



STAFF REPORT

DATE: February 22, 2021

TO: Honorable Mayor Child and the Springville City Council

FROM: Bradley Neel, Director of Buildings and Grounds

SUBJECT: CONSIDERATION OF APPROVING A PRIVITIZATION AND ORGANIZATION CHANGE IN THE BUILDINGS AND GROUNDS DEPARTMENT

RECOMMENDED ACTION:

Motion to approve a FY 2021 budget change to begin contract mowing services on Springville City properties.

GOALS AND OBJECTIVES:

Award a contract for all mowing, string trimming and edging services, hereafter referred to as “mowing”, to a qualified contractor while staying within the FY 2021 budget.

BACKGROUND:

The Springville City grounds division has traditionally provided mowing, string trimming, and edging services to the City. This has been accomplished by hiring 25+ seasonal employees each year from March - November. The process of hiring, training, overseeing, firing, and generally managing new employees each year, along with the constant task of cutting and maintaining turf, has led to the detriment of other needed grounds functions on City properties. In addition, we learned in 2020 that our current large area mowers (Befco models) cannot be legally trailered on the road. In 2020 staff leadership determined to look into the option of retaining a contractor to provide all mowing services in lieu of hiring seasonal labor.

The objective was to find a contractor who could provide all the labor using their own equipment at a cost near the current \$225k budget for all seasonal labor along with operating and mowing related equipment dollars.

A request for proposal was composed and posted in January 2021. Multiple bids were received with the Brightview company coming in as the low bid at \$313,895. The mowing hours from Brightview were reviewed and compared to the hours logged by City employees to ensure they had accounted for all the work needed. References were checked and all responded positively about the quality of work and capability of the Brightview company. The operating budgets of the grounds division were reviewed and we found it was possible to afford the contract based on the following:

Current 2021 Seasonal budget: \$225,000

Total bid from Brightview company for all mowing, string trimming and edging: \$313,895

Cost transfer opportunities from the operating budget:

- City park operations: \$24,025
- Canyon park operations: \$5,000
- Cemetery operations: \$10,150
- City park vehicle and equipment fund: \$22,194
- Canyon park vehicle and equipment fund: \$5,875
- Cemetery vehicle and equipment fund: \$6,138

Total cost transfer opportunities: \$73,381

Superintendent reduction savings: \$91,988

Cost of retaining camp hosts and (4) seasonals: \$68,000

Total operational budget savings: \$8,474

The basics of the mowing contract are provided below:

- The scope of work includes mowing, trimming, edging and cleanup (blower and trash) of the parks/grounds in Springville City. This includes city parks and properties, canyon parks and cemeteries. The time period covered by the contract is expected to be March 1st through November 30th.
- The properties covered by the contract consist of:
 - 186.99 mowing acres
 - 143,284 feet of string trimming
 - 76,280 feet of edging
- Mowing will be done at a 3" height on a weekly basis, except rough areas. Not to exceed 6"
- String trimming will be done weekly where required
- Edging will be done weekly at prime facilities, every other week elsewhere
- Contractor will supply all equipment and personnel needed
- Contractor is responsible for any damage to City property.
- Contract is for one year with four one-year options to review.

Existing service levels will be maintained throughout the parks and grounds by the current staff, 2 new campground hosts, and 4 new seasonal employees. The attached



analysis shows that through the elimination of the mowing labor and the retention of the hosts and seasonals we may have a slight excess of hours available. We will carefully track activities and hours throughout the mowing season this year to confirm we have extra hours and if available apply those hours to other activities to improve the condition of the grounds and parks.

Areas where additional focus can be applied are:

- Tree trimming/maintenance
- Park playground inspection/maintenance
- Fertilization
- Irrigation
- Aeration
- Park condition inspections
- Top dressing on recreation fields
- Leveling and straightening cemetery headstones

During this first year of the contract, there will be regular inspections and correlation with the contractor to ensure they meet the level of service outlined in the contract. A park grading system will be developed to use in the correlation so both City staff and Contractor staff understand and agree on the outcome required. If for any reason the contractor cannot perform to the service level required, or if the contractor pulls out then we will have a plan for reverting back to the city performing the turf work through the remaining season. As part of this plan we will retain for 2021 all our current mowing, trimming and edging equipment previously used. We will be prepared to hire seasonal or temporary employees at any point in the contract to cover the remaining period. If the mowing company performs the entire period to expectation then the contract can be extended and the option of selling or surplussing the remaining equipment can be explored.

As part of this plan, we will track service levels of the City grounds through daily logs. This data will be compiled and presented to administration and the council in November 2021 to show if service levels were maintained and if improvements were made, in what areas those improvements were applied.

If approved by the City Council, the grounds division intends to have this contract in place by April 1, 2021.



ALTERNATIVES:

- 1) Wait until FY 2022, July 1st, to begin the mowing contract (not revise the current 2021 budget). This will require the grounds division to hire short term seasonals to cover the first three months of the mowing season. Because of the short term of employment we feel this will be very difficult to accomplish and maintain our current service levels.
- 2) Wait until FY 2022 March 1st, to begin the mowing contract. This may require going out to bid again and risk an increase in the contract cost.

FISCAL IMPACT:

A savings of \$40k for FY 2021. Overall savings going forward into FY 2022 as shown in the presentation and per "Attachment #1" that is part of this staff report. This cost was derived from labor costs being replaced by the mowing contract.

An important benefit from this contract will be the ability to accurately assess the cost of future parks expected as part of the City growth and expansion. The mowing contract is based on a cost per mowed acre, and linear length of trimming and edging. These costs can be accurately calculated and known prior to approving new park development.



Attachment #1 - Detailed hours and finances

Seasonal labor replacment			
All seasonal hours logged from April-November 2019	8463		
	2080	(Retain camp hosts)	
All seasonal hours minus camp hosts	6383		
Seasonal mowing and trimming hours from log	3375	(Goes to mowing contract)	
All camp host hours (calculated)			
Total seasonal hours without mowing and without camp hosts	3008	(Hours needed to replace by full time)	
Seasonal efficiency factor	80%		
Adjusted seasonal hours to replace	2406		
Full time hours without mowing	9447		
Total full time hours required to replace seasonals with contract	11853		
Available hours now (10 employees)	10660		
Grounds superintendent replaced by seasonals	3200		
Total available FT hours with Superintendent replacement	13860		
Full time hour balance	2006.6		
Seasonal training recovery time	372		
Total hours gained by implementing mowing contract	2379		

Seasonal training time for supervisors		Reason for contract request
Week 1	4.5	Seasonal overhead reduction for supervisors
Week 2	2.5	Service level improvement
Week 3	1.5	Reduced seasonal liability
Week 4	1	Ease of budget and expansion of parks
Week 5	1	(e.g. adding acerage w/contract)
Week 6	1	
Week 7	1	
Week 8	1	
Week 9	1	
Week 10	1	
Total	15.5	
# of Seasonals	24	Was 28
Total recovered time	372	
Camp host hours	2080	

Full Time + part time hours spent mowing and trimming	3337	(Applied to mowing contract)	
Service level improvement opportunities	Potential hours / yr		
Tree trimming	986	new hours available	
Playground inspection	120	1x month every bolt	
Fertilization currently 1 step a year, target is 4 step program	133	for 4 step program	
Irrigation improvements	600	30 minutes per week per park	
Aeration - currently not being done	266		
Improved park safety and condition inspection	300	15 minutes a week per park	
Top dressing on recreation programming fields	133	2x per year	
Cemetery headstones - leveling and straightening	1160	1k headstones, 2 people. 12 year touch	
Total:	3698		

	QTY	Amount		Credits	Debits
Seasonal budget		\$ 225,000	Seasonal budget	\$ 225,000	
Mowing contract		\$ (313,895)	Mowing contract		\$ (313,895)
Ops savings		\$ 39,175	Ops savings	\$ 39,175	
V&E Savings		\$ 34,206	V&E Savings	\$ 34,206	
Admin Time Savings		\$ 8,000	Admin Time Savings	\$ -	\$ -
Super Payroll & Benefits		\$ 91,988.05	Super Payroll & Benefits	\$ 91,988	
Camp Hosts	2	\$ (32,000)	Camp Hosts		\$ (32,000)
Seasonal Staff	4	\$ (36,000)	Seasonal Staff		\$ (36,000)
		\$ 16,474	Totals	\$ 390,369	\$ (381,895)
			Total Operations Budget Savings	\$ 8,474	
			Annual Administrative Time Savings in Dollar Value	\$ 8,000	

Attachment #2 - Contractor Service levels

Contractor service levels as defined in section J of the RFB:

J. Mowing and Turf Maintenance Specifications:

Maintenance service levels and frequencies of services are as follows:

- 1) All mowing will be completed at a 3" height
 - 2) All mowing for each property will be completed at least one time each week with exception to the following:
 - a. 1 X Monthly
 - i. Jolley's Ranch Hayfields
 - ii. Dry Creek Parkway Trail
 - b. 4 X Per Year
 - i. Centennial Park
 - ii. Cherrington Park
 - iii. Jeremiah Johnson
 - 3) String trimming will be completed at least one time each week on each property where service is required (as shown in Attachment #3)
 - 4) Edging will be completed one time every other week on each property where service is required (as shown in Attachment #3), with exception to the following:
 - a. 1 X Each Week
 - i. Civic Center
 - ii. Clyde Recreation Center
 - iii. Springville Museum of Art
 - iv. Library
- *Mowing* - All turf areas shall be finish mowed as needed utilizing the 1/3 rule to a height of 3". Grass shall not exceed 6" of height at any time and shall generally be cut when it reaches 5" or less. Contractor shall prevent the discharge of grass clippings onto any paved surface such as street, parking lot, sidewalk, driveway, picnic pad, shelter or adjacent property. Any material so discharged shall be removed immediately prior to proceeding with mowing of other areas. Contractor shall in no way allow grass clippings to be discharged into landscape beds, mulched areas or tree rings. Should this take place then Contractor will make sure the grass clippings are removed the same day as the service and/or before proceeding to another City property.
 - *String Trimming*-String trimming shall be required at all turf transitions; including but not limited to landscape beds, tree rings,

sidewalks, retaining walls, fences, curbs, drain grates, catch basins, irrigation boxes, manholes, structures and in locations that mowers cannot reach. String trimming shall not damage any and all tree trunks.

- *Edging*-All areas where turf grass meets hardscape shall be edged to maintain a clean sharp appearance. Grass shall not be allowed to grow over paved areas. Edging shall not be done where grass meets an asphalt edge as string trimming will be required in this application.
- *Finish* - All mowed areas shall be free of clumped or rowed grass and tire tracks or ruts from the mowing equipment. Clippings shall be mulched (preferred) or removed but shall not lie on top of the turf. Turf shall be cut in a professional manner so as not to scalp turf, leave areas of uncut turf or noticeable tracks or ruts.
- *Trash and Litter* - All trash and litter on turf areas shall be collected and disposed of by the Contractor in trash containers within the park. Sticks and organic debris shall be picked up and disposed of by the Contractor.



Attachment #3 - City Staff Service levels

With the change of the mowing responsibilities to a contractor, Springville City staff will be required to maintain service levels as documented in the “City of Springville Grounds and Trees Operations & Maintenance Manual” as revised in February 2021. A grading system for the level/frequency of service section is provided below. The target for FY 2022 will be level 1. At the conclusion of the mowing season the service level will be evaluated to this scale.

With reference to the mowing contract, a level 1 from the turf section of the table below is expected to achieve the following outcome:

Lawn areas are healthy green in color. Lawn areas have no dry spots. Lawn areas are mowed at a uniform height and appearance. Lawn edges are trimmed back to sidewalk edge. Lawn around tree base is cut back leaving bare soil around all trees. There are little to no weeds present. Sprinkler heads are at or below turf level. Turf is of uniform makeup.

General Grounds Maintenance Levels/Frequency of Service:

Task	Level 1	Level 2	Level 3	Level 4
TURF	Frequency	Frequency	Frequency	Frequency
Fertilize	4 step program	3 step program	1-2 step program	no program
Spot Spraying	1x/5 days	1x/11-14 days	1x/month	1-3x/year
Aerate	4x/year	2x/year	1x/year	no program
Top Dress	4x/year	2x/year	1x/year	no program
Overseed	4x/year	2x/year	1x/year	no program
Trash Pick Up	1x/ 7 days	1x/11-14 days	1x/month	1-3x/year
Leaves	2x/year	2x/year	1x/year	as needed
Irrigation Insp.	1x/7 days	1x/11-14 days	1x/month	1-3x/year

Task	Level 1	Level 2	Level 3	Level 4
PAVILIONS	Frequency	Frequency	Frequency	Frequency
Clean & Sweep	1x/7 days or more	1x/11-14 days	1x/month	n/a
Trash Cans	1x/7 days or more	1x/11-14 days	1x/month	n/a
Power Wash	2x/month or more	2x/year	as needed	n/a
Inspect Tables	1x/7 days or more	1x/11-14 days	1x/month	n/a
Inspect Electrical	1x/7 days or more	1x/11-14 days	1x/month	n/a
Inspect Roof	1x/7 days or more	1x/11-14 days	1x/month	n/a
Paint Pavilion	1x/3-5 years	as needed	as needed	n/a

Task	Level 1	Level 2	Level 3	Level 4
RESTROOMS	Frequency	Frequency	Frequency	Frequency
Clean & Restock	3x/7days or more	1x/11-14 days	1x/month	4x/year
Odor Removal	3x/7 days or more	1x/11-14 days	1x/month	4x/year
Repair Vandalism	as needed	as needed	as needed	as needed
Trash Cans	3x/7 days or more	1x/11-14 days	1x/month	4x/year
Plumbing Insp.	3x/ 7 days or more	1x/11-14 days	1x/month	4x/year
Electrical Insp.	1x/7 days	1x/11-14 days	1x/month	4x/year
Power Wash	2x/year	1x/year	as needed	as needed

Task	Level 1	Level 2	Level 3	Level 4
PLAYGROUNDS	Frequency	Frequency	Frequency	Frequency
Inspect/Document	1x/7 days	1x/7days	1x/month	as needed
Major Inspection	1x/month	1/month	4x/year	as needed
Repair	as needed	as needed	as needed	as needed
Trash Pick Up	1x/7days	1x/11-14 days	as needed	as needed



Remove Graffiti	1x/7 days	1x/11-14 days	as needed	as needed
Inspect Benches	1x/7days	1x/11-14 days	as needed	as needed
Rake EWF	1x/7 days	1x/11-14 days	as needed	as needed
Supplementing EWF	1x/3-5 years	1x/5-10 years	as needed	as needed
Replace Equipment	15 years	20 years	n/a	n/a
Inspect for Pests	1x/7 days	1x/11-14 days	n/a	n/a
Remove Weeds	1x/7 days	1x/11-14 days	n/a	n/a

Task	Level 1	Level 2	Level 3	Level 4
CEMETERIES	Frequency	Frequency	Frequency	Frequency
Level/ins headstones	1x/ 5 years	1x/ 9 years	1x/ 12 years	1x/ 15 years
Level/inspect graves	1x/ 5 years	1x/ 9 years	1x/ 12 years	1x/ 15 years
Clear corner markers	2x/year	1x/year	1x/ 3 years	1x/ 5 years
Decoration removal	2x/year	1x/year	no program	no program

Task	Level 1	Level 2	Level 3	Level 4
FORESTRY	Frequency	Frequency	Frequency	Frequency
Trimming	1x/ 3 years	1x/ 6 years	1x/ 9 years	1x/ 12+ years
Spraying	As needed 2x/ year	As needed 1x/ year	As needed 1x/ 2 year	As needed 1x/ 3 year
Inspection	1x/ 3 years	1x/ 6 years	1x/ 9 years	1x/ 12+ years

