

**MEMORANDUM** PSC  
Agenda Item No. 8 (F)

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**TO:** Honorable Chairperson and Members  
Board of County Commissioners

**DATE:** June 10, 2003

**FROM:** Steve Shiver  
County Manager

**SUBJECT:** Lifeguard Feasibility Study

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On April 8, 2003, the Board of County Commissioners directed the County Manager to conduct a study to determine the feasibility of transferring Miami-Dade Lifeguarding and Ocean Services (LORS) from Miami-Dade Parks and Recreation (Parks) to Miami-Dade Fire Rescue Department (MDFR).

A committee, comprised of key personnel from Employee Relations, General Services Administration, Office of Management and Budget, Parks and MDFR as well as Union Representatives from American Federation State, County and Municipal Employees (AFSME) and Government Supervisors Association of Florida (GSA), was established and met twice to assess the short-term economic and administrative impact of the proposed transfer. A SWOT analysis was conducted to identify the Strengths and Weaknesses of the initiative and examine the Opportunities and Threats of the transfer. Using the SWOT framework, the Committee determined ocean lifeguards:

- Provide a unique and critical service to Miami-Dade County residents and visitors
- Carry out first response responsibilities in life threatening situations
- Put themselves in personal danger in carrying out their duties
- Currently meet several parallel standards of health and physical fitness
- Perform duties in unique environment of exceptional hazards

As a result of the analysis the Committee acknowledged ocean lifeguards as first responders and determined that transferring LORS from the Parks department whose mission is to *"create outstanding recreational, natural, and cultural experiences to enrich and to enhance the community"* to MDFR which is *"committed to protecting people, property and the environment by providing rapid, professional, humanitarian services"* would be a sound business conclusion.

Results of the Committee's analysis, as well as the estimated Fiscal 2003-2004 expenses should LORS be transferred to MDFR are presented on Attachments I and II, respectively. Several service enhancements were discussed by the Committee, which agreed enhancements should be considered through a phase-in approach and reviewed annually through the County's budget process.

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**LORS Transfer to MDFRD****1. Maintain Current Level of Staffing / Beach Coverage****Findings:**

Lifeguarding and Ocean Rescue Services (LORS) can be transferred into the Special Operations Division under the Marine Services Bureau (Attachment I-1) at the same level of service as defined on the Seating Charts (Attachments I-2 and I-3).

**Background Information:**

Currently, LORS is a division of Miami-Dade Park and Recreation Department serving the beaches of Crandon Park and Haulover Park. Current coverage is based on general attendance patterns and meet minimal industry standards for accepted coverage. The Division employs two full time managers, 27 full time lifeguards, two full time office support personnel, 53 part-time Lifeguards, 20 part-time Lifeguard Trainees and two part-time office support personnel.

**2. Maintain Current Salary and Fringe Benefits****Findings:**

Transfer of LORS to MDFR is expected to reduce the lifeguard turnover and attrition. To ensure MDFR is held whole, the General Fund would subsidize any salary increases recommended by Employee Relations. Pending review results, existing staff (Attachment I-4) could be transferred effective October 1, 2003 at \$2,188,653.

**Background Information:**

Employee Relations initiated a review of the various Lifeguarding and Beach Safety Classifications. Salary reviews for Lifeguards 1 and 2 positions commenced in April 2002, while the study of the Beach Safety Manager position started in July 2002. An anticipated completion date was not available for either study.

**3. Maintain Current Bargaining Unit Representation****Findings:**

Continue union representation by AFSME and GSA. All work schedules and associated job responsibilities will remain unchanged.

**Background Information:**

Union Representatives from American Federation State, County and Municipal Employees (AFSME) and Government Supervisors Association of Florida (GSA) attended Lifeguard Feasibility Study Committee meetings.

**4. Maintain Current Requirements for Employment, Certification and Training****Findings:**

MDFR could assume training responsibilities for recertifying LORS existing 27 EMTs and two Paramedics, estimated to cost \$1,700 annually.

**Background Information:**

Currently, Lifeguards 1 must meet standard vision correction, possess certifications in adult/child and two-person CPR, First Aid, First Responder and Lifeguard Training as well as successfully complete the performance test quarterly. Lifeguards 2 must meet all Lifeguard 1

certifications and possess a valid driver's license and be certified as an EMT within the one year probationary period. Site-specific training is also required at regular intervals.

EMTs and Paramedics must obtain 32 Continuing Education Units (CEU) for recertification every two years.

5. **Maintain Current Level of Fee-Based Program Services**

**Findings:**

Continue billable fee-based services currently provided on a voluntary overtime basis. Typically, these services do not exceed \$20,000 annually.

**Background Information:**

Existing LORS personnel perform off-regular duty services for special events, such as the NASDAQ-100 Tennis and Royal Caribbean Golf Tournaments held on Key Biscayne. They also serve as first-responders for beach area film crews and other water-related events. Event sponsors are billed for these services at the same overtime rate compensated LORS employees plus an administrative overhead fee.

6. **Maintain Current Level of Facility Maintenance**

**Findings:**

Continue existing facility maintenance plan instituted by Parks. Based on actual costs for the last two fiscal years, the annual average cost for facilities maintenance is \$30,000. Should LORS be transferred to MDFR, the Committee suggests Parks continues performing facility maintenance functions at the direction of MDFR through a work order process.

**Background Information:**

Facilities maintenance includes upkeep of Lifeguard stations and related facilities.

7. **Perform Background Investigation of LORS personnel:**

**Findings:**

Should LORS be transferred to MDFR, existing personnel would be subject to background investigation by the Internal Affairs Bureau.

**Background Information:**

MDFR employment candidates are subject to criminal, driving and employment background investigation by the Internal Affairs Bureau. MDFR Executive Staff reviews investigation results yielding concerns and makes hiring recommendations for approval by the Fire Chief.

**Other Potential Policy and Fiscal Impacts:**

While the Committee determined that transferring LORS at current service levels is feasible, other incremental costs may arise which could not be accurately forecasted at the present time. Any additional costs, other than normal costs increases to provide the same level of services, associated with enhancing the lifeguard services will be considered annually during through MDFR's budget process. The Committee identified the following factors/considerations, which may increase service costs:

1. Classification of Lifeguards as Special Risk:

Florida Senate Bill 0444 considered during the last session recommended classifying first-responding ocean lifeguards as special risk retirement class of the Florida Retirement System (Attachment I-5). Although the bill died in Committee, the additional state mandated cost based on the existing LORS staff would amount to \$143,000 annually, if later passed.

2. Enhancement of Training Requirements:

Additional costs for cross-training of firefighting, special operations, etc. may be incurred. Given the limited state-certified training facilities available at the present time and overburdened instructors, training LORS existing personnel could increase expenditures.

3. Enhancement of Quality Service:

MDFR will continue to pursue standard USLA certification initiated by Parks, however additional costs may be incurred if advanced certification is pursued. Additional training could further augment LORS capabilities and services to the community.

4. Enhancement of Equipment:

Additional equipment upgrades may be required to meet enhanced USLA and MDFR equipment standards.

5. Enhancement of Facilities:

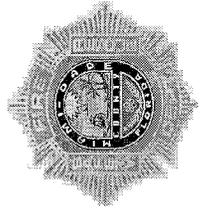
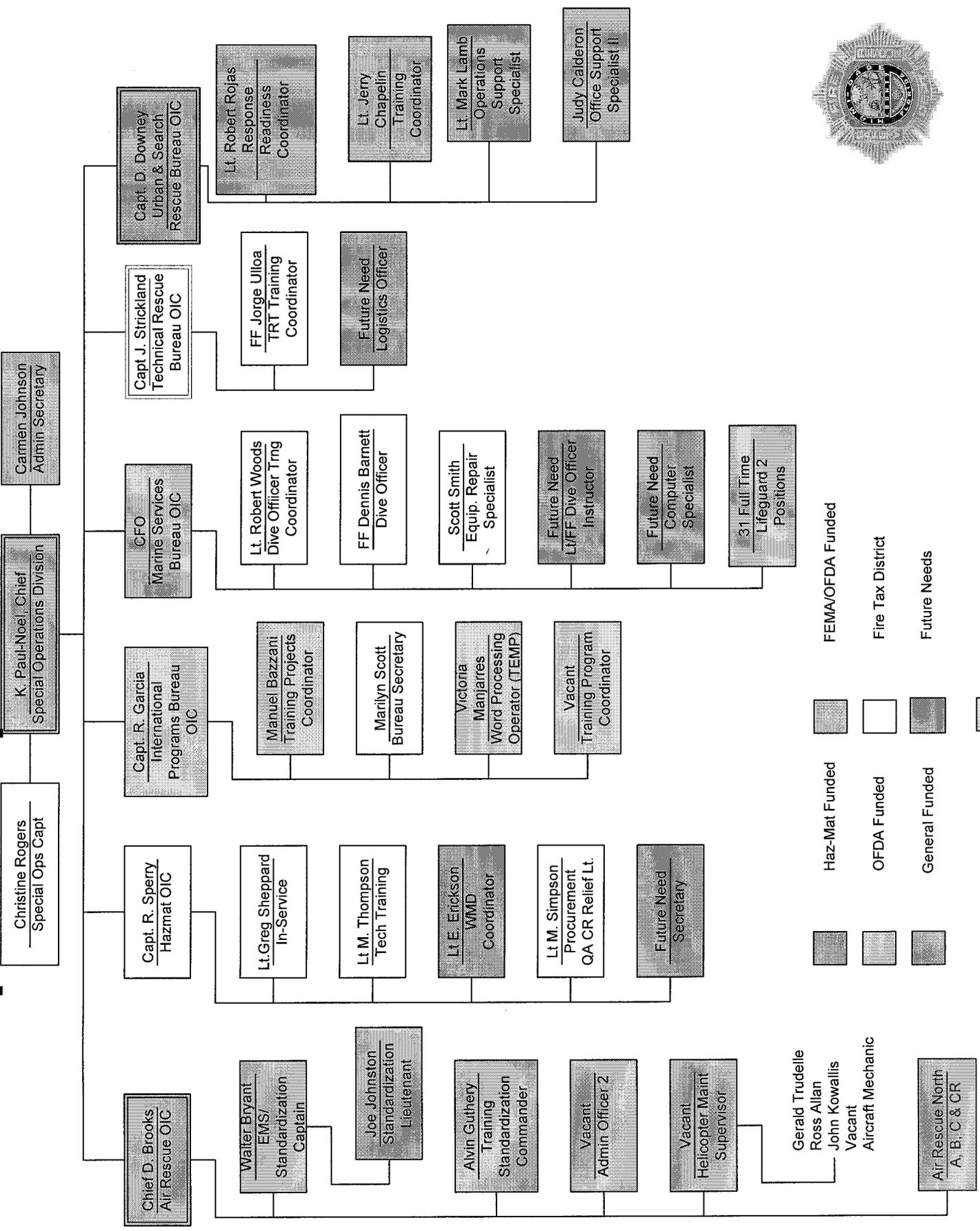
Facility upgrades and improvements are in the pre-development stages for both the Crandon and Haulover Park Safety Operations centers. Design, project costs and funding sources have not been finalized at this time.

**Lifeguarding and Ocean Rescue Service  
Estimated Fiscal Year 2003-2004 Budget**

Attachment II

	Crandon Park	Haulover Park	Total
	Base	Base	Transfer
Employee Regular	\$ 482,269	\$ 612,854	\$ 1,095,123
Part-Time Employee	228,154	396,397	624,551
Flex Dollars	11,648	15,808	27,456
Longevity Payments	3,043	7,827	10,870
Employee Overtime	-	-	-
Overtime Reimbursements	(8,000)	(5,000)	(13,000)
Social Security	44,933	63,988	108,921
Retirement	34,353	49,633	83,986
Group Health Insurance	73,402	99,617	173,019
Group Life Insurance	1,457	1,984	3,441
Mica Medicare Hospital Insurance	10,505	14,981	25,486
Worker's Compensation Insurance	20,400	28,400	48,800
Subtotal Salaries and Fringes	<u>902,164</u>	<u>1,286,489</u>	<u>2,188,653</u>
Electrical Services	-	3,700	3,700
Exterminator Services	300	400	700
Bottled Water & Chilled Water	100	-	100
Other Outside Contractual Service	-	500	500
General Liability Insurance	5,000	6,500	11,500
Maint & Repair:Office Machines	100	100	200
Maint Copy Machine	200	-	200
P. C. Maintenance	300	300	600
Radio Maintenance	400	900	1,300
Copy Machine Rental	1,800	-	1,800
GSA Security Services	1,500	600	2,100
GSA Printing & Reproduction	-	1,000	1,000
GSA Warehouse Transfers	200	-	200
Fm Lt Eq Fuel	6,000	3,900	9,900
Fm Lt Eq Mileage	15,000	5,200	20,200
Fm Lt Eq Insurance	1,800	2,500	4,300
Fm Policy Charges	13,500	13,500	27,000
P&R Repair Order Labor Cost	5,300	1,800	7,100
Telephone-Regular	800	1,300	2,100
Telephone-Long Distance	200	100	300
Other Communication Charges	-	100	100
Memberships	200	200	400
Tolls Reimbursement	1,300	-	1,300
Photographic Services	-	100	100
Petty Cash Expenditures	500	-	500
Inservice Training	500	500	1,000
Lubricants & Motor Fuel	-	100	100
Diesel Fuel	-	600	600
Tires & Tubes	200	200	400
Repair Parts-Auto	500	200	700
Repair Parts	500	-	500
Paint-Building	200	500	700
Equipment Repair Parts	500	-	500
Expendable Tools	800	800	1,600
Other Repair & Maintenance Supplies	-	500	500
Building Materials	600	300	900
Electrical Fixtures	100	300	400
Plumbing Fixtures	200	200	400
Office Supplies/Outside Vendor	1,300	1,500	2,800
Printing & Reproduction Supplies	300	100	400
Playground Supplies & Other Supplies	700	1,000	1,700
Cleaning Supplies	900	1,500	2,400
Clothing and Uniforms	3,500	4,200	7,700
Photographic Supplies	200	-	200
Safety Equipment And Supplies	7,600	8,500	16,100
Misc Other Operating Supplies	6,500	3,100	9,600
<b>Total Parks Lifeguard Fiscal 2003-2004 Budget</b>	<u>981,764</u>	<u>1,353,289</u>	<u>2,335,053</u>
<b>Other Parks Expenses Attributed to Lifeguard Services:</b>			
Facilities Maintenance	15,000	15,000	30,000
Annual Physicals	3,000	3,000	6,000
Annual Certification Training	850	850	1,700
Overtime	8,000	8,000	16,000
<b>Total Other Parks Expenses</b>	<u>26,850</u>	<u>26,850</u>	<u>53,700</u>
	<u>1,008,614</u>	<u>1,380,139</u>	<u>2,388,753</u>
<b>Parks Administrative Expenses Attributed to Lifeguard Services:</b>			
8% Administrative Overhead	80,689	110,411	191,100
<b>Total General Fund Support for LORS Transfer</b>	<u>\$ 1,089,303</u>	<u>\$ 1,490,550</u>	<u>\$ 2,579,853</u>

# Special Operations Division



	Haz-Mat Funded		FEMA/OFDA Funded
	OFDA Funded		Fire Tax District
	General Funded		Future Needs
	Proposed		

CRANDON BEACH AND MARINE SAFETY 2003/2004

Tower Number (Lifeguard Stand)	N6	N5	N4*	N3	N2	N1	CENTRAL	S1	S2	S3	S4	S5	S6	Lifeguards	Hours	Days	Total Hours
Winter (10/28/02 to 4/6/03) - 8 Hour Days Monday thru Friday (5 Days)	1			2		1		2		1		1		8	8	95	6,080
Winter (10/28/02 to 4/6/03) - 8 Hour Days Saturday (1 Day)	1		2		2	1	1	2	1	1		1		12	8	23	2,208
Winter (10/28/02 to 4/6/03) - 8 Hour Days Sunday (1 Day)	1		2		2	1	1	2	1	1		1		12	8	23	2,208
Summer (4/7/03 to 10/26/03) - 10 Hour Days Monday thru Friday (5 Days)	1			2		1		2		1		2		9	10	142	12,780
Summer (4/7/03 to 10/26/03) - 10 Hour Days Saturday (1 Day)	2		3	1	3	2	2	2	1	2	1	2	1	22	10	27	5,940
Summer (4/7/03 to 10/26/03) - 10 Hour Days Sunday (1 Day)	2		3	1	3	2	2	2	2	2	1	2	1	23	10	27	6,210
Holidays, Programs and TCO																	
New Year's Day (January 1) 2003 Tuesday - 8 Hour Day	1			2		1	1	2		1		2		10	8	1	80
Martin Luther King, Jr. (January 20) Day 2003 Monday - 8 Hour Day	1			2		1	1	2		1		2		10	8	1	80
Veteran's Day (November 11) 2003 Tuesday - 8 Hour Day	1			2		1	1	2		1		2		10	8	1	80
Spring Break 2003 14 Days - 8 Hour Days	1			2		1	1	2		1		2		10	8	14	1,120
Winter Skip Days 2003 5 Days - 8 Hour Days	1			2		1	1	2		1		2		10	8	5	400
Teacher Work Days 2003 2 Days - 8 Hour Days	1			2		1	1	2		1		2		10	8	2	160
Memorial Day 2003 Saturday - 10 Hour Day	2		3	2	3	2	2	2	2	2	1	2	1	24	10	1	240
Memorial Day 2003 Sunday - 10 Hour Day	2		4	2	3	2	3	3	2	2	1	3	1	28	10	1	280
Memorial Day 2003 Monday - 10 Hour Day	2		4	2	3	2	3	3	2	2	1	3	1	28	10	1	280
Fourth of July 2003 Thursday - 10 Hour Day	2		4	2	3	2	2	3	2	2	1	3	1	27	10	1	270
Labor Day 2003 Saturday - 10 Hour Day	2		2	2	3	2	2	2	2	2	1	2	1	23	10	1	230
Labor Day 2003 Sunday - 10 Hour Day	2		4	2	3	2	3	3	2	2	1	3	1	28	10	1	280
Labor Day 2003 Monday - 10 Hour Day	2		4	2	3	2	3	3	2	2	1	3	1	28	10	1	280
Junior Lifeguard Program Ocean Awareness Program			3 PT Lifeguards + 1 FT Lifeguard x 5 Hours per Day for 8 Weeks					3	2	2	1	3	1	28	10	1	280
SUB TOTAL																	
Pool/Lake Lifeguard Trainees	10 Trainees x 80 Hours per Week for 2 Weeks																
SUB TOTAL																	
Telephone Console Operator	1 FT + 1 PT Operator (2080 hours + 1998 hours)																
SUB TOTAL																	
Lifeguard Lieutenants	2 FT Lifeguard Lieutenants (2 * 2080 hours)																
Beach Safety Manager	1 FT Beach Safety Manager (2080 hours)																
SUB TOTAL																	
																	52124



**FULL-TIME AND PART-TIME  
LIFEGUARDS**

<u>Loc</u>	<u>Last Name</u>	<u>First Name</u>	<u>Occupational Title</u>	<u>Employee Status</u>
20	ALVAREZ	KATRINA	POOL/LAKE LFGRD TRNE	AG
20	ANDRADE	LUIS	LIFEGUARD 2	AA
22	BATTENFIELD	DAVID	LIFEGUARD 2	AA
22	BECERRA	CHRISTY	LIFEGUARD 1	AE
22	BECERRA	MISTY	LIFEGUARD 1	AE
22	BLACKBURN	MELISSA	LIFEGUARD 1	AE
20	CALI	CLIFFORD	POOL/LAKE LFGRD TRNE	AG
22	CANEIRO	CAMILO	POOL/LAKE LFGRD TRNE	AG
20	CASTRILLON	ADRIENNE	POOL/LAKE LFGRD TRNE	AG
20	CLARJEN-ARCONA	MICHAEL	LIFEGUARD 1	AE
20	CLAY	BRIAN	LIFEGUARD 1	AE
20	DE PINEDO	FRANCISCO	LIFEGUARD 1	AA
22	DEPAULA	MARCIUS	LIFEGUARD 1	AE
20	DIAZ	JULIO	LIFEGUARD 1	AA
22	DORSEY	SATRINA	TELEPH CONS OPER 1	AE
20	DUNCAN-RICHARDS	MAUDE	TELEPH CONS OPER 1	AB
20	FAVRE	ERIK	LIFEGUARD 1	AA
22	FERNANDEZ	JOEL	POOL/LAKE LFGRD TRNE	AG
22	FIOREY	BRIAN	LIFEGUARD 1	AE
22	FREIXA	JULIO	LIFEGUARD 1	AE
22	GARCIA	HUMBERTO	LIFEGUARD 1	AE
22	GARCIA JR	RENE	POOL/LAKE LFGRD TRNE	AG
22	GATELY	CHARLES	LIFEGUARD 1	AA
22	GONZALEZ	DIMITRI	LIFEGUARD 1	AA
22	GONZALEZ	NAYLEN	LIFEGUARD 1	AE
22	GUNDER	DANIEL	LIFEGUARD 1	AA
20	HARRIS	DOROTHY	TELEPH CONS OPER 1	AE
20	HERNANDEZ	JAVIER	POOL/LAKE LFGRD TRNE	AG
22	IRIGARAY	ADRIAN	LIFEGUARD 1	AA
22	JILANI	TARIQ	LIFEGUARD 1	AE
20	JORGE	ALEX	LIFEGUARD 1	AE
20	KAROLYI	PAUL	LIFEGUARD 1	AA
22	KASA	PETER	POOL/LAKE LFGRD TRNE	AG
22	LEE	VICTOR	LIFEGUARD 1	AE
22	LEE	ANDREW	LIFEGUARD 1	AE
22	LETSCHKE	LAUREN	LIFEGUARD 1	AE
22	LIANG	JOHN	LIFEGUARD 1	AE
20	LOPEZ	MARCEL	LIFEGUARD 1	AB
22	LOPEZ	HECTOR	LIFEGUARD 1	AA
20	MALER	ROBERT	BEACH SAFETY MGR	AA
20	MANGAS	GRACE	LIFEGUARD 1	AA
22	MANUEL	DOUGLAS	LIFEGUARD 2	AA
22	MAPES	JEREMIAH	LIFEGUARD 1	AE
22	MAPES	DEREK	LIFEGUARD 1	AE
22	MARTINEZ	JUAN	LIFEGUARD 1	AE
22	MARTINEZ	DANIEL	LIFEGUARD 1	AE
22	MARTINEZ	PEDRO	LIFEGUARD 1	AE
22	MASSO	NORBERTO	LIFEGUARD 1	AE
22	MENENDEZ	ERNESTO	POOL/LAKE LFGRD TRNE	AG
22	MILGRAM	KEVEN	LIFEGUARD 1	AE
20	MIRKIN	PHILIP	LIFEGUARD 2	AA
22	MITCHELL	WAYNE	LIFEGUARD 1	AA
22	MOISE	NEIL	LIFEGUARD 1	AE
22	MORATA	JOSE	LIFEGUARD 1	AA
20	MORENO	ALONSO	LIFEGUARD 1	AE
22	MORIZOT-LEITE	LUIZ	LIFEGUARD 2	AA
20	MOST	GILES	LIFEGUARD 1	AA
20	NEIRA	JULIO	LIFEGUARD 1	AE
22	NELKIN	JOSHUA	POOL/LAKE LFGRD TRNE	AG

**FULL-TIME AND PART-TIME  
LIFEGUARDS**

<u>Loc</u>	<u>Last Name</u>	<u>First Name</u>	<u>Occupational Title</u>	<u>Employee Status</u>
20	ORQUERA	MARCOS	LIFEGUARD 1	AA
22	PEREZ	HECTOR	LIFEGUARD 1	AE
22	PEREZ	OSMANIS	POOL/LAKE LFGRD TRNE	AG
20	PFUNDER	PHILIPP	LIFEGUARD 1	AE
22	PINO	CARLOS	LIFEGUARD 1	AA
20	PIOMBO	FRANCO	POOL/LAKE LFGRD TRNE	AG
22	PRIETO	PEDRO	POOL/LAKE LFGRD TRNE	AG
20	QUESADA	ANDRES	LIFEGUARD 1	AA
20	QUINTANILLA	MARTIN	POOL/LAKE LFGRD TRNE	AG
20	RESTREPO	JORGE	POOL/LAKE LFGRD TRNE	AG
22	RIBEIRO	JOAO	LIFEGUARD 1	AA
20	RILEY III	ROBERT	LIFEGUARD 1	AE
20	RODRIGUEZ	ARMANDO	POOL/LAKE LFGRD TRNE	AG
22	RODRIGUEZ	RAMSES	POOL/LAKE LFGRD TRNE	AG
22	RODRIGUEZ	MAYKEL	POOL/LAKE LFGRD TRNE	AG
22	RYAN	ROBERT	LIFEGUARD 1	AE
22	SILVA	DAN	LIFEGUARD 1	AA
20	SPARLING	MATTHEW	LIFEGUARD 1	AA
20	SUAREZ	EDUARDO	LIFEGUARD 1	AE
22	TAYLOR	ROBERT	LIFEGUARD 1	AA
22	THIEL	C	LIFEGUARD 1	AE
20	USIN	YUNIEL	LIFEGUARD 1	AE
20	VACANT		LIFEGUARD 1	AE
20	VACANT		POOL/LAKE LFGRD TRNE	AG
20	VACANT		POOL/LAKE LFGRD TRNE	AG
20	VACANT		LIFEGUARD 1	AE
20	VACANT		LIFEGUARD 1	AE
20	VACANT		LIFEGUARD 1	AE
20	VACANT		LIFEGUARD 1	AE
20	VACANT		LIFEGUARD 1	AE
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20	VACANT		LIFEGUARD 1	AE
20	VACANT		LIFEGUARD 1	AE
20	VACANT		LIFEGUARD 1	AE
20	VACANT		LIFEGUARD 1	AE
22	VACANT		BEACH SAFETY MGR	AA
22	VACANT		LIFEGUARD 1	AE
22	VACANT		LIFEGUARD 1	AE
22	VACANT		LIFEGUARD 1	AE
22	VACANT		LIFEGUARD 1	AE
22	VACANT		LIFEGUARD 1	AE
22	VACANT		LIFEGUARD 1	AE
22	VANACE	SCOTT	LIFEGUARD 1	AA
20	VEGA	JORGE	LIFEGUARD 1	AE
22	VILLA	WILLIAM	LIFEGUARD 1	AE
22	WALKER	ANTHONY	LIFEGUARD 1	AE
22	WICK	FRANK	TELEPH CONS OPER 1	AA
20	WOLFE	BRYCE	LIFEGUARD 1	AE

**Footnotes:**

AA Permanent employee  
 AB Probationary employee  
 AE Part-time employee