the completion of vehicle logs, maintenance history, fueling procedures, oversight of fuel cards, and specific driver responsibilities. Specifically, driver responsibilities include accurate reporting of mileage and other vehicle information, submission of receipts and documents for fuel and maintenance transactions, and responsibility to pay for all traffic and parking violations and fines. Policies should be distributed to current employees and be included in new-hire training.

The Auditor of State's Office (AOS) conforms to ORC and DAS requirements concerning fleet management. Specifically, AOS assigns fleet manager responsibilities to an existing administrative position. In addition to other responsibilities, the AOS fleet manager is responsible for taking vehicle reservations, maintaining accurate vehicle mileage and maintenance records, and reporting accurate vehicle mileage and maintenance to DAS. AOS uses a paper-based reservation and record-keeping process whereby the fleet manager receives and records reservations for three pool vehicles and distributes and collects vehicle keys. Each vehicle is assigned a binder that includes the vehicle key, parking pass, fuel card, fueling instructions, insurance records, road-side assistance information, and a use log. The use log documents the driver's name, date, purpose for using the vehicle, beginning and ending mileage, and amount of fuel purchased. Employees are required to fill out the use log for each trip and submit all fuel receipts upon returning the vehicle. The fleet manager ensures the information is properly completed after each use and all items are returned in the binder. Having a single fleet manager with these responsibilities prevents duplication of effort, but, more importantly, ensures that complete, accurate information necessary to properly maintain and manage the vehicles is collected in a timely manner.

Further, the AOS *Employee Policy Manual* includes guidance on the reservation of pool vehicles, authorized and unauthorized use, compliance with vehicle and traffic laws, driver responsibilities, and record keeping. Driver responsibilities include:

- Recording the date(s) of use, destination, beginning and ending mileage, and all fuel purchases on the usage log;
- Ensuring lights, turn signals, brake lights, and other equipment are operational;
- Returning the vehicle with a full tank of gasoline, documenting the current mileage at the time of refueling, and submitting the gas receipt to the fleet manager;
- Returning the vehicle to its designated parking area; and
- Returning the vehicle litter free.

The peer libraries track data and manage their fleets as follows:

- **Columbus:** assigns a transportation supervisor to manage fleet operations and reservations for one pool vehicle. Additionally, spreadsheets are used to track vehicle mileage, fuel costs, owner/driver information, and maintenance costs.
- **Cuyahoga:** employs a shipping/fleet manager and operates a FMIS to track vehicle utilization data, such as mileage, idle time, speed, and number of trips, as well as maintenance costs, fuel consumption, and fuel economy. Although the FMIS has vehicle reservation capabilities, this feature is not used because there are no pool vehicles.
- **Toledo Lucas:** uses spreadsheets to track vehicle costs, including maintenance and repairs, with the finance department responsible for recording reservations in an electronic calendar for one administrative pool vehicle and distributing vehicle keys.

Having formal policies and procedures, and assigned responsibilities for managing the processes, will help to ensure that all CPL employees are consistently providing vehicle information necessary for effective fleet management. In support of this goal, the Library should consider assigning a binder to each vehicle, tracking vehicle use and costs in electronic spreadsheets, creating an electronic reservation system, designating a fleet manager to oversee the process, and/or purchasing a FMIS.

### **R.5 Develop a vehicle procurement process that takes into account life-cycle costing**

According to *Federal Vehicle Fleets – Leading Practices for Managing Fleet Operations* (GAO, 2015), a “life-cycle cost analysis – which captures vehicles costs from the beginning to the end of the vehicle ownership – can help agencies make cost-effective fleet management decisions.”

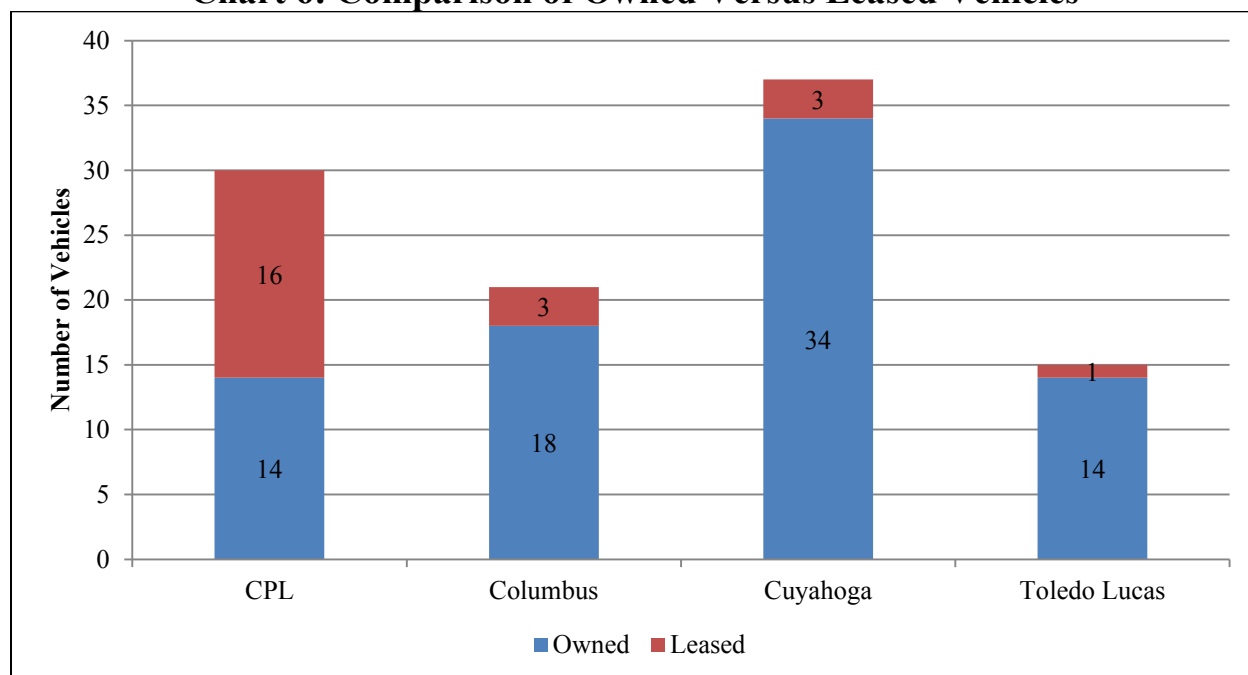
CPL does not have a vehicle replacement policy and does not calculate the life-cycle cost for each vehicle because it lacks the data necessary to perform the calculations (see **R.3** and **R.4**). In lieu of a life-cycle cost determination, CPL relies on vehicle age, condition, and resale value when determining if a vehicle needs replacement. In the past, the Library had a practice of replacing two vehicles each year, but ceased doing so approximately 10 years ago due to declining revenue. Afterward, CPL purchased vehicles based on available funds and operational need until December 2014 when the Library leased 12 vehicles via an open-ended lease. The Library leased an additional two vehicles per year in 2016 and 2017. Under an open-end lease, CPL receives the positive equity or pays the negative equity for vehicles at the end of the lease period.<sup>11</sup> Since the lease term has not expired, it is unknown if the Library will receive positive equity.

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<sup>11</sup> At lease termination the lessor sells the vehicle. If the proceeds of the sale are greater than the residual value in the contract, CPL receives the additional proceeds, or receives the positive equity. If the proceeds of the sale are less, CPL reimburses the lessor for the difference, or pays the negative equity.

**Chart 6** shows CPL's owned and leased fleet compared to the peers. This analysis provides context to the Library's fleet procurement methods relative to peer libraries.

**Chart 6: Comparison of Owned Versus Leased Vehicles**



Source: CPL and peers

As shown in **Chart 6**, CPL leases significantly more vehicles than the peer libraries. The Library's practice to rely heavily on leased vehicles, starting in December 2014, dramatically decreased the age of the fleet, but at the same time created a replacement bubble whereby a large number of vehicles will need replaced at one time.

As previously noted, CPL convened an internal work group in 2016, which included the Director of Property Management, with the goal of identifying the cost of vehicle usage, determining whether to purchase or lease vehicles, and creating a centralized online scheduling system. Cost of vehicle usage and the decision to purchase versus lease are integral to effective fleet management and replacement practices. While the work group did not reach a definitive conclusion on the decision to lease versus purchase, it did develop a vehicle cost calculation. Specifically, the work group calculated the cost for each vehicle using the following variables:

- Original purchase price or lease payment;
- Fuel;
- Repairs;
- Supplies;
- Insurance; and
- Depreciation, for owned vehicles.

Due to limitations on the way that CPL records and maintains vehicle data (see **R.3** and **R.4**) the cost calculations were based on historical information, some of which was not specifically recorded in a way that was identifiable to a single vehicle. As a result, total costs were spread out

over all vehicles resulting in a high-level average cost per vehicle for the supplies and insurance variables. Only in specific circumstances where an invoice identified a single vehicle were supplies costs able to be allocated to that vehicle, but this was done so over and above the average cost allocation. In addition, although CPL has a dedicated automotive mechanic, this employee's labor time was not tracked or allocated toward the vehicle costs. Ultimately, the results of the work group's cost calculations are not being used to guide, or significantly inform, CPL's fleet decision-making.

*Federal Vehicle Fleets: Leading Practices for Managing Fleet Operations* (GAO, 2015) identifies the following leading practices to improve fleet management:

- Maintaining a well-designed fleet management information system allows managers to monitor fleet performance and conduct the analysis needed for management decision making. To be comprehensive, a FMIS should include data on critical aspects of fleet management, such as costs, utilization, and repair and service history. Costs include direct costs such as fuel, repairs, and vehicle depreciation, as well as indirect costs such as personnel costs, office supplies, building rental, and utility costs. Utilization information should include mileage or other metrics to justify owning or leasing the vehicle.
- Analyzing life-cycle costs to inform procurement decisions captures vehicle costs from the beginning to the end of the vehicle ownership. This can help agencies make cost-effective fleet investment decisions, such as when to replace a vehicle, and whether to purchase or lease that vehicle. When agencies consider life-cycle cost information along with information on costs and benefits of alternatives, they can better evaluate investment options and make choices that cost-effectively meet their mission.

Further, *Federal Vehicle Fleets: Adopting Leading Practices Could Improve Management* (GAO, 2014) noted that life-cycle costs should include the cost of special equipment installed on a vehicle.

CPL should calculate the life-cycle cost for each vehicle based on all direct and indirect costs. Doing so would help CPL compare costs for owned versus leased vehicles to ensure it operates and procures vehicles in the most efficient and cost effective manner.

## Appendix A: Scope and Objectives

Generally accepted government auditing standards require that a performance audit be planned and performed so as to obtain sufficient, appropriate evidence to provide a reasonable basis for findings and conclusions based on audit objectives. Objectives are what the audit is intended to accomplish and can be thought of as questions about the program that the auditors seek to answer based on evidence obtained and assessed against criteria.

In consultation with the Library, OPT identified the following initial scope areas for detailed review: Property Management and Fleet Utilization. During the initial planning process, OPT worked collaboratively with the Library to develop a final scope and audit objectives. The final scope includes: Property Management and Fleet Utilization.

Based on the agreed upon scope, OPT developed six objectives designed to identify improvements to economy, efficiency, and/or effectiveness. **Table A-1** shows the objectives assessed in this performance audit and references the corresponding recommendation(s) when applicable.

**Table A-1: Audit Objectives and Recommendations**

Objective	Recommendation
<b>Property Management</b>	
What opportunities exist for CPL to improve the efficiency and/or effectiveness of its work order process in relation to industry standards and/or leading practices?	<b>R.1</b>
What opportunities exist for CPL to improve the efficiency and effectiveness of its Property Management staffing in relation to industry standards and leading practices?	<b>R.2</b>
What opportunities exist for CPL to improve the efficiency and effectiveness of its custodial staff scheduling in relation to industry standards and leading practices?	<b>N/A</b>
<b>Fleet Utilization</b>	
What opportunities exist for CPL to improve the efficiency and/or effectiveness of its fleet utilization, including size and composition, in relation to industry standards and/or leading practices?	<b>R.3</b>
What opportunities exist for CPL to improve the efficiency and/or effectiveness of the vehicle reservation process in relation to industry standards and/or leading practices?	<b>R.4</b>
What opportunities exist for CPL to improve the efficiency and/or effectiveness of its fleet procurement in relation to industry standards and/or leading practices?	<b>R.5</b>

Note: Although assessment of internal controls was not specifically an objective of this performance audit, internal controls were considered and evaluated when applicable to scope areas and objectives.

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## Appendix B: Additional Comparisons

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### *Custodial Staff Scheduling*

CPL currently has two primary custodial shifts at the Main Library, 5 a.m. – 1 p.m. or 10 a.m. – 6 p.m. (see **Table 4** on page 12). Although both custodial shifts are currently “day” shifts, this was not always the case. For example, CPL moved all Main Library custodians to day shift approximately nine years ago as part of a cost savings strategy. Prior to that time, the Library operated a third custodial shift that worked 6 p.m. – 2 a.m. According to the Library’s CBA with SEIU 1199, custodians receive premium pay equal to 5.0 percent of their hourly rate or \$0.30, whichever is greater, for every hour worked before 7 a.m. or after 6 p.m.

CPL’s salary cost to operate the current two shifts at the Main Library is \$684,000 while the estimated salary cost for reinstating a third shift would be \$712,100, or \$28,100 more. This estimate is based on the lowest paid custodians and supervisors working the third shift and receiving premium pay for the entire shift in accordance with the CBA. The cost difference would increase if higher paid custodians and supervisors worked the third shift.

## **Client Response**

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The letter that follows is the Library's official response to the performance audit. Throughout the audit process, staff met with the Library management to ensure substantial agreement on the factual information presented in the report. When management disagreed with information contained in the report, and provided supporting documentation, revisions were made to the audit report.





## CLEVELAND PUBLIC LIBRARY

325 Superior Avenue • Cleveland, Ohio 44114 • 216.623.2800 • www.cpl.org

March 1, 2018

Mr. David Yost  
Auditor of State  
88 East Broad Street, 5<sup>th</sup> Floor  
Columbus, OH 43215

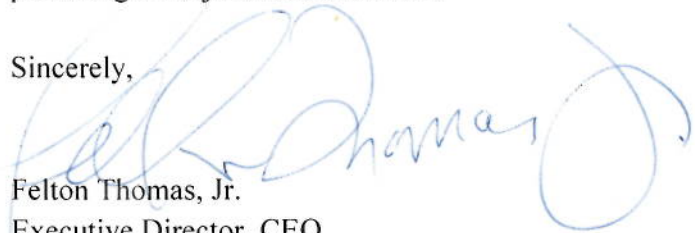
Dear Auditor Yost,

The Cleveland Public Library would like to thank the Ohio Performance Team for their time, effort and expertise in providing an independent assessment of operations to help the Library improve performance, reduce costs, and make informed, data-driven decisions. The audit was performed at the request of the Board of Trustees and the administration and will greatly assist the Library with the opportunities that were identified to improve accountability, efficiency and effectiveness within the property management and fleet operations.

The Library administration has reviewed the recommendations and management information contained in the performance audit report. The Library recognizes the need and has wanted to procure a computerized maintenance management system (“CMMS”) that will allow the use of electronic applications on a handheld device for the CMMS system along with the Building Automation system and looks forward to reviewing CMMS software options. The Library has identified the need for staff capacity to assist with this and has prepared a job description to move forward with this recommendation.

The Library administration will continue to analyze and use this report to help make informed decisions and implement best practices to provide our taxpayers’ with the best return on their investment. The performance audit was very thorough and we appreciated the time taken in carefully providing an objective assessment.

Sincerely,

  
Felton Thomas, Jr.  
Executive Director, CEO

**Board of Library Trustees**

Maritza Rodriguez, President • Alesha Washington, Vice President • Thomas D. Corrigan, Secretary  
Alice G. Butts • John M. Hairston, Jr. • Alan Seifullah • Anthony T. Parker

**Felton Thomas, Jr., Executive Director, CEO**

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# Dave Yost • Auditor of State

**CLEVELAND PUBLIC LIBRARY**

**CUYAHOGA COUNTY**

**CLERK'S CERTIFICATION**

**This is a true and correct copy of the report which is required to be filed in the Office of the Auditor of State pursuant to Section 117.26, Revised Code, and which is filed in Columbus, Ohio.**

*Susan Babbitt*

**CLERK OF THE BUREAU**

**CERTIFIED  
MARCH 15, 2018**