



CITY OF CARSON

Legislation Text

File #: 2021-964, Version: 1

Report to Mayor and City Council

Tuesday, February 15, 2022

Discussion

SUBJECT:

ADOPT RESOLUTION NO. 22-026 OF THE CITY COUNCIL OF THE CITY OF CARSON, CALIFORNIA, APPROVING CITY MANAGER RECOMMENDED REORGANIZATION AND REPORTING STRUCTURE OF THE COMMUNITY SERVICES/PARKS AND RECREATION DEPARTMENT, DEFUNDING AND ELIMINATING CERTAIN COMMUNITY SERVICES/PARKS AND RECREATION DEPARTMENT POSITIONS AND AUTHORIZING THE CITY MANAGER TO ENTER INTO A SIDE LETTER AGREEMENT WITH THE ASSOCIATION OF MANAGEMENT EMPLOYEES (CITY COUNCIL)

I. SUMMARY

The City's recreation, leisure, social, and enrichment programs are administered by the Community Services/Parks and Recreation Department. The Department is currently comprised of approximately 66 full time and over 200 seasonal and part time employees throughout the fiscal year. Traditionally, management of this department has been facilitated through a single Department Director with assistance from a Recreation Superintendent overseeing the Parks and Recreation Division, a Human Services Manager overseeing the Human Services Division, a Transportation Supervisor overseeing transit services, a Community Center Manager overseeing the Events Center operations, and a Principal Administrative Analyst managing budget and administrative tasks for the Department.

Given the expanding size and scope of responsibility the department has experienced, executive leadership is recommending changes to the Department's organizational structure to allow for better direct oversight and accountability of services. Additionally, the proposed changes are intended to provide better support to field staff in real time to assist with more rapid decision making and provide better opportunities to coach and develop aspiring staff in the various program sections. Moreover, the adjustment will ensure transparency and access to the Department's succession plans for ambitious professionals within the workforce.

The proposed reorganization restructures the department from five separate workgroups into three distinct divisions: 1. Recreation, 2. Community Services, and 3. Administration. The Recreation and Administration Divisions remain functionally unchanged, whereas the

Human Services/Transportation/Community Center workgroups would be consolidated into a single new division named Community Services. Through this adjustment, a new position would be created titled Community Services Superintendent, tasked with managing each of these program sections.

The reorganization plan includes a variety of additional smaller modifications to the position control for various program areas. These are intended to improve efficiency and enhance service delivery as the Department adapts to a technology supported service delivery model. The implementation of ActiveNet has enhanced the Department's ability to collect program revenue and manage participation, registrations, and facility rentals in all areas.

II. RECOMMENDATION

WAIVE further reading and ADOPT Resolution No. 22-026, "A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CARSON, CALIFORNIA, APPROVING CITY MANAGER RECOMMENDED REORGANIZATION AND REPORTING STRUCTURE OF THE COMMUNITY SERVICES/PARKS AND RECREATION DEPARTMENT, DEFUNDING AND ELIMINATING CERTAIN COMMUNITY SERVICES/PARKS AND RECREATION DEPARTMENT POSITIONS AND AUTHORIZING THE CITY MANAGER TO ENTER INTO A SIDE LETTER AGREEMENT WITH THE ASSOCIATION OF MANAGEMENT EMPLOYEES."

III. ALTERNATIVES

TAKE any other action deemed appropriate.

IV. BACKGROUND

Since the arrival of the new Community Services Director, an extensive study of the Department's organization in relation to its overall operations has taken place. This review provides Community Services with an opportunity to reshape the Department, maximizing employee talents and skillsets, while still striving to improve City services and service delivery. Ultimately, the proposed reorganization is intended to enhance direct services to residents.

The Community Services/Parks & Recreation Department is currently comprised of five divisions/workgroups: Administration, Community Center, Transportation, Recreation, and Human Services. The proposed reorganization plan realigns the various workgroups into three distinct divisions: 1. Administration, 2. Recreation, and 3. Community Services. The Transportation, Human Services, and Community Center sections would be housed under the new Community Services Division, with a new Community Services Superintendent position responsible for oversight of all three program areas. The Recreation and Administration Divisions would remain structurally unchanged except for various internal transfers, new positions, and reclassifications to address increasing program needs.

Administration Division

Although no substantive changes are proposed within the administrative division, staff

recommends a transfer-in of an existing Senior Clerk position from the Community Center workgroup. This adjustment will provide additional support for the management and processing of the Department's online activity registration and reservation system, ActiveNet. This movement will also allow for necessary cross-training and succession planning of anticipated vacancies within the Department due to natural attrition in the coming years.

Recreation Division

As previously mentioned, the recreation division will not experience significant changes to its existing structure. However, modifications to management level positions as well as three new roles are proposed to address increased demand for programs and services. To assist with increasing technology support and associated administrative functions, the Division will receive an existing Typist Clerk employee, transferring in from the Community Center workgroup.

Recreation Program Managers

The Department proposes modifying the Recreation Program Manager classification from non-exempt to exempt status. Per California law, to be classified as an exempt employee that position must comply with the following requirements:

- Minimum Salary - The employee must be paid a salary that is at least twice the state minimum wage for full-time employment.
- White Collar Duties - The employee's primary duties must consist of administrative, executive, or professional tasks.
- Independent Judgment - The employee's job duties must involve the use of discretion and independent judgment.

The Department believes that given the Recreation Program Manager job specification, this position fulfills these conditions and should be classified as exempt status. Human Resources staff are in the process of scheduling and performing desk audit sessions with incumbent employees in these positions, ultimately justifying and confirming their FLSA Exemption status. Under CA Wage Order #10, the three impacted employees will be deemed exempt under Administrative Exemption ("The performance of office or non-manual work directly related to management policies or general business operations of his/her employer or his/her employer's customers"). It should be noted that all three incumbent employees impacted by the proposed exemption status change have voiced support of the proposed modification. Human Resources staff will return to City Council in the next month with an updated job specification for consideration and adoption.

Recreation Coordinator (Special Events)

An increasing number of special events have been authorized by the City Council over the years. To plan and coordinate these programs, staff is recommending the creation of a Special Events Coordinator whose primary responsibility will be to manage and facilitate city-wide events more efficiently. The position will lead and work directly with staff, vendors, consultants, suppliers, and/or collaborating organizations to ensure that these programs meet the expectations of the community. Traditionally, these tasks have been delivered by a variety of park staff who are challenged to balance their time between center

programming and event planning responsibilities. A dedicated full-time events coordinator will allow park staff to stay focused on enhancing their park site activities but remain involved in the preparation of events as many of them occur at their respective park facilities. Moreover, the singular coordinator will allow for consistency in the oversight of budgets, marketing, procurement, and event attractions.

Assistant Recreation Coordinator (Permits)

In recent years, staff has noted an increased demand for the Permits' section services through ballfield and picnic shelter rentals, as well as private event equipment rentals. The section is led by an existing Recreation Coordinator, currently in recruitment to fill the vacancy. However, the volume and need for facility permits throughout the City has resulted in other department staff routinely assisting the Coordinator with managing the reservations. To effectively respond to this demand, staff proposes creating/adding a full-time Assistant Recreation Coordinator to handle increasing reservation requests, customer service, and permit monitoring. Additionally, in 2021 the City Council approved a budget allocation to purchase a mobile stage for events and rentals; of which this position will assist with managing the new asset. By design, the Permits section is intended to be a maximum cost recovery program function, thus recouping associated salary expense within the workgroup.

Assistant Recreation Coordinator (Enrichment)

Supported by the General Fund and a collaboration between the City and CSUDH's Praxis Art Engagement Program, Enrichment provides arts education - music, drama, dance, and beginner Spanish - to the youth in the community. In the last few years, Enrichment has seen increasing demand and, as a result, steady growth. An unintended consequence of the pandemic has been a sharp increase in specialty classes and activity offered both virtually and in-person (when safely permitted). As such, staff is seeking to expand the program by creating/adding a full-time Assistant Recreation Coordinator to aggressively recruit and build out the Department's contract class program city-wide. Staff is working with the City Attorney's Office to reinstate contract class agreements for various specialty recreation classes, which will in turn provide a salary savings as classes are currently facilitated by part-time City employees. The enrichment contract class program is designed to be a full cost-recovery model, compensating contract instructors based on registration and participation numbers solely.

Community Services Division

The proposed newly created Community Services Division will effectively bring together three independent workgroups under a single umbrella of oversight and supervision. This action is intended to provide onsite support to middle-management and field staff delivering critical services in Transportation, Human Services, and Community Center operations. Moreover, the new division will effectively right side an imbalanced reporting structure and mirror the existing Recreation Division in structure and staffing levels. This includes three program manager level positions as well as administrative support identical to the recreation counterpart.

Community Services Superintendent

Like the existing Recreation Superintendent role, the proposed community services position is intended to provide real-time on-site management and support of staff in each of

the three program sections under the new division umbrella. As such, the classification and compensation for this role is commensurate with existing Superintendent specifications already in use and adopted by the city. However, Human Resources staff will return to City Council in the next month to present a formal classification for review and adoption.

Transportation Program Manager

The Transportation Services section is currently administered by a Transportation Services Supervisor. Programming within this section has grown over the pandemic as the city prepares for new ridership and higher demand for public transit within the city and region. Given the scope of oversight and expectation of budget management, staff is recommending a reclassification of this position to the level of program manager. The functional responsibilities of this position will not change, however given the sizable responsibilities and growing demand for programs, the updated classification is warranted. Human Resources staff will return to City Council in the next month to present a formal classification for review and adoption, as an exempt position. It should be noted that salaries within this program section are funded predominantly by proposition A and C monies.

Human Services Manager

The Human Services workgroup is currently supervised by a Human Services Manager. However, with the advent of the Community Services Superintendent classification, staff is recommending the creation of Human Services Program Manager to oversee the functional components of the Human Services section: Early Childhood Education, Stroke Center, Youth and Family Services (new), Senior and Geriatric programs, and Therapeutic Recreation. Human Resources staff will return to City Council in the next month to present a formal classification for review and adoption, as an exempt position.

Human Services Program Coordinator (Youth and Family Services)

The Youth Services Section assists minors and their families with issues regarding juvenile delinquency prevention and intervention. Supported by the General Fund, it has traditionally been staffed by one full-time Youth Services Officer. The Youth Services Officer retired effective September 8, 2021. Given the vacancy, staff recommends combining this classification with the current grant-supported part-time Recreation Coordinator/Family Support (Prevention & Aftercare) to create one full-time coordinator position within the Human Services section. The grant funded Family Support Program is designed to strengthen family resilience and nurture the development of healthy behaviors. Staff believes that the intersection of youth and family support initiatives is a natural combination which will encourage innovative programs that add to the safety net of support for Carson residents most at risk. The coordinator will continue to focus on case management through in-home visitations well as school-based outreach efforts and classes that provide new opportunities for Carson youth.

Human Services Assistant Coordinator (Geriatrics)

The Department's senior services provide support and assistance to Carson's aging population, helping individuals age-in-place safely and with dignity. Programs in this Section include the Geriatric Aide program, elderly in-home emergency alert systems, Bereavement Support Group, the Caregiver Support Group, Intergenerational Program, Homeless Services, Silver Cheer and Diabetes Workshops. This program section is

facilitated by an existing Human Services Supervisor and a Human Services Assistant Coordinator (Senior Recreation). The reorganization proposes adding a full-time Human Services Assistant Coordinator dedicated to geriatric programs, delivering in-home services for Carson's home-bound residents. Human Resources staff will return to City Council in the next month to present a formal classification for review and adoption.

Community Center Program Manager

The Community Center workgroup is currently supervised by a Community Center Manager. However, with the advent of the Community Services Superintendent classification, staff is recommending the creation of Community Center Program Manager to oversee the functional components of the Community Center facility: Sales and Operations. Human Resources staff will return to City Council in the next month to present a formal classification for review and adoption, as an exempt position.

Event Services Coordinator (Sales)

The Department has been tasked with transitioning the Community Center from a traditional rental and recreational use facility to exclusively convention event activities. The intention is to make the center an enterprise operation and premier destination host of trade shows, private party rental, and corporate conferencing in the region. To generate additional exclusive bookings and provide adequate sales coverage after hours and on the weekends, staff is recommending the addition of one full-time Event Services Coordinator within the section's sales team. It is hoped that by adding a staff member to the facility's sales team, the number and quality of the events and programs held at the Community Center will be enhanced.

Administrative Specialist

To provide the Community Services Division with budgetary and project assistance, a new Administrative Specialist position reporting directly to the Community Services Superintendent is recommended. The current Division Secretary vacancy in the Community Center section would be absorbed by this position. With the implementation of various software programs, the operations of the Community Center have been greatly streamlined such that fewer administrative and clerical staff are needed to handle traditional paper receipting and filing duties.

Bargaining Units

Under the Meyers-Milias-Brown Act ("MMBA") California Govt. Code §3500 et seq., prior to implementing any proposed change relating to matters within the scope of representation, the City is required to give notice to any affected employee organization and provide the opportunity to meet and confer in good faith regarding such proposed change. The scope of representation covers employment conditions and employer-employee relations including, but not limited to, wages, hours, and other terms and conditions of employment. The scope of representation, however, does not include consideration of the merits, necessity, or organization of any service or activity provided by law or executive order or any of the management rights listed in the City's Charter, Municipal Code, Employer-Employee Relations Resolution, any MOU, or the City's Personnel Rules. City management met and conferred with representatives of the various bargaining units to review and discuss each of the proposed personnel actions resulting from the proposed reorganization:

Meeting Date	Bargaining Group	Outcome
2/3/2022	Carson Professionals and Supervisors Association/Service Employees International Union (CPSA/SEIU) - Local 721	Supports proposed reorganization as presented
2/3/2022	American Federation of State, County and Municipal Employees (AFSCME) - Local 809	Requested position control report and proposed organizational chart job titles match, resolved during subsequent meeting (see below)
2/3/2022	Association of Management Employees (AME)	*Requested side letter for impacted positions
2/8/2022	American Federation of State, County and Municipal Employees (AFSCME) - Local 809	Supports proposed reorganization as presented, reconciled position control and organizational chart
2/8/2022	Association of Management Employees (AME)	Supports proposed reorganization as presented, with side letter agreement
2/10/2022	American Federation of State, County and Municipal Employees (AFSCME) - Local 1017	Supports proposed reorganization as presented

*Association of Management Employees (AME) requested, and City Management agreed to provide, a Side Letter Agreement that will allow for defunding and elimination of both existing Human Services Manager and Community Center Manager positions, after the current incumbents vacate their respective positions. The reorganization plan would then provide for both positions to be replaced by Human Services Program Manager and Community Center Program Manager classifications at that time.

Upon approval of the reorganization plan, staff will confirm final concurrence with all impacted bargaining units, prepare necessary resolutions for adjustment or modifications to job specifications (existing or new), and return to City Council with respective actions for adoption of each, as required by City charter.

V. FISCAL IMPACT

The anticipated fiscal impact resulting from the proposed reorganization will add \$185,885 of annual salary expenditures within the Community Services/Parks and Recreation Department operating budget. Staff's intention in drafting the reorganization plan was to achieve a net neutral budget outcome. However, during negotiations and discussions with stakeholders, a high priority was placed on retention of existing full-time personnel resulting in a net obligation to the city's general fund.

Implementation of the reorganization within the current fiscal year will not result in any deficit spending due to existing salary savings from current vacancies and lower than anticipated non-personnel expenditures from reduced program levels during the pandemic. If approved, staff will incorporate the increased salary expenditures in the next fiscal year budget as well as increase revenue projections from enhanced programs and services resulting from the reorganization and use of the City's new ActiveNet platform.

VI. EXHIBITS

1. Resolution No. 22-026 (pgs. 9-12)
2. Proposed Community Services Department Organizational Chart (pgs. 13-16)
3. Position Control Summary (pg. 17)

Prepared by: Robert Lennox, Community Services Director