



**AMENDED 8-1-19 at 5:00 PM - CHANGE OF
VENUE**

**City of St. Helena
Special City Council Meeting
Monday, August 5, 2019 @ 4:00 PM
Changed to - Vintage Hall Board Room -
Second Floor, 465 Main Street, St. Helena**

PLEASE NOTE: Any person who wishes to speak regarding an item on the agenda or make a comment under the "public comment" portion of the agenda may do so, but please observe the time limit of four minutes.

Page

1. CALL TO ORDER

2. ROLL CALL

Mayor: Geoff Ellsworth, Vice Mayor: Paul Dohring, City Council Members:
Anna Chouteau, David Knudsen and Mary Koberstein

***NEW 8-1-19**

Mayor Geoff Ellsworth will be teleconferencing from:
David Walley's Resort
2001 Foothill Rd.
Genoa, NV 89411
Room 3103

3. PUBLIC COMMENT:

Under California law, public comments at special meetings are limited to subjects on the agenda only. Therefore public comment will take place during consideration of the item. Each person's comments shall be limited to 4 minutes.

4. NEW BUSINESS:

- 4.1. 1) Consideration and proposed approval of a resolution (1) acknowledging and supporting the City Manager's recommendation of a reorganization of personnel positions, roles and responsibilities within Public Works administration and operations; (2) authorizing the addition of one and one half (1.5) FTE positions to the Public Works Department to include one (1.0) FTE Trees and Parks Superintendent and one half (0.5) FTE to Trees and Parks Maintenance Worker position which will be combined with the current one half (.5) Bocce Maintenance Worker position; (3) authorizing the reclassification of one Maintenance Worker position to a Lead Maintenance Worker classification in the Trees and Parks division; and (4) authorizing a budget increase of \$147,895 to the General Fund for the Trees and Parks Superintendent position; and
2) Direction to City Manager regarding recommended transition to bi-monthly utility billing; and
3) Direction to City Manager regarding recommendation to revise Municipal Code, Chapter 3.04 to increase Purchase Order limits.

3 - 16

CEQA Determination: Not a CEQA project

Prepared By: April Mitts, Finance Director, Erica Ahmann Smithies, Public Works Director and City Engineer, Kathy Robinson, Human Resources & IT Director, Mark T. Prestwich, City Manager

Recommendation:

- 1) Approval of a resolution (1) acknowledging and supporting the City Manager's recommendation of a reorganization of personnel positions, roles and responsibilities within Public Works administration and operations; (2) authorizing the addition of one and one half (1.5) FTE positions to the Public Works department to include one (1.0) FTE Trees and Parks Superintendent and one half (0.5) FTE to Trees and Parks Maintenance Worker position which will be combined with the current one half (.5) Bocce Maintenance Worker position; (3) authorizing the reclassification of one Maintenance Worker position to a Lead Maintenance Worker classification in the Trees and Parks division; and (4) authorizing a budget increase of \$147,895 to the General Fund for the Trees and Parks Superintendent position; and
- 2) Direction to City Manager regarding recommended transition to bi-monthly utility billing; and
- 3) Direction to City Manager regarding recommendation to revise Municipal Code, Chapter 3.04 to increase Purchase Order limits.

[Staff Report - Pdf](#)

5. ADJOURNMENT

The next Regular City Council meeting is scheduled for August 13, 2019, at 6:00 p.m. in the Vintage Hall Board Room located at 465 Main Street.

This agenda was posted at City Hall, 1480 Main Street, Vintage Hall, 465 Main Street, St. Helena, California and David Walley's Resort, 2001 Foothill Rd., Genoa, NV 89411, Room 3103 on ~~July 31, 2019~~. Reposted August 1, 2019 at 5:00 pm



Cindy Tzaafopoulos, City Clerk

In Compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please call the City Clerk's Office (707) 967-2792. Notification 72 hours prior to the meeting as required by Section 202 of the Americans with Disabilities Act will enable the City to make reasonable arrangements to ensure accessibility to this meeting.



Report to the City Council
Council Meeting of August 5, 2019

Agenda Section: New Business

Subject: 1) Consideration and proposed approval of a resolution (1) acknowledging and supporting the City Manager's recommendation of a reorganization of personnel positions, roles and responsibilities within Public Works administration and operations; (2) authorizing the addition of one and one half (1.5) FTE positions to the Public Works Department to include one (1.0) FTE Trees and Parks Superintendent and one half (0.5) FTE to Trees and Parks Maintenance Worker position which will be combined with the current one half (.5) Bocce Maintenance Worker position; (3) authorizing the reclassification of one Maintenance Worker position to a Lead Maintenance Worker classification in the Trees and Parks division; and (4) authorizing a budget increase of \$147,895 to the General Fund for the Trees and Parks Superintendent position; and
2) Direction to City Manager regarding recommended transition to bi-monthly utility billing; and
3) Direction to City Manager regarding recommendation to revise Municipal Code, Chapter 3.04 to increase Purchase Order limits.

CEQA Not a CEQA project
Determination:

Prepared By: April Mitts, Finance Director, Erica Ahmann Smithies, Public Works Director and City Engineer, Kathy Robinson, Human Resources & IT Director, Mark T. Prestwich, City Manager

Reviewed By: Erica Ahmann Smithies, Public Works Director and City Engineer

Approved By: Mark T. Prestwich, City Manager

BACKGROUND

The City Manager has the authority under the City of St. Helena Municipal Code Title 2 Administration and Personnel, section 2.12.060 Powers and Duties, sub-section B.2. Personnel and Organization to appoint competent, qualified officers and employees to all positions in city employment except the city attorney and the fire chief; to dismiss, suspend and discipline such officers and employees in accordance with such policies as may from time to time be set forth by the council; to transfer such employees from one department to another consistent with the policies of the council; to recommend to the council such reorganization of officers, departments or divisions as may be indicated in the interests of the efficient, effective and economical conduct of the City's business, and to effect such reorganization when authorized by appropriate ordinance, resolution or motion of the council.

The City Manager's administrative authority to redefine, retitle, reclassify and reassign positions throughout the organization, so long as the adjustment can be made within the resources included in the approved or amended budget and no new regular positions are created, was reaffirmed on June 10, 2014. This affirmation was in conjunction with then Interim City Manager Toby Ross's review of the City's organizational structure and reorganization of the Planning department citing that the reaffirmation solidifies the ability of the City Manager to propose a number of adjustments to improve efficiency, balance workload and correct inequities.

Since August 22, 2017, in the spirit of the City Council's commitment to openness and transparency and its desire for the City Manager to be of equal mind, City Manager Mark Prestwich implemented a practice of presenting any major reorganizations involving two or more staff members to City Council.

The City's Public Works Department currently consists of primarily two operational divisions: 1) Water/Wastewater Treatment, and 2) All other operational functions (e.g. streets, parks, trees, buildings, garage, storm drains, water and sewer distribution).

DISCUSSION

This report discusses three operational recommendations, all of which are intended to improve accountability and focus on specific functions, and free up operational capacity within the department. A proposed reorganization of the Public Works Department will be discussed first, followed by a recommendation to transition monthly utility billing to bi-monthly billings, and, finally, a recommendation to revise the City's purchase order limits.

1. Public Works Reorganization

On June 12, 2018, City Council approved Resolution 2018-74 authorizing the City to proceed with a classification and compensation study which included an organizational review of Public Works Department. On January 2, 2019, the City met with SHEA representatives to review the recommendation. Additional conversations and the subsequent resignation of the Utility Operations Manager prompted modifications to the reorganization structure. The resulting proposed organizational structure has been

reviewed and approved by the St. Helena Employees Association (SHEA) and shared with the City's unrepresented mid-managers/executive staff.

The City Manager's recommended reorganization primarily encompasses realignment of reporting structures and includes reclassification and title changes as recommended through the classification study. The resulting structure is intended to balance span of control within the department and improve the focus on department tasks. To this end, Department staff have created a service level matrix to document the recurring responsibilities within each division. The following recommendations are informed by interviews/meetings with Public Works Department staff, discussions with classification and compensation consultants, the bargaining units, and discussions with the Public Works Director.

Recommendations

A. Expand the role of the Utilities Operations Manager to Public Works Operations Manager with direct supervision of three divisions: 1) parks/trees/open space, 2) streets and buildings, and 3) underground utilities (water distribution, sewer collection, and storm drain responsibilities). This modification has the added benefit of freeing up time for the Public Works Director who is currently involved in daily supervision of parks personnel, water and wastewater distribution personnel, and storm drain personnel. Economies of scale for water distribution personnel are achieved in part due to the recommended transition back to bi-monthly billing which will reduce non-productive time dedicated to distributing monthly hand-delivered water shut-off notices. The Public Works Maintenance Manager position will report to Public Works Operations Manager and be reclassified as the Assistant Public Works Operations Manager, creating additional capacity for the Public Works Director who currently directly supervises this position.

B. Improve accountability and focus for park maintenance/trees/open space. Today, management of these functions are co-mingled with management of streets, buildings, storm drain, sewer distribution, and City garage functions. The focus on park maintenance/trees/open space will be directly supervised by restoring a Parks Superintendent position reporting directly to the Public Works Operations Manager. It is also recommended that one of the three maintenance worker classifications be designated a Lead Maintenance Worker to ensure appropriate leadership within the division. Additionally, it is recommended the City Council allocate one half (0.5) fully benefited maintenance worker position reporting directly to the Parks Superintendent funded in part by the current budgeted and approved Recreation Department's part-time bocce maintenance worker. This results in four and one half (4.5) workers dedicated to parks, trees, and open space management.

C. Improve accountability and focus for streets/buildings. As noted above, management of this function is co-mingled with numerous other functions, resulting in a lack of focus for street and building maintenance and an additional supervisory layer that complicates decision making. The division manager (Superintendent)

supervising streets/buildings will report directly to the Public Works Operations Manager, which eliminates a supervisory level and creates additional capacity for the Public Works Director who will no longer directly supervise this function. Two maintenance workers will be assigned to this division.

D. Improve efficiency of underground utilities work by extending the City's four-person water distribution team to include sewer collection and storm drain responsibilities. One Superintendent and four maintenance workers will be assigned to this division.

Please see Attachment 1 - Proposed Organization Chart for a comprehensive overview and Attachment 2 for a view of the current Public Works Department Organizational Chart.

2. Utility Billing Recommendations

To improve staff capacity and to reduce customer complaints that result from shutoff notices and overlapping timing with monthly billing, the City Manager is recommending the City return to a bi-monthly billing schedule effective January 1, 2020. It is important to emphasize that this change has a net-zero impact on customer costs as the amount paid remains the same, but is collected six times per year rather than 12 times.

Today, the City Public Works Department staff personally delivers approximately 45-60 monthly water shutoff notices to customers requiring bills to be paid within 72 hours. This requires driving to each customer's address and placing a door hanger notice on the front door. Generally, this procedure prompts payment and fewer than 10 customers experience a water shutoff each month. In addition to the Public Works staff time involved in distributing this volume of monthly notices, these notices generally result in many telephone calls to the Finance Department. With transition to bi-monthly billing, staff expects to reduce the number of shutoff notices by at least 50% as well as a corresponding number of telephone calls to the Finance Department.

In addition to reducing the number of water shutoff notices by half, the extended billing period will improve alignment of due dates and payments as well as improve billing statement accuracy by allowing ample time for payments to be posted to the accounts. Improved billing accuracy will reduce customer complaints that are currently received due to payments not shown on the billing statement because of the current overlap of the due date and bill period. Under this revised model, the new bill will now reflect past due fees incurred during the previous bill period which will ensure the customer has an accurate record of their account balance. The City is not currently able to do this because the new bill is generated prior to the due date of the previous bill and prior to the assessment of late fees for the previous month which often results in frustration and/or confusion for the customer.

For customers that experience a burden from the transition to bi-monthly billing and payment cycle, the City Manager is recommending a one-time opt-in option to a Level Pay Plan which would treat the billings for these customers as monthly. Due to the intricacies of this model these customers would be required to opt-in to automatic payments processed through the City. The automatic payments may either be established with a credit card, checking or savings account, and must be processed directly by the City.

Summarized below is a chart documenting the billing cycles of nearby agencies.

Agency	Billing Cycle
Napa	Bi-Monthly
Calistoga	Monthly
Yountville	Monthly
American Canyon	Monthly
Santa Rosa	Monthly
Sonoma	Monthly
Sebastopol	Bi-Monthly
Healdsburg	Monthly
Windsor	Monthly
Cotati	Bi-Monthly
Rohnert Park	Monthly
Petaluma	Monthly
Vallejo	Bi-Monthly
North Marin Water District – includes: Novato and West Marin	Bi-Monthly

Customer Transition Plan. In order to provide awareness of the recommended transition to bi-monthly billing, monthly bills through the end of December will include a notice of the planned changes. The City will also utilize the various approaches in its communication checklist to inform customers of the change, Council meeting notices, etc. Included in the mailing will be information on the Level Pay Plan including an enrollment form and contact information for any questions.

If the recommended utility billing change is authorized, the last full monthly bill will be issued mid-December for the period of November 9, 2019 to December 8, 2019. Payment will be due 30 days from the issue date of the bill. A partial bill, prior to the full transition, will be issued mid-January for the period of December 9, 2019 to December 31, 2019. Payment will be due 30 days from the issue date.

Customers will receive their first bi-monthly bill mid-March for the period of January 1 to February 29, 2020. Payment will be due 30 days from the issue date of the bill, in accordance with the St. Helena Municipal Code.

Proposed Billing Schedule for Calendar Year 2020:

Billing Period	Issue Date of Bill	Due Date of Bill
January 1 to February 29, 2020	Mid-March 2020	30 days from date of bill issue
March 1 to April 30, 2020	Mid-May 2020	30 days from date of bill issue
May 1 to June 30, 2020	Mid-July 2020	30 days from date of bill issue
July 1 to August 31, 2020	Mid-September 2020	30 days from date of bill issue
September 1 to October 31, 2020	Mid-November 2020	30 days from date of bill issue
November 1 to December 31, 2020	Mid-January 2021	30 days from date of bill issue

For customers who opt-in to the Level Pay Plan, an account would be established in the utility billing software with rates that reflect monthly amounts rather than bi-monthly amounts based on averages from the previous year. Level billing amounts will be generated for a six-month period. The monthly amount to be billed will average the same six-month period from the prior year plus 5% in order to account for rate increases and fluctuations in usage that may occur. The amount calculated will automatically be deducted monthly for a six-month billing cycle using autopay.

At the end of six months, a “true billing” will be calculated for Level Pay Plan customers based on the actual readings from the meters. The “true billing” will record the variance between the Level Pay Plan billing and the actual charges and record an amount due from the customer or credit owed to the customer. At the end of the six-month period a new budget billing will be calculated using the same methodology above and will factor any amounts due by the customer or any credits owed to the customer into the new Level Pay Plan calculation.

It is also important to note that Public Works staff will continue their monthly practice of meter reading (accomplished by driving City streets) in order to identify and alert any customers with 24 hours of continuous water use. This practice helps identify potential water leaks and preserves City water resources.

3. Purchasing Policy Recommendations

Finally, the City Manager and Finance Director are recommending changes to the current purchasing policy to provide additional staff resource efficiencies that impact the quality and timeliness related to the delivery of City services. The City Manager and Finance Director are recommending amendments to the City’s Purchasing System Ordinance, St. Helena Municipal Code, Chapter 3.04, Purchase of Supplies, Equipment and Services. The current policy was approved by City Council in November 2015, implemented in January 2016, and has not been updated since. The policy requires Purchase Orders(PO) Requisitions to be prepared for any transaction between \$500 and \$1,500, and POs to be prepared for any transaction above \$1,500. Eliminating PO Requisitions altogether and increasing the PO amount to to \$2,500 or \$5,000

thresholds, purchase order caps similar to those found in other cities, will substantially reduce the amount of staff time necessary to purchase goods.

City staff completed a review of purchasing requirements in local jurisdictions of approximately the same size (Attachment 3). Staff compared the impacts of increasing the current Purchase Order (PO) level by two different amounts: \$2,500 and \$5,000. For the comparison, staff analyzed the total number and amounts of checks issued above \$500 requiring a PO and the total number of POs issued in FY 2018-19. This information is presented in the Chart below.

Checks between \$500 and \$1,500	288
POs between \$501 and \$2,500 (including Requisitions)	206
POs between \$2,501 and \$5,000	8
POs issued over \$5,000	41

If the requirement for POs is increased to \$2,500 and the requirement to write requisitions for anything below the PO amount is eliminated, the reduction in workload for processing PO's is estimated to be 81%. If the requirement for POs is increased to \$5,000 and the requirement to write requisitions for anything below \$5,000 is eliminated, the reduction in workload for processing PO's is estimated to be 84%.

Based on the survey of other agencies and to provide time savings and efficiencies, staff is recommending City Council authorize staff to move forward with the following revisions to St. Helena Municipal Code 3.04:

1. Eliminate the requirement to write requisitions for amounts between \$501 and \$1,500; and
2. Increase the Purchase Order threshold from \$1,500 to \$5,000; and
3. For Purchases below \$5,000 verbal or written approval from the supervisor is necessary, the purchase must be an approved budgeted item, and requester keeps record of purchase.

FISCAL IMPACT

The fiscal impact is as follows: 1) There is minimal fiscal impact associated with the reclassification of the Utilities Operation Manager to Public Works Operations Manager and the reclassification of the Public Works Maintenance Manager to Assistant Public Works Operations Manager; 2) Total fiscal impact for Bocce/Maintenance worker is \$29,900 for the 2019-20 budget and can be absorbed in the FY 2019-20 budget; and 3) Total fiscal impact for the Trees & Parks Superintendent is \$147,895, which will require a budget increase to the General Fund.

RECOMMENDED ACTION

1) Approval of a resolution (1) acknowledging and supporting the City Manager's recommendation of a reorganization of personnel positions, roles and responsibilities within Public Works administration and operations; (2) authorizing the addition of one and one half (1.5) FTE positions to the Public Works department to include one (1.0)

FTE Trees and Parks Superintendent and one half (0.5) FTE to Trees and Parks Maintenance Worker position which will be combined with the current one half (.5) Bocce Maintenance Worker position; (3) authorizing the reclassification of one Maintenance Worker position to a Lead Maintenance Worker classification in the Trees and Parks division; and (4) authorizing a budget increase of \$147,895 to the General Fund for the Trees and Parks Superintendent position; and

2) Direction to City Manager regarding recommended transition to bi-monthly utility billing; and

3) Direction to City Manager regarding recommendation to revise Municipal Code, Chapter 3.04 to increase Purchase Order limits.

ATTACHMENTS

[Attachment 1 - PW Organization Chart Proposed](#)

[Attachment 2 - PW Organization Chart Current](#)

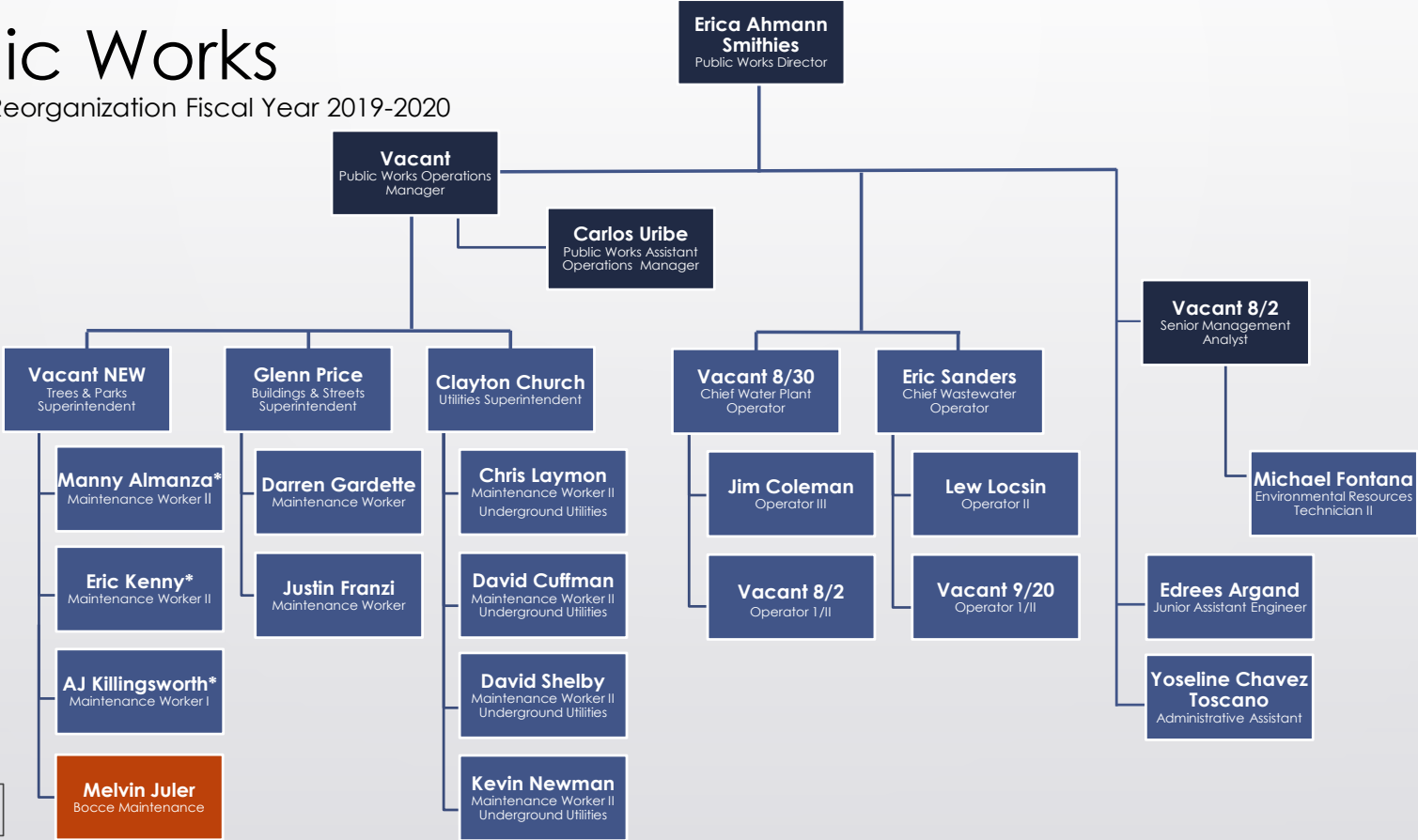
[Attachment 3 - City Comparisons](#)

[Attachment 4 - Resolution PW Reorg](#)

Draft Proposed Reorganization

Public Works

Proposed Reorganization Fiscal Year 2019-2020



*Department will have a Lead Maintenance Worker opportunity.

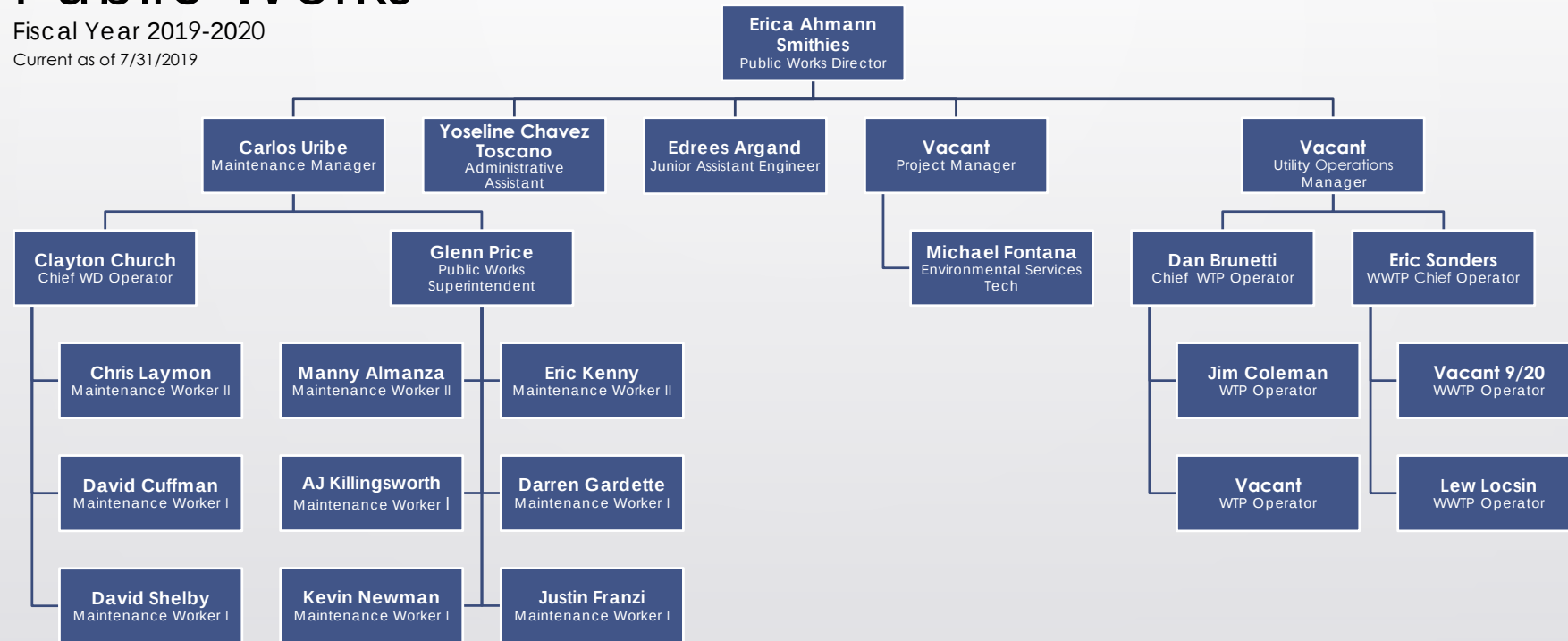
Legend:

- Management Exempt
- Bargaining Unit Non-Exempt
- Part-time Seasonal Contract

Public Works

Fiscal Year 2019-2020

Current as of 7/31/2019



Supplies, General Services, and Equipment	St. Helena Current	Calistoga	Yountville	American Canyon	Healdsburg	Sonoma	Sebastopol
Annual General Fund Budget (FY 19-20)	\$15 million	\$10.7 million	\$11.1 million	\$21.4 million	\$13.2 million	\$19.3 million	\$9.5 million
Approved by supervisor and budgeted item	Up to \$500	Up to \$1,000	Up to \$5,000	Up to \$5,000	Up to \$1,000		Up to \$5,000
Approved by City Manager							\$5,000-\$50,000
Negotiated, requisition required, no PO	\$501-\$1,500					Up to \$5,000	
Negotiated, PO Required, minimum of 3 quotes	\$1,501-\$5,000	\$1,000 to \$10,000		\$5,000-\$25,000		\$5,000-\$10,000	\$30,000-\$50,000
Negotiated, PO Required, minimum of 3 quotes, CM approval							
Informal bid or quote, PO Required	\$5,001-\$25,000	\$10,000-\$30,000	\$5,000 to \$25,000		\$1,000-\$50,000		
Formal Bidding/RFP, no CC Approval, PO Required			\$25,000 to \$45,000			\$10,000-\$25,000	
Formal Bidding/RFP and CC Approval, PO Required	Above \$25,000	Above \$30,000	Above \$45,000	Above \$25,000	Above \$50,000	Above \$25,000	Above \$50,000
Formal Bidding/RFP, no CC Approval - Routine Maintenance					Up to \$150,000		

CITY OF ST. HELENA
RESOLUTION NO. 2019-XX

Resolution of the City Council:

- (1) Acknowledging and supporting the City Manager's recommendation of a reorganization of personnel positions, roles and responsibilities within Public Works administration and operations;**
- (2) Authorizing the addition of one and one half (1.5) FTE positions to the Public Works department to include one (1) FTE Trees and Parks Superintendent and on half (0.5) FTE to Trees and Parks Maintenance Worker position which will be combined with the current one half (.5) Bocce Maintenance Worker position;**
- (3) Authorizing the reclassification of one Maintenance Worker position to a Lead Maintenance Worker classification in the Trees and Parks division; and**
- (4) Authorizing a budget increase of \$147,895 for FY 2019-20 to the General Fund for the Trees and Parks Superintendent position.**

RECITALS

- A. The City Manager has the authority under the City of St. Helena Municipal Code Title 2 Administration and Personnel, section 2.12.060 Powers and duties, sub-section B.2. Personnel and Organization to appoint competent, qualified officers and employees to all positions in city employment except the city attorney and the fire chief; to dismiss, suspend and discipline such officers and employees in accordance with such policies as may from time to time be set forth by the council; to transfer such employees from one department to another consistent with the policies of the council; to recommend to the council such reorganization of officers, departments or divisions as may be indicated in the interests of the efficient, effective and economical conduct of the city's business, and to effect such reorganization when authorized by appropriate ordinance, resolution or motion of the council; and
- B. The City Manager's administrative authority to redefine, retitle, reclassify and reassign positions throughout the organization so long as the adjustment can be made within the resources included in the approved or amended budget and no new regular positions are created was reaffirmed on June 10, 2014; and
- C. This affirmation was in conjunction with Interim City Manager Toby Ross review of the city's organizational structure and reorganization of the Planning department

citing that the reaffirmation solidifies the ability of the City Manager to propose a number of adjustments to improve efficiency, balance workload and correct inequities; and

- D. On June 12, 2018, City Council approved Resolution 2018-74 authorizing the City to proceed with a classification and compensation study which included an organizational review of Public Works Department; and
- E. The organizational review recommendation encompasses realignment of reporting structures and includes reclassification and title changes as recommended through the classification study; and
- F. The resulting structure is intended to balance span of control within the department and improve the focus on department tasks; and
- G. The recommendations are informed by interviews/meetings with Public Works Department staff, discussions with classification and compensation consultants, the bargaining unit, and discussions with the Public Works Director.

RESOLUTION

NOW, THEREFORE, the City Council of the City of St. Helena resolves as follows:

- 1. Acknowledges and supports the City Manager's recommendation of a reorganization of personnel positions, roles, and responsibilities within Public Works Administration and operations; and
- 2. Authorizes the addition of one and one half (1.5) FTE positions to the Public Works department to include one (1) FTE Trees and Parks Superintendent position and one half (.5) FTE to Trees and Parks Maintenance Worker position which will be combined with the current one half (.5) Bocce Maintenance position; and
- 3. Authorizes the reclassification of one Maintenance Worker position to a Lead Maintenance Worker classification in the Trees and Parks division; and
- 4. Authorizes a budget increase of \$147,895 to the General Fund in FY 2019-20 for the Trees and Parks Superintendent position.

Approved at a Regular Meeting of the St. Helena City Council on August 5, 2019, by the following vote:

Mayor Ellsworth: _____

Vice Mayor Dohring: _____

Councilmember Koberstein: _____

Councilmember Chouteau: _____

Councilmember Knudsen: _____

APPROVED:

ATTEST:

Geoff Ellsworth, Mayor

Cindy Tzaopoulos, City Clerk