



## CITY OF MOUNTAIN VIEW

### MEMORANDUM

Community Services Department

**DATE:** May 1, 2018

**TO:** City Council

**FROM:** J.P. de la Montaigne, Community Services Director

**VIA:** Daniel H. Rich, City Manager

**SUBJECT:** Employee-Staffed Ranger Program

The purpose of this memorandum is to provide Council with additional information regarding the proposed transition from contracted personnel providing ranger services to City employees providing these services recommended in the Fiscal Year 2018-19 budget.

#### **BACKGROUND**

The City has contracted with California Land Management (CLM) for ranger services since 1983 to patrol Shoreline at Mountain View year-round and to provide services during the barbecue season at both Rengstorff and Cuesta Parks. CLM also provided janitorial services at the City's restrooms in Shoreline at Mountain View and the City's urban parks. Around two years ago, CLM informed the City that they were raising their rates and reducing the types of services that their staff will provide.

As a result, the City went out to bid for ranger services, including a janitorial add/alternate, in 2016. The only submitted proposal was from CLM at an increased rate for the same level of service that caused the City to originally go to bid. In order to maintain a reasonable budget at the increased rates, the required duties and hours of service were both reduced from CLM's previous contract. This reduction has worked on a short-term basis as staff developed the employee staffed program proposal. However, the current level of service being provided by CLM is below what staff would recommend.

#### **Current Program and Impacts**

In order to get through the busy summer season, the current agreement with CLM expires October 31, 2018. According to the agreement, CLM will receive an automatic

rate increase of 5 percent on July 1, 2018 plus an increase equal to the Consumer Price Index (CPI). Assuming a 3.0 percent CPI increase, this would represent an additional cost of \$44,800 to continue with contracted services for a full fiscal year.

In order to keep costs reasonable for the City with these increased rates, CLM and the City agreed to reduce contracted hours of service by the equivalent of a one full-time position from Shoreline at Mountain View patrolling and all urban park patrol hours, including barbecue areas, were cut. The elimination of urban park patrols required Recreation Division staff to hire part-time staff to act as Park Attendants to check groups in at the barbecue areas of Rengstorff and Cuesta Parks on weekends. While it was difficult at times, all shifts were filled. The Recreation Division spent approximately \$9,000 last summer to cover the weekends at the barbecue facilities at both parks. This additional cost was absorbed in the Recreation Division budget due to savings in the General Fund by not using contract funds for these services.

In addition to impacts to barbecue reservations, the absence of a uniformed presence in the parks also led to other issues. For instance, staff found rogue soccer league play at Rengstorff Park, ongoing issues of dogs off leash, and a reduction in reporting of other code violations like open containers in the parks. In addition, CLM Rangers previously provided eyes and ears for the Police Department in the parks.

Due to the elimination of janitorial services as part of the CLM contract, a new model needed to be found to clean and lock restrooms at all City parks. The Parks crews have taken on cleaning all restrooms in City parks Monday through Friday. They were able to provide this service during the day by absorbing the extra work into their daily routes. Automatic locks have been installed on all park restrooms so that an actual person is not needed to go to every park restroom every night to lock them. The City expanded the service agreement with the City's existing janitorial service provider, SWA, to provide janitorial service to the restrooms on weekends and holidays.

During negotiations of the new contract, CLM also stated their Rangers would not provide any maintenance assistance or empty trash cans in Shoreline at Mountain View or along trails. This has required hiring additional hourly staff to complete minor maintenance projects such as installing signs, fixing fences, etc. This also required the Parks staff to become responsible for emptying all trash cans throughout Shoreline at Mountain View and along the trails. Parks staff has taken on this additional responsibility; however, they do not have as much time for other projects and routine maintenance as they previously did. Therefore, we are requesting additional budget resources to hire hourly staff to help with these services.

## **ANALYSIS**

Due to the increased costs and reduced level of service from using contracted personnel, staff recommends transitioning from contracted personnel to City employees to patrol parks and trails. The proposed classification of these positions is Parks and Open Space Worker. A City-staffed program will give the City the opportunity to have direct control over personnel, scheduling, reporting, and duties assigned.

When CLM first alerted staff that they would be increasing their rates and reducing their services, staff began looking at staffing models from other agencies as well as other existing programs in the City. There are several agencies that have agency-employed Rangers. Each agency is different in what duties are expected of Rangers. Some programs are purely educational while others are more maintenance-related or focused on enforcement only.

Recreation Division staff reviewed the Library program's use of Police Assistants to help patrol the Library to enforce Library rules and regulations. They are also a physical presence—someone in uniform carrying a police radio. After reviewing the process and procedures used at the Library to hire Police Assistants, staff discussed with the Police Department to see if a similar program could be created for Community Services.

The Police Department reviewed the proposal to bring the program in-house. By doing so, we can use the existing hiring and training process currently used for the Library. The Police Department will help recruit, complete background checks, hire, and provide initial training. After an employee receives training from Police, they will go through training at Shoreline with the Community Services Department to learn the specific rules and regulations related to parks. The Community Services Department will provide them with radios and uniforms.

Staff reviewed the existing classification of Police Assistant for the staffing model. Through review with Police and Human Resources staff, the current proposal is to create a new City classification of Parks and Open Space Worker for the purposes of this program. The responsibilities are similar to that of a Police Assistant; however, it was determined that the duties are different enough to delineate the Parks and Open Space Worker classification from the Police Assistant classification. The total compensation for the Parks and Open Space Worker I/II and Supervising Parks and Open Space Worker classifications will be the same as the Police Assistant I/II/III classifications.

## **Program Rollout**

After discussing with Police, staff recommends implementing the program with hiring one full-time Supervising Parks and Open Space Worker position in August 2018. The hiring timeline is two months prior to the CLM contract expiring. The Supervising Parks and Open Space Worker will assist in the hiring and training of new staff as well as supervise staff on a daily basis. For Fiscal Year 2018-19, all other shifts will be filled by hourly Parks and Open Space Worker positions starting November 1. This structure provides Shoreline staff the opportunity to monitor schedules, update responsibilities, and ensure the program is meeting the intended goals. It also allows new hires to become familiar with the job and determine if they would like to apply for available full-time positions.

## **Roles and Responsibilities**

Examples of responsibilities of all Parks and Open Space Workers will include, but are not limited to:

- Patrol Shoreline at Mountain View and the associated trails that reach Shoreline such as Stevens Creek Trail and Permanente Creek Trail.
- Ensure safe conditions and report any issues such as downed trees or graffiti.
- Through regular patrols, ensure the public follows City ordinances, policies, and procedures.
- Make contact as necessary with the public and follow up with written reports if needed.
- Represent the City at special events that are permitted in Shoreline such as 5K/10K fun runs.
- Provide routine patrols of City parks and check in with barbecue renters at Rengstorff and Cuesta Parks.

Examples of responsibilities of a Supervising Parks and Open Space Worker will include, but are not limited to:

- Responsible for scheduling all staff in Community Services and review all reports submitted by staff.

- Meet regularly with Shoreline Manager to review schedule and discuss pertinent topics.
- Assist with recruitment of Parks and Open Space Worker employees.
- Make regular contact with operators within Shoreline at Mountain View such as Shoreline Golf Links, Michaels, and Sailing Lake. Ensure schedules of events are updated to ensure appropriate staff coverage.
- Communicate with security teams of Google and Shoreline Amphitheatre regarding projects and special events that may impact Shoreline at Mountain View or visitors' access to the park.

Examples of responsibilities of a Parks and Open Space Worker I/II will include, but are not limited to:

- Responsible for performing regular patrols, ensuring the public follows established ordinances, policies, and procedures.
- Complete reports as necessary.

### **Coverage**

The proposed hours and schedule provides the desired level of coverage at Shoreline at Mountain View, along the trails, and at the barbecue areas for April through October. The schedule is designed so that at certain times during the week there is overlap between shifts. The overlap allows staff to split duties so that additional time is spent on the trails or in the City's urban parks to provide enforcement. It is also designed so that the Supervising Parks and Open Space Worker has time in the office in order to do any personnel tasks or paperwork.

Patrols are also scheduled on weekends during the barbecue season to monitor the barbecue areas as well as check on smaller parks as part of regular patrols. In each proposal, supervising staff is required to keep hourly staff from going over 1,000 hours in a fiscal year and from working more than 29 hours per week to comply with California Public Employees Retirement System (CalPERS) and Affordable Care Act (ACA) requirements.

## **Initial Start-Up Costs**

Two vehicles are being requested: a Carryall and one midsize truck with safety light bar and public address system. The midsize truck will be the main form of transportation for staff on duty. The size of the truck allows for staff to fit on park pathways if necessary. The light bar with public address system will allow staff to be visible to the public as well as make general announcements to groups of people. A Carryall with a light bar is also being requested to primarily patrol the trail systems. It will also be used as a second patrol vehicle inside Shoreline at Mountain View when two employees are on duty.

In addition to the two vehicles, staff requests budget for five radios for the staff to be able to request assistance from Police Officers quickly and to communicate with other City staff on the radio system. A total of five radios are being requested to start the program.

## **Shoreline Manager**

If the transition from contracted personnel providing ranger services to City employees providing these services is approved as it is being requested, the Community Services Department requests a new manager-level position to oversee all activities, services, and operations for parks, trails, and recreation programs in the North Bayshore Area, including the new employee-staffed ranger program. Until Fiscal Year 2013-14, a manager-level position was responsible for Community Service Department operations in the North Bayshore Area. As part of a reorganization, this position was eliminated. With the Community Services Department's proposed succession plan and the increased programming and operations on the City's trails and in North Bayshore, including the proposed employee-staffed ranger program, Community Services is requesting to reinstate this position. The Shoreline Manager will be funded 100.0 percent out of the Shoreline Regional Park Community (Shoreline Community) Fund and provide a manager-level position for each of the Community Services Department's five divisions: Performing Arts, Shoreline, Forestry, Parks, and Recreation.

Staff believes the addition of an employee-staffed ranger program, including all of the budget and personnel responsibilities, creates a scope of programs and services in North Bayshore that requires a manager-level position. In addition, staff is proposing the Shoreline Manager oversee Shoreline Parks, Shoreline Recreation, and all various contracts including for Shoreline Golf Links, the Sailing Lake, Michaels, the Shoreline Amphitheatre, etc. By having one manager-level position overseeing all of these activities, this person would comprehensively manage the operations and maintenance

of all the things that the Community Services Department is responsible for in the North Bayshore Area that come out of the Shoreline Community Fund.

The programs for which this position would be responsible include:

- Employee-staffed ranger program.
- Contracts with LiveNation, Michaels, Touchstone, and Silicon Shores.
- Youth Corps Program.
- Rengstorff House Rental Program.
- Friends of R-House and Friends of Stevens Creek Trail.
- Wildlife Preservation.
- Trail Maintenance and Upkeep.

### **Trail Trash Cans**

The Community Services Department is requesting 850 hours in wages for hourly Laborer I/II staff for maintenance of the City's trails. Previously, CLM provided maintenance along the trails, including minor repairs of signs and removal of trash from the 20 trash cans along Stevens Creek Trail and three trash cans along the Hetch Hetchy Trail. In Fiscal Year 2016-17, the contractor increased their rates and removed minor repairs and janitorial from the services they would provide. Since then, Parks staff has taken on these duties. This has impacted Parks operations because of the amount of time it takes to pick up trash along the trails. At least three times a week, staff must clear the trash cans. This requires staff to drive their truck to a trail head and walk to the trash cans and back, carrying a bag at a time. Otherwise, a staff person must go to a park with trail access that has a Carryall and drive along the trail. Either way, three times a week, a staff person is pulled away from their parks maintenance duties for multiple hours. This is very disruptive to park maintenance operations, especially with the increased janitorial service for park restrooms that was also absorbed as a result of the change to the CLM contract. Additional hours for hourly Laborer I/II staff dedicated to maintaining the trail system would improve staff efficiencies for the Parks Division as well as provide a safer, cleaner experience on the trail for users.

## **FISCAL IMPACT**

Staff proposes to utilize the contract dollars currently budgeted for contracting with CLM and apply those to personnel costs to fund the employee-staffed ranger program. A breakdown of the budget transfers and additional requests is provided in Table 1.

<b>TABLE 1: EMPLOYEE STAFFED RANGER PROGRAM BUDGET BREAKDOWN</b>				
<b>Fund</b>	<b>Previous Use</b>	<b>Dollar Amount</b>	<b>Proposed Use</b>	<b>Dollar Amount</b>
258	CLM Contract	\$402,000	CLM Contract (Jul-Oct)	\$140,000
			SWA Contract	10,200
			1 FTE Supervising Parks & Open Space Worker	136,600
			Hrly Parks & Open Space Worker I/II	86,300
			Shoreline Manager	224,900
			Wages for Trails	19,500
	<b>Total</b>	<b>\$402,000</b>	<b>Shoreline Community Total</b>	<b>\$617,500</b>
			<b>Shoreline Community Request</b>	<b>\$215,500</b>
101	CLM Contract	\$101,600	Hrly Parks & Open Space Worker I/II	\$14,100
	SWA Services	50,400	SWA Services	44,300
	<b>Total</b>	<b>\$152,000</b>	<b>General Fund Total</b>	<b>\$58,400</b>
			<b>General Fund Remainder</b>	<b>\$93,600*</b>
<b>TOTAL COST</b>		<b>\$554,000</b>	<b>TOTAL COST</b>	<b>\$675,900</b>
*CSD is requesting to only return \$53,800 of this remainder to the General Fund because \$39,800 is needed for 0.35 FTE Ranger in Fiscal Year 2019-20 for Urban Park patrolling.				

For Fiscal Year 2018-19, staff requests \$215,505 from the Shoreline Community Fund in order to transition from contracted personnel providing ranger services to City employees providing these services, including funding CLM through October, adding wages for trail maintenance and trash cans, and creating the Shoreline Manager position to oversee the employee-staffed ranger program and the Community Services Department's operations and programs in the North Bayshore Area. By pursuing this structure for the employee-staffed ranger program, \$53,800 can be returned to the General Fund from contract services.

The program's start-up costs for two vehicles, a midsize truck and Carryall, and Police-standard radios were included in the Community Services Department's Capital Outlay requests as placeholders, depending on approval of this program. The total one-time cost of these Capital Outlay items is \$57,100.



If the City continued with CLM for services at the level of coverage being proposed (approximately 7,500 hours of patrolling) and included the contract janitorial services, wages for trails, and Shoreline Manager, the estimated annual cost for the program would be \$832,000. This amount is \$156,100 more than staff's proposal for a total cost of \$675,900.

## **SUMMARY**

Due to the rising costs and reduced service levels for contracting ranger services, staff is proposing to transition from contracted personnel providing ranger services to City employees providing these services starting November 1, 2018. The existing contract with CLM will end on October 31, 2018. The employee-staffed ranger program will provide an increased level of service from current levels while keeping costs down compared to the contract services. It will also provide greater oversight and management of hiring, training, reporting, and duties of the Parks and Open Space Workers. The new program with additional wages for trail maintenance and a new manager-level position will save the General Fund \$53,800 annually and require an additional \$215,500 from the Shoreline Community Fund. One-time start-up expenses will be \$57,100 for vehicles and radios.

Community Services staff has discussed this new model with the Police Department, and they support the creation of the employee-staffed ranger program. They have agreed to provide assistance to Community Services staff to ensure a successful launch as well as long-term success. Human Resources and Finance and Administrative Services have also reviewed the proposal and are supportive of the classifications, responsibilities, and compensation being recommended.

JPdIM/BR/2/CSD

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