RON GALPERIN
CONTROLLER

May 12, 2014

Mr. Steve Reneker, General Manager
Information Technology Agency
200 N. Main Street, Room 1400
Los Angeles, CA 90012

Dear Mr. Reneker:

Enclosed is the final report of the "Performance Audit of 3-1-1." The draft report was provided to your Office on January 24, 2014, and an exit conference was held on January 30, 2014. Comments provided by your staff were considered prior to finalizing the report.

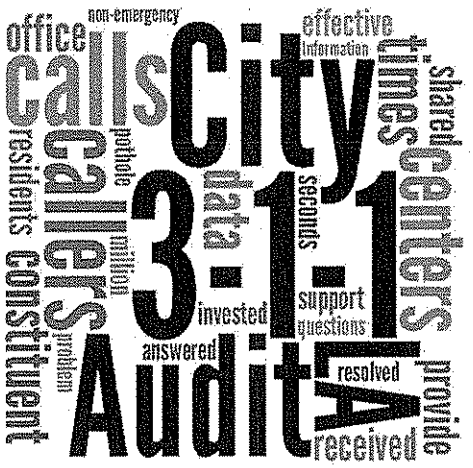
Please review the final report and advise the Controller's Office by June 12, 2014 of the actions planned and/or taken to implement the report's recommendations. An electronic template can be provided to your staff to facilitate this process.

If you have any questions or comments, please contact me at farid.saffar@lacity.org or (213) 978-7392.

Sincerely,

FARID SAFFAR, CPA
Director of Auditing

cc: Ana Guerrero, Chief of Staff, Office of the Mayor
Miguel A. Santana, City Administrative Officer
Gerry F. Miller, Chief Legislative Analyst
Holly L. Wolcott, Interim City Clerk
Independent City Auditors



CITY OF LOS ANGELES

Performance Audit of Los Angeles 3-1-1

May 12, 2014

RON | GALPERIN
Los Angeles City Controller

controller.lacity.org

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PERFORMANCE AUDIT OF LOS ANGELES 3-1-1

EXECUTIVE SUMMARY

The Office of the City Controller has completed a performance audit of the City of Los Angeles' 3-1-1 contact center. This audit was conducted because Los Angeles 3-1-1 is one of the City's most prominent contact channels used by constituents to access City information and services. Our audit sought to assess whether 3-1-1 had the right mix of tools, resources, and management practices to provide a seamless constituent contact experience. We found that while Los Angeles 3-1-1 continues to provide an important public service, 3-1-1 operates more like a traditional switchboard operator than a centralized and consolidated customer service system, and underperforms when compared to benchmark and industry performance metrics, including call waiting and call abandonment. While the City has recently embarked on new technology to enable the public to use mobile services through MyLA3-1-1 and ControlPanel LA, there remains a need for a telephone system to provide contact through an operator or self-service options.

3-1-1 is one aspect of Constituent Relationship Management (CRM), which refers to a discipline of constituent-focused management of government. A common feature of all successful CRM projects is an executive sponsor who champions change. This sponsor is able to direct resources to the project, clearly articulate the value proposition throughout the organization to implement necessary change, and garner support from the constituent community.

When examining benchmarks, we looked at other large cities across the nation. What we found was that effective 3-1-1 programs consolidate call centers, offer effective online self-help services and provide a unified portal staffed by people who can resolve constituent questions truly with one call to city hall.

The City's 3-1-1 contact center needs to be organizationally situated where there is a sustained level of executive leadership and support, where constituent service and contact management is a core mission, and where cross-departmental collaboration is ensured. For these reasons, we recommend that the support and reporting structures of Los Angeles 3-1-1 operations be linked more directly to a sustained and accountable source of executive leadership--by placing it within an elected office, City department, or other oversight entity that has the attributes outlined in this audit.

The responsible organization should be well-versed in constituent services and should possess the organizational authority to ensure inter-departmental participation and collaboration. In addition, we recommend that 3-1-1 implement quarterly and annual

performance reporting through a metrics-driven system that is shared with policymakers.

Until an organizational change is effected, ITA management remains responsible for implementing recommendations to improve 3-1-1 operations, such as improving average call abandon rates, reducing average call waiting time and developing interactive scripts for the most popular services. In addition, ITA will continue to be responsible for implementation of new technology and other system enhancements.

I. BACKGROUND

In 1996, as a response to the increasing burden of non-emergency calls to 9-1-1, the U.S. Federal Communications Commission created and authorized the "3-1-1" number for citizens to access municipal services. Local jurisdictions nationwide utilize the 3-1-1 number to direct callers to a constituent contact center staffed by operators who answer inquiries and process requests for services. The 3-1-1 contact center consolidated and was intended to streamline the telephone-based communication channel for many jurisdictions; hence, municipalities often use the slogans, "One Call Does It All" or "One Call to City Hall" (as used by Los Angeles 3-1-1) to refer to their 3-1-1 contact centers.

3-1-1 was created as a telephonic system at the advent of the digital/Internet age, but 3-1-1 has also been an important part of E-Government efforts in transforming public sector institutions and their relationship to constituents. Today, 3-1-1 contact centers have become synonymous with a Constituent Relationship Management (CRM) approach, which can be described as *a dynamic cluster of people, management practices, multiple citizen contact channels, and IT solutions used to deliver streamlined, coordinated and superior service to constituents*. CRM, with 3-1-1 as its central hub, is expected to create a seamless constituent contact experience, handling constituent requests for information and services from initiation to follow through.

Beginning in 1999, the City of Los Angeles embarked on a 3-1-1/E-Government Services Project, which can be summarized as having three primary goals:

1. Simplify how constituents can reach City departments through the reduction of City toll-free numbers and the consolidation of existing call centers;

2. Provide updated and accurate information regarding City departments, services and programs, whether by telephone or through the City's website; and,

3. Develop the online capability for constituents to request key services.

The plan for the implementation of the Project's 3-1-1 component involved four phases:

Phase I: Implement an interim 3-1-1 contact center and the Citywide Services Directory (CSD), which is an information repository that lists City departments, services and contact numbers, from which 3-1-1 operators and the public can access online to obtain answers to caller inquiries. The CSD as a "knowledgebase" is an essential component of a 3-1-1

operation. The interim 3-1-1 contact center and CSD were completed in November 2002. Also under this phase was the plan to eliminate or transfer approximately 100 City toll-free numbers to 3-1-1 by the end of FY 2005-06.

Phase II: Develop and implement the Citywide Service Request System (CSRS), essentially a CRM software application that would consolidate the separate service request management systems used by operating departments and create a unified online service request interface. CRM applications are designed to provide front-end functionality for constituents and 3-1-1 operators, as well as back-end workflow for operating departments to process and resolve service requests. As of July 2005, the City Administrative Officer (CAO) expected full implementation to take two to three years.

Phase III: Complete a consolidated and centralized 3-1-1 contact center to answer routine questions and requests for information, and take service requests on behalf of all departments. The expectation was that the departments would no longer need to handle routine calls or take service requests, and that 3-1-1 operators would only need to contact departments for specialized or unusual requests that require technical expertise.

Consolidation of the Department of Building and Safety (LADBS) call center with 3-1-1 was expected during FY 2005-06, and work on the consolidation of Bureau of Sanitation (BOS) contact center was to begin in that same year. Consolidation of all remaining call centers into 3-1-1 was deemed part of the project's long-term goals but without any defined timeframe. Today, all inquiry and service request calls to LADBS are firstly routed through 3-1-1, but a small LADBS departmental call center still exists to take transferred calls for specialized services. The BOS call center still operates as a separate operation.

Phase IV: Expand e-government services which entailed creating a unified City web presence and providing online access and capability that would enable the public to find information and to initiate service requests. By 2005, the CAO reported that some e-government services had been developed independently by departments, including e-permit systems, online requests for inspections, online Council votes and online Council documents. At that time, it was expected that the City identify additional e-government capabilities, including allowing constituents to obtain licenses, register for classes, pay for services, file police reports, and apply for employment with the City. There was no set timeframe for this phase of the project, but many of the online capabilities have been implemented since then.

In August 2002, the City launched its 3-1-1 Contact Center, providing services on a 24/7 basis. 3-1-1 answered over 343,000 calls within its first year of operation and 669,037

calls in FY 2012-13. In recent years, 3-1-1 has faced significant budgetary reductions. The FY 2013-14 program budget of $3.5 million and 38 allocated staff positions represent declines of 57% in funding and 55% in staffing from the peak of FY 2006-07. Primary cost components of 3-1-1 include staffing, technology, equipment, and contractual services; telephone-related costs for 3-1-1 are estimated at $78,500 annually.

II. OVERALL ASSESSMENT

Our audit found that the City and ITA were not able to meet several of the key goals established for the implementation of 3-1-1. Overall, 3-1-1 operates more like a traditional switchboard operator than a centralized and consolidated customer service system, and underperforms when compared to benchmark and industry performance metrics, including call waiting and call abandonment. For example, we noted:

- ITA may not be the most ideal responsible organization, as it is a City department that is subject to departmental budget constraints, does not routinely interact with the public and it does not have sustained executive level leadership, authority and initiative.

- 3-1-1 has experienced a declining call volume (both received and answered), which suggests both a decreasing ability of 3-1-1 to meet demand, and a declining demand for 3-1-1 services. The operating hours of 3-1-1 have also been cut dramatically and this is also a likely contributor.

- ITA does not possess the authority at a Citywide level to ensure inter-departmental collaboration and cooperation, and to transform 3-1-1 into the seamless and centralized constituent contact center for the City. Contrary to the original goals for 3-1-1 to consolidate separate departmental call centers, City departments still operate at least nine separate constituent contact centers.

- ITA has not yet implemented the originally-planned Citywide Service Request System and, at the time of the audit, did not appear to have well-developed plans for developing and implementing the successor system, the MyLA 311 Constituent Relationship Management (CRM) System.

- 3-1-1 underutilizes available data to track its productivity and performance.

- 3-1-1 does not employ industry best practice technologies found in other 3-1-1 organizations across the U.S.

III. KEY FINDINGS

1. **ITA may not be the ideal responsible organization for 3-1-1 operations, as constituent services is not part of the department's core mission and a citywide effort such as 3-1-1 requires sustained executive level leadership, authority and initiative.**

   Although the Mayor's Office and City Council played a significant role in championing the implementation of 3-1-1 in the early 2000s, Los Angeles 3-1-1 has not had the sustained level of executive support and leadership in more recent years required for 3-1-1 to develop into a one-stop contact center. Because 3-1-1 has been situated within ITA as a departmental program, it has, therefore, been subject to ITA's budgetary constraints, reductions and prioritization. Furthermore, since ITA's mission is to provide IT-related support services to the City's operating departments, customer/constituent service and contact management are not central to ITA's core mission. For these reasons, ITA is not the ideal organizational structure for 3-1-1.

   To successfully implement a major change initiative that would transform 3-1-1 into the central component of consolidated constituent contact management, as originally envisioned, City leaders should consider transitioning the responsibility of leading and overseeing Los Angeles 3-1-1 from the ITA to the Mayor's Office. If the City determines 3-1-1 operations should be transitioned to another department, the responsible organization should be well-versed in public facing or constituent services, and should possess the organizational authority to ensure inter-departmental participation and collaboration.

2. **3-1-1 has not been able to meet public demand for services, and key metrics indicate that 3-1-1 performance is declining.**

   We measured Los Angeles 3-1-1 based on several standard call center performance metrics and compared them to benchmark agencies, such as New York, San Francisco, Washington, D.C., Houston, and Miami-Dade County. While those jurisdictions' 3-1-1 operated 24-hrs/day; Los Angeles 3-1-1 does not[1]. However, comparative statistics were based on call volume over the operating period. On average in 2012, a caller to Los Angeles 3-1-1 had to wait nearly 3 minutes *longer* than a caller to the benchmark 3-1-1 agencies (an average of 3.75 minutes of wait time compared to an average of 1 minute among the benchmark agencies). This long wait time can be exacerbated by 3-1-1's high transfer rate, particularly to departmental call centers that also have long wait times (up to nearly 4 minutes on average, depending on the call center).

   Furthermore, the average Los Angeles 3-1-1 caller is more likely to hang up before having his/her inquiry resolved, as 30% of calls are abandoned during operating hours before being answered by a 3-1-1 operator, compared to the benchmark average of 22%. Overall, 3-1-1 received 14% fewer calls and answered 30% fewer

[1] During the audit period, Los Angeles 3-1-1 operating hours over a 7-day week (including holidays) was reduced from 7am-10pm to approximately 8am-5pm.

calls in FY 2012-13 than in FY 2010-11, suggesting not only a decreasing ability of 3-1-1 to meet demand, but also a declining demand for 3-1-1 services. As answered call volume declines, 3-1-1's per unit cost rises. The decline in 3-1-1's annual answered call volume has outpaced the cuts to the program's budget. In the past three years, the cost per answered call increased by 17% between FY 2010-11 and FY 2012-13.

It should be noted that ITA's hiring of additional operators in April 2013 produced significant improvements in several key performance metrics, such as call waiting and call abandonment, but 3-1-1 continued to transfer a high percentage of its calls to other departments primarily because of an operational structure and arrangement that limit the number of departmental services that 3-1-1 can process itself. During April and May the volume of calls answered increased, resulting in an abandoned rate of only 9%, compared to 39% in the first quarter of 2013, favorable compared to half of the benchmark agencies. In addition, the average call waiting time decreased from 289 seconds in the first quarter of 2013 to an average of 61 seconds during April - May. This compares well to the benchmark average of 63 seconds. Despite these improvements, 3-1-1 continues to have structural and operational limitations that prevent the contact center from performing as it was envisioned. During April and May, Los Angeles 3-1-1 continued to transfer a high proportion of its calls (42%) to other City departments, rather than resolving the calls directly.

3. **3-1-1 has not been able to effectively consolidate the City's call centers as originally planned, and continues to operate more like a traditional switchboard operator than a centralized customer service system.**

   One of the original goals of 3-1-1 was the consolidation of all separate departmental call centers into a single facility that would answer routine questions and requests, and take service requests on behalf of all City departments. 3-1-1 operators would only need to contact departments for specialized or technical requests. Furthermore, it was expected that the proposed CSRS would gradually consolidate all service request systems, allowing 3-1-1 to resolve most call inquiries and service requests themselves, rather than transfer callers to another department.

   However, 3-1-1 has consistently transferred a large proportion of its calls to other departments. Since its inception, 3-1-1 transferred nearly 45% of its calls to other City departments; meaning that more than four of every ten calls were not resolved by 3-1-1, but rather required a transfer to another department. Los Angeles 3-1-1 transfers a much higher proportion of its calls to operating departments to resolve inquiries than benchmark agencies (averaging 43% vs. 13% annually in the past three years). The City's constituent service structure remains highly decentralized, as there are currently at least nine separate contact centers (excluding the proprietary departments) in the City that field calls from the public. This is not a significant reduction from 2005, when the City had approximately twelve formal call centers.

4. **ITA has not implemented the originally-planned Citywide Service Request System (CSRS), and at the time of the audit, did not appear to have well-**

developed plans and specifications for the development and implementation of the successor system, the MyLA 311 Constituent Relationship Management (CRM) System.

The planned CSRS was envisioned to gradually consolidate the multiple departmental service request information management systems, provide for a single, self-service online platform for the public, and allow for the easy tracking of service requests. Between 2004 and 2008, ITA worked with Motorola to implement and integrate its commercial off-the-shelf CRM system. However, according to ITA management, as a result of funding constraints, the implementation of CSRS was halted after the development of a pilot online service request system.

Since then, departments have developed their own online service request platforms, and the recent MyLA 311 applications have consolidated some of the online service request platforms. However, the different service request information management systems are still not integrated or consolidated at the back-end. The expected MyLA 311 CRM system shares a similar goal with its CSRS predecessor – to simplify and consolidate intake, resolution, tracking and reporting of 3-1-1 requests.

ITA management envisions that the new 3-1-1 CRM system would centralize the various service request databases into one common database at the back-end, streamlining departmental operations and simplifying access to Citywide service request data. Currently, such information would require extracting data from the various, disparate service request and work order systems housed at the operating departments. With the new CRM system, elected officials, management, and even constituents would be able to more easily access the service request and resolution data within the CRM system. The City would be able to identify not only which services are most requested, but where within the City are service demands greatest and how effective are City resources being allocated to address these service needs.

While a new CRM system is a step in the right direction, we are concerned about the lack of a formal plan for project implementation, including consideration of interoperability between a 3-1-1 system and departmental legacy systems, such as internal work order and service request systems,[2] as a major technological barrier and challenge. Furthermore, given its proximity to constituents, the Council District Offices are a critical component of the constituent contact experience, since constituents reach out to the District Offices to request services, ask for information, and inform leaders of pressing issues and concerns. Therefore, in developing and implementing the MyLA 311 CRM system, it is important to recognize and incorporate the wealth of knowledge and data regarding service needs and concerns that the Council Districts possess through their own constituent management systems. In order to have one consolidated, Citywide database from which the City can assess constituent concerns and service needs, ITA should work with the City

[2] Legacy systems are typically database management systems that run on mainframe computers or minicomputers. In the implementation of new applications, the lack of operability or integration of legacy systems with these newer products is often a challenge.

Council Offices to determine how the planned MyLA 311 CRM system can integrate the individual City Council Offices' constituent management systems to capture this important information.

Without sufficient project planning and management, and the documentation to represent that critical project implementation tasks, such as project specifications, budget, milestones, deliverables and schedule, are being performed, there is a lack of assurance that the execution and implementation of CRM will be done properly. During our audit, ITA was unable to provide adequate documentation regarding CRM funding and development plans. Therefore, it appeared that ITA's past efforts on CRM lacked sufficient and effective project planning and management to ensure a successful execution with budgetary control.

Subsequent to fieldwork, ITA provided documentation that outlined the CRM project's major objectives, scope of work, authorized funding, governance, assigned staff, and specific project tasks and their start and completion targets as part of a detailed project management timeline. With an authorized budget (as of October 2013) of over $6.5 million, the CRM project is expected to be completed by the end of 2014. Given the importance and Citywide scope of the MyLA CRM project, it is critical that ITA implements this project successfully, within budget, and with the knowledge and ongoing collaboration of the various City stakeholders, both the elected offices and internal departments.

5. 3-1-1 underutilizes available data to track its productivity and performance.

Even though it appears that 3-1-1 uses capable information management systems, it is unable to generate sufficient data typically utilized by other customer call centers to manage and evaluate their operations and develop goals and objectives. 3-1-1 management indicated that the call center information management system cannot generate operational data beyond the last six months, unless the historical data had previously been exported from the system. Citing this system limitation, 3-1-1 was unable to generate typical call center data, including calls received, calls answered, calls abandoned, call duration and wait time for each month for the past three years. The historical data made available was incomplete and not useful for analysis.

It should be noted that other call centers in the City that utilize the same call center information management system were able to provide more detailed historical call volume and related metrics for several prior years, and did not cite system limitations on the generation of historical data. Therefore, it is unclear to us why 3-1-1 is unable to generate adequate data for analysis. However, even with system limitations, 3-1-1 should have exported the data in a format appropriate for detailed analysis for tracking its productivity, and resolved this design limitation in the 3-1-1 information management system to enable data retention and generation.

Workload and performance data are important for any type of operation, but they are critical for call centers. Call centers, both private and public alike, use data to manage the call center and its workforce, to budget and plan required resources, to improve efficiencies, and to increase overall customer/constituent satisfaction.

Given the inability of ITA to generate sufficient data, it is understandable that we also found that management has not established adequate strategic goals and performance metrics for 3-1-1.

6. 3-1-1 does not employ industry best practice technologies found in other 3-1-1 organizations across the U.S.

There are several best practice call center technologies of which the Los Angeles 3-1-1 can take advantage, such as CRM system integration, interactive scripting and interactive voice response technology. The current plan to implement the back-end CRM system to integrate the various service request systems is certainly a best practice moving forward. The use of interactive scripting should also be part of 3-1-1 operations. Interactive scripting standardizes the information provided and the steps involved to process the service request correctly. Scripting can help improve first call resolution and encourage further call center consolidation. It is a standard technological feature that Los Angeles 3-1-1 has not utilized.

Implementing technologies that can expand constituent self-service channels during operating and non-operating hours, thereby reducing the more costly caller-operator interaction, are also recommended. While a caller to 3-1-1 during operating hours would have access to on-demand language interpreter services, a caller during non-operating hours would be greeted by an interactive voice response (IVR) system that provides a messaging system in only English and Spanish. In addition, Los Angeles 3-1-1's IVR system offers very few self-service capabilities. The system does not allow callers to leave messages requesting call-backs, is not designed to gather customer feedback, and does not provide current information on services. During operating hours, the system does not allow the caller to directly transfer to another department. 3-1-1 should expand its IVR system to provide more self-service capabilities in multiple languages, customer feedback, and information pushing, similar to how New York 3-1-1 uses its IVR.

Los Angeles 3-1-1 recently launched the MyLA 311 mobile application and desktop portal to expand and simplify constituent's ability to request services. Other cities, such as Chicago and San Francisco, allow constituents to initiate a service request by text messaging and Twitter, in addition to the mobile and web channels. All three cities have adopted the "Open311" standards, allowing citizens to use several independently-developed mobile applications to initiate complaints, ask questions and service requests. Thus, a person can use the same third-party application to report a pothole at home in Chicago, and also when traveling in New York City.

It should be noted that, in April 2013, Los Angeles City Council instructed ITA to develop an Open Data Initiative pilot program with a limited number of departmental datasets made available on a website. While the pilot project provides public access to City datasets, the project does not follow the Open311 standard, which allows third-party applications to interact with the City's data and data systems that the City uses internally, and to not only read data but to query live data and even submit new information. Furthermore, in October 2013, by adopting the Open Data standard,

the City Controller unveiled the Control Panel L.A. website, providing public access to an extensive volume of data on taxpayer expenditures for a variety of services.

More detailed information on these and other findings, along with our recommendations, is presented in the narrative section of this report. A summary of benchmark data and our analysis is also provided as Appendix II.

IV. Notable Accomplishments

Beginning in February 2013, ITA launched the MyLA 311 mobile and desktop applications that simplified the service request process by offering an integrated, unified mobile platform and consolidating the online service request interfaces for the most popular City services:

- Bulky Item Pickup
- Illegal Dumping Pickup
- Dead Animal Pickup
- Bin Replacement
- Pothole Repair
- Sidewalk Repair
- Street Resurfacing
- Street Light Out/Damaged
- Graffiti Removal
- Tree/Branch In Street
- Tree Trimming

The mobile application also provides constituents with the ability to pay Los Angeles Department of Water and Power (DWP) bills. As of May 2013, the mobile application was downloaded over 10,000 times and over 2,500 service requests were submitted. MyLA 311 mobile and desktop applications are a step in the right direction with respect to expanding constituent accessibility to the City's services.

Additionally, in June 2013, ITA entered into a new, one-year contract agreement with a new vendor to provide on-demand, over-the-phone interpreting services in at least 150 languages at a charge rate that is 33% less than the rate under the old agreement. Since the contact center's inception, 3-1-1 has had an existing contract with the previous vendor at a rate of $0.79 per minute. The new contract is at a rate of $0.53 per minute of actual interpretation time. With the City's total obligation under the contract set at no more than $24,999, the lower charge rate could provide 3-1-1 with 15,500 more minutes of interpreter services, or 49% more minutes than the amount allowed under the old contract rate. The new agreement is viewed as a trial period for the vendor, which provides the same services for the County of Los Angeles. Should this service prove to be successful, other City departments that use outside interpreting services may also benefit from this new contract.

V. REVIEW OF THE REPORT

On January 24, 2014, a draft report was provided to ITA management. We held an exit conference with ITA representatives on January 30, 2014, where ITA management indicated their general agreement with the report's findings and recommendations, adding that the audit findings support ITA's requests for additional staffing resources. We also considered ITA's comments as we finalized the report for issuance. There were several areas where ITA management provided additional clarification. Specifically,

- ITA management, while not averse to having the 3-1-1 contact center transferred to the Mayor's Office, believes the operations should remain within the Department, at least during the first two phases of the MyLA 311 CRM project.

- ITA management clarified that, at the time of the audit, a well developed plan for the MyLA311 CRM did not exist. ITA was in the process of negotiating a settlement with the software provider as well as a contractual agreement with a system integrator to implement the MyLA 311 CRM project. For these reasons, ITA was unable to develop and provide a detailed implementation plan to the auditors. Since then, the City has entered into a settlement agreement with the software provider (Oracle) and a service agreement with 3Di, Inc. to implement the CRM project. The first phase of the CRM project kicked off in October 2013.

  Subsequent to fieldwork, ITA provided documentation that outlined the CRM project's major objectives, scope of work, authorized funding, governance, assigned staff, and specific project tasks and their start and completion targets as part of a detailed project management timeline.

- ITA indicated that several key audit findings – namely declining 3-1-1 call center performance and lack of call center performance tracking and analysis – are the result of significant 3-1-1 budget reductions in the past five years. According to ITA management, these budget cuts have not only impacted 3-1-1 to adequately meet call workload, but also 3-1-1 management's ability to track and analyze call center performance metrics. ITA management noted that the 3-1-1 division once had clerical and management analyst staffing to perform several key tasks that this audit raised as lacking, such as tracking of overall call center performance, monitoring of CSD knowledgebase, and coordinating and collaboration with operating departments regarding CSD and 3-1-1 services.

We would like to thank ITA management and staff for their cooperation and assistance during the audit.

AUDIT ACTION PLAN

RECOMMENDATIONS	PAGE REF	MAYOR ACTION	COUNCIL ACTION	DEPT ACTION[3]
SECTION I. PERFORMANCE AND COST EFFECTIVENESS				
The Mayor and City Council should: 1. Consider placing Los Angeles 3-1-1 operations within the Mayor's Office or other City department that has the authority to be an executive champion/sponsor, to ensure the City has a streamlined, one-stop constituent gateway to local government services.	18	Mayor	City Council	
2. City/ITA management should ensure staff availability to minimize and maintain an acceptable average call abandon rate (10% or less) and average call waiting time (60 seconds or less). 3. ITA management should collaborate with departments to develop and implement interactive scripts for the most popular services, and determine other services that can be provided by 3-1-1 through scripts.	33 33			ITA ITA
4. City/ITA management should revisit and conduct more in-depth analysis on the issue of call center consolidation in conjunction with efforts on the 3-1-1 CRM Project.	38			ITA
City/ITA management should: 5. Work with operating departments' call centers – particularly with BOS, BSS, BSL and LAPD call centers – to develop and enter into Service Level Agreements to help define each party's roles, responsibilities, and expectations with respect to the processing of service requests, forwarding of calls, and providing information. Improved and increased training should be	40			ITA

[3] Until 3-1-1 operations are placed with the Mayor's Office or other City department, ITA remains responsible for implementing the recommendations. Recommendations related to technology will remain ITA's responsibility regardless of the organizational placement of the 3-1-1 contact center.

Recommendations	Page Ref	Mayor Action	Council Action	Dept Action[3]
provided to 3-1-1 operators to more effectively answer a broader category of constituent calls. 6. Ensure that 3-1-1 and other major contact centers in the City meet at least bi-annually to discuss their working relationship and revise their SLAs, if necessary.	40			
City/ITA management should: 7. Request that operating departments assign current employees to their CSD Coordinator, Editor, and Approver positions who can be proactive in routinely updating the CSD listings. 8. Direct 3-1-1 staff to conduct annual reviews to ensure that all departments have current and appropriately assigned Coordinators, Editors and Approvers.	43 43			ITA
9. City/ITA management should direct 3-1-1 to modify procedures to include established timeframes for the review, escalation, and follow-up if departmental response is not adequate, final correction, and/or other steps involved in the updating and correction of CSD service and telephone listings.	45			ITA
10. ITA management should continue to execute its project plan in implementing the MyLA 311 CRM system, ensuring that the project has capabilities for data accessibility by both constituents and City leaders, and that project implementation involves the ongoing collaboration with City leaders and affected Departments. 11. As part of the development of the My311 CRM system, ITA management should: a. Work with the City Council Districts to explore opportunities to integrate their different constituent management systems with the planned CRM system. b. Ensure that the CRM system includes	50 50			ITA

RECOMMENDATIONS	PAGE REF	MAYOR ACTION	COUNCIL ACTION	DEPT ACTION[3]
performance metrics and data for performance accountability and service delivery achievement.				
12. City/ITA management should maximize language access services provided to callers to the 3-1-1 Contact Center through enhanced promotional activities.	56			ITA
13. ITA management should consider providing the IVR message in other languages most frequently used by callers, and an IVR prompt that allows callers to notify their need for language assistance.	56			
Department General Managers should: 14. Ensure that their call centers (HCID Billing and Rent Escrow Account Program, Office of Finance, Bureau of Sanitation, and Department of Transportation) provide on-demand, over-the-phone interpreter services.	56			HCID, Office of Finance, Bureau of Sanitation and LADOT
ITA management should: 15. Consider implementing 3-1-1 Interactive Voice Response (IVR) functionalities to include more self-service capabilities and referrals to online and mobile application service request channels.	59			ITA
16. Explore expanding 3-1-1 contact channels to include constituent service request processing through text messaging, social media applications, and Open Data standards.	59			
SECTION II. PERFORMANCE REPORTING AND MANAGEMENT OVERSIGHT				
17. ITA management should ensure that information systems related to 3-1-1 record, maintain and generate detailed and accurate data and information on the contact center's call volume for management's use.	61			ITA

RECOMMENDATIONS	PAGE REF	MAYOR ACTION	COUNCIL ACTION	DEPT ACTION[3]
City/ITA management should: 18. Direct 3-1-1 to establish forward-looking, realistic performance metrics – including call abandon rate, waiting time, transfer rate and service level –based on current staffing capacity and availability. 19. Implement quarterly and annual performance reporting through a metrics-driven system which is shared with policymakers 20. Implement a process to collect caller/constituent feedback regarding the 3-1-1 services received.	63 63 63			ITA
21. City/ITA management should ensure that adequate management oversight, in the form of monthly and quarterly performance reports, is performed to track whether 3-1-1 is meeting established performance goals and objectives.	64			ITA
SECTION III. CONTROLS OVER TOLL-FREE NUMBERS AND LONG-DISTANCE CALLS				
22. ITA management should implement the recommendations of the Controller's 2010 Phone Lines Audit to provide adequate controls over the City's inventory of toll-free numbers.	66			ITA
23. Upon conducting the review of the City's toll-free numbers, ITA management should eliminate those that have been inactive or discontinued for the past six (6) months, and in which user departments have not provided reasonable justification that they are necessary.	68			ITA
24. City/ITA management should direct 3-1-1 to ensure that each step in the established long-distance procedures has been adequately performed.	71			ITA

RECOMMENDATIONS	PAGE REF	MAYOR ACTION	COUNCIL ACTION	DEPT ACTION[3]
25. ITA management should conduct annual reviews to ensure that all departments have current and appropriately assigned Telephone and Telcode Coordinators.	73			ITA

INTRODUCTION AND BACKGROUND

Establishment of 3-1-1 for Municipal Services

In 1968, 9-1-1 became the single number used nationwide for reporting emergencies. 9-1-1 is one of eight N-1-1 numbers, or special abbreviated dialing telephone numbers within the North American Numbering Plan, which allows access to special services. By the 1980s, because of the effectiveness of the 9-1-1 system, there were growing concerns among law enforcement and other public officials about the impact of non-emergency calls to 9-1-1.

In response to the increasing burden of non-emergency calls to 9-1-1, in 1996, the U.S. Federal Communications Commission created and authorized another N-1-1 number – 3-1-1 – for citizens to more effectively and efficiently access non-emergency municipal services. In that same year, the City of Baltimore, MD, became the first municipality to implement the 3-1-1 system for non-emergency services. Many cities followed suit thereafter.

A Platform for Constituent Relationship Management

3-1-1 was created at the advent of the digital/Internet age, which revolutionized how local governments communicated and transacted with constituents. The success of Internet-based technologies and e-commerce pushed the public sector into reinventing government by adopting a customer-focused approach that provides digital, Internet-based access to government processes and information. Today, the e-government movement has provided constituents with access to a variety of government services and processes online, including:

- Voter registration
- Payment of taxes, utility bills, fines and fees
- Completion and submission of permit applications, and business license applications and renewals
- Access to government meeting and agenda documents, as well as streaming and other video formats of government meetings
- Access to government codes and ordinances
- Requests for local government records
- Delivery of local government records to the requestor
- Requests for services, such as pothole repair and graffiti removal
- Registration for use of recreational facilities and activities, such as classes and picnic areas

- Property registration, such as animal and bicycle registration
- Forms for manual completion (e.g., voter registration, building permits, etc.)
- GIS mapping and data
- Government employment information and applications
- Communication with elected and appointed government officials

Since its inception as a primarily telephone-based alternative to 9-1-1 emergency communications operations, 3-1-1 contact centers have been generally established in conjunction with the greater e-government movement to transform public sector institutions and their relationship to citizens. While the public sector understood the rapidly growing importance of establishing and expanding online access to key government services, it also acknowledged that the telephone remained the primary communication channel between constituents and government.

3-1-1 was seen as an opportunity to make it easier for constituents to contact government and to access services by providing one number to reach many, if not all, non-emergency services. As a constituent-centered approach, the 3-1-1 contact center consolidated and streamlined the telephone-based communication channel for many jurisdictions. Hence, municipalities often used the slogans, "One Call to City Hall" or "One Call Does It All," to refer to their 3-1-1 contact centers.

3-1-1 was expected to transform the citizen-government interaction, not simply act as a switchboard operation that referred or transferred the constituent to operating departments. The 3-1-1 contact center was envisioned as a streamlined and coordinated approach to handling constituent requests for information, and services from initiation to follow through.

Today, 3-1-1 has become synonymous with Constituent Relationship Management (CRM), which can be described as *a dynamic cluster of people, management practices, multiple citizen contact channels, and information technology (IT) solutions used to deliver superior service to constituents.*[4] Superior services can be defined as:

- Shorter wait times to contact government representatives
- Less frustration in finding the required services
- Outcomes that are delivered when promised
- Ultimately, greater constituent satisfaction

CRM seeks to enhance the quality of public services, improve government accountability and efficiency, and change the citizen-government relationship. CRM, with 3-1-1 as its central hub, is expected to create a seamless contact experience for

[4] Shayne C. Kavanagh, "An Introduction to CRM," Revolutionizing Constituent Relationships: The Promise of CRM Systems for the Public Sector, (Government Finance Officers Association, 2007): 9-19.

citizens with their governments and, thereby, to increase citizen satisfaction in government services.

Essential Features of 3-1-1 Contact Centers

The 3-1-1 contact center has two primary functions:

1. Respond to standard inquiries for information

2. Respond to and process requests for services

While there are operational and structural variations among 3-1-1 contact centers depending on the needs of the jurisdiction, there are some general components or features – involving people, processes and technologies – critical to the successful execution of any 3-1-1 system's primary functions.

People – A 3-1-1 contact center requires a staff of constituent service representatives or operators who are trained to resolve inquiries and service requests across a broad range of subject areas. The human resources behind 3-1-1 must be supported by sufficient customer service and operational training, and by appropriate processes and technologies that enable them to provide the right answer and/or the right service.

Processes – Providing the right answer requires ongoing collaboration with operating departments to ensure that information on government services and programs is the most up-to-date. The database in which service and program information is maintained, and the scripts that guide the operators through a variety of call types they encounter, must be continuously reviewed and updated. The 3-1-1 operators also require appropriate procedures – designed in coordination with the operating departments – to diagnose a service request call and to capture the required information from the caller in order to process a request for service. Lastly, there needs to be a process of continuous improvement by using contact center data with respect to both information inquiries and service requests to maintain and enhance contact center performance and outcomes. All these critical processes must be enabled by robust technologies.

Technology – General components critical to successful inquiry response and service request processing include the following:

- Knowledgebase – This refers to a database or catalog of information and/or responses to various types of inquiries. The 3-1-1 operator accesses the knowledgebase during a call to find the appropriate response (e.g., telephone numbers, email addresses, website links, online forms, etc.). The knowledgebase enhances both the quality and the consistency of operator responses. This knowledgebase can also be made available to the public through the municipality's website.

- Interactive Scripts – Acting essentially as flowcharts, interactive scripts are text that appear on the 3-1-1 operator's desktop screen to guide the operator through

citizen interactions by moving through a series of steps. These steps may include questions with predefined answers, open fields for text entry, business transactions, links to web documents, or any other activities.

- Telephone System – A successful 3-1-1 contact center requires a strong and well-developed telephony system involving both hardware and software that can effectively manage and control incoming calls. The system should have the following features:

    - Automatic Call Distribution (ACD) – ACD manages call traffic through a queuing system and routes calls to operators according to a set of rules determined by the call center (i.e., by first operator currently available to take the call, skill-based routing of calls, etc.). An ACD also provides real-time monitoring of operator workloads and provides reports on system and operator performance.

    - Integrated Voice Response (IVR) – IVR is a software application that allows callers to access the needed information or to process the desired service requests through automated telephone recordings and prompts. Callers navigate computer databases by listening to voice prompts and making appropriate touchtone responses. More advanced IVR technology involves voice recognition software that can increase the efficiency of IVR systems by recognizing verbal requests and then appropriately directing callers.

    - Computer Telephony Integration (CTI) – CTI provides a link or integration between the telephone infrastructure and the information systems infrastructure. A CTI-enabled system provides operators, through their desktops, with automatic dialing and computer-controlled dialing, call control (answer, hang up, hold, conference, etc.), call transfers, and call center operator status (i.e., ready, busy, not ready, on break, etc.).

      CTI also provides screen popping, which is a window or dialog box that autonomously appears on the desktop, displaying information on the incoming call, such as Caller ID, automatic number identification (ANI), Dialed Number Identification Service (DNIS), and even information entered from an IVR system.

- Multi-Channel Capability – 3-1-1 service delivery is primarily conducted through the "one-to-one" telephone channel (one constituent speaking with one call center operator), which reflects the ongoing usage of the telephone as the primary mode of constituent communication with government. However, other communication channels – web-based and email – have also been established and utilized by local governments. There is also a growing utilization of mobile applications and social media – such as text messaging, Facebook and Twitter – by 3-1-1 contact centers to respond to information inquiries and service requests.

3-1-1 should be able to accommodate multiple channels of constituent communication, and to ensure that the information and service provided are consistent across those channels. Faced with diminishing resources, many 3-1-1 contact centers are attempting to minimize telephone call volume and maximize the number of constituent contacts through non-telephone channels, since the caller-operator telephone-based contact is the most expensive way to communicate with government.

- Systems Integration and Consolidation – 3-1-1/CRM technology should involve the integration of not only the telephone system with the desktop call management system, but also of these systems with other IT applications that support service delivery, particularly service request systems. The technology should also be able to integrate the various channels through which constituents communicate with government, as discussed above. Commercial off-the-shelf CRM software applications are designed to integrate contact channels and disparate customer service processes (particularly service request systems) across departments, and then link them to a common data repository.

  These CRM applications streamline and integrate the constituent-related information that flows through the organization. With one common information database, citizens can more easily track their service requests, and government can have more accurate and complete data to improve its services and delivery systems. CRM software solutions focus on the realignment and reduction of duplication in information systems, through the centralization of information technology and systems, representing a movement away from the prior decentralized approach of information management and technology.

Establishment of Los Angeles 3-1-1

As early as 1996, City Council directed the Police Department (LAPD) and City Administrative Officer (CAO) to explore alternative strategies, including 3-1-1, to reduce the number of non-emergency calls to 9-1-1 (C.F. 94-0480-S2, 95-0243-S3 and 96-2054). In addition, City Council raised concerns from constituents who expressed confusion and frustration in identifying City agencies for information and service, given the lack of adequate and accurate information contained in local telephone directories (C.F. 97-0679).

These actions prompted the City to issue an RFP to further study the feasibility of establishing 3-1-1 and other e-government services, particularly providing online information and automated service requests. The overarching goal of the project was to make government more accessible to constituents by:

- Simplifying how constituents can reach City departments through the reduction of City toll-free numbers and the consolidation of existing call centers;

- Providing updated and accurate information regarding city departments, services and programs, whether by telephone or through the City's website; and,

- Developing the online capability for constituents to request key services.

In June 1999, the City engaged PricewaterhouseCoopers (PwC) to investigate the feasibility of designing, developing and implementing a toll-free 3-1-1 telephone number and an e-government strategy that would allow the City to provide accurate information, service delivery, and constituent participation anytime and anywhere through the use of information technology and communications (C.F. 05-0757). In September 1999, the City received financial support from the U.S. Department of Justice, in the form of a $912,270 COPS Technology Grant Award, to implement 3-1-1 to ensure better access to the City's information and non-emergency services.

PwC delivered six reports regarding the City's 3-1-1/E-Government Services Project to the 3-1-1/E-Government Steering Committee in March 2000. The reports divided the project into two major phases: 1) creation of the 3-1-1 Contact Center and implementation of the Citywide Services Directory (CSD), 3-1-1's centralized knowledgebase, and the Citywide Service Request System (CSRS), a unified, citywide service request system with online capabilities; and 2) expand the CSRS to include other types of services that could be centrally processed and redesign the City's disparate webpages into one coordinated web presence (C.F. 05-0757). PwC's Final 3-1-1 Design Report recommended the following goals for Los Angeles 3-1-1[5]:

- A single point of contact is provided for all non-emergency public services, including information and service requests.
- Available 24 hours a day, 365 days of the year.
- Available through conventional phones and TTY.
- Accessible in English, Spanish and other languages.
- Accessible to all residents of the City without charge to the caller.
- Average speed to answer a call will be less than three rings (20 seconds).
- Most calls to be handled in the 3-1-1 center without transfer to the departments.
- The caller will experience no more than two transfers before obtaining service.

In May 2000, the Mayor and Council approved the concept of a 3-1-1 and E-Government Services Project, approved $1.5 million for the project in the FY 2000-01 budget, and established a 3-1-1 project steering committee to oversee the project and to appoint an outside project manager (C.F. 96-2054).

The project steering committee, called the 3-1-1/E-Government Committee, was chaired by the CAO and composed of voting representatives from the Mayor, Chief Legislative Analyst (CLA), and Information Technology Agency (ITA). Non-voting members included: City Attorney, Department of Building and Safety (LADBS), City Clerk, LAPD,

[5] National Center for Public Performance, E-Governance Institute, Rutgers University. "Developing a Statewide 311 System in New Jersey," September, 2007.

Los Angeles Fire Department (LAFD), Department of Public Works (DPW) and Department of Neighborhood Empowerment (DONE). The chair of the Information Technology and General Services (ITGS) Committee was later added to the committee as a voting member.

ITA contracted with a Project Manager in September 2000 and assigned staff to a project team, which conducted an analysis and interviewed the managers of 3-1-1 centers in Chicago, Baltimore and Dallas to determine best practices and to learn from their experiences (C.F. 05-0757). In March 2001, the project team devised a modified version of the PwC project plan. This modified plan was subsequently approved by Council, expanding the two original phases into four phases (C.F. 05-0757):

- Phase I – Implementation of an interim 3-1-1 Contact Center and the CSD
- Phase II – Development of the CSRS
- Phase III – Completion of a consolidated 3-1-1 Contact Center
- Phase IV – Expansion of e-government services

In August 2002, the City went "live" with the 3-1-1 telephone number, the 3-1-1 Contact Center, the CSD, and internet access to CSD, which, in effect, completed Phase I of the 3-1-1/E-Government Services Project. The interim 3-1-1 Contact Center was located at the Los Angeles Mall. With a 24/7 operation, 3-1-1 was staffed by new operators and by absorption of the existing staff of the City Hall Contact Center. In its first fiscal year of operations, FY 2002-03, 3-1-1 received 356,079 calls, answered 343,044, and logged 233,941 call tickets in the CSD. The adopted FY 2003-04 Budget funded 72 positions for 3-1-1.

Current 3-1-1 Contact Center Operations

As a division of ITA, Los Angeles 3-1-1 is now permanently located on the 10th Floor of City Hall East, and offers several contact channels, including a toll-free telephone line, and a website/internet and mobile application through which citizens can obtain government services and information. Some of the most highly utilized City services can be requested through 3-1-1, including pothole repair, graffiti removal, refuse disposal services, licenses and permits, and property code violation reporting. 3-1-1 also serves the City's workforce by linking employees to a variety of internal services, such as telephone repair, Telcode administration, custodial services, and other information through the CSD.

Table 1 below lists the top ten most frequently viewed services on the CSD system for FY 2012-13. These totals represent the top CSD services mostly frequently viewed by the public, 3-1-1 staff, and City personnel. Most of these views are done by 3-1-1 operators during the course of their work in processing service requests and finding the right information for constituent inquiries. As such, the table sheds light on the types of services and inquiries for which constituents are calling 3-1-1.

Table 1.
Top 10 Most Frequently Viewed Services on the CSD System
FY 2012-13

Rank	Department	Service Name	No. of Views	% of Total
1	Bureau of Sanitation	Bulky Item Pick-Up	116,627	35.4%
2	Department of Building and Safety	Online Request for Permit Inspection	65,724	20.0%
3	Board of Public Works	Graffiti Removal - Community Beautification	31,450	9.5%
4	Department of Building and Safety	Subject Specialty Group	24,876	7.6%
5	Department of Building and Safety	Report a Property Violation	21,780	6.6%
6	Department of Building and Safety	Pool Noise Inspection	16,500	5.0%
7	Los Angeles Police Department	877-ASK-LAPD - Non-Emergency Police Service	15,727	4.8%
8	Bureau of Street Lighting	Report Streetlight Outages	13,616	4.1%
9	Bureau of Street Services	Maintenance of Public Street Landscape	11,952	3.6%
10	Los Angeles Police Department	Police Stations (Front Desk / Public Counter)	11,163	3.4%
	Total		**329,415**	**100.0%**

Like many other 3-1-1 operations throughout the nation, Los Angeles 3-1-1 has faced significant budgetary reductions during the recent recession, as summarized in Table 2. By FY 2013-14, 3-1-1's budget declined by 57% from the peak FY 2006-07. The number of budgeted staff positions in FY 2013-14 represents a 47% decline from the first full fiscal year of operations, and a 58% decline from the peak year of FY 2005-06, when there were a total of 90 budgeted positions.

Table 2.
3-1-1 Contact Center, Adopted Budget and Staffing, Direct Costs
FY 2003-04 through FY 2013-14*

FY	Budget	% Change Yr. to Yr.	Budgeted Positions	Change - Positions	% Change Yr. to Yr.	Operating Hours
2003-04	$4,338,596		72			24/7
2004-05	$4,751,715	10%	70	-2	-3%	24/7
2005-06	$6,470,288	36%	90	20	29%	24/7
2006-07	$8,140,691	26%	84	-6	-7%	24/7
2007-08	$5,290,843	-35%	79	-5	-6%	24/7
2008-09	$5,167,952	-2%	78	-1	-1%	24/7
2009-10	$3,079,480	-40%	54	-24	-31%	7:00 am – 10:00 pm
2010-11	$3,038,622	-1%	51	-3	-6%	7:00 am – 10:00 pm
2011-12	$2,726,798	-10%	43	-8	-16%	7:45 am – 4:45 pm
2012-13	$2,638,565	-3%	37	-6	-14%	7:45 am – 4:45 pm
2013-14	$3,540,827	34%	38	1	3%	7:45 am – 4:45 pm

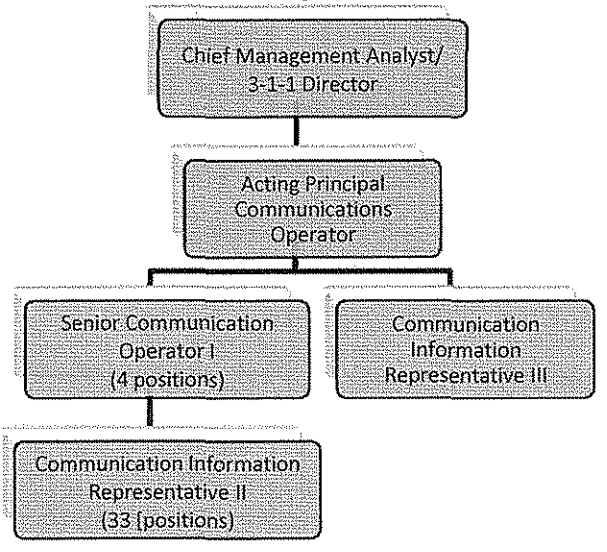
** All figures are based adopted budgets, except for FY 2013-14, which is the Mayor's proposed budget.*

Los Angeles 3-1-1, which was operating on a 24/7 basis since its inception, had to scale back to a 15-hour per day, from 7:00 am until 10:00 pm, in FY 2009-10. By FY 2011-12, 3-1-1's operating hours were once again reduced to nine hours per day, from 7:45 am to 4:45 pm, including weekends and holidays. Currently, each operator works one of two schedules: a) 7:55 a.m. – 4:25 p.m., or b) 8:30 a.m. – 5:00 p.m. The FY 2012-13 budget trimmed six more positions from 3-1-1, with a total budgeted staffing of 37 positions.

A May 3, 2013 memorandum from the CAO to the Budget and Finance Committee indicated that a high absentee rate among 3-1-1 operators has significantly impacted the contact center's capacity to field incoming calls.[6] ITA management indicated that the staffing reductions in recent years, and the associated increase in workload assumed by the remaining operator staff, played a major part in rising staff absenteeism. To help improve wait times and call abandonment in 2013, the Mayor authorized the hiring of 6 Communications Information Representatives II (CIRs) by resolution authority (substitute authorities) in FY 2012-13. Since they began work in April 2013, this additional staffing – along with the filling of three vacant positions – significantly improved the 3-1-1 performance towards the end of FY 2012-13. For example, call waiting time averaged 225 seconds (3 minutes and 45 seconds) in 2012, and improved to an average of 61 seconds in April and May, 2013. The call abandoned rate during operating hours also improved from 30% in 2012 to 9% in April and May, 2013.

The FY 2013-14 approved budget increased 3-1-1's operating budget by 34% to $3.54 million, which includes funding for IT/system maintenance and enhancement that is expected to provide for better system integration and interoperability. It also increased 3-1-1 staffing to 38 regular authority positions and 7 resolution authority positions for a total 45 positions. At the time of our audit fieldwork (June 2013), there were 33 CIR operators assigned to the 3-1-1 division; however, five of them were not currently working in the 3-1-1 program, as they were assigned to light-duty or on long-term leave. As a result, there were 27 CIR operators actively working during our audit fieldwork. The current organizational chart for the 3-1-1 Division is as follows:

Figure 1.
Current 3-1-1 Organization Chart



[6] The May 3, 2013 CAO memo reported that up to nineteen (19) of thirty (30) operators within the 3-1-1 division are unavailable to work on a full-time or part-time basis due to family medical leave, workers' compensation claims, work restrictions, and other attendance issues.

In addition to the frontline call operators, the 3-1-1 staff includes:

- Chief Management Analyst (for FY 2013-14, ITA will replace this job classification with the 3-1-1 Director classification)
- Acting Principal Communication Operator
- Senior Communication Operator I (3)
- Acting Senior Communication Operator
- Communication Information Representatives III

With the exception of the Director, all supervisory and senior-level operators answer calls for service from the public when call volume and wait time increases, and field calls that are more complicated in nature or require more operator time.

In 2012, 3-1-1 accomplished the following:

- Answered 696,151 calls of the 995,063 calls received during operating hours.
- Processed 229,425 service requests, based on call ticket information.
- Radio dispatched 10,513 service tickets to field crews for the Bureau of Street Services, and handled 30 radio emergency activations.
- Handled 5,084 telephone SOS repair tickets, and processed 143 long-distance/toll calls for City employees.
- Handled and processed 8,277 constituent inquiries and requests through the City's website.

AUDIT OBJECTIVES, SCOPE AND METHODOLOGY

The primary audit objective was to evaluate the efficiency and effectiveness of the City's 3-1-1 program. Specifically, we sought to:

- Determine the extent to which of the goals for establishing the 3-1-1 Contact Center have been met, i.e.:
    - If the City has reduced the number of 800 lines used by the City, minimizing the costs associated with maintaining these toll-free lines;
    - If the public has a general information number that provides access and information about all departments, offices and agencies in the City;
    - If departments provide current and available information to 3-1-1 operators, ensuring effective and updated communication to callers.

- Assess the performance of the 3-1-1 Contact Center based on established metrics and statistics.

- Determine whether there is adequate management oversight of the program to ensure effectiveness.

- Benchmark the City of Los Angeles' 3-1-1 information services to other municipalities in terms of services offered, results, and funding.

- Evaluate the cost effectiveness of the 3-1-1 Contact Center, considering costs per call and budgeted savings over time.

- Follow up on findings and recommendations from the January 2010 audit related to the 3-1-1 Contact Center:

    - Review status of recommendations regarding adequacy of controls over international long distance calls.

    - Review ITA's progress on eliminating toll-free numbers.

To meet the audit objectives, we performed the following key procedures:

- Reviewed data and documentation, including City Council files related to 3-1-1, CSRS/CRM and toll-free number reduction, 3-1-1 policies and training manual, budget documents, staff and organizational information, 3-1-1 call-related statistical data generated from the call center management system and CSD knowledgebase, and statistical call data and contact services information from other departmental contact centers in the City.

- Researched 3-1-1, CRM and contact center best practices with respect to technology, organization and operations. Conducted online research and reviewed available industry white papers, research articles, and municipal 3-1-1 websites and those of 3-1-1 professional organizations.

- Conducted a benchmark analysis involving leading and comparable 3-1-1 agencies across the United States regarding operations, staffing levels, organizational placement, performance metrics and goals, funding, contact channels, and technologies. An electronic benchmark survey instrument was developed and disseminated via email to twelve 3-1-1 agencies. Eight agencies responded to the survey, including:

    1) San Francisco, CA
    2) Sacramento, CA
    3) Riverside, CA
    4) New York, NY
    5) Washington, DC
    6) Houston, TX

7) Miami-Dade County, FL
8) Charlotte (also serves Mecklenburg County), NC

We also reviewed the 2012 survey conducted by the City of Minneapolis of 3-1-1 agencies in North America. The City of Minneapolis conducts this survey and publishes the results annually. We analyzed the latest completed survey, which encompassed data and information for 2011. The survey contains data provided by sixty-nine 3-1-1 centers, including those from small municipalities (under 50,000 population) to large cities with populations over 1 million. For this audit, we extracted data from the eleven 3-1-1 agencies serving populations of over 1 million (including four 3-1-1 agencies from Canada).

- Conducted interviews with 3-1-1 management and supervisors, and departmental staff who oversee their respective departments' contact centers. We also interviewed a 3-1-1/CRM subject matter expert, and conducted follow-up telephone calls with benchmark 3-1-1 centers.

The audit was performed in accordance with Generally Accepted Government Auditing Standards, and generally covered activities over a three-year period, ending on 12/31/2012, and expanded prior or subsequent to this period when deemed necessary. Audit fieldwork was primarily conducted from April through June 2013. Those standards require that we 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. We believe that the evidence obtained provides reasonable basis for our findings and conclusions based on our audit objectives.

AUDIT FINDINGS AND RECOMMENDATIONS

SECTION I: PERFORMANCE AND COST EFFECTIVENESS

As the gateway to government information and services, 3-1-1 contact centers are expected to deliver superior services to constituents. Therefore, contact centers strive to enhance the constituent experience and minimize frustration in finding the appropriate service. 3-1-1 contact centers can be generally measured by their ability to:

- Answer the call within an acceptable timeframe, minimizing call waiting time and call abandonment.
- Provide the right information or process the appropriate service request.
- Resolve the caller's inquiry or request without having to transfer the call.

Ensuring that the constituent obtains the right information or service is a critical role for the contact center. However, the longer a caller to 3-1-1 waits to be answered, the more likely the constituent will hang-up or abandon the call. Furthermore, contact centers are often measured by the call transfer rate or first call resolution, which is the contact center's ability to resolve a caller's inquiry or request in-house, rather than having to transfer the caller to another department. Callers who are forced to wait long durations or be transferred to other departments may abandon the call, and are less likely to call 3-1-1 again for assistance. In the long run, if the quality of the caller experience is continually jeopardized, there can be an overall decline in public demand or usage of 3-1-1. This is likely an important factor in Los Angeles 3-1-1's declining trend in call volume in the past several years.

Finding No. 1: As a department that provides information technology support services and systems implementation, ITA may not be the ideal organizational structure for 3-1-1 operations.

Our audit found that Los Angeles 3-1-1's ability to meet public service demand has significantly declined. Furthermore, Los Angeles 3-1-1 is underperforming when compared to its benchmark 3-1-1 agencies with respect to key call center performance metrics (Finding #2) and utilization of best practices and technologies (Finding #9). We found a lack of success of 3-1-1 in meeting key goals for its implementation and development, particularly in consolidating the disparate call centers within the City (Finding #3). As a result, Los Angeles 3-1-1 operates more like a switchboard operator than a streamlined "one-stop" customer service system for which it was originally envisioned. Since 3-1-1's inception, there has been shifting prioritization among City leadership away from 3-1-1. Furthermore, ITA has not been able to ensure effective and sustained inter-departmental participation and collaboration (Finding #4) needed to provide effective and efficient 3-1-1 services.

Although the Mayor's Office and City Council played a significant role in championing the implementation of 3-1-1 in the early 2000s, Los Angeles 3-1-1 has not had the sustained level of executive support and leadership in more recent years required for 3-1-1 to develop into a one-stop contact center, as originally envisioned. PricewaterhouseCoopers (PwC), in its January 24, 2000 "Final E-Government Strategy Report," recommended that the 3-1-1/e-government project identify a "champion," defined as "a person (or, in some case, a team of people) who believes in the change, has the authority to bring resources, both financial and human, to the effort, and the ability to articulate the benefits of this change to all stakeholders." While the Mayor's Office led the effort to initially implement 3-1-1, the program appears to have languished in recent years due to the lack of executive leadership and momentum, as well to a number of other factors, including budgetary constraints, shifting priorities, and organizational resistance.

Since local governments began implementing 3-1-1 operations, there has been ample research into the critical success factors for implementing and developing effective and successful 3-1-1 contact centers. One of the key success factors identified by these studies is the need for an organizational "champion" or "executive sponsor," described by the Government Finance Officers Association as someone or a group of people within the organization who are "visionary...politically astute, persuasive communicator, fervent, well respected, and collaborative," and who can "secure support at multiple levels within an organization."

In a 2013 study, researchers from the Center for Technology in Government at the University at Albany, SUNY, studied the 3-1-1 service integration experience of New York City. The study found that executive support or top leadership was a critical success factor in both early stage and mature stage development and implementation of 3-1-1. Stakeholders interviewed for the study all acknowledged that the Mayor's clear vision and sustained efforts ensured the successful implementation and ongoing development and operation of 3-1-1. In 2002, the New York City mayor directed the Department of Information Technology and Telecommunication (DoITT) to develop and implement 3-1-1 within one year, transitioning the 10 largest call centers and over 250 employees to the 3-1-1 system. More importantly, executive support and leadership was sustained through the mature stage of 3-1-1 development, growth and enhancement, enabling the city to consolidate more than 40 separate call centers and hotlines into 3-1-1.

Customer/constituent service and contact management are not central to ITA's core mission. Therefore, ITA is not the ideal organizational structure for 3-1-1. Since 3-1-1's inception in 2002, ITA has served as the responsible organization for the contact center, having absorbed the City Hall Call Center staff and incorporated additional staff to create the 3-1-1 operation. However, ITA is a department that primarily provides information technology support services and systems implementation. Therefore, providing constituent service and contact management are not central to ITA's core mission.

Previous City documents, as far back as 2000, underscored the limitations of the ITA as the responsible organization for 3-1-1. The January 2000 PwC report indicated that "ITA has the technology expertise to manage the City's web presence [and 3-1-1] but not the customer service experience." The consulting firm recommended the creation of "a single organization that has sole responsibility for setting the strategic direction and overseeing operation and management of the City's two key remote channels: the Internet and the 3-1-1 call center."

ITA, in the Department's November 2003 "IT Strategy: Citywide IT Assessment – Findings & Recommendations," also acknowledged its own limitation in meeting the overall constituent service and contact management goals of the 3-1-1 project. In this report, ITA recognized that 3-1-1 was not typically part of an IT department, and suggested that the "City's 3-1-1 Center should eventually become a department, perhaps as part of a Unified Communications Department that includes 9-1-1."

The executive level of government operations (i.e., Mayor, or City/County Chief Executive Officer or Manager) is the most prevalent organizational location for 3-1-1 operations, and appears to be identified by researchers and within the industry as the most appropriate location. The New York City mayor recognized the limitations of DoITT in managing the 3-1-1 contact center, ensuring cross-departmental collaboration, and sustaining the development and enhancement of the 3-1-1 system and operations. As a result, the mayor transitioned the responsibility for 3-1-1 supervision and oversight from DoITT to the Mayor's Office of Operations (MOO), with DoITT remaining as a supporting organization.

The SUNY study indicated that "since DoITT is a technology agency and NYC311 is a peer to the other agencies, NYC311 had difficulty telling other agencies that they're not doing their job in the right way. That's why MOO is an appropriate place for NYC311." The report quoted a senior 3-1-1 staff member acknowledging the importance of executive leadership in pushing a clear vision for transforming constituent service and placing 3-1-1 appropriately and effectively within the city organization, "We started as a part of DoITT. The technology aspect of this was over and done. Now it's more about accountability." Another senior staff person added that "We needed a political champion. Mayor's Office of Operations was the hammer."

The 2012 annual City of Minneapolis 3-1-1 Comparative Survey found that among the 67 respondents that provided this type of information, the largest share (39%) of 3-1-1 contact centers reported to the Mayor or City / County Manager. Only five respondents (7% of total) had 3-1-1 contact centers located in their governments' respective IT function. These cities were Albany, GA, San Jose, CA, Denver, CO, South Jordan, UT, and Chippewa Falls, WI. Another 13% of respondents had 3-1-1 located in Emergency Communications, 10% in Communications and 10% in Public Services/General Services. Nineteen percent reported "Other," which included Police, Public/City-owned utilities, Human Resources, Community & Economic Development, County Administration, Libraries, and Finance.

In our benchmark survey of eight comparable jurisdictions, we found that Los Angeles 3-1-1 is the only agency located within the IT function. Table I-1 below summarizes the 3-1-1 benchmark agencies' placement within their respective government organizations, showing some variation among the benchmark jurisdictions.

Table I-1.
Organizational Structure and Placement
2013 Controller 3-1-1 Benchmark Survey

Jurisdiction	State	Service Population*	City/County or Combined	Reporting Entity
Los Angeles	CA	3,857,799	City	Information Technology Agency
Riverside	CA	313,673	City	Public Utilities Department
San Francisco	CA	825,863	City/County	General Services Agency
Charlotte	NC	969,031	City/County	City Manager's Office
Houston	TX	2,160,821	City	Administration and Regulatory Affairs Department
Miami-Dade County	FL	2,591,035	City/County	County Community Information & Outreach Department
New York City	NY	8,336,697	City	Mayor's Office of Operations
Sacramento	CA	475,516	City	General Services Department
Washington	DC	632,323	City	Office of Unified Communications / Mayor's Office

**(7/2012 est., U.S. Census Bureau)*

Three of the jurisdictions have situated their 3-1-1 operations at the executive level (Mayor's and City Manager's Offices). The Washington, D.C. 3-1-1 is located in the Mayor's Office of Unified Communications, which also includes 9-1-1 operations. This organizational structure is similar to the structure suggested by ITA in its 2003 report. Another three benchmark 3-1-1 centers are located in the General Services and Administration function. Riverside 3-1-1 is located in the Public Utilities Department as part of the Public Utilities Customer Service Center. Miami-Dade 3-1-1 exists as its own department, responsible for several 3-1-1 centers that provide telephone and walk-in services, and for web portal solutions and Miami-Dade TV.

Conclusion:

Los Angeles 3-1-1 should be a streamlined, one-stop constituent gateway to local government services. To achieve this vision, City leaders should consider transitioning the responsibility of leading and overseeing Los Angeles 3-1-1 from the ITA to the Mayor's Office. There are several reasons why this organizational change is needed:

- A sustained level of executive support and leadership is necessary for the successful implementation and ongoing development and operation of 3-1-1. The Mayor's Office has the authority to bring resources, both financial and human, to improve and maintain a high quality 3-1-1 contact center, and ultimately hold department management accountable for service delivery.

- Customer/constituent service and contact management should be central to the organization's core mission. The Mayor's Office, along with Council offices, is the "face" of City government. As the City's executive officer, the Mayor is ultimately responsible for ensuring that the City's residents and businesses receive services timely and problems are addressed.

- Most other jurisdictions place 3-1-1 operations at the executive level of government operations (i.e., Mayor, or City/County Chief Executive Officer or Manager). Executive level operations help ensure cross-departmental collaboration to ensure success of the program.

In order to realize this vision of Los Angeles 3-1-1 as a streamlined, one-stop constituent gateway to local government services, the City needs to restore and sustain the level of executive initiative and leadership that was deployed in the initial development and implementation of 3-1-1. This major change initiative involves City leadership developing and adopting a clear, overarching vision for 3-1-1 as the central component of consolidated constituent contact management.

To achieve this, City leaders should consider transitioning the responsibility of leading and overseeing Los Angeles 3-1-1 from the ITA to the Mayor's Office. While the Mayor's Office is one option, if the City determines 3-1-1 operations should be transitioned to another department (or kept within ITA), it is critical that the City provide an executive champion/sponsor for Los Angeles 3-1-1. The responsible organization should to be well-versed in public facing or constituent services, and possess the organizational authority to ensure inter-departmental participation and collaboration.

Although we have not conducted a detailed cost analysis, we believe that since the infrastructure for 3-1-1 operations currently exists, there would be no significant costs to change the organizational placement of 3-1-1 operations. For example, within the Mayor's Office, the organizational change would likely require a Deputy Mayor to provide oversight of the function. The Mayor's Office (or other City department) would need to determine whether this responsibility could be incorporated with its existing staff or an additional resource is necessary.

Since 3-1-1 operations greatly involve the use of technology, ITA should continue its involvement but only in a support role.

Recommendation:

The Mayor and City Council should:

1. **Consider placing Los Angeles 3-1-1 operations within the Mayor's Office or other City department that has the authority to be an executive champion/sponsor, to ensure the City has a streamlined, one-stop constituent gateway to local government services.**

Finding No. 2: 3-1-1 has not been able to meet public demand for services, and key metrics indicate that 3-1-1 performance is declining.

The volume of incoming calls into Los Angeles 3-1-1 has declined significantly in the past several years. Table I-2 below shows declining call received volumes since FY 2009-10. In FY 2012-13, there were less than 1.2 million incoming calls to Los Angeles 3-1-1, representing a decline of 14% since FY 2010-11.

Table I-2.
Calls Received and Answered, & CSD Call Tickets
Los Angeles 3-1-1 (Multiple Sources)

FY	Calls Received	Calls Answered	CSD Call Tickets¥
2002-03	356,079*	343,044*	233,941
2003-04	403,386**	N/A	363,652
2004-05	611,982**	N/A	632,187
2005-06	890,233**	N/A	851,530
2006-07	998,218**	N/A	930,483
2007-08	1,257,629**	N/A	1,139,999
2008-09	1,402,658***	N/A	1,279,608
2009-10	1,417,801***	N/A	1,078,985
2010-11	1,341,000***	961,560π	908,022
2011-12	1,214,000***	769,582π	741,434
2012-13	1,150,815ŧ	669,037π	659,708

*Based on actuals, FY 2004-05 Budget, Detail of Department Programs (Blue Book)
**Based on actuals, FY 2011-12 Comprehensive Annual Financial Report (CAFR)
*** Based on actual, estimates or departmental reports from FY 2011-12 CAFR
π Actuals provided by 3-1-1 staff
¥ Call tickets data generated from the CSD system
ŧ Annualized FY total based on actuals from 7/2012 through 5/2013

It should be noted that the availability of workload and performance data is inconsistent, as we relied on several sources to obtain the data provided in the table above. The lack of consistent and complete data is emblematic of a number of reasons, including the inability of 3-1-1 to effectively utilize its call center management system to generate appropriate data, and the lack of integration between the CSD and telephone system. Calls received information for most years since inception is absent; 3-1-1 was able to furnish call data only for FY 2009-10 to FY 2012-13. In addition, since 3-1-1 operators create call tickets within CSD, historical call ticket volume information was generated from CSD. Note that the call ticket volume is lower than the actual call volume

answered (with the exception of FY 2008-09, in which the calls received volume listed in Table I-2 above is a beginning-of-the-year estimate, compared to actual call tickets generated), since the operator sometimes forgets to generate a call ticket in the CSD after each call answered. The lack of integration between CSD and call center information management system accentuates the discrepancy in the two datasets.

Furthermore, an even larger decline in the number of calls answered by 3-1-1 is occurring. As shown in Table I-3 below, the volume of calls answered in FY 2012-13 was 30% less than FY 2010-11. The data suggests a declining demand for 3-1-1, but also a decreasing ability of 3-1-1 to meet that demand.

Table I-3.
Calls Received and Calls Answered
Los Angeles 3-1-1

FY	Total Calls Received	Total Calls Answered
2010-11	1,341,000	961,560
2011-12	1,214,000	769,582
2012-13	1,150,815*	669,037
2012-13 per capita	0.30	0.17
% Change FY11 to FY13	-14.2%	-30.4%

* FY 2012-13 received call volume is annualized based on actuals for 7/2012 through 5/2013

Table I-4 below shows total received and answered call volumes for the benchmark agencies. It should be noted that our benchmark analysis collected call volume data by calendar year and Los Angeles 3-1-1 was unable to provide complete calendar year data. Nevertheless, the analysis provides a useful level of comparison. Hence, when compared to the benchmark agencies, Los Angeles 3-1-1 received and answered significantly fewer calls per capita than the 3-1-1 centers in the benchmark survey.

It should be noted that 5 of the 8 benchmark cities have 24-hour operations. The average weekly operating hours for the benchmark cities are 135 hours per week, compared to only 63 hours per week for Los Angeles 3-1-1. With Los Angeles 3-1-1 having relatively limited hours of operation, constituents are likely not calling 3-1-1 if they are aware that their calls will not be answered during after-hours. Furthermore, extensive wait times and high call transfer rates could mean that callers are more likely not to use 3-1-1 again, which could be another factor contributing to declining call received and answered volumes. In summary, limited operating hours, coupled with a relatively smaller 3-1-1 staff, long wait times and a high call transfer rate, would likely lead to a much higher call abandon rate and lower answered calls per capita rate. Therefore, these benchmark 3-1-1 agencies should receive more calls and answer more calls than Los Angeles 3-1-1.

Table I-4.
Calls Received and Calls Answered
2013 Controller 3-1-1 Benchmark Survey

	Total Calls Received				Total Calls Answered			
Jurisdiction	2010	2011	2012	2012 per capita	2010	2011	2012	2012 per capita
Riverside	168,845	200,403	212,930	0.68	161,541	189,960	195,637	0.62
San Francisco	2,749,386	2,649,401	1,971,357	2.39	2,416,211	2,333,392	1,699,012	2.06
Charlotte	1,860,001	1,537,601	1,448,596	1.49	1,635,384	1,440,186	1,403,701	1.45
Houston	2,032,742	1,936,724	1,925,853	0.89	1,902,568	1,722,145	1,774,980	0.82
Miami-Dade County*	2,995,242	2,905,095	2,867,789	1.11	2,418,439	2,522,540	2,374,115	0.92
New York City	19,693,572	22,240,083	19,522,854	2.34	8,983,289	7,776,777	7,358,739	0.88
Sacramento	417,473	405,233	383,396	0.81	305,324	290,500	286,684	0.60
Washington, DC	2,602,962	2,070,106	1,421,724	2.25	1,638,586	1,478,617	927,215	1.47
Benchmark Average				1.49				1.10

* Represents FYs 2009-10, 2010-11, and 2011-12

Although this does not explain Los Angeles 3-1-1's relatively lower per-capita metrics, it should be noted that declining call volumes appear to be a national trend, based on our benchmark analysis. Each of the other call centers in the benchmark analysis, except for Riverside, experienced decreases in both the number of calls received and calls answered within the three-year period. The most significant declines were in Washington, D.C., where calls received declined by 45% and calls answered were down by 43% between FY 2009-10 and FY 2011-12. Some of the decline in these other call centers may be partially attributable to the availability and growing usage of other contact channel. For example, we noted that Washington, D.C.'s volume of mobile app requests in 2012 increased by more than 23 times from the prior year, and New York City had a 65% growth in website requests in 2012.

In Los Angeles, the MyLA 311 mobile and desktop applications did not come online until 2013. While Los Angeles 3-1-1 has had to respond to requests made via email through the City's website (8,277 emails in 2012), no prior years' data was provided to enable auditors to make any comparison or trend analysis. While the benchmark survey suggests that 3-1-1 call centers are receiving and answering fewer calls, Los Angeles 3-1-1 received significantly fewer calls per capita and answered significantly fewer calls per capita in 2012 than the other benchmark agencies.

Each answered call to Los Angeles 3-1-1 had an average budgeted direct cost of $6.30 in FY 2012-13, which is higher than the average cost for benchmark agencies. Direct costs are defined as salaries, benefits, equipment and IT related items, and contractual services. As shown in Table I-5 below, five of the eight agencies within the benchmark survey provided budget information.

Table I-5.
3-1-1 Budget Costs
2013 Controller 3-1-1 Benchmark Survey

	Riverside	San Francisco	Charlotte	Houston	Sacra-mento
Calls Answered Volume (2012)	195,637	1,699,012	1,403,701	1,774,980	286,684
Personnel Costs (without Benefits)	$773,070	$5,891,916	$4,676,825	$2,556,737	$1,619,000
Fringe Benefits Costs[7]	Incl. above	$2,534,795	$1,745,599	$1,276,804	Incl. above
IT, Equip, Contract Support Costs	$190,000	$400,434	$206,097	$1,110,339	$138,000
Total Costs	$963,070	$8,827,144	$6,628,521	$4,943,880	$1,757,000
Cost per Answered Call	$4.92	$5.20	$4.72	$2.79	$6.13
Benchmark Average ($ Per Call Answered)					$4.31

Furthermore, the decline in Los Angeles 3-1-1's annual call answered volume has outpaced the cuts to the division's budget. Los Angeles 3-1-1 operations have certain fixed costs, while there is more fluctuation in the answered call volume. As a result, the per unit cost in the past three fiscal years, as shown in Table I-6 below, increased by 17% between FY 2010-11 and FY 2012-13.

Table I-6.
Budget Costs, FYs 2011 – 2013
Los Angeles 3-1-1

FY	Calls Answered in FY	Direct Cost Budget	Cost Per Call Answered
2010-11	961,560	$5,178,422	$5.39
2011-12	769,582	$4,603,177	$5.98
2012-13	669,037	$4,216,974	$6.30

The amount of time a caller is required to wait before being answered by 3-1-1 is rising and is significantly longer than benchmark agencies. As shown in Table I-7, the average call waiting time declined by 7% in FY 2011-12 from the prior year, but increased 29% in FY 2012-13 from the prior year.

Table I-7.
Average Call Waiting Time (secs)
Los Angeles 3-1-1

FY	Avg. call waiting time (secs)	% Change
2010-11	180.0*	
2011-12	168.0*	-6.7%
2012-13	216.0**	28.6%

*Actuals reported by 3-1-1.
** Annualized based on actuals for 7/2012 through 5/2013

During 2012 (based on actuals provided by 3-1-1), callers to Los Angeles 3-1-1 had to wait an average of 225 seconds (3 minutes and 45 seconds) per call before being

[7] It should be noted that LA311's fringe benefit costs are proportionally higher than the three jurisdictions that provided their costs (LA311's fringe benefit costs comprised 66% of personnel/salary costs, compared to the 42% average).

answered by an operator. This call waiting time is more than 3.5 times the benchmark agencies' average wait time of 63 seconds, as shown in Table I-8 below.

Table I-8.
Average Call Waiting Time (secs)
2013 Controller 3-1-1 Benchmark Survey

Year	River-side	San Fran-cisco	Char-lotte	Hou-ston	Miami-Dade County	New York City	Sacra-mento	Wash. DC	Bench. Avg.
2010	20.0	3.5	87.0	36.0	112.0	26.0	189.0	N/A	67.6
2011	24.0	3.4	57.0	111.0	76.0	53.0	183.0	N/A	72.5
2012	34.0	5.3	26.0	74.0	113.0	27.0	159.0	N/A	62.6

Historically, as shown in Table I-9, caller wait time has increased greatly, based on available but limited data from City Budget documents and 3-1-1 generated data. The average call waiting time in both FYs 2003-04 and 2004-05 were estimated to be only 5 seconds, compared to the estimated average of 216 seconds in FY 2012-13, the highest annual average among the years in which data is available. In FY 2003-04, 99% of the calls were answered within 20 seconds; after FY 2008-09, it appears that this typical performance metric was no longer calculated. It should be noted that in PwC's Final 3-1-1 Design Report, 3-1-1 operations were envisioned to have an average wait time of no more than three rings or 20 seconds. It should also be noted that the ITA/3-1-1 data is limited because City Budget documents were sporadic in providing performance measures, and 3-1-1 does not have the capacity to generate extensive historical data.

Table I-9.
Historical Average Call Waiting Time
Los Angeles 3-1-1

FY	Wait Time (secs)	% Answered w/in 20 secs
2003-04	5 (estimated)[1]	99% (actual)[2]
2004-05	5 (est.)[1]	95% (act.)[2]
2005-06		66% (act.)[2]
2006-07		60% (act.)[2]
2007-08	53 (act.)[3]	75% (est.)[2]
2008-09	40 (est.)[3]	80% (est.)[2]
2009-10	65 (est.)[3]	
2010-11	180 (act.)[4]	
2011-12	168 (act.)[4]	
2012-13	216 (act.)[5]	

1. FY 2004-05 Budget (Blue Book)
2. FY 2008-09 Budget (Blue Book)
3. FY 2009-10 Budget (Blue Book)
4. Data provided by 3-1-1 prepared on 6/28/12
5. Data provided by 3-1-1 prepared in 6/2013. Annualized based on actuals for 7/2012 through 5/2013.

Since its inception, Los Angeles 3-1-1 transfers a large proportion of its calls to operating departments; thus, it has a very low rate of first-call resolution. Serving as the single point of constituent contact to government, 3-1-1 was conceptualized to

streamline this interaction, making it easier and more efficient not only for constituents to contact government, but also for government to respond to constituent inquiries and service requests. First call resolution – the ability of a contact center to resolve a caller's inquiry or call without having to transfer the caller to another department – is one of the most important performance measures for a local government contact center. Each time a transfer is made, the caller's overall service experience diminishes.

Table I-10 below displays the number of CSD call tickets generated by 3-1-1 operators for each fiscal year since its establishment, along with the percentage of those call tickets that indicate the call was transferred to another department and the percentage of call tickets that represent the call was a service request that was processed by 3-1-1. Based on CSD call ticket data during this eleven-year period, 3-1-1 transferred nearly 45% of its calls to other City departments; this means that more than four of every ten calls were not resolved by 3-1-1, requiring the transfer of the call to another department. The difference represents the proportion of calls that were resolved by 3-1-1, including nearly 23% of calls that represented the processing of service requests. Service requests processed by 3-1-1 were for services from four departments: LADBS, BOS, BSL, and Board of Public Works (graffiti abatement).

Table I-10.
% of CSD Call Tickets Representing Calls Transferred or Service Request Processed by Los Angeles 3-1-1

FY	CSD Call Tickets	% Transferred	% Service Requests Processed	% Gave Caller Information	% Other Action
2002-03	233,941	64.2%	0.0%	24.1%	11.7%
2003-04	363,652	49.9%	4.0%	30.2%	16.0%
2004-05	632,187	46.2%	19.6%	17.9%	16.3%
2005-06	851,530	41.2%	19.5%	26.1%	13.2%
2006-07	930,483	42.5%	19.4%	25.8%	12.3%
2007-08	1,139,999	42.5%	21.0%	24.9%	11.6%
2008-09	1,279,608	44.8%	22.5%	21.1%	11.6%
2009-10	1,078,985	46.4%	22.9%	18.8%	11.8%
2010-11	908,022	44.0%	27.4%	19.2%	9.3%
2011-12	741,434	43.4%	32.3%	15.3%	9.0%
2012-13	659,708	41.6%	35.3%	14.8%	8.3%
Total	**8,819,549**	**44.5%**	**22.5%**	**21.4%**	**11.7%**

Another 21% of CSD call tickets were recorded as the operator providing the caller with the requested information. The remaining 12% encompassed all other operator actions, including referrals to non-City entities (County, State, and other local government), transfers to 4-1-1, call escalation to 3-1-1 supervisors, and caller hang-ups and static calls. The data shows that the call transfer rate has been fairly consistent beyond the first year, but the service request rate has climbed gradually from year to year. However, the consistently high rate of call transfers remains a concern.

Table I-11 below compares the Los Angeles 3-1-1's average transfer rate for 2012 with those of the benchmark agencies, indicating that Los Angeles transferred a significantly higher proportion of calls to other departments, rather than resolving the calls in-house.

Table I-11.
Call Transfer Rate Comparison, 2012
2013 Controller 3-1-1 Benchmark Survey

Jurisdiction/3-1-1 Center	Call Transfer Rate
Los Angeles	42.4%
Riverside	11.8%
San Francisco	4.4%
Charlotte	24.9%
Houston	16.0%
Miami-Dade County	7.1%
New York City	10.0%
Sacramento	N/A
Washington, DC	N/A
Benchmark Average	12.4%

In other words, when compared to 3-1-1 callers in other jurisdictions, callers to Los Angeles 3-1-1 were much more likely to be transferred to another department to have their inquiry or request addressed. The constituent experience in Los Angeles was exacerbated by 3-1-1's long call waiting time (3.75 minutes on average in 2012) and could have been worsened if the caller was transferred to a departmental call center with long call waiting times (depending on the departmental call center, average wait times were from 25 seconds to nearly 4 minutes).

As shown in Table I-12 below, we found that a majority of 3-1-1 calls (56% of total CSD call tickets in FY 2012-13) were regarding information and services related to two departments: Department of Building and Safety and Bureau of Sanitation.

Table I-12.
CSD Call Ticket Volume by Department, FY 2012-13 - Los Angeles 3-1-1

		CSD Call Ticket	
#	Call Regarding Which Department?	Count	% of Total
1	LADBS	221,573	33.6%
2	BOS (Sanitation)	144,810	22.0%
3	Non-City	59,325	9.0%
4	LAPD	48,737	7.4%
5	LADOT	37,256	5.6%
6	BSS (Street Services)	31,350	4.8%
7	BPW (Public Works)	31,316	4.7%
8	BSL (Street Lighting)	13,666	2.1%
9	OOF (Finance)	8,823	1.3%
10	DWP (Water & Power)	8,699	1.3%
11	Housing & Comm. Inv.	8,398	1.3%
12	All Other	45,755	6.9%
	Total	**659,708**	**100.0%**

Over 84% of total call ticket volume during FY 2012-13 was regarding issues involving only ten City departments. The remaining 16% of CSD call ticket volume for that fiscal year related to other City departments and non-city entities.

In documenting each call in the CSD, 3-1-1 operators record to which department the call inquiry and/or service request refers, as well as the action taken to fulfill that call. In Table I-13 below, we identified where (which operating department) most calls were transferred, and which type of service requests were processed in-house by 3-1-1 during FY 2012-13.

Since a majority of call tickets were related to LADBS and BOS, it is expected that these two departments would have larger shares of the operator action types logged by 3-1-1. However, as shown in Table I-13, 3-1-1 processes service requests for only four departments – LADBS, BOS, BPW (graffiti abatement program) and BSL – although the other departments provide a variety of services that can be processed over the telephone, Internet or mobile application.

Table I-13.
Los Angeles 3-1-1 Operator Action Type by Department as a Percentage of Total Citywide CSD Call Ticket Volume, FY 2012-13

		3-1-1 Operator Action Type as % of Total for Each Action Type			
#	Call Regarding Which Department?	Transfer to Department	Process Service Request	Gave Information	Other Action
1	LADBS	33.1%	35.7%	47.0%	3.1%
2	BOS (Sanitation)	9.0%	47.3%	9.8%	1.0%
3	Non-City	0.2%	0.0%	10.8%	87.7%
4	LAPD	14.5%	0.0%	8.1%	1.9%
5	LADOT	11.8%	0.0%	4.5%	0.8%
6	BSS (Street Services)	9.8%	0.0%	4.2%	0.4%
7	BPW (Public Works)	0.7%	12.3%	0.6%	0.3%
8	BSL (Street Lighting)	0.7%	4.6%	0.9%	0.1%
9	OOF (Finance)	2.7%	0.0%	1.3%	0.3%
10	DWP (Water & Power)	2.9%	0.0%	0.7%	0.1%
11	Housing & Comm. Inv.	2.3%	0.0%	2.0%	0.1%
12	All Other	12.2%	0.0%	10.2%	4.1%
	Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**

Finally, Table I-14 shows the proportional distribution of 3-1-1 operator action types by each department. As shown in this table, 42% of all CSD call tickets in FY 2012-13 represent transfers to other departments and 35% of call tickets resulted in service requests processed by 3-1-1.

Table I-14.
Los Angeles 3-1-1 Operator Action Type as a Percentage of Total Departmental CSD Call Ticket Volume, FY 2012-13

		3-1-1 Operator Action Type as % of All Actions by Department				
#	Call Regarding Which Department?	Transfer to Department	Process Service Request	Gave Information	Other Action	Total
1	LADBS	41.0%	37.5%	20.7%	0.8%	**100%**
2	BOS (Sanitation)	17.0%	76.0%	6.6%	0.4%	**100%**
3	Non-City	1.1%	0.0%	17.7%	81.2%	**100%**
4	LAPD	81.6%	0.0%	16.3%	2.1%	**100%**
5	LADOT	86.9%	0.0%	11.9%	1.2%	**100%**
6	BSS (Street Services)	86.0%	0.0%	13.2%	0.8%	**100%**
7	BPW (Public Works)	6.4%	91.3%	1.7%	0.5%	**100%**
8	BSL (Street Lighting)	14.4%	78.8%	6.3%	0.5%	**100%**
9	OOF (Finance)	84.1%	0.0%	14.1%	1.8%	**100%**
10	DWP (Water & Power)	91.4%	0.0%	7.7%	0.9%	**100%**
11	Housing & Comm. Inv.	76.3%	0.0%	22.9%	0.8%	**100%**
12	All Other	73.1%	0.2%	21.7%	5.0%	**100%**
	Total	**41.6%**	**35.3%**	**14.8%**	**8.3%**	**100%**

The remaining call tickets were logged as 3-1-1 operators providing information (15%) or taking other actions (8%). Other operator actions include: referrals to 4-1-1 and County, State, and other governmental entities, caller hang-ups and static calls, hearing a voicemail message at the time of answer, and inability to find non-City-related information for the caller.

Additional observations regarding the data in Table I-14 are:

1. LADBS was the only department in which its call center was consolidated with 3-1-1. Even so, a small LADBS call center – called the Subject Specialty Group – remains to address inquiries and service requests (i.e., deputy inspections, improperly assigned permits, status on plan check, inspector not arriving on time, etc.) that require more specialized knowledge, as defined by a Service Level Agreement (SLA) and informal agreements between LADBS and 3-1-1.

   To process certain LADBS service requests and answer certain related questions, 3-1-1 operators are provided access to LADBS system applications, such as the Plan Check Inspection System (PCIS) and Code Enforcement Inspection System (CEIS). All calls are forwarded first to 3-1-1, which determines whether to process the call in-house or forward it to LADBS.

2. Most Sanitation-related calls (76%) to 3-1-1 were service requests processed immediately by 3-1-1. The most frequent service requests were for the collection of bulky items, pick-up of dead animals, or for reporting illegal dumping. 3-1-1 operators access the BOS Service Request System to generate service requests, and transfer calls to the BOS call center if the calls are regarding certain types of

service request (i.e., e-waste, tree trimming or brush collection, and move-in/move-out trash collection, trash bin replacement); or inquiries about billing and fees.

Call transfers by 3-1-1 to BOS only occur from Monday through Friday from 8:00 am to 5:00 pm (operating hours for the BOS call center). Constituents who call 3-1-1 during after-hours requiring specialized BOS services and information are transferred to BOS where they can leave a voice message.

3. Among "non-City" call tickets, in FY 2012-13, 18% were completed by the 3-1-1 operators providing information to the caller. Another 31% were referrals to County, State and other agencies, while 36% were hang-ups and ghost calls (not shown in the table).

4. Most calls (82%) related to law enforcement were transferred to the LAPD, while 16% were addressed by 3-1-1 operators, including assisting callers – via the Los Angeles Police Official Garages vehicle search website (which is also available to the public) – locate their impounded or recovered vehicles stored at LAPD garages and other service providers. No service requests were processed.

5. Most of the transportation-related calls (87%) were transferred to LADOT, including its call dispatch center in the Parking Enforcement and Traffic Control Bureau, and the four Parking Violations Bureau customer service centers located in downtown, Mid-Wilshire, West Los Angeles, and Van Nuys areas. No LADOT service requests are processed by 3-1-1. It should be noted that the four LADOT customer service centers are staffed by an outside vendor to provide all hotline and billing services involving parking violation matters.

6. As a matter of policy, 3-1-1 operators transfer all BSS-related calls to the BSS call center, and are not provided access to the BSS Service Request Management Information System (SRMIS) and, thus, do not process any service requests for this department.

   However, through the 3-1-1 Radio Room, 3-1-1 provides emergency and off-hour dispatch services to BSS field crews. This service includes but is not limited to potholes, road, alley and sidewalk obstructions/hazards, mudslides, rockslides and trees/limbs down. During regular 3-1-1 business hours (7:45 am – 4:45 pm), the BSS call center would forward these service requests back to 3-1-1, and the 3-1-1 operators would radio the BSS emergency unit in the field.

   However, when the BSS call center opens at 7:00 am and through 8:00 am, the BSS call center contacts BSS field offices directly for calls that require dispatching to the work crews. During this hour, the BSS field office supervisor is still in the office and can, therefore, dispatch calls. In addition, after 3:00 pm, requests for Street Maintenance emergency services are also forwarded back to the 3-1-1 Radio Room for dispatch to the Street Maintenance emergency crews. This occurs because the Street Maintenance section closes at 3:00 pm and, thus, there is no one at the field offices to dispatch to the emergency crews.

7. Board of Public Works calls are related to the Office of Community Beautification (OCB) graffiti removal program and 91% of call tickets were service requests related to graffiti removal. 3-1-1 operators utilize the online Anti-Graffiti Request System to process these requests, which comprised over 12% of all service requests processed by 3-1-1 during FY 2012-13 (Table I-13).

8. BSL-related calls to 3-1-1 comprised only 2% of FY 2012-13 call tickets. Most of them (79%) were service requests, which are processed by 3-1-1, and include those for non-working and missing street lights. 3-1-1 will transfer only emergency calls to BSL, such as exposed wire, damaged street lights, broken glass from street lights, or other issues that pose a danger to the public. Note that BSL does not have a contact center.

9. Most financial-related calls (84%) were transferred to the OOF service center during FY 2012-13. 3-1-1 does not process any service requests for OOF.

10. As a proprietary department, DWP has its own hotline and contact center, and 3-1-1 does not process any calls for the department. 91% of the calls relating to water and power were forwarded to the DWP contact center. The other 9% of calls were addressed by 3-1-1 operators.

11. 3-1-1 does not process any service requests for Housing and Community Investment Department (HCID), as operators transferred most calls (76%) to HCID call centers and other entities within the department.

12. As shown in Table I-12, all other departments comprised only 7% of total call tickets in FY 2012-13. Most calls (73%) regarding services related to these other departments are transferred by 3-1-1 directly to these departments.

An increasing number of callers to Los Angeles 3-1-1 are abandoning their calls, more so than most other benchmark 3-1-1 agencies. The abandoned call rate can be calculated using all calls received within a 24-hour period or only those received within the call center's operating hours. Table I-15 shows Los Angeles 3-1-1's increasing abandoned call rate for the past three fiscal years, based on total incoming call volume around the clock.

Table I-15.
Call Abandoned Rate (%) (24-hour)
Los Angeles 3-1-1

FY	Total Calls Received	Total Calls Answered	Abandoned Call Rate
2010-11	1,341,000	961,560	28%
2011-12	1,214,000	769,582	37%
2012-13	1,150,815	669,037	42%

In addition, Los Angeles 3-1-1 provided detailed, month-to-month data for 2012 that shows the average abandoned call rate during 3-1-1 operating hours at 30% (not listed

in the Table I-15 above). This 30% average abandoned call rate in 2012 is higher than most of the benchmark agencies, with the exception of New York City and Washington, DC, as shown in Table I-16 below. The 30% rate places Los Angeles 3-1-1 at the upper end of the benchmark cohort range if New York is excluded as a statistical outlier.

Table I-16.
Call Abandoned Rate (%) - 2013 Controller 3-1-1 Benchmark Survey

	River-side	San Fran-cisco	Char-lotte	Hou-ston	Miami-Dade County	New York City	Sacra-mento	Wash., DC	Bench. Avg.
2010	4.3%	12.1%	12.1%	6.4%	19.3%	54.4%	26.9%	37.0%	21.6%
2011	5.2%	11.9%	6.3%	11.1%	13.2%	65.0%	28.3%	28.6%	21.2%
2012	8.1%	13.8%	3.1%	7.8%	17.2%	62.3%	25.2%	34.8%	21.5%
Based on call volume in a 24-hour or operating period only	Oper./ Open Hrs.	24-Hr.	Oper./ Open Hrs.	24-Hr.	24-Hr.	24-Hr.	24-Hr.	N/A	

* Represents FY 2011-12.

Los Angeles 3-1-1 also offers relatively fewer operating hours and operates on lower staffing levels. Operating from 7:45 am to 4:45 pm each day, 3-1-1 provides the least operating hours compared to the benchmark agencies; 53% fewer hours than the benchmark average. Five benchmark call centers operate on a 24/7 basis. When considering all calls within a 24-hour period, Los Angeles' call abandoned rate was 42% (every two of five calls to 3-1-1 are abandoned). Given its very high call volume, New York offers much greater capabilities with its IVR system with respect to self-service, intelligent routing and messaging, reducing the need for live-operator interaction.

As noted earlier in this report, Los Angeles has experienced significant budget reductions in the past five years. Table I-17 shows budgeted positions for the past three fiscal years, a reduction of 27% between FY 2010-11 and FY 2012-13.

Table I-17.
Total Authorized and Operator Staffing Levels - Los Angeles 3-1-1

Number of regular authority positions	
FY 2010-11	51
FY 2011-12	43
FY 2012-13	37
% change (2011 - 2013)	-27%
FY 2012-13 no. of auth. positions per 10,000 residents	0.10
FY 2012-13 calls answered per auth. position	18,082
Number of regular authority operators (CIRs II)	
FY 2010-11	34
FY 2011-12	28
FY 2012-13	27
% change (2011 - 2013)	-21%
FY 2012-13 no. of FT operators per 10,000 residents	0.07
FY 2012-13 calls answered per FT operator	24,779

While Los Angeles 3-1-1 was unable to provide staffing level data for the past three calendar years that can be used for a valid comparison to the benchmark jurisdictions, the benchmark survey data offers some level of comparison of staffing trends during recent years. Table I-18 summarizes reported 3-1-1 staffing levels for the benchmark agencies for the past three calendar years.

The data shows that in 2012, the benchmark agencies reported a total staffing level of 0.78 authorized positions and 0.59 full-time operator positions per 10,000 residents. Los Angeles 3-1-1 had a staffing level that was much lower in FY 2012-13, at 0.10 authorized positions and 0.07 operator positions per 10,000 residents.

Between 2010 and 2012, of the seven benchmark agencies that provided staffing data, three agencies reported staffing increases and one agency reported no staffing change. The remaining three agencies reported staffing reductions that averaged approximately 11% between 2010 and 2012, which is significantly less than Los Angeles 3-1-1's 27% reduction between FY 2010-11 and FY 2012-13.

Table I-18.
Total Authorized and Operator Staffing Levels
2013 Controller 3-1-1 Benchmark Survey

	River-side	San Fran-cisco	Char-lotte	Hou-ston	Miami-Dade County	New York City	Sacra-mento	Wash., DC	Bench. Avg.
Number of authorized positions									
2010	12	90	134	91	141	N/A	22	77	81
2011	12	91	136	66	132	N/A	22	73	76
2012	12	96	141	77	127	N/A	23	70	78
% change (2010-12)	0%	7%	5%	-15%	-10%	N/A	5%	-9%	-3%
2012 no. of auth. positions per 10,000 residents	0.38	1.16	1.46	0.36	0.49	N/A	0.48	1.11	0.78
2012 calls answered per auth. position	16,303	17,698	9,955	23,052	18,694	N/A	12,465	13,246	15,916
Number of full-time operators									
2010	10	65	91	75	N/A	N/A	19	77	56
2011	10	67	83	53	119	N/A	19	72	60
2012	10	64	81	53	111	N/A	20	69	58
% change (2010-12)	0%	-2%	-11%	-29%	N/A	N/A	5%	-10%	-8%
2012 no. of FT operators per 10,000 residents	0.32	0.77	0.84	0.25	0.43	N/A	0.42	1.09	0.59
2012 calls answered per FT operator	19,564	26,547	17,330	33,490	21,388	N/A	14,334	13,438	20,870

Los Angeles 3-1-1's answered call volume per authorized position and answered call volume per full-time operator during FY 2012-13 is higher than the benchmark averages for 2012. This data still suggests a relatively higher call load based on staffing levels for Los Angeles 3-1-1.

We also assessed the work capacity of 3-1-1 operators to determine whether the staff was maximally productive in 2012 and whether there was capacity to field more calls rather than letting the calls drop. In this analysis, we extracted the 3-1-1 division's payroll data for 2012, reviewed all employees who had a role in answering 3-1-1 calls, and annualized staff work hours and off-work hours, as summarized in Table I-19.

Table I-19.
Los Angeles 3-1-1 Contact Center Staffing Capacity Analysis, 2012

Grand net total hours available for call-taking (estimated)*	26,428
Number of calls received during operating hours	995,063
Number of calls answered	696,151
Total operator hours required to answer calls (avg. 2 min/call)	23,205
% of total available hours spent on call-taking	87.8%
Number of calls to be answered (if based on 10% abandon rate)	895,557
Total hours required to answer calls (if based on 10% abandon rate)	29,852
Additional operator hours needed (if based on 10% abandon rate)	3,424

**Based on PaySR payroll data, 2012*

This analysis suggests that the 3-1-1 staff, given its capacity and availability, was highly utilized in answering calls, with an estimated utilization rate of nearly 88%. Due to the high absentee rate and off-time hours, the Los Angeles 3-1-1 contact center appears to have had limited capacity to answer any additional call volume in 2012.

Conclusion

In recent years, 3-1-1's decreasing ability to promptly answer calls has likely impacted the demand for 3-1-1 services, as noted by the declining incoming call volume. Additional marketing and promotion efforts could help in raising awareness of 3-1-1 services, as well as other newer contact channels, such as the MyLA 311 mobile and desktop applications, which are less costly than the more traditional caller-operator model. According to the 3-1-1 director, there have been no resources dedicated to marketing and promotion of 3-1-1 for at least the past five years, with the exception of the airing of Public Service Announcements on the City's Channel 35 (LA CityView 35). However, additional marketing efforts will likely lead to a higher incoming call volume that 3-1-1 may not be able to meet.

Data provided for the first five months of 2013 shows promising call statistics beginning in the month of April, when 3-1-1 was authorized to increase staffing levels. The data shows the number of calls answered increasing, resulting in an average abandoned rate of only about 9% in both April and May, which would be favorable compared to half of the benchmark agencies. In addition, during those months with additional staffing, the average call waiting time decreased from an average of 289 seconds during January-March to an average of only 61 seconds during April-May. This 61-second average call waiting time compares well to the benchmark average of 63 seconds. Recent performance indicators are a good standard that ITA should maintain. However, 3-1-1 continues to have structural and operational limitations that prevent 3-1-1 from performing as it was envisioned.

Los Angeles 3-1-1's consistently high transfer rate from year-to-year is not emblematic of declining performance, but rather of a structural problem. The consistent trend suggests that its operators do not possess adequate information to resolve calls and/or are not empowered to resolve inquiries and service requests. This was confirmed in our interviews and assessment of the City's other call centers, as well as our analysis and testwork on the CSD knowledgebase. Because 3-1-1 is not given the responsibility to address many call inquiries or service requests for the operating departments, the 3-1-1 call-takers are not provided access to the appropriate systems that would allow them to successfully fulfill the callers' needs. Therefore, in comparison to the benchmark agencies, Los Angeles 3-1-1 functions more as switchboard operator than a centralized, streamlined customer service system.

Interactive scripts are a standard technology feature that is found in many CRM/3-1-1 management systems. Interactive scripts are text that appear on a computer screen to guide operators through citizen interactions by moving through a series of steps. These steps may include questions with predefined answers, open fields for text entry, business transactions, links to web documents, or any other activities. Implementing interactive scripting as part of 3-1-1 operations can enhance the quality of service and reduce transfer rates, because it standardizes operator responses.

Scripting ensures that the right and consistent questions are asked by the operator every time, the approach to each caller is uniform, and the information provided to each caller is consistent and correct. Furthermore, the operator has a shorter learning curve because scripts with clear instructions and predefined responses eliminate the need to memorize processes and shorten the time to learn departmental processes. Scripting makes available processes that may previously have been considered "specialized" departmental knowledge. Therefore, the development and implementation of script technology can be accomplished within the context of further call center consolidation and expansion of 3-1-1.

A successful implementation of scripting depends considerably on the collaboration of operating departments that must develop the scripts for each of their services that can be provided by 3-1-1. Scripts should be developed for the major or most popular services that 3-1-1 is already providing. For example, San Antonio 3-1-1 worked with operating departments that provided the most services to develop interactive scripts for 3-1-1 operators. They limited the number of script questions and expected length of call according to the priority level (based on service frequency, criticality and cost) of the service being requested. Therefore, services with the highest level of priority would typically require more script complexity and more operator time.

Until 3-1-1 operations are placed within the Mayor's Office or other City department, ITA is responsible for ensuring the recommendations are implemented.

Recommendations:

ITA management should:

2. **Ensure staff availability to minimize and maintain an acceptable average call abandon rate (10% or less) and average call waiting time (60 seconds or less).**

3. **Collaborate with departments to develop and implement interactive scripts for the most popular services, and determine other services that can be provided by 3-1-1 through scripts.**

Finding No. 3: 3-1-1 has not been able to effectively consolidate the City's call centers, as originally planned, and continues to operate more like a traditional switchboard operator than a centralized customer service system.

One of the original goals of 3-1-1 was the consolidation of all separate departmental call centers into a single facility (Phase III of the original 3-1-1/E-Government Project implementation plan, C.F. 05-0757). In 2005, the City had approximately 12 formal call centers. The plan called for a centralized call center that would house all call center personnel. The consolidated call center would answer routine questions and requests for information, and take service requests on behalf of all City departments. The expectation, at the time, was that 3-1-1 would only need to contact departments for specialized or unusual requests that require technical expertise. Departments would no longer need to handle routine calls or take service requests. Since these responsibilities would instead be assumed by 3-1-1, departmental staff would then be able to focus on providing specialized assistance to the public and other core functions.

Furthermore, it was expected that the proposed CSRS would be implemented gradually and would facilitate the consolidation of all the service request systems used by the departments. As the centralized customer service system, it was envisioned that 3-1-1 operators would resolve most call inquiries and service requests themselves, rather than transferring the caller to another department. However, 3-1-1 has consistently transferred a large proportion of their calls to other departments for resolution.

In August 2003, the Mayor directed LADBS to develop a plan to integrate and consolidate its call center with the 3-1-1. LADBS call center staff were to be transferred to ITA and the LADBS call center remain in use as a "virtual 3-1-1 call center," which meant the LADBS call center would be connected to and would function as an extension of 3-1-1. In an April 20, 2005 memo (C.F. 05-0757) from the 3-1-1/E-Government Steering Committee to the Mayor and Council outlining the project's next steps, the Committee indicated that budget constraints had limited the implementation of the 3-1-1/E-Government Project primarily to Phase I (establishment of 3-1-1 and CSD). In 2006, the City hired outside contractors to serve as the Project Manager and Quality Assurance Manager responsible for overseeing the next phases of the 3-1-1/E-

Government Project, including the implementation of the CSRS, consolidation of departmental call centers, and expansion of e-government.

The contracted Project Manager was expected to work with City staff to determine the estimated costs for full call center consolidation and to recommend an implementation plan that would include identifying a possible site, determining acquisition or lease costs, determining cost of build-outs; identifying the number of employees that may be relocated and anticipated future staffing requirements; and recommending a move-in schedule (C.F. 05-0757). In addition to planning for a single, centralized call center, the Project Manager was also expected to eventually develop recommendations for the continued use of virtual call centers and/or the use of a "backup" call center similar to two facilities used for 9-1-1 calls. However, it is unclear from the Council files and from a lack of documentation from ITA to determine that a consolidation implementation plan was ever developed by the Project Manager.

Based on City Council records, the Bureau of Sanitation (BOS) Customer Call Center was identified as the next candidate for consolidation, with a target implementation of FY 2005-06 (C.F. 05-0757). In a July 15, 2004 CAO report proposing a plan for the reduction of toll-free numbers and consolidation of call centers into 3-1-1 (C.F. 03-1825), the CAO envisioned that call center consolidation would take place concurrently with the reassignment of toll-free numbers. The CAO report recommended that 3-1-1 would be located in three physically separate call centers, resulting from combining the two other call centers, LADBS and BOS. However, since 3-1-1 inception in 2002, LADBS was the only call center in which an attempt at consolidation with 3-1-1 was made, although the LADBS contact center continues today as a specialized call center.

The City's constituent service structure remains highly decentralized, contrary to the intent of 3-1-1. As shown in Table I-20 below, there are currently at least nine separate call centers (excluding the proprietary departments) in the City that field calls:

Table I-20.
Primary Services, City of Los Angeles Call Centers

City Call Center	Primary Services
ITA 3-1-1	Provides information on most City services, and processes service requests for graffiti removal, certain building inspections, sanitation services, and some street services.
Department of Building and Safety (DBS)	Subject Specialty Services Group operators answer questions regarding LADBS services; and handle all Deputy Inspections, cancellation of inspections, inspection delays, and plan check status information. All calls are routed first through 3-1-1. 3-1-1 handles and processes certain calls and service requests. Other calls are then transferred to DBS. In 2012, 3-1-1 operators handled about 60% of all DBS-related calls, based on a service level agreement between the two departments.
Bureau of Street Services (BSS)	Assists with scheduling various services, including pothole and street repairs, tree down and trimming, damaged sidewalks, and street debris. Also assists with permits for tree pruning, removal, root pruning, and stump removal.
Housing & Comm. Investment Department Rent Stabilization Ordinance (HCID-RSO) Program	Provides tenants with information regarding the Rent Stabilization Ordinance (RSO) program (L.A. Municipal Code Section 151.02); and assists them in filing complaints of owner/ manager/ agent committing a violation of RSO, including non-RSO-registration, eviction based on false premises, relocation payment non-payment, reduction of services, or failure to post RSO notices.

City Call Center	Primary Services
Housing & Comm. Investment Department Billing and Collections Unit & REAP Hotline	REAP (Rent Escrow Account Program) operators assist landlords and property owners regarding their properties placed under the enforcement program established to motivate landlords to maintain their residential rental properties and to bring residential rental properties of two units or more that have existing violations into compliance (L.A. Municipal Code Section 162.00 et seq.). The Billing and Collections Unit operators assist property owners with annual bills and payment notices with the aim to maximize the collection of all Rent Stabilization Ordinance, Systematic Code Enforcement Program, and Rent Escrow Account Program fees.
Office of Finance (OOF)	Assists callers with application, renewal and payment of business tax, user's taxes, and permits related to fire, police and tobacco.
Bureau of Sanitation (BOS)	Assists callers in scheduling collection services for household refuse, yard trimmings, recyclables, dead animals, excessive brush, white goods, electronic waste, and bulky items from City residents. Process requests for watershed protection services and answer billing questions.
Department of Transportation, Parking Enforcement & Traffic Control (LADOT)	Receives, processes and transmits information in support of ticketing, towing and traffic signal repair operations. Also responsible for radio/telephone calls for service, parking enforcement and towing activity, traffic control requests during normal conditions and unusual occurrences, Traffic Signal Repair (TSR) requests, meter security, street alerts, media information, and road conditions.
Police Department (LAPD)	Fields non-emergency (non-9-1-1) calls, such as disturbances; drinking in public; property or business disputes; and trespassing/loitering. Dispatchers are cross-trained to answer 9-1-1 and non-emergency calls, and are usually rotated on a regular basis. LAPD has two communications dispatch centers (CDC): the Metropolitan CDC located in downtown, and the Valley CDC in West Hills. Non-emergency calls can be fielded at either MCDC or VCDC, while 9-1-1 calls are fielded by MCDC or VCDC depending on the origin of the call.

For comparative purposes, we interviewed personnel who oversee the departmental call centers and reviewed data and information provided by them regarding staffing levels, operations, call load, and key performance metrics. As shown in the Table I-21 below, these nine call centers employ a total of at least 166 FTEs and have estimated annual salary expenditures of at least $9.23 million based on mid-step salary amounts.[8] The call centers answer nearly 3.1 million calls from the public per year.

Table I-21.
City of Los Angeles Call/Contact Centers
2012 (unless otherwise noted)

	ITA 3-1-1	LADBS	BSS	HCID-Rent	HCID-Billing Unit & REAP	OOF	BOS	DOT	LAPD	Total or Average
Total Operators	21	4	9	6	16	14	40	22	N/A	132
Total Staffing FTEs	27	7.5	10.5	7.5	19.5	16.5	51	27	N/A	166.5
Estimated Annual Salary Costs	$1,543,928	$423,196	$574,054	$381,707	$924,065	$967,527	$2,748,526	$1,667,877	N/A	$9,230,881
Open Hours	7:45am-4:45pm	7am-5pm	7am-4pm	9am-4pm	9am-4pm	8am-5pm	7:30am-4:45pm	24 hours	24 hours	N/A
Hours Total/Day	9	10	9	7	7	9	9.25	24	24	N/A

[8] Excludes LAPD staffing because dispatchers rotate between fielding non-emergency and emergency calls.

	ITA 3-1-1	LADBS	BSS	HCID-Rent	HCID-Billing Unit & REAP	OOF	BOS	DOT	LAPD	Total or Average
Total Hrs/Wk	63	50	45	35	35	45	46.25	168	168	655.25
Days Open	M-Su	M-F	M-F	M-F	M-F	M-F	M-F	M-Su	M-Su	N/A
Days Total	7	5	5	5	5	5	5	7	7	N/A
No. of Calls Answered 2012	696,151	123,397 (FY12)	88,370 (FY12)	84,918	39,280 (Billing); 11,007 (REAP, FY12)	153,522	659,776 (FY12)	136,446	1,092,269	3,085,136
Avg. Calls Answered per FTE Operator	33,150	30,849	9,819	14,153	3,143	10,966	16,494	6,202	N/A	13,089 avg.
Avg. Handling Time (min)	02:00	01:57	02:42	04:39	04:46 (Billing); 03:14 (REAP, FY12)	N/A	03:07	01:39	N/A	04:43 avg.
Avg. Wait Time (min)	03:45	00:50	01:49	02:13 (CY11)	03:39 (Billing): 03:47 (REAP, FY12)	N/A	01:47	00:25	71% answered w/in 20 secs; and 2% w/in 60 secs	02:17 avg.
Abandoned Rate (24 hr)	41.7%	N/A	9.6%	17.1% (CY11)	N/A	30.9%	N/A	25.0%	14.5%	19.4% avg.

Table I-21 indicates that, on average, 3-1-1 operators answered the highest number of calls, when compared to the City's other contact centers. Based on our interviews with the these call centers, it appears that 3-1-1 was the only call center in the City in which staffing levels were significantly impacted; the other call centers experienced little, if any, effect on their staffing as a result of budgetary reductions.

Furthermore, 3-1-1 operators had the highest average cumulative call handling time when compared to their counterparts from the other call centers; in other words, the data indicates that 3-1-1 operators on average spent more time handling calls than operators at the other call centers. This information suggests that 3-1-1 operators have less idle time and field more general inquiry calls that require more probing questions from the operator to find the right solution. It is also important to note that other call center operators may also be responsible for non-call-taking tasks.

Lastly, the analysis indicates that callers to 3-1-1 waited significantly longer than callers to most of the City's other call centers, with the exception of the HCID REAP hotline. On average, 3-1-1 callers waited 1.5 minutes more than the average wait time of the

operating department call centers. Furthermore, 3-1-1 received a higher proportion of calls that are abandoned than the other call centers during a 24-hour period.

Conclusion

As early as 2005 (C.F. 05-0757), budgetary constraints slowed plans for call center consolidation. In subsequent years, ongoing budgetary reductions halted any plans for call center consolidation. Furthermore, the significant reduction in 3-1-1 staffing in the past several years would have negated any benefits from consolidation, and most of the departmental call centers are also characterized with high call waiting times.

Organizational resistance to consolidation has also been a major factor. In 2004 (C.F. 03-1825), the CAO conducted interviews with more than 70 employees in 46 departments, bureaus and agencies to gather input and perspectives on their departmental toll-free numbers and on integration and consolidation with 3-1-1. The CAO reported that "most departments believe that 3-1-1 ambassadors [call operators] would not be able to answer specific questions about their services effectively and could not understand or preserve the important relationships that the departments have developed with their constituents."

In interviews with the current call centers, the very same concerns regarding the need for these other call centers' specialized services were brought up by management and staff employees. Furthermore, departmental call center staffs mentioned that, in addition to call-taking responsibilities, they perform other administrative functions. We observed that some of the services offered at the other call centers appear to be specialized (i.e., compliance activities involved in HCID's RSO program, fielding of more complicated construction questions by the LADBS inspector and engineer, or use of LAPD emergency-trained dispatchers to field both 9-1-1 and non-emergency calls).

However, some services appear to be general enough to be handled by 3-1-1. Further, there are technological improvements that can be adopted that would support additional consolidation. In particular, as discussed earlier, interactive scripting provides automated flowcharts on an operator's desktop that guide the operators through citizen interactions by moving through a series of steps or questions with predefined answers. Interactive scripting standardizes call-taking procedures and increases the rate of correct problem identification and processing of inquiries and service requests.

It is important to note that expanded consolidation does not negate the need for departmental staff to field calls and requests that require specialist skills and knowledge. In benchmark jurisdictions such as San Francisco and New York, other departmental call centers operate alongside their 3-1-1 agencies. However, these cities' 3-1-1 operations answer significantly more calls and transfer much smaller proportions of their calls to their operating departments. New York launched its 3-1-1 by consolidating its ten largest call centers involving over 250 employees, and eventually consolidated more than 40 separate call centers and hotlines.

Our observations of the City's call centers and the 3-1-1 literature review and benchmark analysis conducted for this audit point to the potential for further consolidation of customer service operations in Los Angeles, or for the additional assumption by 3-1-1 of certain services now provided by the departmental call centers. The experiences of other 3-1-1 operations across the U.S. refute the argument for a high level of separate and specialized contact operations within the local government. Rather, they support the centralized constituent management approach and suggest that generalist operators – who are adequately trained and supported by the appropriate processes and technologies – can successfully resolve inquiries and service requests across a broad range of subject areas and enhance constituent satisfaction.

The existence of multiple call centers within the City to answer routine customer calls can be an inefficient use of resources. Consolidation can allow for more efficient allocation of staffing resources and economies of scale. Furthermore, given the City's current call center environment (which is characterized by high transfer rates and long wait times) additional call center consolidation and investment in the right technological improvements – such as interactive scripting and access to departmental service request systems – can lead to an enhanced constituent experience.

For example, 3-1-1 is not provided access to the BSS service request system and, therefore, cannot process any service requests for callers, even though constituents can make online requests for certain services (street resurfacing, tree trimming, pothole repair, and sidewalk repair) through the BSS website or through the MyLA 311 mobile and desktop applications. The proposed implementation of the 3-1-1 Constituent Relationship Management (CRM) application to consolidate the separate service request systems used by the various departments is a step in the right direction. A CRM solution not only provides an easier experience for constituents in requesting a service, but it may also offer an opportunity for 3-1-1 to assume more responsibility in the processing of service requests. Development and implementation of 3-1-1 CRM should be done with the goal of further call center consolidation in mind, rather than maintaining the status quo.

Recommendation:

4. **ITA management should revisit and conduct more in-depth analysis on the issue of call center consolidation in conjunction with its efforts on the 3-1-1 CRM Project.**

Finding No. 4: Collaboration between 3-1-1 and operating departments to ensure an effective constituent contact experience on a citywide basis is mostly ad-hoc and not codified in inter-organizational service level agreements.

The research literature on the experiences of 3-1-1 contact centers indicates that inter-organizational collaboration is a critical success factor for effective implementation and

operations of many 3-1-1 contact centers.[9] In Philadelphia, from the very beginning of 3-1-1 establishment, Philadelphia 3-1-1 staff met with key service departments and developed the first version of Service Level Agreements (SLAs) within several months. The SLAs provided a blueprint for moving forward with providing appropriate services and accurate information to the public. The SLAs defined roles and responsibilities of the parties involved, as well as specific timeframes for completion of tasks and services to be communicated to the caller.

The working relationship between Los Angeles 3-1-1 and the City's departments regarding processing service requests and providing appropriate information is generally ad-hoc. These relationships are not formalized in SLAs that define each party's tasks and obligations in meeting mutual goals and objectives. With the exception of LADBS, it appears that SLAs were not considered during the development and establishment of 3-1-1. As the sole department that has been consolidated with 3-1-1, only LADBS has an existing written SLA with 3-1-1.

The LADBS/3-1-1 SLA was entered into on January 29, 2008 to define the types of information provided and service requests processed by 3-1-1 operators, the LADBS applications that 3-1-1 operators can access to process service requests, and the types of requests, both for services and information, that would need to be forwarded by 3-1-1 operators to the LADBS Subject Specialty Services Group (SSG).

Regarding the other departmental call centers, documentation was lacking that would have helped define the collaborative work between 3-1-1 and the departments, including each party's tasks and obligations in processing service requests and providing accurate information. Formal documentation of roles and expectations would prevent confusion, errors in service processing, and the dissemination of wrong information.

Currently, 3-1-1 operators must access at least five different departmental service request systems to process a variety of service requests. Some departments allow 3-1-1 operators to process only certain service request types and information inquiries, and expect operators to forward other types of requests to their staff or call centers. Effective collaboration is required to ensure that constituents are obtaining the right information and the most appropriate services, not only from 3-1-1 but also from the departments and their call centers.

Conclusion

The development of formal SLAs are an important component in the consideration of further call center consolidation and efforts toward streamlining the customer/constituent experience in Los Angeles. Even if no further consolidation were to occur, SLAs would be helpful in ensuring that the working relationships between 3-1-1 and the operating departments are running smoothly. For example, LADBS noted that they had not

[9] Taewoo Nam and Theresa A. Pardo, "Identifying Success Factors and Challenges of 311-Driven Service Integration," Proceedings of the 46th Hawaii International Conference on System Sciences, 2013 (IEEE).

revisited their SLA with 3-1-1 since it was executed, and that it would be helpful to meet with 3-1-1 again to revise the SLA, as the working relationship has changed.

We recommend that SLAs be developed between 3-1-1 and the other major contact centers in the City to define each party's roles, responsibilities and expectations regarding how contact services are to be provided to the public. Improved and increased training should be provided to 3-1-1 operators to more effectively answer a broader category of constituent calls. Once SLAs are implemented, the City's contact centers should meet more regularly to discuss their working relationships and revise the SLAs as needed.

Recommendations:

ITA management should:

5. **Work with operating departments' call centers – particularly with BOS, BSS, BSL and LAPD call centers – to develop and enter into Service Level Agreements to help define each party's roles, responsibilities, and expectations with respect to the processing of service requests, forwarding of calls, and providing information. Improved and increased training should be provided to 3-1-1 operators to more effectively answer a broader category of constituent calls.**

6. **Ensure that 3-1-1 and other major contact centers in the City meet at least bi-annually to discuss their working relationship and revise their SLAs, if necessary.**

Finding No. 5: The list of departmental employees assigned to maintain and update their departments' service listings and contact telephone numbers in the Citywide Services Directory (CSD), 3-1-1's knowledgebase, is not routinely updated.

The CSD is a web browser-based application available to the public, City staff and 3-1-1 operators. This knowledgebase is a critical component to any 3-1-1 operation, as it provides easy access to detailed information about the City's services and selected non-City services. The CSD was developed and implemented as part of Phase I of the 3-1-1/E-Government Project. The 3-1-1 staff is expected to work with other assigned City staff to maintain and update the CSD on an ongoing basis to ensure information remains accurate.

The CSD is the one centralized repository that provides information about every City department's services, locations, contact telephone numbers and general information. Citizens and City employees can access and utilize the CSD through the City's website, although internal services cannot be viewed by the public. The 3-1-1 operators utilize the CSD to identify solutions for callers by providing the specific information needed,

transferring or referring the caller to the appropriate location, or processing the service request directly.

According to ITA: "Each Department has a 3-1-1 Coordinator that assigns Editors and Approvers who are responsible for maintaining and updating departmental listings in the Citywide Services Directory (CSD)." Each department should have a 3-1-1 Coordinator to ensure that there is appropriate staff to maintain current information about their services and telephone numbers, and to communicate with 3-1-1 staff when necessary. In short, each department can have multiple Editors and Approvers, but it can only have one 3-1-1 Coordinator.

According to the Content Editor User Manual, the Editor is responsible for entering, updating, and deleting service information for a specific department/provider. The information entered must be approved prior to being published or made visible on the CSD. According to the Approver User Manual, the Approver is responsible for reviewing department service information submitted by their assigned Editors. The Approver can: (1) approve the service submitted, whereby it will be forwarded to the next approver in line (if more than one approver has been established) or go live into the CSD, or (2) reject the service content, at which point it is returned to the Editor to be changed/corrected and then resubmitted. Only after the content is reviewed and approved by the Approver(s) will it be made accessible to the 3-1-1 operators and the general public using the CSD. In short, the Editor is the only individual who can make a revision to the information listed for the assigned service(s) within the CSD, but the revision cannot be implemented until the Approver approves the change. According to ITA management, 3-1-1 staff with Administrator rights can also make changes to CSD listings, as necessary.

Based on testwork, we found that 3-1-1 did not ensure that the departmental employees assigned to maintaining their departments' CSD listings are current. Furthermore, it does not appear that there are written or known procedures for how to conduct this verification process. We attempted to confirm whether the current list (as of 5/16/2013) of assigned departmental 3-1-1 Coordinators, Editors and Approvers was current by verifying with payroll data and direct telephone calls to determine if these individuals are still employed by that department. Below are a summary of the testwork results:

Some departments have no 3-1-1 Coordinators to oversee their department's service and contact information in the CSD.

- 16 departments have no assigned 3-1-1 Coordinator, representing 455 services listed in the CSD. These departments include Police, City Attorney, Aging, Cultural Affairs, DWP, Emergency Management, Bureau of Sanitation, Disability, El Pueblo De Los Angeles, Employee Relations Board, Housing Authority, Los Angeles Homeless Services Authority, Los Angeles World Airports, Mayor, Project Restore, and the DWP's Office of Public Accountability (voter-approved ratepayer advocate).

- 5 departments have two 3-1-1 Coordinators, although there should be only one Coordinator per department. The listed Coordinators are currently active employees of their respective departments: Animal Services, City Planning, Neighborhood Empowerment, Zoo, and Bureau of Street Services.

The list of assigned 3-1-1 Editors and Approvers is not current, as some are no longer employed by the listed department or even by the City.

- 17 Editors and 9 Approvers are no longer employed by the City, but they are noted to oversee a total of 120 CSD service listings.
- 7 Editors and 4 Approvers are now employed by a different department.
- 44 Editors and 27 Approvers are not associated with any service.
- 10 City employees have dual roles as both Editors and Approvers. They are responsible for 213 services listing as Editors and 200 service listings as Approvers.
- 3 Editors and 4 Approvers are listed for departments that no longer exist (Community Redevelopment Agency, Treasurer, and Human Services). One department still has 4 service listings.

There do not appear to be mechanisms for ensuring that the list of departmental 3-1-1 Coordinators, Editors and Approvers is current and complete. Some departments have Editors and Approvers but no Coordinators. There are some employees listed as Editors and Approvers who are no longer employed by the City or currently work in another department. In addition, there are employees who are listed as Editors and Approvers, but have no assigned services for which they have responsibility. It is likely that these individuals had prior responsibility, but it has been reassigned to others.

Conclusion

The Content Approver User Manual appropriately states, "Because approved services are accessed by City staff, 3-1-1 Ambassadors, and the general public, it is vital that all data be kept accurate and up to date – including not only new entries but changes to existing entries, such as changes to locations and/or hours. This way, up-to-the-minute information regarding City services is available to the public, and constituents are thus better served by the City." However, the data in CSD cannot be assured of its accuracy if the individuals assigned to keeping the information updated are not current and are no longer performing his/her CSD duties.

Having a repository of City service information is a necessity for 3-1-1 operators, and the procedures employed to ensure that operating departments are updating the information in the knowledgebase are equally important. The structure and procedures for updating the CSD, with the involvement of departmental 3-1-1 Coordinators, Editors and Approvers, is appropriate and provides a form of "checks and balances" for

updating the information available to constituents. However, there does not appear to be a process to ensure that assigned departmental personnel are still responsible for their departments' CSD listings or are even currently employed within the department or with the City. More importantly, operating departments must be proactive in ensuring that their CSD listings are current and accurate, which requires departments to assign the appropriate personnel who can successfully fulfill this responsibility.

It should be noted that 3-1-1 previously conducted semi-annual meetings with the department Editors and Approvers of the CSD knowledgebase. This allowed 3-1-1 to maintain relationships with operating departments, address problems, explore and implement improvements, and track staffing changes. However, due to staffing reductions, these meetings were not held during the audit period (the last documents we found regarding such meetings were from 2006). From late 2012 to the beginning of 2013, as part of the www.lacity.org redesign, 3-1-1 held meetings with City departments to evaluate and refresh the CSD data. However, based on our testwork, we found assigned departmental personnel who were not current, as well as outdated service listings (Finding #6).

Recommendations:

ITA management should:

7. **Request that operating departments assign current employees to their CSD Coordinator, Editor, and Approver positions who can be proactive in routinely updating the CSD listings.**

8. **Direct 3-1-1 staff to conduct annual reviews to ensure that all departments have current and appropriately assigned Coordinators, Editors and Approvers.**

Finding No. 6: Potential errors in the Citywide Services Directory (CSD), 3-1-1's knowledgebase, are not corrected promptly by 3-1-1 and operating departments.

3-1-1 operators, while performing their duties, may notice errors in the service information or invalid transfer telephone numbers provided in the CSD. The operators flag these potential errors on the CSD and notify the assigned 3-1-1 supervisor of the issues. The 3-1-1 supervisor responsible for overseeing the CSD reviews the potential error and, in turn, notifies the department's assigned Editor for that listing regarding the potential error and requests revision to be made. The CSD application allows for automated communication via email to the operating department's representative regarding any particular item or piece of information contained in that department's service listing in the CSD.

We performed several testwork activities to gauge the validity of information provided in the CSD, and the policies and procedures that exist for updating CSD information.

Although internal mechanisms are generally sound and in place for maintaining and updating the CSD, 3-1-1 follow-up is not conducted promptly to ensure that CSD listing errors are revised by operating departments.

3-1-1 is not conducting follow-up in a timely manner to correct potential service listing errors in the CSD that have been identified by 3-1-1 staff or others. We generated an Incorrect Service Report from CSD, for the period of 1/1/2010 to 12/31/2012, listing the potential incorrect service listings flagged by 3-1-1 staff to be reviewed and corrected by the assigned operating department personnel. The Incorrect Service Report for the sample period showed:

- 5 potentially Incorrect Service Listings, dating from October 2012 to May 2013. The Report indicates that the listings had not been reviewed by 3-1-1 supervisors, and, thus, had not been escalated to the departmental CSD Editors for review and correction.
- 11 incorrect service listings that were listed as Escalated Service Listings by 3-1-1 supervisors as far back as June 2010. These listings had been escalated to the Editors, but had yet to be fixed. This suggests that 3-1-1 staff did not follow-up with the Editors regarding a lack of response.
- 10 Pending Service Listings dating back to June 2012, showing that the departmental Editor had revised the listing, but the revised listing was still pending the approval of the departmental Approver. There should be timely follow-up to ensure that the Approvers review and approve the correction so that correct and updated information is provided to the public.

3-1-1 does not promptly follow-up to correct or validate the telephone listings in the CSD. We generated and reviewed the CSD Incorrect Number Report, which lists potentially incorrect telephone listings in the CSD flagged by 3-1-1 staff for the period of 1/1/2010 to 12/31/2012. This Incorrect Number Report showed:

- 4 Incorrect Number Listings with the oldest being created on 11/8/2012. These had yet to be reviewed by 3-1-1 supervisors and then escalated to the departments for review and revision.
- 14 Escalated Number Listings with the oldest at 8/25/2010. These represent listings that had been escalated by 3-1-1 supervisors but had not been reviewed and fixed by the departmental Editors.
- There were no (0) Pending Number Listings, meaning there were no phone listing errors that had been corrected by the Editor but awaiting Approver acceptance.

Conclusion

While adequate procedures have been established and the CSD system provides mechanisms to update directory information and to follow-up and track communication with departments regarding the correction of errors, 3-1-1 has not conducted proper and

prompt follow-up. According to 3-1-1 staff, the staff reductions in the past several years have forced management to focus on supervising day-to-day, floor operations. 3-1-1 staff reductions have limited staff capacity, particularly the capacity of the supervisors, to perform these quality control activities. It should be noted that, after auditors' discussion with 3-1-1 staff regarding the CSD and the updating procedures, 3-1-1 staff took some corrective action. 3-1-1 staff provided new procedures for updating CSD services and telephone numbers, assigning the Communication Information Representative (CIR) III to be responsible for escalating the potential errors to the assigned departmental staff and to document communication and necessary edit work. The CIR III is also required to provide a weekly status update via email regarding any difficulties or issues to a Supervisor and the Lead Supervisor.

The lack of follow-up work to review potential CSD errors and to make the appropriate corrections increases the likelihood of 3-1-1 operators accessing and providing faulty information to the public and, ultimately, of the public obtaining incorrect information on City services, organizations and programs. As noted above, although procedures are in place and the CSD system provides mechanisms to update directory information and to track follow-up, the procedures should be further developed to include established timeframes for the review, escalation, and follow-up if departmental response is inadequate, and final correction. This can provide the necessary trigger points for timely follow-up to occur.

Recommendation:

9. **ITA management should direct 3-1-1 to modify procedures to include established timeframes for the review, escalation, and follow-up if departmental response is not adequate, final correction, and/or other steps involved in the updating and correction of CSD service and telephone listings.**

Finding No. 7: ITA has not been able to implement the originally-planned Citywide Service Request System (CSRS), and does not appear to have concrete plans and specifications for the development and implementation of the successor system, the MyLA 311 Constituent Relationship Management (CRM) System.

The CSRS was envisioned to allow the public and City staff ability to request non-emergency services from City departments through the Internet or by contacting 3-1-1. The system would include a new citywide process to track the status of service requests and, over time, would permit the consolidation of the multiple departmental service request systems in use by the various departments.

Furthermore, through the CSRS, elected officials would be able to monitor service requests by categories such as request type, date, geographic location, and City response times. In November 2003, ITA issued a Request for Proposals (RFP) for CSRS. The RFP, which was divided into three categories, specified that the CSRS

should be a "Commercial-off-the-Shelf" product and must be compatible with the City's information technology infrastructure (C.F. 05-1570).

In 2004, the City selected Motorola to provide the CSRS software licensing and maintenance, and application hosting services, while Motorola, Accenture and Deloitte were recommended to provide systems integration and business process services (C.F. 04-1582-S1). The contract stipulated that ITA would issue an individual Statement of Work (SOW) for each specific project related to system integration and implementation of the CSRS in each department. Motorola was expected to perform all work and tasks to engineer, install, optimize and integrate the CSRS as specified in each SOW. In accordance with the original plan (PwC's Final 3-1-1 Implementation Plan),[10] the City worked with its vendors and constructed a pilot online-capable service request system to demonstrate the design effectiveness and capability of the Motorola CSRS/CRM software. This pilot project resulted in the Anti-Graffiti Request System (AGRS). However, according to ITA staff, as a result of funding constraints, the development of the CSRS was halted after the development and implementation of AGRS.

The contract agreement with Motorola had a three-year term and an amount not to exceed $6 million. Based on available vendor payment data in the City's Financial Management Information System (FMIS), we found that ITA expended a total of nearly $1 million under this particular contract with Motorola, as shown in Table I-22. ITA made six payments for a total of $302,977 for "milestone completion," which is likely associated with the completion of systems development and integration work on an individual SOW (which is assumed to be the AGRS). ITA also made a total of 20 payments to Motorola for Application Service Provider (ASP) hosting, with the first monthly payment in April 2007 and the last payment in October 2008 (which appears to be a lump sum payment for early termination of the hosting services).

Table I-22.
Vendor Payments by FY
Contract No. C-110673, Motorola, Inc.

FY	No. of Payments	ASP Hosting	No. of Payments	Milestone Completion	Total
2006-07	0	$0.00	3	$146,375.37	$146,375.37
2007-08	12	$304,962.00	3	$156,601.63	$461,563.63
2008-09	8	$384,600.50	0	$0.00	$384,600.50
Total	**20**	**$689,562.50**	**6**	**$302,977.00**	**$992,539.50**

It is not clear from available data whether additional payments were made beyond FY 2008-09 for other work related to CSRS development. When requested by audit staff to provide such information, ITA indicated that information on past work conducted and funds expended has no relation or impact to its current work on implementing a CRM system, and declined to provide any prior program documentation and additional information on historical expenditures related to CSRS.

[10] Amy B. Woszczynski. "Evaluation of the City of LA 3-1-1 Project." Kennesaw State University, Department of Computer Science and Information Systems , April 23, 2003.

However, the work on CRM platform implementation has recently reemerged, along with the major redesign of the City's website and the MyLA 311 applications. The website redesign featured easier access to commonly requested services and information, tighter social media integration, and access to live and archived video, such as City Council meeting broadcasts.

Currently, the various service request systems and work order systems utilized by operating departments and/or 3-1-1 are not integrated and consolidated at the back-end. There is not a centralized database easily accessible to elected officials and City management that would allow them to monitor service requests and resolution.

In well-developed CRM systems, leaders and management can analyze service request and resolution data by different categories, such as request type, date, Council Districts, geographic locations, and City response times. Constituents can track their service requests from intake to resolution, and can even have access to current and historical service request data if the CRM system follows Open311 or Open Data standards, and is fully integrated with existing constituent tracking systems used by the Council Offices.

The City's current service request systems include the following:

- Code Enforcement Information System (LADBS)
- Internet Request For Inspection System (LADBS)
- Plan Check Inspection System (LADBS)
- Anti-Graffiti Request System (Board of Public Works)
- Bureau of Sanitation Service Request System (BOS)
- Service Request Management Information System (BSS)
- Asset Maintenance System (BSL)

Furthermore, these service request systems are not integrated with the CSD. Hence, it is not possible through the CSD to track a service request from the time it is generated to the time the requested work is completed. Rather, data regarding service requests can be tabulated and viewed from each department's internal service request system.

As for the new CRM system, according to an ITA management document, "311 CRM Project Scope," funding was allocated in January 2013 to implement this new 3-1-1 CRM system. Similar to the goals of the original CSRS, the 3-1-1 CRM system would simplify and consolidate intake, resolution, tracking and reporting of 3-1-1 requests. The first two CRM project deliverables were implementing a MyLA 311 mobile application for Android and Apple smartphone users, and a MyLA 311 web portal for desktop users that mirrors the same electronic service requests as the mobile app. Both mobile and desktop applications provide public access to one consolidated online service request form with the top eleven most requested 3-1-1 services.

It should be noted that since the CSRS project was suspended, each department had been able to develop online capability for constituents to make service requests.

However, the MyLA 311 mobile and desktop applications consolidated these online service requests into one convenient front-end platform. The MyLA 311 mobile app was launched on March 18, 2013 and, as of early May 2013, has had over 10,000 downloads and over 2,500 service requests submitted. The MyLA 311 desktop web portal had a soft launch in late April 2013 and is now available from the City website. Service requests are automatically routed as email messages to the departments for processing by both the MyLA 311 mobile application and the website portal.

ITA is proposing a back-end 3-1-1 CRM system that is expected to centralize the various service request systems into one common database, simplifying access to City services and streamlining departmental operations. The departments included in the year-one scope of the CRM project are the BOS, BSS, BSL and Office of Community Beautification/Anti-Graffiti Request System. Once the CRM system is operational and includes service types associated with the above-mentioned departments (e.g., bulky item pick-ups, pot hole repairs, graffiti abatement, etc.), requests for these departments' services can be made via the CRM system by City staff, elected offices and the public. The functionalities of the proposed 3-1-1 CRM system are:

- Intake of new requests;
- Tracking of open requests;
- Processing/closure by departments;
- Completion notification via email; and
- Performance management and operational reporting.

The proposed MyLA 311 CRM system would also provide a single registration/log-in process that would enable constituents to view their City transactions or requests, including DWP billing information and 3-1-1 services that they have requested. The City government – elected officials, management, and even constituents – would be able to more easily access the service request and resolution data within the CRM system. Currently, such information would require extracting data from the various, disparate service request and work order systems housed at the operating departments. With the new CRM system, the City would be able to identify not only which services are most requested, but where within the City are service demands greatest and how effective are City resources being allocated to address these service needs. A well developed system would allow City leaders to gauge performance accountability and performance management by the operating departments.

The research on 3-1-1/CRM systems indicates that the lack of interoperability between a 3-1-1 system and departmental legacy systems remains a major technological barrier to connecting, streamlining and consolidating different and disparate systems. In the benchmark analysis, several cities indicated that 3-1-1 integration with departmental legacy systems has not been completed and remain a challenge. The generally recommended sequence of 3-1-1/CRM development is creating the back-end coordination and integration of the operating department's systems first, before the creation of the front-end contact center platform. However, many of the departments' legacy systems – such as the various service request systems – existed before the

implementation of 3-1-1. As discussed, the CSRS was expected to consolidate the service request systems and integrate them with the 3-1-1 platform almost concurrently.

3-1-1 and operating departments are not the only contact channels through which constituents interact with the City government. Given its proximity to constituents, the Council District Offices are a critical component of the constituent contact experience. Constituents reach out to the District Offices to request services, ask for information, and inform leaders of pressing issues and concerns. Therefore, in developing and implementing the MyLA 311 CRM system, it is important to recognize and incorporate the wealth of knowledge and data regarding service needs and concerns that the Council Districts possess. Some Council District Offices utilize separate constituent management systems to track their own constituent calls and service requests, and to monitor whether and when constituent requests have been resolved. In order to have one consolidated, Citywide database from which the City can assess constituent concerns and service needs, ITA should work with the City Council Offices to determine how the planned MyLA 311 CRM system can integrate the individual City Council Offices' constituent management systems to capture important information.

Conclusion

According to ITA management, the development of the MyLA 311 CRM system began in June 2013, with the assignment of an Information Systems Manager II as the MyLA CRM Program Manager. Auditors requested additional information – such as project plans, milestones, and specifications – regarding the 3-1-1 CRM system project to assess the sufficiency of project planning and management that would ensure successful project execution and budgetary controls. However, at the time of the audit, ITA management indicated that there was no project plan or specifications for the CRM system because the Department was in the middle of negotiation with the software vendor (Oracle) as well as the system integrator.

Since then, the City has completed a settlement agreement with Oracle (of which the CRM project is a part) and also entered into a contract agreement with the system integrator, 3Di, Inc., for the CRM implementation project. A project kickoff meeting was held on October 2, 2013, involving various stakeholders, including the Mayor's Office, City Council's Innovation, Technology and General Services Committee (ITGS), DPW Board, DWP, CAO, CLA, and DPW management (BOS, BSS, BSL, and OCB).

Subsequent to audit fieldwork, ITA provided documentation that outlined the CRM project's major objectives, scope of work, authorized funding, governance, assigned staff, and specific project tasks and their start and completion targets as part of a detailed project management timeline. The documentation shows that current project planning involves the integration with or replacement of "siloed legacy service request systems," and the intent to "provide a robust platform for future growth and expansion." With an authorized budget (as of October 2013) of over $6.5 million, the CRM project is expected to be completed by the end of 2014. Given the importance and Citywide scope of the MyLA CRM project, it is critical that ITA implements this project

successfully, within budget, and with the knowledge and ongoing collaboration of the various City stakeholders, both the elected offices and internal departments.

Recommendations:

10. **ITA management should continue to execute its project plan in implementing the MyLA 311 CRM system, ensuring that the project has capabilities for data accessibility by both constituents and City leaders, and that project implementation involves the ongoing collaboration with City leaders and affected Departments.**

11. **As part of the development of the My311 CRM system, ITA management should:**

    a. **Work with the City Council Districts to explore opportunities to integrate their different constituent management systems with the planned CRM system.**

    b. **Ensure that the CRM system includes performance metrics and data for performance accountability and service delivery achievement.**

Finding No. 8: Los Angeles residents who are limited English proficient – particularly those who are not Spanish-speakers – are disproportionately underutilizing 3-1-1 services.

One of the central aims of government is to ensure that information and services are accessible across the breadth of the population and particularly to those who are vulnerable and underserved. The inability of constituents to comprehend and speak English can be a substantial obstacle to access needed government information, services and programs. 3-1-1 is expected to streamline constituent-government interaction and has been envisioned as a vehicle to make government more accessible to constituents. More simply put, 3-1-1 (and arguably contact centers in general) can serve as the primary "gateway" to government and its operations and services. However, if language barriers persist that limit constituent access to 3-1-1, they also restrict access to government services.

Calls to 3-1-1 requiring language assistance comprise a small proportion of total call volume. A caller to 3-1-1 with very limited English proficiency can receive language assistance services either through in-house operators or via outside language interpreter services. While the current 3-1-1 staff includes five operators who can speak Spanish, it does not have the capacity to answer and process calls in any other language. As shown in Table I-23, an annual average of 6.4% of total calls answered in the past three fiscal years were fielded by Spanish-speaking 3-1-1 operators. It should be noted that 3-1-1 does not currently provide assistance by in-house operators in other languages besides Spanish.

Table I-23.
Total Calls Answered by 3-1-1 Spanish-Speaking Operators

FY	Spanish Calls Answered	Total Calls Answered	Spanish % of Total Calls Answered
2012-13	44,032	669,037	6.6%
2011-12	48,415	769,582	6.3%
2010-11	61,435	961,560	6.4%

3-1-1 operators can also contact the contracted vendor to connect to a live language interpreter. 3-1-1 calls requiring outside language interpreting services are a very small proportion of the total call volume, comprising less than 1%, as shown in Table I-24 below for a six-month period from July to December 2012. 3-1-1 has had an existing contract with this vendor since the call center's inception. The contract is based on a pay-as-you-go billing model that charges the City at a rate of $0.79 per minute. ITA receives a monthly bill that delineates each call that required interpretation, its duration, the language utilized, and the cost for the service.

Table I-24.
Comparison of Calls Requiring Contracted Interpreting Services to All 3-1-1 Calls
6-Month Period (Jul. 2012 - Dec. 2012)

Month	Total 3-1-1 Calls Req. Language Assistance*	Total 3-1-1 Calls Answered	Lang. Asst. Calls as % of Total Calls
Jul-12	481	56,883	0.85%
Aug-12	610	61,943	0.98%
Sep-12	495	53,786	0.92%
Oct-12	383	65,074	0.59%
Nov-12	264	83,885	0.31%
Dec-12	215	47,489	0.45%
Total	**2,448**	**369,060**	**0.66%**

* Does not include calls assisted by Spanish speaking 311 call takers

3-1-1 management recently negotiated a one-year agreement with another provider for similar on-demand, over-the-phone interpreting services at a rate of $0.53 per minute. The new agreement is viewed as a trial period for the vendor, which provides the same services for the County of Los Angeles.

Calls to 3-1-1 from those who are not English proficient are disproportionately Spanish-speakers. As shown in Table I-25 below, 95% of calls to 3-1-1 requiring interpreting services requested Spanish language assistance. These totals do not include the calls that are fielded and assisted by Spanish-speaking 3-1-1 operators. Based on data provided by 3-1-1, in 2013, a total of 44,926 calls requiring Spanish language assistance were fielded by 3-1-1 Spanish-speaking operators. This total represents 6.6% of the total call-answered volume in 2013.

Table I-25.
Contracted Interpreting Services, 6-Month Period (Jul. 2012 - Dec. 2012)
3-1-1 Usage and Charges

Language	Calls	Minutes	Charge	% of Total Calls
Spanish	2,327	14,346	$11,333.34	95.06%
Korean	63	879	$694.41	2.57%
Armenian	12	112	$88.48	0.49%
Mandarin	11	123	$97.17	0.45%
Russian	10	113	$89.27	0.41%
Farsi	8	137	$108.23	0.33%
Cantonese	4	80	$63.20	0.16%
Vietnamese	4	34	$26.86	0.16%
Japanese	3	29	$22.91	0.12%
Arabic	1	14	$11.06	0.04%
Cambodian	1	16	$12.64	0.04%
French	1	5	$3.95	0.04%
Latvian	1	11	$8.69	0.04%
Portuguese	1	10	$7.90	0.04%
Romanian	1	2	$1.58	0.04%
Total	**2,448**	**15,911**	**$12,569.69**	**100%**

Constituents who speak other languages – such as Asian languages – and are not proficient in English have much lower utilization of 3-1-1 services. During the six-month sample period of calls requiring outside interpreter services, callers requested six Asian languages: Korean, Mandarin, Cantonese, Japanese, Vietnamese, and Khmer/Cambodian. These Asian-language calls comprised only 3.5% of total outside language-assistance call volume and 7.3% of total charges for language-assistance calls during this period. Asian language speakers comprised 13% of the non-English proficient population in the Census data.

Access to on-demand, over-the-phone interpreting services is inconsistent across the City's call centers, suggesting underutilization of call center services by non-proficient English speakers. There are call-takers at the City's call centers who speak Spanish, but there are few who speak other languages. We obtained data on the utilization of language assistance at two of the City's other contact centers, Bureau of Street Services (BSS) and Housing and Community Investment Department's Rent Stabilization Ordinance Program Hotline (HCID-RSO).

Both BSS and HCID-RSO call centers utilize the same interpreter services provider as 3-1-1. BSS reported callers requiring services on a total of 10 calls between January 2013 and May 2013 (there were no interpreter-assisted calls in two of the five months). The BSS call center answered a total of 88,370 calls in FY 2012. HCID-RSO reported only 9 calls requiring interpreter services within the same five-month period, while answering a total of 84,918 calls in 2012.

As shown in Table I-26 below, four of the nine City call centers do not provide interpreting services to callers. These call centers have in-house call takers who speak Spanish, but they rely on the availability of other employees within their departments to provide needed interpretation for other languages. Call center staff noted that, in cases

where the caller requires assistance in a language that is not spoken by a departmental employee, the caller is asked to call back with a friend or family member who can speak English proficiently to assist with the call. This places the responsibility on the caller to find language assistance and limits constituent access to city services.

Table I-26.
Availability of Interpreting Services at the City's Contact Centers

Department	In-House Capabilities (No. of Operators)	Total Operators	Interpreting Services
3-1-1	Spanish (5 operators)	28.5	Contractor services with TeleInterpreters
Building & Safety	None	4	Contractor services via 3-1-1 operators on phone transfer
Bureau of Street Services	Spanish (5)	6	Contractor services with TeleInterpreters
Housing - Rent Stabilization Ordinance Program	Spanish (5)	6	Contractor services with TeleInterpreters
Housing - Billing and Rent Escrow Account Program	Spanish (15)	19	None
Office of Finance	Spanish (7)	14	None
Bureau of Sanitation	Spanish (14) and Korean (1)	40	None
Transportation	Spanish (3)	22	None
Police	Tagalog, Korean, Chinese and Farsi (N/A)	N/A	Billed and paid through ITA/3-1-1's contract with TeleInterpreters

It should be noted that ITA/3-1-1 pays for interpreting services for non-emergency LAPD calls and for calls fielded by staff at the Clerk's and City Attorney; the calls from these departments comprised 17% of total charges during this six-month period. Their numbers were extracted and not included in the 6-month sample discussed above.

Limited-English proficient constituents in Los Angeles are less likely to use 3-1-1 than most of their counterparts in benchmark jurisdictions. According to the U.S. Census, as shown in Table I-27 below, it was estimated that approximately 18% of all Los Angeles city residents in 2010 who speak a non-English language at home speak English either "not well" or "not at all."

Table I-27.
Ability to Speak English, City of Los Angeles, Population 5 Years and Over
U.S. Census, 2010 American Community Survey, 1-Year Estimate

		Speaks English				
Language Spoken at Home	English Only	"Very Well"	"Well"	"Not Well"	"Not at All"	Total
English only	1,409,136	0	0	0	0	1,409,136
Spanish	0	741,999	291,035	330,205	177,948	1,541,187
Indo-European languages	0	140,700	47,544	26,923	13,257	228,424
Asian and Pacific Island languages	0	150,495	75,757	62,625	20,262	309,139
Other languages	0	40,765	10,541	3,400	1,317	56,023
Total	**1,409,136**	**1,073,959**	**424,877**	**423,153**	**212,784**	**3,543,909**
% of Total	**40%**	**30%**	**12%**	**12%**	**6%**	**100%**

As shown in Table I-28 below, Spanish-speaking residents comprised the bulk (80%) of the City's population who speak English either "not well" or "not at all." In addition, 13% and 6% of the City's residents who speak English "not well" or "not at all" speak Asian/Pacific Islander and Indo-European languages, respectively, at home.

Table I-28.
Population – Speaks English "Not Well" or "Not at All"
City of Los Angeles, Population 5 Years and Over
U.S. Census, 2010 American Community Survey, 1-Year Estimate

	Speaks English Total (Not Well and Not at All)	
Language Spoken at Home	**Count**	**% of Total**
Spanish	508,153	80%
Indo-European languages	40,180	6%
Asian and Pacific Island languages	82,887	13%
Other languages	4,717	1%
Total	**635,937**	**100%**

In the audit's benchmark survey, we compared the benchmark 3-1-1 contact centers' fielding of calls from non-English callers and their jurisdictions' non-English proficient populations, as summarized in Table I-29 below.

Table I-29.
Ability to Speak English and 3-1-1 Non-English Calls Proportion
Benchmark Survey and 2010 American Community Survey, 1-Year Estimate

Jurisdiction/3-1-1 Contact Center	% of Population Who Speak English "Not Well" or "Not at All"	% of Total Answered 3-1-1 Calls Needing Language Services (2012)
Los Angeles, CA	17.9%	7.1%
Riverside, CA	9.2%	5.6%
San Francisco County, CA	14.0%	0.5%
Mecklenburg County (Charlotte), NC	4.4%	2.5%
Houston, TX	14.7%	9.0%
Miami-Dade County, FL	22.3%	26.9%
New York, NY	13.0%	5.0%
Sacramento, CA	8.1%	N/A
Washington, DC	1.8%	N/A

As discussed earlier, Los Angeles 3-1-1 reported that 6.6% of all calls answered in 2013 were fielded by Spanish-speaking operators, and that less than 1% of total call volume required outside language interpreter services. The combination of calls fielded by in-house Spanish-speaking operators and those using outside interpreter services should represent the total volume of 3-1-1 answered calls that required language assistance services. Based on this understanding, we determined that 7.1% of all the calls answered by 3-1-1 in 2012 needed some form of language assistance services.

The comparative data suggests that, relative to the City's non-English proficient population, Los Angeles 3-1-1 answered fewer non-English calls than its counterparts in

the benchmark survey (with the exception of San Francisco); and/or that there is a lower utilization of 3-1-1 services among the Los Angeles non-English speaking population.

Conclusion

There are several factors that have contributed to the underutilization of the 3-1-1 contact center as well as other contact centers in the City. First, the in-house language capabilities of 3-1-1 and the City's other call centers are limited to primarily English and Spanish. While the City's limited English proficient population is predominately Spanish-speaking, the data shows that this population is disproportionately utilizing language assistance services, by both in-house and external interpreter services.

Secondly, there is limited promotion of the availability of language interpreter services to the 3-1-1 caller. Either the caller has to ask for such services, or the 3-1-1 operator identifies the need and initiates the service. According to the 3-1-1 director, there have been no resources within the budget for at least the past five years dedicated to marketing and promotion of 3-1-1, with the exception of the airing of PSAs on the City's Channel 35 (LA CityView 35). Two PSAs explaining the process to request graffiti removal and bulky item pickup (two of the most popular service requests processed by 3-1-1) were made and aired on the channel (157 times for the graffiti removal PSA and 184 times for the bulky item PSA since June 2012). While these are commendable efforts, the segments focus only on two services and were only in English and Spanish.

Furthermore, during 3-1-1 operating and non-operating hours, a caller to 3-1-1 will likely be greeted by an interactive voice response (IVR) message that first asks the caller if he/she wants to continue the call in either English or Spanish. Callers choosing Spanish would begin to hear the available prompts in Spanish and be routed to a Spanish-speaking 3-1-1 operator if one is available at the time. There are no other prompts for other languages; this places the responsibility on the caller to request language services, even he/she does not speak any English. Note that the 3-1-1 call center has only Spanish language capabilities in-house, but it might be prudent to provide the IVR message and prompts in other major languages. New York 3-1-1 provides IVR messaging in the following languages: English, Spanish, Mandarin, Cantonese, Russian, Korean, and Haitian-Creole.

Based on the six-month sample of charges, it is estimated that between $20,000 and $30,000 is expended each year for interpreter services. More marketing and promotion of 3-1-1 services and interpreter services would likely lead to increased call volume and workload, and greater demand for language access that would increase costs.

However, limited language communication services can prevent residents from accessing City services and programs to which they otherwise would need or are entitled. Since 3-1-1 is viewed by many as the "gateway" to the City's services, limited language access services provided by 3-1-1 (and other call centers within the City) cannot become an obstacle to the City government. This would undermine the overall approach of 3-1-1 and constituent relationship management.

Recommendations:

ITA management should:

12. **Maximize language access services provided to callers to the 3-1-1 Contact Center through enhanced promotional activities.**

13. **Consider providing the IVR message in other languages most frequently used by callers, and an IVR prompt that allows callers to notify their need for language assistance.**

Department General Managers should:

14. **Ensure that their call centers (HCID Billing and Rent Escrow Account Program, Office of Finance, Bureau of Sanitation, and Department of Transportation) provide on-demand, over-the-phone interpreter services.**

Finding No. 9: 3-1-1 does not employ industry best practice technologies found in other 3-1-1 organizations across the U.S.

There are several best practice technologies of which 3-1-1 can take advantage:

1. CRM system integration – Los Angeles 3-1-1 lacks and underutilizes the wealth of call center data and information available (discussed further in the next report section). This is particularly unique in an industry that is data-rich, when compared to other functions within government. 3-1-1 call-related data is disjointed, as various information management systems – service request, CSD and telephony systems – are not integrated.

   For example, CSD call data provides important information on the nature of calls and operator action, but it relies on the operator to generate a call ticket after each call. This has created a small, but important discrepancy between the datasets produced by the CSD and the 3-1-1 telephone system. The informal plan to implement the back-end CRM system to integrate the various service request systems is certainly a best practice moving forward. According to ITA, the new CRM system will replace the CSD system. We expect the CRM system would eventually integrate the 3-1-1 telephony system.

2. Interactive scripting – As discussed earlier, we recommend the use of interactive scripting as part of 3-1-1 operations. Interactive scripting standardizes the information provided and the steps involved to process the right service request. The technology feature can minimize the siloing of the City's various constituent contact services.

3. IVR system with increased self-help capabilities – Also discussed earlier is that the current 3-1-1 IVR system lacks functionality, such as language prompts that

can improve accessibility. The IVR system can also play a role in the soliciting of caller customer feedback (discussed in the next report section), and provide more self-service capabilities for constituents and information pushing opportunities for the City. The adoption of additional IVR self-service capabilities can help reduce caller wait times and call abandon rates.

Benchmark cities have already implemented these capabilities. In Durham-NC 3-1-1, a well-designed IVR system – that provides five escalating self-service prompts before the caller could reach an operator – was able to reduce live operator calls by 50%.[11] New York 3-1-1 increased IVR usage for those callers who want to self-service through this method. New York 3-1-1 increased the offerings and options available through the IVR, also enabling over 50% of calls to be resolved via IVR messaging in less than two minutes.[12]

The most frequent inquiries resolved via IVR messaging with New York 3-1-1 include Alternate Side Parking status information; holiday schedules; school and government office closure information; weather-related information and impacts; and communication regarding street, bridge, and tunnel closures due to parades and events, such as the NYC Marathon. The IVR was also used for information pushing, such as in Spring 2009, when the IVR was used to relay status information on school opening and closures due to the H1N1 outbreak.

4. More 3-1-1 contact channels – Our benchmark analysis also shows that Los Angeles provides fewer avenues for constituents to reach 3-1-1. ITA's recent implementation of the MyLA 311 mobile and desktop applications are a step in the right direction. However, more can be accomplished with respect to these applications, as they are not integrated with the operating departments' service request systems. Service requests originating from these applications are routed to the operating departments for processing via email, rather than directly into their service request systems. This process requires department staff to transfer information from these email messages into the service request systems. The planned CRM implementation project is expected to improve on this area.

   Unlike other jurisdictions, 3-1-1 has not adopted other leading technologies that can expand constituent accessibility and improve service provision. In Chicago, the city's 3-1-1 center is one of the more advanced agencies with respect to contact channels. In December 2012, Chicago 3-1-1 implemented its new ChiTEXT tool, which allows constituents to text in service requests, receive "311 Service Tracker" updates via text message, and sign up for localized City alerts. There is now software and even application features within CRM systems that can search for keywords in text messages, Twitter tweets and Facebook posts, and automatically create service requests based on that search.

[11] Interview of Cory Fleming, 311/CRM Program Director, International City/County Management Association, June 26, 2013.
[12] New York City Global Partners' Innovation Exchange. "Best Practice: Call Center for Non-Emergency City Services," June 13, 2011.

In addition, a growing number of cities – including Chicago, San Francisco, Boston, Baltimore, Washington, DC, and Toronto – have adopted the national "Open311" standards framework. Cities that are adopting these standards are opening up their Application Programming Interfaces (APIs), allowing a number of approved, independently-developed mobile applications to communicate directly with their cities' 3-1-1 technology and databases of constituent complaints, inquiries, and service requests.

Many cities, including Los Angeles, have developed their own mobile applications to streamline the processing of service requests. However, because these jurisdictions' applications were developed independently, an application designed for one city cannot be used for another city. Cities that have open APIs allow constituents to use third-party applications – such as Fix311 and SeeClickFix.com – that were built using the Open311 standards to report problems and initiate service requests. This approach creates more ways for constituents to interact with their local government.

Chicago's ChiTEXT application was created using the Open311 API framework. The city's open government initiative was developed through a partnership between the Chicago Department of Information Technology and Code for America, and funded in part by the Smart Chicago Collaborative. Code for America is a non-profit organization that recruits the top talent from the technology industry to give a year of service to build innovative web applications for city governments. Chicago was one of eight cities that participated in the Code for America 2012 program.

Although Los Angeles has not adopted the Open311 standards framework in opening up the City's APIs (with the exception of the City Controller's Control Panel L.A.), the City is in the beginning stages of providing public access to its data. In April 2013, City Council instructed ITA to develop an initial Open Data Initiative pilot program with a limited number of departmental datasets to verify feasibility.

Beginning in May 2013, ITA created a website (http://lamaps.maps.arcgis.com/home, which has been recently taken down) for the pilot project using Esri's ArcGIS platform to provide the following map layers for City boundaries, Council districts, LAUSD schools, library locations, street lights, fire hydrants, parcels, Parks and Recreation points of interest, and street alleys.[13] The website also provides the public an opportunity to recommend specific data be made available.

[13] Esri is a company that supplies Geographic Information System (GIS) software, web GIS and geodatabase management applications. ArcGIS refers to to Esri's suite of GIS software products, which operate on desktop, server and mobile platforms, and includes developer products and web services.

As noted above, in October 2013, by adopting the Open Data standard, the City Controller unveiled the Control Panel L.A. website, providing public access to an extensive volume of data on taxpayer expenditures for a variety of services.

Recommendations:

ITA management should:

15. **Consider implementing 3-1-1 Interactive Voice Response (IVR) functionalities to include more self-service capabilities and referrals to online and mobile application service request channels.**

16. **Explore expanding 3-1-1 contact channels to include constituent service request processing through text messaging, social media applications, and Open Data standards.**

SECTION II: PERFORMANCE REPORTING AND MANAGEMENT OVERSIGHT

Workload and performance data are important for any type of operation, and are particularly critical for contact centers. Contact centers, both private and public alike, use data to manage the call center and its workforce, to budget and plan required resources, to improve efficiencies, and to increase overall customer/constituent satisfaction. Call centers must not only acknowledge the importance of call and performance data, but they also need to understand what metrics are important to track and how to successfully track these metrics.

Finding No. 10: 3-1-1 underutilizes available data to track its productivity and performance.

3-1-1 and other City contact centers (with the exception of LAPD and LADOT, which utilize a CAD-RMS system), are equipped with and utilize the Nortel Networks Symposium Contact Center Server software system (Symposium) that provides important functionalities, such as IVR, automated call distribution or routing (ACD), and management tool capabilities, such as historical statistics, overall productivity reports, and reports on operator performance. Symposium is tied to the operator's telephone system; hence, the application records information on when calls are answered and completed. 3-1-1 also utilizes the CSD system to measure overall call center workload. After each call, the 3-1-1 operator is expected to create within the CSD a call ticket to serve as a record of each call request for service, information or transfer.

3-1-1 is unable to generate sufficient call volume and workload data often utilized by constituent contact centers to manage and evaluate operations. Auditors requested 3-1-1 call-related data for multiple years (2010-2012) to assess overall 3-1-1 workload and performance. The requested data is typical information that contact call centers should be able to generate. However, 3-1-1 was only able to provide detailed call volume and metrics data for only one calendar year (2012) and the first five months of the current year. The data includes calls received, calls answered, calls abandoned, and wait time average for each month, but average call duration time was not included in the data report provided.

3-1-1 also provided a summary report with total annual calls received for six fiscal years beginning with FY 2006-07, and slightly more detailed metrics (calls received, calls answered, calls abandoned, average wait time, and average call duration) for FYs 2010-11 and 2011-12. But the call data was rounded to the nearest one-hundred thousands, and the average wait and call duration times were rounded to the nearest tenth. When we requested more detailed data, 3-1-1 management indicated that it was not able to provide any more detailed information for any time period prior to 2012.

The current Symposium call center information management system should be able to capture and provide the necessary data and information. It should be noted that other departmental call centers that utilize the Symposium telephony system were able to provide more detailed call volume and related metrics for several years, and did not

report system limitations on the generation of historical data. It is unclear why 3-1-1 is not able to generate adequate data for analysis.

3-1-1 management indicated that, based on its understanding, the call center information management system discards the recorded data after six months; and if 3-1-1 management wanted to maintain the data for analysis, it would have had to export the data from the system before it is discarded. 3-1-1 management conceded that it is possible that the recorded data remains within the system's database. Even with limitations, 3-1-1 should have exported the data in a format appropriate for detailed analysis for tracking its productivity.

Recommendation:

17. ITA management should ensure that its information systems related to 3-1-1 record, maintain and generate detailed and accurate data and information on the contact center's call volume for management's use.

Finding No. 11: 3-1-1 lacks strategic and measureable goals and performance metrics.

The data collected and generated from the CSD and, in particular, from Symposium, is used by management and supervisors to oversee the day-to-day, floor-level operations of the 3-1-1 contact center. Symposium provides the manager and supervisors with an adequate performance management system, allowing supervisors to track the work activities of each operator, such as call duration, call volume automatically presented or routed to each operator, volume of calls answered, volume and duration of personal timeouts and other non-direct work activities, etc.

Such data is tracked in real time by the supervisors on their desktops provided as part of the Symposium's management tools. 3-1-1 supervisors utilize the Symposium's operator activity coding system (operators enter on their telephone keypads activity codes for various work activity, including rest periods) to track and assess time-on-task. In addition, monthly reports of each operator's performance and workload is generated and reviewed by supervisors with the operator. 3-1-1 also utilizes the HigherGround software application to digitally record all calls conducted by the operators. Each month, each supervisor listens to approximately ten recorded calls of each of his/her assigned operators and provides feedback on the monthly report form.

Although it appears that available data is utilized to manage day-to-day operations, data is not sufficiently used to measure overall 3-1-1 performance and productivity. 3-1-1 lacks strategic and performance metrics and goals. The FY 2012-13 adopted budget provided City departments' reported goals and metrics for their budgeted programs, based on their alignment with six City functions and forty-five sub-functions. In alignment with the "Support of Police Department" function and to meet the departmental goal to "provide reliable public safety programs," ITA indicated in the

budget document that its 3-1-1 program would strive to meet the metric to "maintain an average call waiting time of three minutes." As discussed earlier, the average wait time during FY 2012-13 was more than four minutes. While the performance metric was realistic given staff availability, such a metric is not ideal. Los Angeles 3-1-1 should strive toward performance metrics that are more commensurate with the 3-1-1 industry and best practices.

In addition to the existing call waiting time metric, the ITA General Manager recently established the following overarching goal for 3-1-1: over 90% of incoming calls offered within the operating hours should be answered (10% abandoned rate). With the additional staffing, 3-1-1 has been able to meet this target rate in both April and May 2013. Moving forward, this 10% abandoned rate is a feasible performance metric for 3-1-1. In summary, we recommend that 3-1-1 establish these four key performance goals:

- Call abandon rate during operating hours (already established as 10%)
- Average call waiting time (60 seconds)
- Call transfer rate / first call resolution (25% / 75%)
- Service level percentage (TBD)

It is important to note that there is no industry standard for call abandoned rates, call waiting time and call transfer rate, since these metrics reflect the needs, expectations and tolerance of the service population and the contact center. However, against benchmark 3-1-1 contact centers, we find that the Los Angeles 3-1-1's abandon rate (9%) and average wait time (61 seconds) during the most recent two months (April and May) in which data were available appear favorable, and should be reasonable performance goals or targets moving forward.

With respect to the transfer rate, given the intent of 3-1-1 to consolidate the contact points and streamline the constituent-government interaction, the call transfer/first call resolution rate of a 3-1-1 contact center should be minimized. We noted earlier that Los Angeles 3-1-1's transfer rate is significantly higher than its benchmark agencies (three-year average of 43% compared to 13% average for the benchmark cohort). More availability of information and instruction on processing calls, and further call center consolidation with 3-1-1's assumption of more service request processing can help improve and reduce Los Angeles 3-1-1's transfer rate. Since performance metrics should not be static, the performance standard for 3-1-1's call transfer rate could be set at 25%, providing a target metric to which to strive.

Contact center staffing levels can be designed to respond to calls within a set timeframe, or service level, expressed as the percentage of calls that are answered within predefined time threshold, which is the maximum time a caller is allowed to wait in the queue before being connected to an operator. Again, while there is no industry standard for a call answer threshold, we can conclude that 3-1-1's 4-minute wait time

average in the past year is significantly high. The average wait time for 3-1-1 in the past few months has been 61 seconds, which we determined is a reasonable wait time. Contact centers calculate the service level usually for a given time period and based on the following components: 1) the number of calls offered within the operating hours; 2) number of calls answered within the answer threshold; and 3) number of calls abandoned within the answer threshold. Unfortunately, Los Angeles 3-1-1 cannot provide the necessary information to make this calculation. We recommend that 3-1-1 determine the service level, utilizing call data within the last three months that would best reflect current staffing levels and availability.

Lastly, Los Angeles 3-1-1 does not have a formal process to solicit customer feedback on its services. While the performance metrics discussed above would help assess the call-taking operations, they do not completely provide a gauge on the quality of services provided by 3-1-1 operators. We recommend that Los Angeles 3-1-1 implement a process to collect feedback to assist in evaluating service expectations and perception, and using this information to enhance service delivery and operator performance. A customer satisfaction survey can be incorporated into the IVR system. After a call ends, the operator can ask whether the caller is willing to take a short survey and be forwarded to the survey conducted on the IVR system. The IVR system can also be set up to perform automated call backs to the constituent and conduct the survey then.

Recommendations:

ITA management should:

18. **Direct 3-1-1 to establish forward-looking, realistic performance metrics – including call abandon rate, waiting time, transfer rate and service level – based on current staffing capacity and availability.**

19. **Implement quarterly and annual performance reporting through a metrics-driven system which is shared with policymakers.**

20. **Implement a process to collect caller/constituent feedback regarding the 3-1-1 services received.**

Finding No. 12: Management oversight of 3-1-1 operations to ensure overall program effectiveness is limited.

For the past several years, much of ITA's attention to 3-1-1 has been on day-to-day efforts to maintain and adapt to a different call center operation than initially envisioned, rather than on overall goal setting and strategic direction. According to ITA and 3-1-1 management, it has been addressing major personnel issues (disciplinary action, long-term leave, etc.) in the contact center related to the significant staffing reductions that have occurred. 3-1-1 management indicated that the staffing reductions have had a detrimental impact to 3-1-1 operations, including:

- the significant downturn in performance and service quality (i.e., call waiting and calls answered/abandoned),
- the high level of absenteeism,
- the transition from a 24-hour operation, and
- floor-level supervisors assuming more administrative and management duties.

According to 3-1-1 management, as of 2013, ITA is taking a different approach and placing more attention on 3-1-1 operations. 3-1-1 indicated that ITA management oversight has increased with the new General Manager and because of the renewed interest in and proposed plan to implement the MyLA 311 CRM system. At the time of the audit fieldwork, the 3-1-1 director indicated that she submits weekly and monthly call statistics (calls received, answered and abandoned, and average wait time) and operator attendance statistics to ITA executive management for review.

However, 3-1-1 was able to provide only one example that referenced the reporting of weekly and monthly statistics to executive management. Lacking documentation to support the assertion of ongoing, regular reporting of 3-1-1 operational statistics to ITA management, we could not verify that adequate performance reporting and management oversight of 3-1-1 is in place. Management oversight and accountability for 3-1-1 and its operations can help determine whether 3-1-1 is meeting established goals and objectives and whether dedicated resources are sufficient, and identify operational issues, concerns and risks that might emerge.

Recommendation:

21. ITA management should ensure that adequate management oversight, in the form of monthly and quarterly performance reports, is performed to track whether 3-1-1 is meeting established performance goals and objectives.

SECTION III: CONTROLS OVER TOLL-FREE NUMBERS & LONG-DISTANCE CALLS

Adequate controls over the City's toll-free numbers are highly important to how 3-1-1 was envisioned. The reduction of toll-free numbers used by City departments was considered a major task and goal of Phase I of the 3-1-1/E-Government Project. Reflecting its slogan, "One Call to City Hall," Los Angeles 3-1-1 was expected to simplify and streamline how constituents can reach city government by reducing toll-free numbers, consolidating call centers, and providing one easy-to-remember number.

In January 2010, the City Controller issued an audit report on the controls over the City's telephone lines, which included the following recommendations directed to ITA management regarding the City's toll-free numbers:

- Review the current inventory of toll-free numbers and confirm each line as being necessary. The confirmation should be documented and retained for reference.

- Implement a process to review, at least annually, the inventory of the City's toll-free numbers to ensure the lines remain necessary.

In response to the audit, ITA indicated that it would set up an internal process to transmit an annual memo to all General Managers directing them to review the necessity of any toll-free numbers assigned to their departments and notify ITA of any that can be discontinued. In addition, ITA indicated that it would instruct all Departments to review the City's toll-free numbers inventory annually.

The Controller's audit report also recommended that ITA establish adequate controls over the international long-distance calls 3-1-1 made on behalf of City employees by maintaining call records, documenting call justification, and verifying calls made with departments on a regular basis. Auditors followed-up on this prior audit report to determine whether adequate controls were established and implemented. The findings of this follow-up are as follow:

Finding No. 13: ITA has not implemented the recommendations of the Controller's 2010 Phone Lines Audit to provide adequate controls over the City's inventory of toll-free numbers.

ITA management indicated that it did not set up the internal process for sending an annual memo to all General Managers directing them to review the necessity of any toll-free numbers still assigned to their departments, because ITA management determined that the proposed procedure had little probability of being successful. Rather, management indicated that assigned ITA staff reviews all toll-free numbers on a regular basis by reviewing billing and charges, calling the numbers to verify if they are still in use, and contacting the departments to determine the purpose of the numbers, if necessary. ITA staff recently completed this review, and provided the auditors with a spreadsheet of this review. ITA management indicated that it did not have

documentation that shows that regular review of the City's toll free numbers was being conducted or was ever conducted since the 2010 audit.

ITA management indicated that there has not been a request from departments to cancel an existing toll-free number since the 2010 Controller Phone Lines Audit. On the contrary, ITA management noted that there have been several departments (e.g., Personnel and Emergency Management) that have requested new 800 numbers, and these organizations were referred to the 800# review committee for evaluation. It appears that this 800# review committee provides a level of control over the City's toll-free numbers and attempts to prevent toll-free numbers from being established unnecessarily; however, little is done to ensure that unnecessary toll-free numbers are discontinued and disconnected.

Recommendation:

22. ITA management should implement the recommendations of the Controller's 2010 Phone Lines Audit to provide adequate controls over the City's inventory of toll-free numbers.

Finding No. 14: The City's estimated toll-free number inventory remains high, contrary to the goal of toll-free number reduction that was expected from the creation of 3-1-1 and call center consolidation.

The reduction of toll-free numbers used by City departments was considered a major task and goal of Phase I of the 3-1-1/E-Government Project. In August 2003, the Audits & Governmental Efficiency (AGE) Committee requested the CAO to report on the number of toll-free telephone numbers used by the City, and to examine the potential for savings and service improvements if more of the City's toll-free contact numbers were answered first by the 3-1-1 operators and if toll-free numbers were discontinued (C.F.03-1825). In September 2003, the CAO reported that there were 144 toll-free numbers in use by City departments with an annual cost of $540,000.

The CAO and ITA interviewed more than 70 employees in 46 departments/bureaus regarding their usage of toll-free numbers, including the purpose of the numbers, frequency of use, associated costs, call-taking procedures, and the necessity of these numbers, the possibility of 3-1-1 staff answering these numbers and of certain toll-free numbers that could be eliminated. Based on this analysis, the CAO and ITA concluded that 53 numbers could be eliminated immediately due to inactivity, another 53 numbers could be transitioned to 3-1-1 over a one-year period, and 45 numbers would be retained primarily by ITA for emergency and dial-in capability.

While it appears that there are now fewer toll-free numbers (122 compared to 144 toll-free numbers) and less toll-free charges ($250,000 compared to $540,000 per year based on the sample period) than in 2003, the estimated current inventory of City toll-free remains large. It should be noted that our current estimates are based

on consolidation of four months of toll-free charges and the toll-free number inventory provided on the CSD. A toll-free number averages approximately $169.67 monthly in charges. However, since many are inactive, the median monthly charge of the inventory is $0.03. It should be noted that the City is charged only for incoming calls to the toll-free numbers. The 10 toll-free numbers with the highest average monthly charges for the sample period comprised 94% of the total average monthly charges for the entire City. Table III-1 shows these 10 numbers with the highest toll-free charges:

Table III-1.
Ten (10) Toll-Free Numbers with Highest Average Monthly Charges
(Aug. & Dec. 2012, and Mar. & Apr. 2013)

Toll-Free Number	Department	Monthly Average
(800) 773-2489	Sanitation	$6,291.27
(877) 275-5273	LAPD	$5,825.34
(888) 452-7381	Animal Services	$2,753.21
(866) 557-7368	Housing	$1,082.23
(888) 524-2845	Building & Safety	$919.90
(877) 614-6873	Housing	$678.92
(888) 577-5275	Library	$645.44
(800) 996-2489	Public Works Street Maintenance	$560.94
(800) 779-8328	Retirement	$316.21
(800) 222-6366	Transportation	$298.86
Total		**$19,372.31**

A large proportion of the toll-free numbers is inactive, as shown in Table III-2 below. Of the estimated 122 toll-free numbers, 37 numbers (30%) had $0.00 charges in the sample period. Another 28% of toll-free numbers had average monthly charges of between $0.01 and $0.20. The data suggests that a majority of the existing toll-free numbers are inactive or seldom used.

Table III-2.
Toll-Free Number Average Monthly Charges
(Aug. & Dec. 2012, and Mar. & Apr. 2013)

Avg. Monthly Charges	Toll-Free Number Count	% of Total
$0.00	37	30%
$0.01 - $0.20	34	28%
$0.21 - $1.00	9	7%
$1.01 - $5.00	12	10%
$5.01 - $10.00	1	1%
$10.01 - $20.00	4	3%
$20.01 - $50.00	6	5%
$50.01 - $75.00	2	2%
$75.01 - $100.00	2	2%
$100.01 - $200.00	4	3%
$201.00 - $500.00	3	2%
$500.01 - $1,000.00	4	3%
$1,000.01 - $6,300.00	4	3%
Total Count	**122**	**100%**

Conclusion

Without regular review of the City's toll-free numbers, their intended purpose, and associated costs and usage, the City does not have a clear picture of the current inventory of toll-free numbers and faces the possibility of having wrong information disseminated to the public through disconnected or inactive toll-free numbers. At the time of this audit, a large majority of these toll-free numbers were found to be inactive but remained connected and available for the public to call. Based on available information, there appeared to be at least 71 toll-free numbers (average of less than $0.21 per month in charges) that were inactive. Two toll-free numbers listed on the CSD inventory that were found in the billing information and assigned to services were not in use and disconnected.

ITA staff noted that having toll-free phone numbers without any activity does not entail any costs, since charges are incurred only when the line is used. As a result, ITA management indicated that the agency prefers to maintain a number of inactive toll-free phone numbers in case a department wants to reactivate a phone number or start a new one. The City contracts with AT&T for various telephone services, including toll-free phone usage, through the use of a master service agreement, called CALNET II, between the State of California and AT&T. According to the AT&T account manager for the City, almost all of the City's toll free numbers have no associated non-recurring costs. In other words, there are no charges for starting or disconnecting a toll-free line. There is also no recurring charges for maintaining a toll free number; hence, a toll-free number would not be charged if there is no usage.

While there are not significant costs associated with maintaining inactive toll-free numbers, there also are no sufficient reasons for maintaining them. Unless the toll-free number is a "vanity" number (i.e., 877-ASK-LAPD), according to the City's AT&T account manager, there is no scarcity of toll-free numbers, and AT&T can quickly generate and provide toll-free numbers upon request at no cost.

Recommendation:

23. **Upon conducting the review of the City's toll-free numbers, ITA management should eliminate those that have been inactive or discontinued for the past six (6) months, and in which user departments have not provided reasonable justification that they are necessary.**

Finding No. 15: Established procedures to monitor long-distance phone calls processed by 3-1-1 for City employees would provide adequate controls, but it appears that procedures were not consistently followed or executed in error.

The January 2010 City Controller audit report found that 3-1-1 did not have adequate controls over the international long-distance calls it made on behalf of City employees. The report recommended that 3-1-1:

- Maintain records of all international calls made by City employees.
- Document the justification for international calls made by City employees.
- Forward the Long Distance and Toll Record Forms to departments' Telephone Coordinators on a monthly basis for review and approval.

Subsequent to the issuance of the 2010 audit report, the volume of long distance and international calls processed by 3-1-1 appears to have declined. There were a total of 122 long-distance calls made in March-May 2009, compared to only 41 calls made in March-May 2013 (based on the Long Distance and Toll Call Tracking Log).

In response to the audit's recommendations, ITA/3-1-1 implemented new policies and procedures for processing and tracking these calls. Only 3-1-1 supervisors can process long-distance calls on behalf of City employees who do not have assigned Telcode numbers. If a request is made by a City employee for 3-1-1 to connect the long-distance call, the 3-1-1 supervisor first asks the requesting employee whether the purpose of the call is for business or personal reasons. Personal long-distance calls are not allowed. The supervisor then follows specific written procedures to process and track the long-distance/international calls.

The supervisor completes a hardcopy Long Distance and Toll Record, which requires information, such as the requested long-distance number and location, date and time of the call, and the employee's name, email address, Telcode number, and his/her supervisor's name and email address. After the long-distance phone call is placed, the supervisor sends an email notification to the employee and his/her supervisor regarding the long-distance call, and enters the call information from the Long Distance and Toll Record Form into the Long Distance and Toll Call Tracking Log, an Excel spreadsheet created in-house. All completed Long Distance and Toll Record Forms must be provided monthly to the 3-1-1 lead supervisor, who identifies any Telcode usage discrepancies through the TelCall Billing System on a monthly basis. Lastly, the lead supervisor would then email the Long Distance and Toll Call Tracking Log to the Telephone Coordinators for each department individually, on a monthly basis.

Note that this electronic Tracking Log, rather than the hardcopy Forms (as was proposed in the 2010 audit), is sent to the departmental Telephone Coordinators. It should also be noted that the 2010 audit recommended that ITA/3-1-1 document the justification for international calls made by City employees, but this information is

currently not being collected because, according to 3-1-1 management, of the concerns for confidentiality regarding these calls. Almost half (46%) of the sample long-distance/international calls were made on behalf of LAPD detectives and officers (the calls are assumed to be related to investigative casework).

3-1-1 staff provided a three-month sample of long-distance calls requested by other City personnel and processed by 3-1-1, and we tested the sample to verify whether procedures were followed, including completing appropriate forms, sending out email notifications, and inputting information into tracking tools. We found the following:

- While the Tracking Log identified 41 long-distance call requests processed, there were only 40 Long Distance and Toll Records. 3-1-1 staff was only able to provide notification/confirmation emails for only 28 of the 41 calls.

- 1 call entered into the Tracking Log had a different call date than that found in the corresponding notification/confirmation email record.

- 4 calls with notification/confirmation emails were not recorded in the Tracking Log and did not have corresponding Long Distance and Toll Records.

- 13 calls entered into the Tracking Log did not have corresponding email notifications or confirmations to the employee and his/her supervisor.

- 1 notification/confirmation email indicated that three calls were made by the requesting employee, although the corresponding Tracking Log listed two calls that were made by the employee on that day.

- 3 agencies – Bureau of Sanitation, City Attorney and Council District 12 – were not emailed their Tracking Log for long-distance calls made by their employees and processed by 3-1-1 on their behalf.

- In addition, the Tracking Logs for the three months were emailed to the departments in the month proceeding the three-month period, suggesting that the Tracking Logs have not been emailed to the departments' Telephone Coordinators for review on a monthly basis.

Conclusion

Adequate control procedures exist, particularly in the notification to the requesting employee's supervisor of the long-distance call made on his/her behalf by 3-1-1 and in the forwarding of the electronic Tracking Log to the departmental Telephone Coordinators of monthly long-distance calls made by 3-1-1 on behalf of their employees. However, they are not being consistently followed. In 32% of the sample calls, there was no notification email to the requesting employee's supervisor, and the Tracking Logs for the sample months were not sent to the departments on a monthly basis. ITA 3-1-1 should use the Long Distance and Toll Call Tracking Log to track whether each procedural step has been performed. Established procedures provide a level of control

on long-distance calls made by City employees. The lack of follow-through of these procedures – particularly those involving notification of supervisors and regular review by Telephone Coordinators – compromises this need for internal control.

Recommendation:

24. ITA management should direct 3-1-1 to ensure that each step in the established long-distance procedures has been adequately performed.

Finding No. 16: Existing ITA listings of departmental Telephone Coordinators and Telcode Coordinators are not up-to-date.

ITA's CityFone directory page defines the various ITA services coordinators and lists City employees who are assigned in these roles for their respective departments. ITA defines a "Telephone Coordinator" and "Telcode Coordinator" as the following:

> *Telephone Coordinator – Departmental staff responsible for coordinating Move, Add, and Changes (MAC) requests related to telephone services; usually it is the person who submits Communications Service Request (CSR) to ITA via SOS* [Service Desk Online System]. *ITA will notify all telephone coordinators about pending system wide telephone upgrade and o* [sic].
>
> *Telcode Coordinator – Departmental staff responsible for issuing Telcode numbers to their department - monitor usage through call reports and ensure business use or seek personal use reimbursement to the City.*

In addition, according to the CSD:

> *A telephone access code (Telcode) is required to place calls from City telephones if the call is beyond a certain distance; approximately 15 miles. Every department must assign a Telcode Administrator who will issue and delete codes, subject to employees' work assignment needs and departmental supervisory approval. Department employees are to report all Telcode issues to their department's Telcode Coordinator.*

Since the written Long Distance Call Track Procedure involves the notification of the departments' assigned Telephone Coordinators and verification of telcodes, the audit staff examined the citywide lists of assigned Telephone Coordinators and Telcode Coordinators that are available from the CityFone directory page on ITA Services Coordinators. In reviewing the list of currently assigned Telephone Coordinators, we found the following:

- 28 departments had assigned Telephone Coordinators (note that we counted all 15 Council Districts as one department), while 18 departments did not, including:

- Aging
- Chief Legislative Analyst
- City Employees' Retirement System
- Convention Center
- Disability
- El Pueblo De Los Angeles
- Emergency Management
- Employee Relations Board
- Fire
- Housing Authority
- Los Angeles Homeless Services Authority
- Mayor
- Office of Public Accountability
- Police
- Port of Los Angeles
- Project Restore
- Recreation and Parks
- Water & Power

- The list includes a Telephone Coordinator for the Los Angeles World Airports, even though ITA does not provide direct support for telephone services for the City's proprietary departments.

- The list includes a Telephone Coordinator for Council District 15, even though 3-1-1 staff indicated that ITA serves as the Telephone Coordinator and Telcode Coordinator for the Council Districts. Note that the Telcode Coordinator List includes ITA staff members as Telcode Coordinators for each Council District, but this not the case with the Telephone Coordinator List.

In reviewing the list of currently assigned Telcode Coordinators, we found the following:

- 37 departments had assigned Telcode Coordinators. Note that we counted all 15 Council Districts as one department. There are 9 departments that do not have assigned Telcode Coordinators:

  - Convention Center
  - Fire
  - Housing Authority
  - Los Angeles Homeless Services Authority
  - Los Angeles World Airports
  - Office of Public Accountability
  - Port of Los Angeles
  - Project Restore
  - Water & Power

Conclusion

Similar to the issue noted in Finding #5 regarding the lists for assigned CSD Coordinators, Editors and Approvers, there does not appear to be a process for ensuring that all departments have assigned Telephone and Telcode Coordinators. Telephone Coordinators and Telcode Coordinators are important to ensuring that departments are receiving effective telephone services, maintaining their department's line of communication with ITA, and performing appropriate control measures on telephone usage. Without assigned coordinators, it is not clear who within some City departments are serving in these roles and performing their important responsibilities.

Recommendation:

25. ITA management should conduct annual reviews to ensure that all departments have current and appropriately assigned Telephone and Telcode Coordinators.

Respectfully submitted,

for **James Lam, CGAP**
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January 30, 2014

APPENDIX I. – RANKING OF RECOMMENDATIONS

OFFICE OF THE CONTROLLER
PERFORMANCE AUDIT OF LOS ANGELES 3-1-1

Section Number	Summary Description of Finding	Ranking Code	Recommendations
1.			The Mayor and City Council should:
	1. As a department that provides information technology support services and systems implementation, ITA may not be the ideal organizational structure for 3-1-1 operations.	1	1. Consider placing Los Angeles 3-1-1 operations within the Mayor's Office or other City department that has the authority to be an executive champion/sponsor, to ensure the City has a streamlined, one-stop constituent gateway to local government services.
	2. 3-1-1 has not been able to meet public demand for services, and key metrics indicate that 3-1-1 performance is declining.	2	2. City/ITA management should ensure staff availability to minimize and maintain an acceptable average call abandon rate (10% or less) and average call waiting time (60 seconds or less).
		2	3. ITA management should collaborate with departments to develop and implement interactive scripts for the most popular services, and determine other services that can be provided by 3-1-1 through scripts.
	3. 3-1-1 has not been able to effectively consolidate the City's call centers, as originally planned, and continues to operate more like a traditional switchboard operator than a centralized customer service system.	2	4. City/ITA management should revisit and conduct more in-depth analysis on the issue of call center consolidation in conjunction with its efforts on the 3-1-1 CRM Project.
	4. Collaboration between 3-1-1 and operating departments to ensure an effective constituent contact experience on a citywide basis is mostly ad-hoc and not codified in inter-organizational service level agreements.	2	City/ITA management should: 5. Work with operating departments' call centers – particularly with BOS, BSS, BSL and LAPD call centers – to develop and enter into Service Level Agreements to help define each party's roles, responsibilities, and expectations with respect to the processing of service requests, forwarding of calls, and providing information. Improved and increased training should be provided to 3-1-1 operators to more effectively answer a broader category of constituent

Section Number	Summary Description of Finding	Ranking Code	Recommendations
			calls.
		2	6. Ensure that 3-1-1 and other major contact centers in the City meet at least bi-annually to discuss their working relationship and revise their SLAs, if necessary.
	5. The list of departmental employees assigned to maintain and update their departments' service listings and contact telephone numbers in the Citywide Services Directory (CSD), 3-1-1's knowledgebase, is not routinely updated.	2	7. Request that operating departments assign current employees to their CSD Coordinator, Editor, and Approver positions who can be proactive in routinely updating the CSD listings.
		2	8. Direct 3-1-1 staff to conduct annual reviews to ensure that all departments have current and appropriately assigned Coordinators, Editors and Approvers.
	6. Potential errors in the Citywide Services Directory (CSD), 3-1-1's knowledgebase, are not corrected promptly by 3-1-1 and operating departments.	2	9. City/ITA management should direct 3-1-1 to modify procedures to include established timeframes for the review, escalation, and follow-up if departmental response is not adequate, final correction, and/or other steps involved in the updating and correction of CSD service and telephone listings.
	7. ITA has not been able to implement the originally-planned Citywide Service Request System (CSRS), and did not appear to have concrete plans and specifications for the development and implementation of the successor system, the MyLA 311 Constituent Relationship Management (CRM) System.	1	10. ITA management should continue to execute its project plan in implementing the MyLA 311 CRM system, ensuring that the project has capabilities for data accessibility by both constituents and City leaders, and that project implementation involves the ongoing collaboration with City leaders and affected Departments.
		1	11. As part of the development of the My311 CRM system, ITA management should: a) Work with the City Council Districts to explore opportunities to integrate their different constituent management systems with the planned CRM system. b) Ensure that the CRM system includes performance metrics and data for performance accountability and service delivery achievement.
	8. Los Angeles residents who are limited English proficient	3	City/ITA management should: 12. Maximize language access services

Section Number	Summary Description of Finding	Ranking Code	Recommendations
	– particularly those who are not Spanish-speakers – are disproportionately underutilizing 3-1-1 services.		provided to callers to the 3-1-1 Contact Center through enhanced promotional activities.
		2	13. ITA management should consider providing the IVR message in other languages most frequently used by callers, and an IVR prompt that allows callers to notify their need for language assistance.
			Department General Managers should:
		3	14. Ensure that their call centers (HCID Billing and Rent Escrow Account Program, Office of Finance, Bureau of Sanitation, and Department of Transportation) provide on-demand, over-the-phone interpreter services.
			ITA management should:
	9. 3-1-1 does not employ industry best practice technologies found in other 3-1-1 organizations across the U.S.	2	15. Consider implementing 3-1-1 Interactive Voice Response (IVR) functionalities to include more self-service capabilities and referrals to online and mobile application service request channels.
		3	16. Explore expanding 3-1-1 contact channels to include constituent service request processing through text messaging and social media applications.
2.	10. 3-1-1 underutilizes available data to track its productivity and performance.	1	17. ITA management should ensure that its information systems related to 3-1-1 record, maintain and generate detailed and accurate data and information on the contact center's call volume for management's use.
	11. 3-1-1 lacks strategic and measureable goals and performance metrics.	1	18. City/ITA management should direct 3-1-1 to establish forward-looking, realistic performance metrics – including call abandon rate, waiting time, transfer rate and service level –based on current staffing capacity and availability.
		1	19. Implement quarterly and annual performance reporting through a metrics-driven system which is shared with policymakers.
		2	20. City/ITA management should implement a process to collect caller/constituent feedback regarding the 3-1-1 services received.

Section Number	Summary Description of Finding	Ranking Code	Recommendations
	12. Management oversight of 3-1-1 operations to ensure overall program effectiveness is limited.	1	21. City/ITA management should ensure that adequate management oversight, in the form of monthly and quarterly performance reports, is performed to track whether 3-1-1 is meeting established performance goals and objectives.
3.	13. ITA has not implemented the recommendations of the Controller's 2010 Phone Lines Audit to provide adequate controls over the City's inventory of toll-free numbers.	1	22. ITA management should implement the recommendations of the Controller's 2010 Phone Lines Audit to provide adequate controls over the City's inventory of toll-free numbers.
	14. The City's estimated toll-free number inventory remains high, contrary to the goal of toll-free number reduction that was expected from the creation of 3-1-1 and call center consolidation.	1	23. Upon conducting the review of the City's toll-free numbers, ITA management should eliminate those that have been inactive or discontinued for the past six (6) months, and in which user departments have not provided reasonable justification that they are necessary.
	15. Established procedures to monitor long-distance phone calls processed by 3-1-1 for City employees would provide adequate controls, but it appears that procedures were not consistently followed or executed in error.	2	24. City/ITA management should direct 3-1-1 to ensure that each step in the established long-distance procedures has been adequately performed.
	16. Existing ITA listings of departmental Telephone Coordinators and Telcode Coordinators are not up-to-date.	1	25. ITA management should conduct annual reviews to ensure that all departments have current and appropriately assigned telephone and Telcode Coordinators.

Description of Recommendation Ranking Codes

1 - Urgent - The recommendation pertains to a serious or materially significant audit finding or control weakness. Due to the seriousness or significance of the matter, immediate management attention and appropriate corrective action is warranted.

2 - Necessary - The recommendation pertains to a moderately significant or potentially serious audit finding or control weakness. Reasonably prompt corrective action should be taken by management to address the matter. Recommendation should be implemented no later than six months.

3 - Desirable - The recommendation pertains to an audit finding or control weakness of relatively minor significance or concern. The timing of any corrective action is left to management's discretion.

N/A - Not Applicable

APPENDIX II. – BENCHMARK ANALYSIS

To meet the audit objective for benchmarking Los Angeles 3-1-1 to other municipalities in terms of services offered, results and funding, we utilized two methods for our analysis.

- ***Controller Survey*** – Auditors developed an electronic survey instrument requesting information from leading and comparable 3-1-1 agencies across the U.S. regarding operations, staffing levels, organizational placement, performance metrics and goals, funding, contact channels, and technologies. The electronic benchmark survey was disseminated via email to twelve 3-1-1 agencies, and we received eight agency respondents, including:

    1) San Francisco, CA
    2) Sacramento, CA
    3) Riverside, CA
    4) New York, NY
    5) Washington, DC
    6) Houston, TX
    7) Miami-Dade County, FL
    8) Charlotte (also serves Mecklenburg County), NC

- ***2012 City of Minneapolis 3-1-1 Comparative Survey*** – The City of Minneapolis 3-1-1 conducts an annual survey of 3-1-1 agencies in North America and publishes the results. We analyzed the latest completed survey, which encompassed data and information for 2011. The survey contains data provided by sixty-nine 3-1-1 centers, including from small municipalities (under 50,000 population) to large cities with populations over 1 million. For this audit, we extracted data from eleven 3-1-1 agencies serving populations of over 1 million (including four 3-1-1 agencies from Canada):

    1) Tampa/Hillsborough County, FL
    2) Chicago, IL
    3) New York, NY
    4) Philadelphia, PA
    5) Houston, TX
    6) San Antonio, TX
    7) Dallas, TX
    8) Toronto, Canada
    9) Calgary, Canada
    10) Edmonton, Canada
    11) Vancouver, Canada

For both surveys, the benchmark average does not include Los Angeles 3-1-1.

Organizational Structure and Placement

Table 1 below summarizes the 3-1-1 benchmark agencies' service populations, jurisdictional and organizational placement, and launch dates.

Table 1.
Organizational Structure and Placement
Source: 2013 Controller 3-1-1 Benchmark Survey

Jurisdiction	State	Service Population*	City/County or Combined	Reporting Entity	Official Launch Date
Los Angeles	CA	3,857,799	City	Information Technology Agency	Aug-02
Riverside	CA	313,673	City	Public Utilities Department	Aug-04
San Francisco	CA	825,863	City/County	General Services Agency	Mar-07
Charlotte	NC	969,031	City/County	City Manager's Office	Jul-05
Houston	TX	2,160,821	City	Administration and Regulatory Affairs Department	May-02
Miami-Dade County	FL	2,591,035	City/County	County Community Information & Outreach Department	Sep-05
New York City	NY	8,336,697	City	Mayor's Office of Operations	Mar-03
Sacramento	CA	475,516	City	General Services Department	Mar-08
Washington	DC	632,323	City	Office of Unified Communications / Mayor's Office	Jun-07

**(7/2012 est., U.S. Census Bureau)*

Key findings in this area include:

- Los Angeles 3-1-1 serves the second largest population in this benchmark cohort behind New York 3-1-1 and, by default, in the U.S., as Los Angeles is the second largest city in the country.

- Los Angeles 3-1-1 is the second oldest 3-1-1 facility, having officially launched in August 2002, five months after the establishment of the Houston 3-1-1, the oldest 3-1-1 operations in the benchmark cohort.

- Three 3-1-1 agencies – San Francisco, Charlotte, and Miami-Dade – have service boundaries that encompass both city and county jurisdictions. While San Francisco 3-1-1 serves a single consolidated city-county jurisdiction, Charlotte 3-1-1 is housed within the City of Charlotte organizational structure and Miami-Dade 3-1-1 is housed within the County of Miami-Dade. The other six 3-1-1 agencies, including Los Angeles, operate exclusively within city governments.

- The location of 3-1-1 within the government organization varies among the benchmark jurisdictions.
    - Three 3-1-1 centers are located in the General Services and Administration function, while another three agencies are situated at the executive level (Mayor's and City Manager's Offices).
    - Riverside 3-1-1 is located in the Public Utilities Department as part of the Public Utilities Customer Service Center.
    - The Washington, D.C. 3-1-1 is located in the Mayor's Office of Unified Communications, which also includes 9-1-1 operations.
    - Miami-Dade 3-1-1 exists as its own department, responsible for several 3-1-1 centers that provide telephone and walk-in services. The department is also responsible for web portal solutions and Miami-Dade TV.
    - Los Angeles 3-1-1 is the only agency located within the IT function. Note that the Minneapolis Comparative Survey included three 3-1-1 respondents (of 46 total) were located in their governments' respective IT function. These three are Albany (GA), San Jose and Denver.

Table 2 below summarizes the service population, jurisdictional placement, and reporting entity for the 11 benchmark 3-1-1 agencies considered from the 2012 Minneapolis review that have a service population of at least 1 million, along with information from Los Angeles 3-1-1.

Table 2.
Organizational Structure and Placement
Source: 2012 City of Minneapolis 3-1-1 Comparative Survey

City/County	State	Municipal/ County/ Both	Service Population*	Reporting Entity	Year Est.
Los Angeles	CA	Municipal	3,823,316	Information Technology	2002
Tampa / Hillsborough County	FL	County	1,269,354	Library Services	2009
Chicago	IL	Municipal	2,705,248	Emergency Communications / 911	2001
New York	NY	Municipal	8,269,639	Mayor's Office	2003
Philadelphia	PA	Municipal	1,538,567	Managing Director's Office	2008
Houston	TX	Municipal	2,126,196	Admin and Regulatory Affairs	2001
San Antonio	TX	Municipal	1,357,551	Finance	2000
Dallas	TX	Municipal	1,217,821	City Manager	1994
Toronto	ON	Municipal	5,583,064	311 Department	2009
Calgary	AB	Municipal	1,214,839	Communications	2001
Edmonton	AB	Municipal	1,159,869	Corporate Support Services	2008
Vancouver	BC	Municipal	2,313,328	Human Resources	2009

**(U.S. Census Bureau 7/2011 Population Estimates and 2011 Canada Census)*

Key findings of the Minneapolis survey in this area include:

- The diversity of the reporting entity among the 11 larger jurisdictions is apparent, as there is no consistency in the organization function in which 3-1-1 is situated. However, it appears that the executive level (mayor or city manager) is the most prevalent organizational location for 3-1-1 operations.

- Chicago 3-1-1 is placed in Emergency Communications along with 9-1-1 operations, which is similar Washington, D.C 3-1-1. Toronto 3-1-1 exists as its own department, similar to Miami-Dade 3-1-1.

- Of the 67 respondents that provided this type of information:
  - The largest share (39%) reported to the Mayor or City / County Manager.
  - 7% of respondents were located in the Information Technology function, while 13% in Emergency Communications/9-1-1, 10% in Communications, and 10% in Public Services/General Services.
  - The remaining 19% reported Public Utilities, Human Resources, Community & Economic Development, Library, Administrative, and Finance.
  - The majority of respondents (78%) were solely City operations; and 12% were County operations and 10% were combined City-County operations.

General Operations

Table 3 summarizes the 3-1-1 benchmark agencies' current operating hours and any operating schedule changes within the past three years.

Table 3.
General Operations
Source: 2013 Controller 3-1-1 Benchmark Survey

Jurisdiction	Weekday Hours	Weekday Total Hours	Weekend Hours	Weekend Total Hours	Total Operating Hours / Wk	Hours per 1000 Population	Operating Schedule Changes in Past 3 Years
Los Angeles	7:45 am - 4:45 pm	45	7:45 am - 4:45 pm	18	63	0.85	105 hrs in FY10-11; 24/7 prior
Riverside	7:00 am - 7:00 pm	60	8:00 am - 5:00 pm	18	78	12.93	None
San Francisco	24/7	120	24/7	48	168	10.58	None
Charlotte	7:00 am - 8:00 pm	65	7:00 am - 8:00 pm	26	91	4.88	24/7 in 2010 and prior
Houston	24/7	120	24/7	48	168	4.04	None
Miami-Dade County	7:00 am - 8:00 pm	65	8:00 am - 5:00 pm Sat. Only	9	74	1.49	79 hours in 2010 and prior
New York City	24/7	120	24/7	48	168	1.05	None

Jurisdiction	Weekday Hours	Weekday Total Hours	Weekend Hours	Weekend Total Hours	Total Operating Hours / Wk	Hours per 1000 Population	Operating Schedule Changes in Past 3 Years
Sacramento	24/7	120	24/7	48	168	18.37	None
Washington, DC	24/7	120	24/7	48	168	13.82	None
Benchmark Average		99		37	135	8.39	

Key findings of the benchmark survey in this area include:

- Five benchmark 3-1-1 contact centers operate on a 24/7 basis.
- Los Angeles 3-1-1 provides the least total weekly operating hours (63) among the survey cities, offering more than two times less than the benchmark average.
- Two 3-1-1 agencies – Charlotte and Miami-Dade County – reported reductions in their operating hours within the past three years. However, among three agencies that experienced operating hour reductions during the three-year period, Los Angeles 3-1-1 had the largest reduction in weekly hours (-63%). Charlotte 3-1-1 and Miami-Dade 3-1-1 experienced 46% and 53% reductions, respectively.

Table 4 below summarizes the current operating hours of the select 3-1-1 benchmark agencies from the Minneapolis Survey.

Table 4.
General Operations
Source: 2012 City of Minneapolis 3-1-1 Comparative Survey

Jurisdiction	Total Weekly Hours	Days Open	24/7/365	Hours per 1000 Population
Los Angeles	63	7		0.86
Tampa / Hillsborough County	80	7		3.28
Chicago	168	7	Y	3.23
New York	168	7	Y	1.06
Philadelphia	60	5		2.03
Houston	168	7	Y	4.11
San Antonio	112	7		4.29
Dallas	98	7		4.18
Toronto	168	7	Y	1.56
Calgary	168	7	Y	7.19
Edmonton	168	7	Y	7.53
Vancouver	105	7		2.36
Benchmark Average	127			3.47

Key findings of this benchmark survey in this area include:

- Six (6) of the eleven (11) benchmark 3-1-1 centers operate on a 24/7 basis.

- Los Angeles 3-1-1 provides the second lowest number of operating hours per week (only more than Philadelphia 3-1-1). The total weekly operating hours (63) are two times less than the benchmark average.

Contact Channels

Table 5 below summarizes the comparison between the jurisdictions' various contact methods for their constituents to reach their respective 3-1-1 operations.

Table 5.
Contact Channels / Technology
Source: 2013 Controller 3-1-1 Benchmark Survey

	3-1-1 Agencies								
Contact Channels	Los Angeles	River-side	San Fran-cisco	Char-lotte	Hou-ston	Miami-Dade County	New York City	Sacra-mento	Wash-ington, DC
Call Answering	X	X	X	X	X	X	X	X	X
Email	X	X			X	X	X	X	
Online Self-Service	X	X	X	X	X	X	X	X	X
Web Chat									
Mobile Apps/GPS	X	X	X	X	X	X	X	X	X
Text							X		
Walkup		X		X		X			
Mail		X		X	X		X	X	
Fax		X			X	X	X	X	
Social Networking		X	X		X	X	X	X	

Key findings of this benchmark survey in this area include:

- Calls, emails an online self service (website) are the predominant contact methods available among the benchmark 3-1-1 centers. It appears that other call centers utilize more contact channels – such as walk-up, mail and fax – than the Los Angeles 3-1-1 Call Center.

- More and more 3-1-1 call centers are utilizing social networking – such as Twitter and Facebook – as primarily information push channels, rather than for the processing of service and information requests.

- New York 3-1-1 is the only contact center in the benchmark survey to offer text messaging as a contact channel. Constituents can contact 3-1-1 with questions regarding services and be able to receive immediate answers.

Table 6 below summarizes the contact channels available to constituents of Los Angeles 3-1-1 and the eleven (11) 3-1-1 agencies that serve populations of more than 1 million from the Minneapolis Survey.

Table 6.
Contact Channels / Technology
Source: 2012 City of Minneapolis 3-1-1 Comparative Survey

	Contact Channels										
Jurisdiction	Call Answering	Out-bound Calling	Online Self Service	Email	Web Chat	Walk-up	Mail	Fax	Text	Social Network	Mobile Apps/ GPS
Los Angeles	X		X	X							X
Tampa/Hillsb. Co.	X	X	X	X	X		X	X	X		
Chicago	X		X	X			X	X	X	X	X
New York	X	X	X	X			X	X	X	X	X
Philadelphia	X		X	X						X	X
Houston	X		X	X						X	X
San Antonio	X										
Dallas	X		X								X
Toronto	X	X	X	X			X	X	X	X	X
Calgary	X	X	X	X			X	X			
Edmonton	X		X	X							
Vancouver	X			X							

Key findings of the Minneapolis benchmark survey in this area include:

- In comparison, Los Angeles 3-1-1 offers fewer contact channels than most of the other benchmark agencies, but it did offer more contact methods than the 3-1-1 centers for San Antonio, Dallas, Edmonton and Vancouver.

- Chicago 3-1-1 is one of the more advanced agencies with respect to contact channels. In December 2012, Chicago 3-1-1 implemented its new ChiTEXT tool, which allows constituents to text in service requests, receive "311 Service Tracker" updates via text message, and sign up for localized City alerts. Chicago's text message platform is different than that of New York in that it allows the constituent to initiate a service request, whereas New York's texting capability is only for information inquiries.

- Among the 60 respondents of the survey that provided such information:

  - Besides the primary contact channels (telephone, email, and online self-service), nearly 50% or more of all centers in the survey also offer outbound calling, mail, fax and walk-up services.

  - 57% of those responding to the survey question said they provide outbound calling; this is often associated with the ability of the caller to leave a message and have an operator return the message.

  - 75% of the respondents provide online self services.

  - 45% offered mobile applications, while 37% utilized social networking.

Call Volume

While the Web and other contact channels are playing a growing and vital role in the relationship between the public and government, the telephone remains the tool of choice when it comes to getting answers and requesting services. It should be noted that our benchmark analysis collected call volume data by calendar year and Los Angeles 3-1-1 was unable to provide complete calendar year data. As a result, we were unable to provide a complete and valid comparison. Nevertheless, the analysis of the available data allows us to identify recent call volume trends for both Los Angeles 3-1-1 and the benchmark agencies. Table 7 below shows Los Angeles 3-1-1's volume of received and answered calls for the past three fiscal years.

Table 7.
Calls Received and Calls Answered
Los Angeles 3-1-1

FY	Total Calls Received	Total Calls Answered
2010-11	1,341,000	961,560
2011-12	1,214,000	769,582
2012-13	1,150,815*	669,037
2012-13 per capita	0.30	0.17
% Change FY11 to FY13	-14.2%	-30.4%

* FY 2012-13 received call volume is annualized based on actuals for 7/2012 through 5/2013

Table 8 below summarizes the comparison of annual volumes of calls received and calls answered by 3-1-1 contact centers in our benchmark survey.

Table 8.
Calls Received and Calls Answered
Source: 2013 Controller 3-1-1 Benchmark Survey

	Total Calls Received				Total Calls Answered			
Jurisdiction	2010	2011	2012	2012 per capita	2010	2011	2012	2012 per capita
Los Angeles	N/A	N/A	1,194,093	0.31	N/A	N/A	696,151	0.18
Riverside	168,845	200,403	212,930	0.68	161,541	189,960	195,637	0.62
San Francisco	2,749,386	2,649,401	1,971,357	2.39	2,416,211	2,333,392	1,699,012	2.06
Charlotte	1,860,001	1,537,601	1,448,596	1.49	1,635,384	1,440,186	1,403,701	1.45
Houston	2,032,742	1,936,724	1,925,853	0.89	1,902,568	1,722,145	1,774,980	0.82
Miami-Dade County*	2,995,242	2,905,095	2,867,789	1.11	2,418,439	2,522,540	2,374,115	0.92
New York City	19,693,572	22,240,083	19,522,854	2.34	8,983,289	7,776,777	7,358,739	0.88
Sacramento	417,473	405,233	383,396	0.81	305,324	290,500	286,684	0.60
Washington, DC	2,602,962	2,070,106	1,421,724	2.25	1,638,586	1,478,617	927,215	1.47
Benchmark Average				1.49				1.10

* Represents FYs 2009-10, 2010-11, and 2011-12

It should be noted that Los Angeles 3-1-1 was able to provide call volume data for only one calendar year (2012); thus, this information is included in Table 8 for comparison. Table 9 below shows the percentage change in both received and answered call volumes from 2010 to 2012 for the benchmark agencies.

Table 9.
Change in Call Volume – 2010 to 2012
Source: 2013 Controller 3-1-1 Benchmark Survey

Jurisdiction	Calls Received Volume % Change 2010 to 2012	Calls Answered Volume % Change 2010 to 2012
Riverside	26.1%	21.1%
San Francisco	-28.3%	-29.7%
Charlotte	-22.1%	-14.2%
Houston	-5.3%	-6.7%
Miami-Dade County	-4.3%	-1.8%
New York City	-0.9%	-18.1%
Sacramento	-8.2%	-6.1%
Washington, DC	-45.4%	-43.4%
Benchmark Average	-11.0%	-12.4%

Key findings of the Controller benchmark survey in this area include:

- Los Angeles 3-1-1's call received volume declined by 14% between FY 2010-11 and FY 2012-13. The benchmark cohort had an average decline in received call volume of 11% between 2010 and 2011.

- Los Angeles 3-1-1's call answered volume decreased 30% between FY 2010-11 and FY 2012-13. The benchmark agencies experienced an average decline of 12% in call volume between 2010 and 2012.

- Declining call volumes in the past several years appear to be a national trend. Each of the other 3-1-1 centers in the benchmark analysis, except for Riverside, experienced decreases in the number of calls received and the number of calls answered within the three-year period.

    - The most significant declines were in Washington, DC, where calls received declined by 45% and calls answered were down by 43% between FY 2009-10 and FY 2011-12.

    - Some of the decline in these other call centers might be partially attributable to the availability and growing usage of other contact channels. Washington, D.C.'s volume of mobile app requests in 2012 increased more than 23 times the volume in the prior year, or New York City's 65% growth in website requests in 2012.

    - In Los Angeles, the MyLA 311 mobile and desktop applications did not come online until 2013. However, Los Angeles 3-1-1 has had to respond to requests made via email through the City's website (8,277 emails in 2012), but no prior years' data was provided to make any comparison or trend analysis.

- On a per capita basis, Los Angeles 3-1-1's had much lower per capita received and answered calls (four to five times less) than those of the benchmark 3-1-1 agencies in 2012, the only calendar year in which Los Angeles 3-1-1 was able to provide call volume data.

- Los Angeles 3-1-1 received 0.30 calls per capita and answered 0.17 calls per capita.

- On the other hand, the benchmark cohort as a whole received an average of 1.49 calls per capita and answered 1.10 calls per capita in 2012.

Table 10 below summarizes volume of calls received and calls answered for the benchmark agencies with service populations of over 1 million from the Minneapolis Comparative Survey. It should be noted that the Minneapolis survey encompassed data and information for 2011.

Table 10.
Calls Received and Calls Answered
Source: 2012 City of Minneapolis 3-1-1 Comparative Survey

Jurisdiction	Calls Received	Calls Received Per Capita	Calls Answered	Calls Answered Per Capita
Tampa / Hillsborough County	222,918	0.18	202,653	0.16
Chicago	2,654,036	0.98	2,195,520	0.81
New York	22,240,083	2.69	7,884,474	0.95
Philadelphia	1,253,501	0.81	644,822	0.42
Houston	2,196,721	1.03	2,011,098	0.95
San Antonio	1,253,137	0.92	1,091,056	0.80
Dallas	1,096,845	0.90	885,197	0.73
Toronto	1,415,319	0.25	992,447	0.18
Calgary	1,210,000	1.00	1,043,000	0.86
Edmonton	1,986,015	1.71	1,877,425	1.62
Vancouver	711,650	0.31	623,497	0.27
Benchmark Average		0.98		0.70

As indicated earlier, Los Angeles 3-1-1 was not able to provide complete call volume data by calendar year. The most comparable data to the Minneapolis survey data from Los Angeles 3-1-1 would be its call volume data for FY 2011-12 as shown in Table 7 above.

Key findings of the Minneapolis benchmark survey in this area include:

- On a per capita basis, the 11 agencies received an average of 0.98 calls per capita and answered 0.70 calls per capita in 2011. Los Angeles 3-1-1 received 0.32 calls per capita and answered 0.20 calls per capita in FY 2011-12.

- New York City received the most calls per capita at 2.69, but answered only 0.95 calls per capita. It should be noted that New York City provides expanded contact channels for constituents to reach government.

- On the other hand, Tampa/Hillsborough County received the least calls per capita at 0.18, but answered most of these calls at 0.16 calls per capita. Another 3-1-1 center with a similar call received vs. answer ratio is Vancouver, receiving 0.31 calls per capita and answering 0.27 calls per capita.

Call Center Performance

A contact center's call-handling performance can be generally measured by its ability to:

- Answer the call within an acceptable timeframe, minimizing call waiting time and abandonment.
- Provide the right information or process the appropriate service request.
- Resolve the caller's inquiry or request without having to transfer the call.

In the 3-1-1 benchmark survey, we were able to gather data on two of these three metrics from benchmark agencies by requesting for the average call waiting time, call abandoned rate and call transfer rate for three years. Evaluating the level of constituent satisfaction in receiving the appropriate information or service was beyond the scope of this benchmark survey.

Call Waiting Time

Table 11 below shows Los Angeles 3-1-1's average call waiting times for each of the past three fiscal years.

Table 11.
Average Call Waiting Time (seconds)
Los Angeles 3-1-1

FY	Avg. Call Waiting Time
2010-11	180.0*
2011-12	168.0*
2012-13	216.0**

*Actuals reported by 3-1-1.
** Annualized based on actuals for 7/2012 through 5/2013

Table 12 below summarizes the reported average call waiting time of Los Angeles 3-1-1 and the benchmark agencies. Note again that Los Angeles 3-1-1 was able to provide call waiting time for 2012, but not for 2010 and 2011.

Table 12.
Average Call Waiting Time (seconds)
Source: 2013 Controller 3-1-1 Benchmark Survey

	Los Angeles	River-side	San Fran-cisco	Char-lotte	Hou-ston	Miami-Dade County	New York City	Sacra-mento	Wash., DC	Bench. Avg.
2010	N/A	20.0	3.5	87.0	36.0	112.0	26.0	189.0	N/A	67.6
2011	N/A	24.0	3.4	57.0	111.0	76.0	53.0	183.0	N/A	72.5
2012	225.0	34.0	5.3	26.0	74.0	113.0	27.0	159.0	N/A	62.6

Key findings of the Controller benchmark survey in this area include:

- The amount of time a caller is required to wait before being answered by 3-1-1 rose during the past three fiscal years. The average call waiting time declined by 7% in FY 2011-12 from the FY 2010-11, but increased 29% in FY 2012-13 from the prior year.

- Callers to Los Angeles 3-1-1, on average in 2012, have to wait significantly longer period of time than callers of the benchmark agencies. A Los Angeles caller was required to wait an average of 225 seconds (3 minutes and 45 seconds) per call before being answered by a 3-1-1 operator. This call waiting time is more than 3.5 times the average call waiting time (63 seconds) of the benchmark agencies.

Table 13 below lists the average call waiting times in 2011 of the eleven large-municipality contact center respondents the Minneapolis survey. Note that Los Angeles 3-1-1 was unable to provide call waiting time for 2011.

Table 13.
Average Call Waiting Time (seconds)
Source: 2012 City of Minneapolis 3-1-1 Comparative Survey

Jurisdiction	Avg. Call Waiting Time
Tampa / Hillsborough County	23.0
Chicago	83.0
New York	26.0
Philadelphia	53.0
Houston	111.0
San Antonio	34.0
Dallas	206.0
Toronto	114.0
Calgary	85.0
Edmonton	21.0
Vancouver	24.0
Benchmark Average	70.9

Key findings of the Minneapolis comparative survey in this area include:

- The benchmark agencies reported a wide range of average call waiting times in 2011, from 21 seconds in Edmonton to 206 seconds in Dallas. Los Angeles 3-1-1 reported that the average call waiting time during FY 2011-12 was 168 seconds, or 2 minutes and 48 seconds. In 2011, the benchmark cohort reported an average call waiting time of 71 seconds, or 1 minute and 11 seconds.

- If compared to the 2011 Minneapolis survey, Los Angeles 3-1-1's average call waiting time in FY 2011-12 is longer than ten of the eleven benchmark agencies (the lone exception is Dallas 3-1-1). This benchmark average call waiting time is 2.4 times less or 1.6 minutes less than Los Angeles 3-1-1's average call waiting time in FY 2011-12.

Call Transfer Rate

Table 14 compares the call transfer rates for the past three calendar years of Los Angeles 3-1-1 and comparable agencies. Annual call transfer rates for Los Angeles 3-1-1 are based on the call ticket database in CSD system.

Table 14.
Call Transfer Rate (%)
Source: 2013 Controller 3-1-1 Benchmark Survey

	Los Angeles	River-side	San Fran-cisco	Char-lotte	Hou-ston	Miami-Dade County	New York City	Sacra-mento	Wash., DC	Bench. Avg.
2010	44.2%	9.3%	2.6%	28.6%	17.0%	6.1%	15.0%	N/A	N/A	13.1%
2011	42.6%	11.0%	3.0%	24.4%	17.0%	5.7%	12.0%	N/A	N/A	12.2%
2012	42.4%	11.8%	4.4%	24.9%	16.0%	7.1%	10.0%	N/A	N/A	12.4%

Key findings of the Controller benchmark survey in this area include:

- Los Angeles 3-1-1 transfers a significantly higher proportion of calls to other departments, rather than resolving the calls in-house. In 2012, more than two of every five callers are transferred to another department.

- The data shows that call transferring in Los Angeles 3-1-1 has been consistently high, averaging 43% annually for the past three years. The benchmark cohort reported an average annual call transfer rate of less than 13%.

Table 15 below compares the reported call transfer rate of the 3-1-1 agencies in the Minneapolis benchmark study to the Los Angeles 3-1-1 CSD data for 2011.

Table 15.
Call Transfer Rate (%)
Source: 2012 City of Minneapolis 3-1-1 Comparative Survey

Jurisdiction	Transfer Rate
Los Angeles	42.6%
Tampa / Hillsborough County	5.0%
Chicago	N/A
New York	12.3%
Philadelphia	N/A
Houston	15.0%
San Antonio	25.0%
Dallas	N/A
Toronto	28.0%
Calgary	16.8%
Edmonton	6.6%
Vancouver	10.8%
Benchmark Average	14.9%

Key findings of the Minneapolis comparative survey in this area include:

- This survey also shows that Los Angeles 3-1-1 transfers a significantly higher proportion of its calls to other departments, when compared to its counterparts. Los Angeles' transfer rate is nearly 43% in 2011, compared to the average of 15% among the seven agencies that reported the metric.

Call Abandoned Rate

The abandoned call rate can be calculated using all calls received within a 24-hour period or only those calls received within the call center's operating hours. Table 16 shows Los Angeles 3-1-1's increasing abandoned call rate for the past three fiscal years, based on total incoming call volume on 24-hour basis.

Table 16.
Call Abandoned Rate (%)
Los Angeles 3-1-1

FY	Total Calls Received	Total Calls Answered	Abandoned Call Rate
2010-11	1,341,000	961,560	28%
2011-12	1,214,000	769,582	37%
2012-13	1,150,815	669,037	42%

Table 17 compares the reported call abandoned rate (based on each center's operating hours) for 2012 of the 3-1-1 agencies in the benchmark study. Note that Los Angeles 3-1-1 provided data that shows a call abandoned rate of 30% in 2012, when incoming calls during non-operating hours are excluded from the metric calculation.

Table 17.
Call Abandoned Rate (%)
Source: 2013 Controller 3-1-1 Benchmark Survey

	Los Angeles	River-side	San Fran-cisco	Char-lotte	Hou-ston	Miami-Dade County	New York City	Sacra-mento	Wash. DC	Bench. Avg.
2010	N/A	4.3%	12.1%	12.1%	6.4%	19.3%	54.4%	26.9%	37.0%	21.6%
2011	N/A	5.2%	11.9%	6.3%	11.1%	13.2%	65.0%	28.3%	28.6%	21.2%
2012	30.0%	8.1%	13.8%	3.1%	7.8%	17.2%	62.3%	25.2%	34.8%	21.5%
Based on call volume in a 24-hour or operating period only	Oper./ Open Hrs.	Oper./ Open Hrs.	24-Hr.	Oper./ Open Hrs.	24-Hr.	24-Hr.	24-Hr.	24-Hr.	24-Hr.	

Key findings of the Controller benchmark survey in this area include:

- When considering all calls within a 24-hour period, Los Angeles' call abandoned rate is 41.7% (every two of five calls to 3-1-1 are abandoned). However, Los Angeles 3-1-1 offers relatively fewer operating hours, which would increase the call abandoned rate with the 24-hour period.

- Even when only incoming calls during operating hours are considered, Los Angeles 3-1-1's abandoned call rate of 30% in 2012 is higher than six of the eight benchmark agencies, with the exception of New York and Washington, DC. The 30% rate

places Los Angeles 3-1-1 at the upper end of the benchmark cohort range if New York is excluded as a statistical outlier.

- It should be noted that, given its very high call volume, New York offers much greater capabilities with its IVR system, including self-service, and intelligent routing and messaging that reduce the need for a live-operator phone interaction.

Table 18 below shows the reported call abandoned rate for 2011 of the eleven select 3-1-1 agencies in the Minneapolis study. Note that Los Angeles 3-1-1 was unable to provide call volume data for 2011, particularly for those calls during operating hours.

Table 18.
Call Abandoned Rate (%)
Source: 2012 City of Minneapolis 3-1-1 Comparative Survey

Jurisdiction	Abandoned Rate (%)
Tampa / Hillsborough County	9.1%
Chicago	17.3%
New York	64.5%
Philadelphia	48.6%
Houston	8.5%
San Antonio	12.9%
Dallas	19.3%
Toronto	29.9%
Calgary	13.8%
Edmonton	5.5%
Vancouver	12.4%
Benchmark Average	22.0%

Key findings of the Minneapolis comparative survey in this area include:

- The survey results show that the call abandoned rates of the benchmark 3-1-1 contact centers in 2011 encompassed a wide range, from a low of 6% to a high of 65%. The eleven jurisdictions had an average call abandoned rate of 22% in 2011, based on reported call volumes.

- Even though Los Angeles 3-1-1 could not provide a call abandoned rate for 2011, its reported rates for the past fiscal years fell towards the higher end of this range from the Minneapolis survey (if New York City is excluded as a statistical outlier). These results appear to be consistent with the Controller's benchmark survey.

3-1-1 Staffing Levels

Table 19 shows Los Angeles 3-1-1's budgeted positions for the past three fiscal years.

Table 19.
Total Authorized and Operator Staffing Levels
Los Angeles 3-1-1

Number of regular authority positions	
FY 2010-11	51
FY 2011-12	43
FY 2012-13	37
% change (2011 - 2013)	-27%
FY 2012-13 no. of auth. positions per 10,000	0.10
FY 2012-13 calls answered per auth. position	18,082
Number of regular authority operators (CIRs II)	
FY 2010-11	34
FY 2011-12	28
FY 2012-13	27
% change (2011 - 2013)	-21%
FY 2012-13 no. of FT operators per 10,000	0.07
FY 2012-13 calls answered per FT operator	24,779

Table 20 shows the staffing levels of the benchmark agencies for 2010 through 2012.

Table 20.
3-1-1 Staffing Levels
Source: 2013 Controller 3-1-1 Benchmark Survey

	River-side	San Fran-cisco	Char-lotte	Hou-ston	Miami-Dade County	New York City	Sacra-mento	Wash., DC	Bench. Avg.
Number of authorized positions									
2010	12	90	134	91	141	N/A	22	77	81
2011	12	91	136	66	132	N/A	22	73	76
2012	12	96	141	77	127	N/A	23	70	78
% change (2010-12)	0%	7%	5%	-15%	-10%	N/A	5%	-9%	-3%
2012 no. of auth. positions per 10,000 residents	0.38	1.16	1.46	0.36	0.49	N/A	0.48	1.11	0.78
2012 calls answered per auth. position	16,303	17,698	9,955	23,052	18,694	N/A	12,465	13,246	15,916
Number of full-time operators									
2010	10	65	91	75	N/A	N/A	19	77	56
2011	10	67	83	53	119	N/A	19	72	60
2012	10	64	81	53	111	N/A	20	69	58
% change (2010-12)	0%	-2%	-11%	-29%	N/A	N/A	5%	-10%	-8%
2012 no. of FT operators per 10,000 residents	0.32	0.77	0.84	0.25	0.43	N/A	0.42	1.09	0.59
2012 calls answered per FT operator	19,564	26,547	17,330	33,490	21,388	N/A	14,334	13,438	20,870

It should be noted that Los Angeles 3-1-1 was unable to provide staffing level data for the past three calendar years. Key findings of the survey in this area include:

- In 2012, the benchmark agencies reported a total staffing level of 0.78 authorized positions per 10,000 residents. Los Angeles 3-1-1 had a staffing level of 0.10 authorized positions per 10,000 residents in FY 2012-13.

- Of the seven benchmark agencies that provided staffing data, three agencies reported staffing increases between 2010 and 2012. Riverside reported no staffing change, while the remaining three agencies reported staffing reductions during this period. These three agencies averaged approximately an 11% staffing reduction between 2010 and 2012, which is significantly less than Los Angeles 3-1-1's 27% reduction between FY 2010-11 and FY 2012-13.

- Los Angeles 3-1-1's answered call volume per authorized position and answered call volume per full-time operator during FY 2012-13 is higher than the benchmark averages for 2012. This data still suggests a relatively higher call load based on staffing levels for Los Angeles 3-1-1.

Table 21 below summarizes the Minneapolis survey's reported staffing levels of each 3-1-1 contact center in the survey for 2011.

Table 21.
3-1-1 Staffing Levels
Source: 2012 City of Minneapolis 3-1-1 Comparative Survey

City/County	FT Staff	FT Operators	FT Staff per 10,000	FT Operators per 10,000	Calls Answered per FT Staff	Calls Answered by FT Operator
Tampa / Hillsborough County	19	12	0.15	0.09	10,666	16,888
Chicago	73	59	0.27	0.22	30,076	37,212
New York	238	205	0.29	0.25	33,128	38,461
Philadelphia	51	32	0.33	0.21	12,644	20,151
Houston	66	50	0.31	0.24	30,471	40,222
San Antonio	33	30	0.24	0.22	33,062	36,369
Dallas	95	80	0.78	0.66	9,318	11,065
Toronto	74	58	0.13	0.10	13,411	17,111
Calgary	85	70	0.70	0.58	12,271	14,900
Edmonton	112	96	0.97	0.83	16,763	19,557
Vancouver	48	37	0.21	0.16	12,990	16,851
Average	81	66	0.40	0.32	19,527	24,435

Key findings of the Minneapolis comparative survey in this area include:

- In 2011, these large-city agencies reported per 10,000 resident population staffing levels that were much higher than Los Angeles 3-1-1's total staffing level per 10,000 residents in either FY 2012-13 or FY 2011-12.

- With higher reported call volumes in 2011, the benchmark agencies reported an average answered call volume per full-time position that was higher than that of Los

Angeles 3-1-1 in FY 2012-13, and a comparable average answered call volume per full-time operator to Los Angeles 3-1-1.