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November 20, 2018

Honorable City Council  
c/o City Clerk's Office  
Room 395, City Hall  
Los Angeles, CA 90012

**CUSTODIAL HIRING PLAN FOR THE TARGETED LOCAL HIRE PROGRAM**

During deliberations on the 2018-19 Budget, the Council adopted a motion requesting the Department of General Services (GSD) to report back on a hiring plan for custodial services using the Targeted Local Hire (TLH) program and savings from the elimination of contract oversight costs. Funds totaling almost \$2.8 million were also set aside in the Unappropriated Balance (UB) pending the consideration of this report.

The Council also adopted a motion requesting a report back on the feasibility and costs to conduct an audit of existing custodial service contractors to assess their compliance with wage and hour laws. The Bureau of Contract Administration advises such audit and can be implemented upon the request of the Council.

**SUMMARY**

GSD proposes a pilot program to hire up to 12 TLH candidates for regular full time custodial positions in the current year. In the first year, three locations, i.e., the Personnel Building, LAFD Training Academy and the LA Mall, will be brought in-house.

If this pilot program is successful, GSD estimates to hire up to 24 TLH candidates and up to six locations may be converted from contract to GSD-cleaned buildings annually. The department's strategy will be to convert larger, geographically centralized buildings to maximize cost efficiency. GSD will also use this program for additional hires needed to fill regular custodial vacancies in buildings already maintained by GSD.

This program will be comprised of eight weeks of classroom and hands-on training in the techniques, policies and procedures of regular and green cleaning for the new TLH hires. Once the classroom and hands-on training is completed, a mentoring partnership will pair a new TLH worker with a seasoned custodial staff member. Mentoring ensures the success of the TLH



worker by confirming that the training they received is understood and practiced correctly. The length of the mentorship will vary according to the proficiency of the TLH worker. After the mentorship is completed, the TLH hire will be assigned to their regular work location which will also be at a facility previously contracted out. The new TLH hire will also be transitioned into a regular full-time custodial position.

The cost of the TLH pilot over six months in the current fiscal year will be \$515,000 and requires 17 new positions including: 12 TLH hires, two Senior Custodians, two Custodian Supervisors and a Senior Management Analyst and related expense and equipment funding for three locations. Of this amount, \$262,000 can be transferred from GSD's Contractual Services account. An appropriation will be required for the balance of \$253,000. Funds were not budgeted for contract administration so there are no savings available to further offset the cost of this program.

Each subsequent year will require funding and resources to continue the conversion of contracted facilities to GSD-cleaned-buildings. These resources will be requested as part of the department's annual budget request. Transfers from GSD's contractual services account will also be included to help offset a portion of the cost of new TLH hires. Resource requests will vary depending on the number of buildings being converted and their square footage.

Benefits to this program are to facilitate the hiring and success of TLH candidates, thereby allowing GSD to deliver a much higher level of service to City employees than is currently being offered by the contractors. In-house GSD custodians will respond to special, urgent or routine requests and emergencies more quickly and cost effectively. Additional charges for work outside the basic level, such as debris cleaning in City buildings, pressure wash clean ups and various other services outside the scope of the contract will no longer be incurred.

GSD also requests funding set-aside in the UB be transferred to the department to finance the facilities that will continue to be handled by the contractor.

## **BACKGROUND**

Since 2007 and in response to the economic difficulties the City experienced during the Great Recession, GSD reduced custodial positions and services to City and contractor maintained facilities. These reductions included elimination of 200 custodial positions or 40 percent of staffing and a corresponding reduction of workload to basic services, i.e., daily common area cleaning, restroom cleaning/maintenance and supplies, private office service, and dusting, wall washing other areas changed from daily to weekly service. Desk side trash removal is no longer provided and utility floor work such as stripping, waxing, burnishing floors and carpet cleaning is available only for emergencies. GSD custodians currently clean about 7.7 million square feet, comprised of large high-rise buildings and 27 police facilities.

Prior to the reductive years, GSD cleaned about 10 million square feet with 1 million square feet cleaned by contractors. To further reduce operational costs and generate greater savings in salaries and supplies, GSD also contracted out an additional 2.7 million square feet, which comprised of 135 mostly small outlying buildings. These buildings are on average between

4,000 and 12,000 square feet and require less than a quarter-time position to clean. Contracting out cleaning services also eliminated expenses associated with vehicles and vehicle maintenance, fuel, travel time, and setup and breakdown time for a crew of three to five workers at several roving locations.

The department was not funded for contract oversight work; therefore, no savings can be realized by bringing those services back in-house. Ongoing quality control and minimum contractor oversight continues to be a challenge. As issues are identified, GSD dedicates investigative resources and works with the City Attorney on appropriate actions. In one instance, GSD identified over \$800,000 in false charges from contractors.

The reductions left GSD without adequate staffing to backfill when custodians are out due to vacations, sick time, FMLA and other leaves. Currently, the department is running a compensated time off (CTO) rate of 18 percent. This means on any given day, the department is short approximately 34 of 250 regular workers. Supervisors are continually faced with the challenge of moving persons from their regular assignment in one building or area to cover cleaning in other buildings or areas. Duties like dusting, vacuuming, and stairwell cleaning are often not being completed in either building or area; all of which impact the cleanliness of facilities.

GSD also lacks adequate supervisory staffing to ensure custodians get appropriate training to do their jobs. Prior to the reductive years, GSD had sufficient supervisors to provide training, supervisory oversight and operated a very successful Vocational Worker Training Program (VWTP). This program was in collaboration with SEIU Local 721 which established an MOU with GSD describing the parameters of this program.

To be eligible for the VWTP, vocational workers first must have completed a course on Janitorial and Grounds Keeping Training which was then offered by the Los Angeles Unified Adult School. The course comprised of 60 training hours and provided some of the basic classroom and practical training for custodial work. Those who finished the course were eligible to apply for the GSD VWTP, an 18-month training program working in GSD-serviced facilities. GSD has "graduated" an estimated 275 vocational workers from this program into regular custodial positions over the last 15 years. Moreover, other departments such as LAX and DWP historically hire our trained custodians to fill their vacancies. From 2006 to 2016, 75 of our trained custodians moved to these departments.

Changes in the industry such as the onset of green cleaning, construction of LEED certified buildings, automated equipment and technology have also altered approaches to cleaning, training requirements and the nature of this work. Custodians now use machines which are computer and software driven. They use ride-on equipment such as burnishers to polish floors and auto scrubbers for floors with dashboard computers to track usage as well as diagnostics. Most custodial equipment has moving parts that must be checked and changed by the custodian based on the type of work detail to be completed by the machine.

Buildings are also now certified in LEED, which changes how cleaning services are provided by custodians in such facilities. Green chemicals are now solely used which require dwell

times and a shift in cleaning approach as compared to the old “apply and go” approach of the past. Continuous custodial training is needed both in classroom and in the work setting to ensure cleaning procedures are appropriate for the equipment used and being maintained, and the building being cleaned.

GSD maximizes limited resources by providing employee refresher trainings at tail gate meetings and videos are available to provide regular safety reminders and training to staff. However, additional resources will be required to provide core training for new TLH hires as most of these workers will be hired without any previous experience in custodial cleaning practices. Safety working practices with good green and regular cleaning procedures will need to be taught.

### **Proposed Custodial Services Pilot Program**

The mechanics of the old WWTP can be reengineered with modifications to meet the Mayor’s TLH parameters. GSD proposes a TLH hiring pilot which will accomplish the following objectives:

- In the current year, three locations will be brought in house: the Personnel Building, LAFD Training Academy and LA Mall.
- 12 TLH candidates will be hired and trained to fill regular full-time custodial positions at these locations.

If the pilot program is successful, up 24 TLH new hires (two cohorts) and up to six locations may be converted from contract to GSD-cleaned buildings annually. The entire hiring, training, mentoring and placement process will take an estimated six months. GSD will also use this program to train new hires needed to fill custodial vacancies in buildings already maintained by GSD.

**In-house Training:** At the inception of the pilot, one Custodian Supervisor will provide eight weeks of classroom and hands-on training for up to 12 new TLH hires. The classroom curriculum will include training in techniques, policies and procedures for regular and green cleaning, safety practices including dealing with blood-borne pathogens and other infectious materials, and GSD policies and procedures. The Custodial Supervisor will also be responsible for oversight of the entire program, providing on-site management as needed.

Two Senior Custodians will assist with the hands-on portion of the training program for an additional eight weeks. They will work directly in a building with each TLH worker to ensure the classroom training is supported by their oversight and coaching on cleaning mechanics, processes and timing, and client and building particulars. The Senior Custodians will also continue the training on equipment, e.g., vacuum tools and their use and the large ride-on equipment needed for daily maintenance cleaning and polishing floors, and when and how to use each function of those machines.

**Mentoring:** Once the classroom and hands-on training is completed, a mentoring partnership will be established to pair the new TLH worker with a seasoned custodial staff

member in a building. Mentoring ensures the success of the TLH worker by confirming that the training they received is understood and practiced correctly before they are placed at their regular work location. The length of the mentorship will vary according to the proficiency of the TLH worker.

The Custodian Supervisor responsible for training will also follow up with each mentor to provide coaching assistance to the mentors and any additional training necessary for the new TLH workers.

**Placement:** At the end of the training and mentoring, the TLH hires will be assigned work at one of 2-3 locations which were previously contracted out. A second Custodian Supervisor will be needed to supervise these positions.

**Hiring and Operations:** A Senior Management Analyst will interview, hire and process the new TLH applicants, track the training progress of new TLH hires, process paper work for transition into regular full-time positions, manage changes to the custodial contracts for the conversion of buildings back in-house, draft and manage probation and disciplinary reports and activities, order equipment and address other administrative and operational needs. This position will also provide research and technical assistance to the direct supervisors for the training portion of the program.

**Scope of Program:** GSD recommends this program only include large facilities located in close geographic proximity. This approach provides a nucleus of buildings and workers allowing for efficient allocation of supervision, i.e., they will not spend significant time in vehicles traveling from one building to another and will also minimize the number of senior custodians required to cover all teams and locations.

Moreover, moving beyond a contained geographical area also significantly increases the City's cost of services as buildings that do not require eight hours of work will require a roving crew of a minimum of three to five workers and new vehicles to provide for their transportation. This requirement is needed as roving crews work past midnight and custodians exiting vehicles and entering buildings alone and on a regular schedule is unsafe. In the past, GSD crews have experienced problems with gang activity and other issues. Costs also increase because crews are idle during drive time between locations and during the set-up time in each building. Crew members are often in each other's way while trying to clean small locations that should be cleaned in two to three hours.

**Cost:** The proposed TLH pilot will be implemented during the last half of the fiscal year and will require \$515,000 for the following resources.

- \$354,000 for salaries to finance 17 positions (12 TLH hires, two Senior Custodians, two Custodian Supervisors and a Senior Management Analyst)
- \$8,000 in overtime
- \$44,000 for custodial supplies
- \$4,000 in uniforms

- \$105,000 is required for one time equipment costs (2 ride on auto scrubbers, 1 outdoor ride on auto scrubber, 1 computer and small equipment such as vacuums, buckets, carts and mops) for three locations.

Of this amount, \$262,000 can be transferred from GSD's Contractual Services account. An appropriation will be required for the balance of \$253,000.

Each subsequent year will require funding and resources to continue the conversion of contracted facilities to GSD-cleaned-buildings. These resources will be requested as part of the department's annual budget request. Transfers from GSD's contractual services account will also be requested to help offset a portion of the costs of hiring and training new TLH hires. Resource requests will vary depending on the number of buildings being converted and their square footage.

This program will facilitate the hiring, training and successful placement of TLH candidates into permanent full-time positions. Another benefit to this program is it will allow GSD to deliver a much higher level of service to City employees than is currently being offered by the contractor. In-house GSD custodians will respond to special, urgent or routine requests and emergencies more quickly and more cost effectively. Currently, the contractor assesses additional charges for any aspect of work needed outside of the basic level being provided, such as cleaning up debris in the front of buildings, pressure washing, carpet cleaning, floor waxing, cleaning-up after homeless and various other services outside the scope of the contract. These charges frequently come with a minimum charge that far exceeds the costs of the services being provided.

GSD also requests the \$2.8 million set aside in the UB be transferred to the department. These funds were originally in the GSD's contractual services account for custodial services at contracted locations and were transferred to the UB pending the consideration of this report. The funding is needed for the facilities that will continue to be handled by the contractor.

### **FISCAL IMPACT STATEMENT:**

The TLH Training and Hiring pilot program will cost \$515,000 in 2018-19. Of this amount \$262,000 will be financed by a transfer within GSD accounts. The remaining \$253,000 will require a transfer from the Unappropriated Balance. Future years funding will be included in the department's annual budget requests.

### **RECOMMENDATIONS:**

That the Council, subject to the approval of the Mayor:

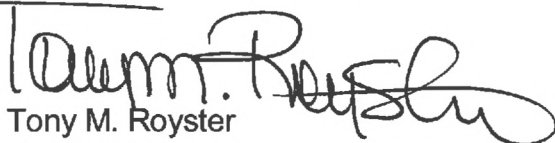
1. Transfer \$2,789,572 from the Unappropriated Balance to GSD's Contractual Services Account 003040 Fund 100/40.
2. Transfer and \$262,000 from GSD's; Contractual Services Account 003040 Fund 100/40 to the Department's Salaries General Account 001010.

- 3. Appropriate \$253,000 in funds from the Unappropriated Reserve for Mid-Year Adjustments as follows to the Department of General Services, Fund 100/40:

<u>Amount</u>	<u>Account</u>
\$ 92,000	Salaries General – Account 001010
\$ 8,000	Overtime General – Account 001090
\$ 78,000	Custodial Supplies – Account 003170
\$ 63,000	Other Operating Equipment – Account 007350
\$8,000	Office and Administrative Expense – Account 006010
\$4,000	Uniforms – Account 004430

- 4. AUTHORIZE the following new regular authorities in the Department of General Services:

<u>Number</u>	<u>Class Code</u>	<u>Title</u>
12	3156	Custodians
2	3176	Custodian Supervisor
2	3157	Senior Custodians
1	9171	Senior Management Analyst I

  
 Tony M. Royster  
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