


TO: BOARD OF DIRECTORS  
FROM: BRUCE BUEL   
DATE: MARCH 23, 2007

**AGENDA ITEM  
E-5  
MARCH 28, 2007**

ACCEPT CLASSIFICATION STUDY, AUTHORIZE RECRUITMENT OF NEW POSITIONS,  
AND SET HEARING TO REVISE PERSONNEL POLICIES AND PROCEDURES MANUAL

**ITEM**

Accept Classification Study, authorize recruitment of new positions, and set hearing to revise Personnel Policies and Procedures Manual

**BACKGROUND**

The Board of Directors awarded the contract to prepare the Water and Sewer Master Plan to Cannon & Associates. Included in the Scope of Work was a Classification Study of the District's Utility Department. Cannon & Associates subcontracted the work to Koff & Associates since they had recently completed a Total Compensation Study for NCSD.

Classification Study Issues

Koff & Associates approach to this study is stated at the beginning of their report. It included employee questionnaires, one-on-one interviews and comparisons to other similar agencies (Exhibit "A"). The report provides recommended Class Descriptions and a potential organizational structure for the Utility Department.

The proposed organizational structure is located in Appendix III of Exhibit "A". The District's existing organizational structure is Exhibit "B". When comparing the two, Koff & Associates is recommending the District create a Utility Superintendent position as well as split the existing Utility Field Foreman position into two positions called Utility Field Supervisor and Inspector/Maintenance Supervisor. In addition, Koff & Associates is recommending that one full-time Utility Worker, one full-time Maintenance/Customer Service Worker and one part-time Secretary/Clerk be added. As stated in the report by Koff & Associates, "We understand that change is something that occurs over time and the District may choose to implement some of our recommendations immediately and others in the longer run."

Salary Study Issues

The Scope of Work for the Classification Study did not include the review of salaries once the new organizational structure was determined. On March 14, 2007, the Board of Directors approved an amendment to the Cannon Contract to include a salary study by Koff & Associates for the new organizational structure.

Koff & Associates prepared the salary study (Exhibit "C"), however, they only reviewed monthly salary (without benefits) and did not include total compensation (with benefits). Koff & Associates utilized both compensation figures (with and without benefits) to make their recommendations for the November 2006 report. In order to be consistent and equitable, the salary figures presented in Exhibit "C" have been adjusted to reflect the value of benefits provided by NCSD. The adjustment was determined by utilizing the November 2006 compensation study and comparing the ratio of total compensation with benefits compared to total compensation without benefits by position (Exhibit "D").

After adjusting each position for the value of benefits, it was determined that the Utility Operator/Water Quality Technician, the Utility Worker and the Maintenance/Customer Service Worker salaries are within the market and do not need a further adjustment.



The proposed new positions of Utility Superintendent, Utility Field Supervisor and the Inspector/Maintenance Supervisor were adjusted to reflect the value of benefits based on the District's existing Utility Supervisor and Utility Field Foreman ratios. Koff & Associates could not provide a good comparison for the Construction Inspector, therefore, Staff would suggest that the Inspector/Maintenance Supervisor's salary be the same as the Utility Supervisor since they both are at the same level on the proposed organizational structure chart.

The Monthly Salary Schedule dated November 2006 was approved by the Board of Directors in December 2006 (Exhibit "E"). It is proposed that this monthly salary schedule be maintained and that the Utility Superintendent be placed in the Salary Range #52 and the Utility Supervisor and Inspector/Maintenance Field Supervisor be placed in the Salary Range #46.

### **RECOMMENDATION**

The following is recommended:

1. Board accept the Final Report of the Classification Study
2. Direct Staff to prepare the modifications to the Personnel Policies and Procedures Manual for consideration at the April 25, 2007, board meeting (modifications include new job descriptions and organizational chart)
3. Authorize recruitment only for the Inspector/Maintenance Supervisor (Staff will seek a recommendation regarding the Utility Superintendent, the Utility Supervisor, the Maintenance Worker and the part-time Clerical from the Finance, Audit and Personnel Committee at its April 18, 2007, meeting so that the Committee's recommendations can be considered by the Board of Directors on April 25, 2007.)

### **ATTACHMENTS**

Exhibit "A" - Final Report-Classification Study and Organizational Review of the Utility Department at NCSD

Exhibit "B" - Current Organizational Structure of Utility Department

Exhibit "C" - Salary Survey (without benefits) by Koff & Associates for the Utility Department (March 2007)

Exhibit "D" - Ratio of Total Compensation with Benefits Compared to Total Compensation without Benefits based on November 2006 Salary Survey

Exhibit "E" - Monthly Salary Schedule and Salary Range #



KOFF & ASSOCIATES, INC.  
Human Resource Consulting Since 1984

---

**FINAL REPORT  
Of The  
CLASSIFICATION STUDY  
AND  
ORGANIZATIONAL REVIEW  
Of The  
UTILITY DEPARTMENT  
At The  
NIPOMO COMMUNITY SERVICES DISTRICT**

**February 2007**

**KOFF & ASSOCIATES, INC.  
6400 Hollis Street  
Suite 5  
Emeryville, CA 94608**

**510-658-5633 - voice  
510-652-5633 - fax**



KOFF & ASSOCIATES, INC.  
Human Resource Consulting Since 1984

February 23, 2007

Mr. Bruce Buel  
General Manager  
Nipomo Community Services District  
P.O. Box 326  
Nipomo, CA 93444

Dear Mr. Buel:

Koff & Associates, Inc. is pleased to present the final report of the classification study and organizational review of the Utility Department at the Nipomo Community Services District. This report documents the classification study process and provides recommendations for the classification plan, allocations of individual positions for all Department staff, updated class specifications, and recommendations regarding organization and staffing of the Department.

This report incorporates a summary of the study's multi-step process which included results of written Position Description Questionnaires, interviews with employees and their supervisors and managers, supervisory, management and employee review and comments in the form of draft class descriptions and class allocation recommendations.

We would like to thank you and other District staff for your assistance and cooperation, without which this study could not have been brought to its successful completion.

We will be glad to answer any questions or clarify any points as you are implementing the findings and recommendations. It was a pleasure working with your District and we look forward to future opportunities to provide you with professional assistance.

Very truly yours,

A handwritten signature in cursive script that reads "Georg S. Krammer".

Georg S. Krammer  
Chief Executive Officer





**FINAL REPORT  
Of The  
CLASSIFICATION STUDY  
AND  
ORGANIZATIONAL REVIEW  
Of The  
UTILITY DEPARTMENT  
At The  
NIPOMO COMMUNITY SERVICES DISTRICT**

**TABLE OF CONTENTS**

	<b>Page</b>
Background .....	1
Classification Study Goals .....	2
Classification Study Process .....	2
Classification Concepts .....	3
Classification Findings and Recommendations .....	8
Maintaining the Classification Plan .....	9
Review of District’s Organizational Structure.....	15
 Appendix I – Recommended Class Descriptions	
 Appendix II – Recommended Position Allocations	
 Appendix III – Potential Department Organizational Structure	



**FINAL REPORT  
Of The  
CLASSIFICATION STUDY  
AND  
ORGANIZATIONAL REVIEW  
Of The  
UTILITY DEPARTMENT  
At The  
NIPOMO COMMUNITY SERVICES DISTRICT**

**BACKGROUND**

In the Fall of 2006, Cannon Associates subcontracted with Koff & Associates, Inc. to conduct a classification study and organizational review for the Utility Department at the Nipomo Community Services District. This study was precipitated by several factors:

- The concern of management and the District Board of Directors that employees should be recognized for the level and scope of work performed and that they are paid on a fair and competitive basis that allows the District to recruit and retain a high-quality staff;
- The fact that class descriptions had not been systematically reviewed and updated and did not necessarily reflect current programs, responsibilities, technology, and professional certifications;
- The desire to have a classification plan and an organizational structure that can meet the needs of this growing District;
- The desire to ensure that the District has adequate career paths and a classification system that will foster career service within the District;
- The desire to ensure that internal relationships are based upon objective, non-quantitative evaluation factors; and
- The fact that the District is undergoing a complete overhaul of its Water and Sewer Master Plan, whose purpose is to prepare the District for future growth.

A total of about six (6) authorized positions were studied in five (5) classes.

### **STUDY GOALS**

The goals and objectives of the study were to:

- Obtain detailed information regarding each position through a variety of techniques, including written Position Description Questionnaires and interviews with employees, supervisors, and management;
- Prepare an updated classification plan, including recommended class descriptions and position allocations, that recognizes the scope and level of the various classes and positions, allows for organizational change to increase customer service levels and cost effectiveness, and is perceived equitable by management and employees alike;
- Provide class descriptions and other documentation that includes information required for compliance with the Americans with Disabilities Act (ADA) and appropriate qualifications, including knowledge, abilities, and other requirements that are job-related and meet other legal guidelines;
- Collect organizational information from a set of the comparator agencies that are similar to NCSO in size and service provision;
- Review, analyze, and make potential recommendations that may enhance organizational effectiveness; and
- Study any workload issues related to current operations and service provision of the Utility Department; and
- Provide sufficient documentation to allow the District to maintain the classification system on a regular basis.

### **STUDY PROCESS**

The study procedures were as follows:

- An initial meeting was held with the project team, including District management to clarify study scope, objectives, processes and deliverables.
- An orientation meeting was held to which all employees were invited, to meet consultant staff involved with the project, clarify study objectives and procedures, answer questions, and distribute the Position Description Questionnaires.



- After the Position Description Questionnaires were completed and reviewed by supervisors and consultant staff, interviews were conducted with all employees of the Utility Department.
- Following the analysis of the classification information gathered, draft class concepts, specifications, and position allocations were developed for management, supervisory, and employee review.
- As organizational changes have occurred during the study, such changes were included in all draft material.
- After resolution of issues, wherever possible, including additional contacts to gain details and clarification, appropriate modifications were made to the draft specifications and allocations.
- After review of organizational structures and staffing of Districts with similar operations to NCSO, workload issues, staffing concerns, and organizational considerations were addressed.
- This final report was prepared.

In order to understand our classification recommendations, it is important to understand titling conventions, classification concepts, and how the class descriptions are structured. In preparing the class descriptions, we developed a consistent format that is somewhat different than that currently used by the District. This format has additional information relating to specific class characteristics, supervisory relationships, knowledge, abilities, skills, and other types of requirements, including those required by the ADA.

## CLASSIFICATION CONCEPTS

### **The Difference between Positions and Classifications**

“Position” and “Classification” are two terms that are often used interchangeably, but have very different meanings. As used in this report:

- A *position* is an assigned group of duties and responsibilities performed by one person. A position can be full-time, part-time, regular, or temporary, filled or vacant. Often the word “job” is used in place of the word “position.”
- A *classification* or *class* may contain only one position, or may consist of a number of positions. When several positions are assigned to one class, it means that the same title is appropriate for each position; that the scope, level, duties, and responsibilities of each position assigned to the class are sufficiently similar (but not identical) that the same core knowledge, skills, and other requirements are appropriate for all positions, and that the same salary range is equitable for all positions in the class.



The description of a position often appears as a working desk manual, going into detail regarding work process steps, while a class description emphasizes the general scope and level of responsibilities, plus the knowledge, skills and other requirements for successful performance.

When positions are classified, the focus is on assigned job duties and the job related requirements for successful performance, not on individual employee capabilities or amount of work performed. Positions are thus evaluated and classified on the basis of such factors as knowledge and ability required to perform the work, the complexity of the work, the authority delegated to make decisions and take action, the responsibility for the work of others and/or for budget expenditures, contacts with others (both inside and outside of the organization), the impact of the position on the organization, and working conditions.

### **The Relationship of Classification and Compensation**

Classification and the description of the work and the requirements to perform the work are separate and distinct from determining the worth of that work in the labor market and to the organization. While recommending the appropriate compensation for the work of a class depends upon an understanding of what that work is and what it requires (as noted above), compensation levels are often influenced by two factors:

- The external labor market; and
- Internal relationships within the organization.

### **The Purpose of Having a Classification Plan**

A position classification plan provides an appropriate basis for making a variety of human resources decisions such as the:

- Design of an equitable salary structure;
- Development of job-related recruitment and selection procedures;
- Objective appraisal of employee performance;
- Development of training plans and succession planning;
- Organizational development and the management of change; and
- Provision of an equitable basis for discipline and other employee actions.

In addition to providing this basis for various human resources management and process decisions, a position classification plan can also effectively support systems of administrative and fiscal control. Grouping of positions into an orderly classification system supports planning, budget analysis and preparation, and various other administrative functions.

Within a position classification plan, job classifications can either be broad (containing a number of positions) or narrow (emphasizing individual job characteristics). Broad job classifications are indicated when:

- Employees can be hired with a broad spectrum of knowledge, skill and/or academic preparation and can readily learn the details of the organization, the department and the position on-the-job; or
- There is a need for flexibility of the assignment within a department or an organization due to changing programs, technologies or workload.

Individualized job classifications are indicated when:

- There is an immediate need to recruit for specialty knowledge and skills;
- There is a minimum of time or capability for on-the-job training; or
- There is an organizational need to provide for specific job recognition and to highlight the differences between jobs.

Most classification plans are a combination of these two sets of factors, and we have chosen the middle ground in this study as being most practicable in the District's changing environment and service delivery expectations. This approach resulted in recommendations to change the titles of some classes to more accurately reflect current responsibilities or use more contemporary titles (such as Maintenance Worker to Maintenance/Utility Worker) and to reclassify certain positions to reflect additional responsibilities or special skills (such as Utility Supervisor to Utility Superintendent). Detailed allocation recommendations are found in Appendix II of the report.

### **Class Descriptions**

In developing the new and revised classification descriptions for all positions, the basic concepts outlined in the previous pages were utilized. The recommended class descriptions are included in Appendix I of this report.

As mentioned earlier, the class descriptions are based upon the information from the written Position Description Questionnaires completed by each employee, the individual job audit interviews, and from information provided by employees, supervisors, and managers during the multiple review processes. These descriptions provide:

- A written summary documenting the work performed and/or proposed by the incumbents of these classifications;
- Distinctions among the classes; and
- Documentation of requirements and qualifications to assist in the recruitment and selection process.

Just as there is a difference between a position and a class, there is also a difference between a position description and a class description. A position description, that is



often known as a “desk manual”, typically lists each duty an employee performs and may also have information about how to perform that duty. A class description normally reflects several positions and is a summary document that does not list every single duty performed by every employee. The class description, which is intended to be broader, more general and informational, is intended to indicate the general scope and level of responsibility and requirements of the class, not detail-specific position responsibilities.

The sections of each class description are as follows:

**Title:** This should be brief and descriptive of the class and consistent with other titles in the classification plan and the occupational area.

- The title of a classification is normally used for organization, classification and compensation purposes within the District. Often working titles are used within a department to differentiate an individual (for example, a District title of Administrative Assistant that designates a departmental office administrative support class may have a working title of Public Works Department Technical Assistant). All positions have a similar level of scope and responsibility; however, the working titles may give assurance to a member of the public that they are dealing with an appropriate individual. Working titles should be authorized by Human Resources to ensure consistency within the District and across departmental lines.

**Definition:** This provides a capsule description of the job and should give an indication of the type of supervision received, the scope and level of the work and any unusual or unique factors. The phrase “performs related work as required” is not meant to unfairly expand the scope of the work performed, but to acknowledge that jobs change and that not all duties are included in the class specification.

**Supervision Received and Exercised:** This section specifies which class or classes provide supervision to the class being described and the type and level of work direction or supervision provided to this class. The section also specifies what type and level of work direction or supervision the class provides to other classes. This assists the reader in defining where the class “fits” in the organization and alludes to possible career advancement opportunities.

**Class Characteristics:** This can be considered the “editorial” section of the specification, slightly expanding the Definition, clarifying the most important aspects of the class and distinguishing this class from the next higher-level in a class series or from a similar class in a different occupational series.

**Examples of Essential Job Functions:** This section provides a list of the major and essential duties, intended to define the scope and level of the class and to support the Qualifications, including Knowledge and Skills. This list is meant to



be illustrative only. It should be emphasized that the description is a summary document, and that duties change, depending upon program requirements, technology and organizational needs.

**Qualifications:** This element of the description has several sections:

- A listing of the job-related knowledge and abilities required to successfully perform the work. They must be related to the duties and responsibilities of the work and capable of being validated under the Equal Employment Opportunity Commission's Uniform Guidelines on Selection Procedures. Knowledge (intellectual comprehension) and Skills (acquired proficiency) should be sufficiently detailed to provide the basis for selection of qualified employees.
- A listing of educational and experience requirements that outline minimum and alternative ways of gaining the knowledge and skills required for entrance into the selection process. These elements are used as the basic screening technique for job applicants.
- Licenses (and/or certifications) identify those specifically required in order to perform the work. Note that a California driver's license is not routinely included unless it is documented in the description that such a license is regularly used in the performance of the work. Examples of other required certifications include registration as a Professional Civil Engineer for specific Engineering classes or I.C.B.O. certificates for Building Inspectors. These certifications are often required by an agency of higher authority than the District (i.e., the State), and can therefore be appropriately included as requirements.

**Physical Demands:** This section identifies the basic physical abilities required for performance of the work. These are not presented in great detail (although they are more specifically covered for documentation purposes in the Position Description Questionnaires) but are designed to indicate the type of pre-employment physical examination (lifting requirements and other unusual characteristics are included, such as "Finger dexterity needed to access, enter and retrieve data using a computer keyboard") and to provide an initial basis for determining reasonable accommodation for ADA purposes.

**Environmental Elements:** These can describe certain outside influences and circumstances under which a job is performed; they give employees or job applicants an idea of certain risks involved in the job and what type of protective gear may be necessary to perform the job. Examples are loud noise levels, cold and/or hot temperatures, vibration, confining workspace, chemicals, mechanical and/or electrical hazards, and other job conditions.



**Working Conditions:** This section outlines off-hours or shift work, regular overtime, required travel that may not be immediately apparent to a job applicant or to an employee.

**FINDINGS AND RECOMMENDATIONS**

All class descriptions were updated or newly created in order to ensure that the format is consistent, and that the duties and responsibilities are current and properly reflect the required knowledge, abilities and skills.

**Retitling of Classifications**

One change in the classification plan, as noted above, was the retitling of a number of classes to accurately reflect the actual job responsibilities and duties performed by those in the class as well as industry terminology.

Two (2) classifications are recommended for title changes:

Current Class	Proposed Class
Utility Operator	Utility Operator/Water Quality Technician
Maintenance Worker	Maintenance/Customer Service Worker

These title changes are recommended to more clearly reflect the level and scope being performed by each class, as well as establish consistency with the labor market and industry standards. Any changes in compensation are not dependent upon a new title, but upon the market value as defined by job scope, level and responsibilities, and the qualifications required for successful job performance.

**Reclassification of Classifications**

We found that two positions worked out of class due to level and scope of work and/or job functions that have been added to the position over time. Therefore, approximately 33% of the positions are recommended for reclassification (with possible salary impact).

Positions in the following two (2) classes are recommended for reclassification:

Current Class	Proposed Class
Utility Supervisor	Utility Superintendent
Utility Field Foreman	1. Utility Field Supervisor
	2. Inspector/Maintenance Supervisor

It should be noted that there is currently only one incumbent in the Utility Field Foreman classification and that our recommendation is to split this class into two classes, which will be a reclassification in both cases, due to the additional supervisory responsibilities. This recommendation is partly due to the current organizational, staffing, and workload needs of the department, as discussed below.

## **MAINTAINING THE CLASSIFICATION PLAN**

A classification plan is not a stable, unchanging entity. Positions may grow and change depending upon technology, service delivery requirements and a number of other factors. As mentioned above, a “snapshot in time” may become outdated quickly in some areas.

We are therefore including this final section to this report, which will assist the District in identifying appropriate placement of new and/or realigned positions within the recommended classification structure. By utilizing this process, the District will be able to change and grow the organization while maintaining a structure that has been created within this study.

In considering whether a position should be placed in a higher/lower classification or where a new classification should be placed within the plan, the following factors should be examined. Although they are not quantified, as requests for reclassification occur, each of the following factors should be addressed. These will provide guidance for maintenance of the classification and compensation plans.

### **1. Type and Level of Knowledge and Skill Required**

This factor defines the level of job knowledge and skill, including those attained by formal education, technical training, on-the job experience and required certification or professional registration. The varying levels are as follows:

#### **A. The basic or entry-level into any occupational field**

This entry-level knowledge may be attained by obtaining a high school diploma, completing specific technical course work or obtaining a four-year or advanced college or university degree.

#### **B. The experienced or journey-level in any occupational field**

This knowledge and skill level recognizes a class that is expected to perform the day-to-day functions of the work independently, but with guidelines (written or oral) and supervisory assistance available. This level of knowledge is sufficient to provide on-the-job instruction to a fellow employee or an assistant when functioning in a lead capacity. Certifications, such as found in the District’s Maintenance class series, may be required for demonstrating possession of the required knowledge and skills.

#### **C. The advanced level in any occupational field**

This knowledge and skill level is applied in situations where an employee is required to perform or deal with virtually any job situation that may be encountered. Guidelines may be limited and creative problem solving may be involved. Supervisory knowledge and skills are considered in a separate factor and should not influence any assessment of this factor.



**D. Total mastery of one or more occupational fields**

This level normally requires an advanced level of college or university education and is normally found in a research, educational or product development situation.

**2. Supervisory/Management Responsibility**

This factor defines the supervisory and managerial responsibility, including short and long-range planning, budget development and administration, resource allocation, policy and procedure development and direction of staff.

**A. No ongoing direction of programs or staff**

The employee is responsible for the performance of his or her own work and may provide side-by-side instruction to a co-worker.

**B. Lead direction of staff or program coordination**

The employee plans, assigns, directs and reviews the work of staff performing similar work to that performed by the employee on a day-to-day basis. Training in work procedures is normally involved. If staff direction is not involved, the employee must have responsibility for independently coordinating one or more programs or projects on a regular basis.

**C. Full first-line supervisor**

The employee performs the supervisory duties listed above, and, in addition, makes effective recommendation and/or carries out selection, performance evaluation and disciplinary procedures. If staff supervision is not involved, the employee must have programmatic responsibility, including development and implementing goals, objectives, policies and procedures and budget development and administration.

**D. First full managerial level**

The employee is considered mid-management, often supervising through subordinate levels of supervision. In addition to the responsibilities outlined above, responsibilities include allocating staff and budget resources among competing demands and performing significant program and service delivery planning and evaluation. Normally, this level would be titled a program or division manager.

**E. Department managerial level**

The employee is the director of a specified department, normally reporting to the Chief Executive Officer (i.e. General Manager) or to the governing body (i.e. Board of Directors).

**F. Chief Executive Officer level**

The employee has total administrative responsibility for the District.

### 3. Problem Solving

This factor involves analyzing, evaluating, reasoning and creative thinking requirements. In a work environment, not only the breadth and variety of problems are considered, but also guidelines, such as supervision, policies, procedures, laws, regulations and standards available to the employee.

#### A. Structured problem solving

Work situations normally involve making choices among a limited number of alternatives that are clearly defined by policies and procedures. Supervision, either on-site or through a radio or telephone, is readily available.

#### B. Independent, guided problem solving

Work situations require making decisions among a variety of alternatives; however, policies, procedures, standards and regulations guide the majority of the work. Supervision is generally available in unusual situations.

#### C. Application of discriminating choices

Work situations require searching for solutions and independently making choices among a wide variety of policies, procedures, laws, regulations and standards. Interpretation and evaluation of the situation and available guidelines are required.

#### D. Creative, evaluative or analytical thinking

Work situations require the analysis and application of organizational policies and goals, complex laws and/or general business or ethical considerations.

### 4. Authority for Making Decisions and Taking Action

This factor describes the degree to which employees have the freedom to take action within their job. The variety and frequency of action and decisions, the availability of policies, procedures, laws and supervisory or managerial guidance, and the consequence or impact of such decisions are considered within this factor.

#### A. Direct, limited work responsibility

The employee is responsible for the successful performance of his or her own work with little latitude for discretion or decision-making. Direct supervision is readily available.

#### B. Decision-making within guidelines

The employee is responsible for the successful performance of their own work, but able to prioritize and determine methods of work performance within general guidelines. Supervision is available, although the employee is expected to perform independently on a day-to-day basis. Emergency or unusual situations



may occur, but are handled within procedures and rules. Impact of decisions is normally limited to the department or function to which assigned.

**C. Independent action with focus on work achieved**

The employee receives assignments in terms of long-term objectives, rather than day-to-day or weekly timeframes. Broad policies and procedures are provided, but the employee has latitude for choosing techniques and deploying staff and material resources. Impact of decisions may have significant department or District-wide service delivery and/or budgetary impact.

**D. Decisions made within general policy or elected official guidance**

The employee is subject only to the policy guidance of elected officials and/or broad regulatory or legal constraints. The ultimate authority for achieving the goals and objectives of the District are with this employee.

**5. Interaction with Others**

This factor includes the nature and purpose of contacts with others, from simple exchanges of factual information to the negotiation of difficult issues. It also considers with whom the contacts are made, from co-workers and the public to elected or appointed public officials.

**A. Exchange of factual information**

The employee is expected to use ordinary business courtesy to exchange factual information with co-workers and the public. Strained situations may occasionally occur, but the responsibilities are normally not confrontational.

**B. Interpretation and explanation of policies and procedures**

The employee is required to interpret policies and procedures, apply and explain them and influence the public or others to abide by them. Problems may need to be defined and clarified and individuals contacted may be upset or unreasonable. Contacts may also be made with individuals at all levels throughout the District.

**C. Influencing individuals or groups**

The employee is required to interpret laws, policies and procedures to individuals who may be confrontational or to deal with members of professional, business, community or other groups or regulatory agencies as a representative of the District.

**D. Negotiation with organizations from a position of authority**

The employee often deals with public officials, members of boards, councils, commissions and others to provide policy direction, explain agency missions and/or negotiate solutions to difficult problems.

## 6. Working Conditions/Physical Demands

This factor includes specific physical, situational and other factors that influence the employee's working situation.

### A. Normal office or similar setting

The work is performed in a normal office or similar setting during regular office hours (occasional overtime may be required, but compensated for). Responsibilities include meeting standard deadlines, using office and related equipment, lifting materials weighing to 25 pounds and communicating with others in a generally non-stressful manner.

### B. Varied working conditions with some physical or emotional demands

The work is normally performed indoors, but may have some exposure to noise, heat, weather or other uncomfortable conditions. Stand-by, call back or regular overtime may be required. The employee may have to meet frequent deadlines, work extended hours and maintain attention to detail at a computer or other machinery, deal with difficult people or regularly perform moderate physical activity.

### C. Difficult working conditions and/or physical demands

The work has distinct and regular difficult demands. Shift work (24-7 or rotating) may be required; there may be exposure to hazardous materials or conditions; the employee may be subject to regular emergency callback and extended shifts; and/or the work may require extraordinary physical demands.

Based on the above factors, in the maintenance of the classification plan when an employee is assigned an additional duty or responsibility and requests a change in classification, it is reasonable to ask:

- What additional knowledge and skills are required to perform the duty?
- How does one gain this additional knowledge and skills – through extended training, through a short-term seminar, through on-the-job experience?
- Does this duty or responsibility require new or additional supervisory responsibilities?
- Are there are a greater variety of or more complex problems that need to be solved as a result of the new duty?
- Does the employee have to make a greater variety of or more difficult decisions as a result of this new duty?
- Are the impacts of decisions greater because of this new duty (effects on staff, budget, department or District-wide activities, relations with other agencies)?
- Are guidelines, policies, procedures provided to the employee for the performance of this new duty?
- Is the employee interacting with District workers, the public or others differently as a result of this new assignment?



- Have the working or physical conditions of the job changed as a result of this new assignment?

Application of these factors by asking the appropriate questions will enable the District to maintain the classification and compensation system in a timely and consistent manner.

## **ORGANIZATIONAL REVIEW AND RECOMMENDATIONS**

### **Classification Study versus Organizational Review and Staffing**

As mentioned above, a classification study is somewhat of a snapshot in time, as we study and analyze current positions, their bodies of work, required knowledge, skills, and abilities, minimum experience, education, and licensure requirements, and then make recommendations for changes that address the present situation.

In the course of the classification study, we also made recommendations for title changes to more correctly reflect bodies of work and perhaps more contemporary titling conventions, any necessary reclassifications to ensure that each incumbent be recognized for the correct levels and complexities of work and to create more efficiency for service delivery.

All of our classification recommendations are related to work, levels of effort, and practices that have already developed and can be addressed in the present.

What classification does not address and what the District requested to be looked at, in addition to classification, are organizational, workload, and staffing issues. NCSD is a fast growing District, whose jurisdiction and population served are steadily increasing. The District's location within a geographically and economically desirable area is attracting migrants and the communities the District serves are growing. With this growth, there are many plans to improve, replace, and/or expand the District's infrastructure. The District has to be prepared for the growing community it serves and is therefore looking into the future. In addition, many changes have already occurred and they have affected the District's current infrastructure and organizational structure, as well as staffing and workloads.

We feel that the District is well advised to look at other similar community services districts for possible organizational changes. In reviewing the Utility Department's current organizational structure, we compared NCSD to four (4) other similar community services districts to understand how they are coping with current workloads.

### **Current Organizational Structure**

Currently, the District has six (6) employees within the Utility Department: one Utility Supervisor, one Utility Field Foreman, one Utility Operator, two Utility Workers, and



one Maintenance Worker. The District also utilizes two (2) part-time interns, who equal about one full-time equivalent employee.

NCSD provides water treatment and distribution, as well as wastewater collection and treatment, and other services to residents. It serves a population of 12,000 residents, has approximately 4,000 water connections; 3,000 wastewater connections; 95 miles of water distribution lines; 42 miles of wastewater collection lines; 13 lift stations; 2 wastewater treatment plants (both are Grade II plants); and 9 producing water wells.

Our analysis shows that the infrastructure of the four (4) comparator agencies varies in comparison to NCSD; they have larger or more systems and facilities in some areas, but smaller or fewer systems and facilities in other areas. The exception is Templeton Community Services District, which overall seems smaller than NCSD, although we were not able to obtain all necessary information from this comparator agency.

NCSD has the highest number of miles of water distribution lines, the largest number of lift stations, and the greatest number of operating water wells, compared to the other four districts. It is also the only District with two (2) wastewater treatment plants, although two of the comparator agencies have one Grade III wastewater treatment plant each, whereas NCSD's wastewater plants are Grade II plants.

Two of the comparators have more water and sewer connections as well as more miles of sewer lines, two comparators have fewer.

### **Recommendations for Organizational Change**

#### ***Utility Supervisor***

The Utility Department is a separate recognized work unit at the District and also the largest department. Three out of the four comparator agencies have a Department Head who runs the Utility Department, such as a Director, Manager, or Superintendent. In addition, NCSD's incumbent currently functions like a Department Head.

However, it should also be noted that the current incumbent still performs more hands-on fieldwork than is typical for a Superintendent level due to the current staffing levels at the Department, including the fact that the only other supervisory class in the Department has taken on dual responsibilities and spends more time on the non-utility operations and maintenance or supervisory duties. (Please see below for more detailed information.)

Our recommendation therefore is related to the classification of the individual position of Utility Supervisor, as well as the organization of the Utility Department. We recommend reclassifying the Utility Supervisor to Utility Superintendent and with that, recognizing that the position that runs the Utility Department is a Department Head. Once the District is able to implement our recommendations and other organizational changes, we would expect this position to no longer perform any field duties, only under the most



extenuating of circumstances (such as a shortage in staff and emergencies). Otherwise, this position will spend 100% of its time on the management and administration of the Utility Department.

#### ***Utility Field Foreman***

As mentioned above, the Utility Field Foreman position has probably experienced the biggest increase in workload and also the most significant change to what the position used to be. According to the incumbent, at least sixty percent (60%) of his time is spent on construction inspection duties and the remainder is spent on utility operations and maintenance and supervisory duties. This development creates a bottleneck situation for utility operations and maintenance duties that partially have to be picked up by the current Utility Supervisor and the rest of the staff.

Part of the reason for the development is the fact that the current incumbent has the experience, knowledge, skills, and abilities to work in both areas of assignment. However, the increased workload is difficult for one person to carry.

Our recommendation is again related to both classification and organization in that we recommend the position of Utility Field Foreman to be split into two positions, Utility Field Supervisor and Inspector/Maintenance Supervisor. This will not only separate the two disciplines but will also set the Department up with an organizational/supervisory structure that it can build upon with future staffing needs.

#### ***Utility Operations and Maintenance Staff***

Currently, the Department has one Utility Operator, two Utility Maintenance Workers, one Maintenance Worker, and two interns who equal one full-time equivalent employee.

In terms of current workload, a lot of issues will be resolved by having a full-time Utility Field Supervisor that is separate from the functional area of construction inspection, as we have recommended. However, the workload will quickly increase when the current Utility Supervisor (to be Utility Superintendent) releases all of his fieldwork-related duties and they are delegated downwards to the new Utility Field Supervisor and the operations and maintenance crew. The Utility Field Supervisor will absorb most of those duties but will most likely have to push down additional duties to the crew.

In addition, the District must plan for the expected growth in population and the changing infrastructure resulting from that. The District has many projects in progress at the time, such as creating and establishing a preventive maintenance program, as well as a new wastewater treatment plant that will require staff to have/obtain additional higher-level certifications.

Currently, it seems that the Department is only able to address the District's immediate and pressing needs. A large majority of the work consists of reactive maintenance duties,



i.e., trying to “put out fires” and responding to emergencies. The District does not have the staffing capacity to implement and administer a preventive maintenance program, for example.

Again, we compared NCS D to the four comparator districts. Even though each district is different from the next, we can gather important information and ideas from other staffing models. The following is a table that shows the staffing at the four comparator districts:

<b>Cambria CSD</b>	<b>McKinleyville CSD</b>	<b>Los Osos CSD</b>	<b>Templeton CSD *</b>
<ul style="list-style-type: none"> <li>• 1 AGM/Utilities Mgr. (Superintendent of Water &amp; Wastewater)</li> <li>• 1 Water Supervisor</li> <li>• 1 Wastewater Supv.</li> <li>• 4 Water Operators</li> <li>• 4 Wastewater Operators</li> </ul>	<ul style="list-style-type: none"> <li>• Utilities Director</li> <li>• 1 Lead Worker</li> <li>• 6 Utility</li> <li>• 3 Maintenance Workers</li> </ul>	<ul style="list-style-type: none"> <li>• 1 Utilities Systems Manager</li> <li>• 1 Lead Operator</li> <li>• 5 Operators (all operators are dual certified)</li> </ul>	<ul style="list-style-type: none"> <li>• 1 Utilities Supervisor</li> <li>• 1 Utility Worker-Lead</li> <li>• 1 Utility Worker II A</li> <li>• .20 Utility Worker II B</li> </ul>

\* This information was taken from the District’s website and could not be confirmed with the District.

Both, Templeton CSD and Los Osos CSD are generally smaller when comparing these districts’ infrastructure to that of NCS D. Cambria CSD and McKinleyville CSD are larger in some areas but smaller in others, and it is our recommendation to model NCS D’s utility operation after those two districts.

We understand that change is something that occurs overtime and the District may choose to implement some of our recommendations immediately and others in the longer run. However, we feel that the District would be well advised to add at least one or two more staff to the utility operations and maintenance crew, most likely, one Utility Worker and one Maintenance/Customer Service Worker. A potential District organizational structure can be found in Appendix III as one option to build upon the District’s current Utility Department organizational structure.

***Administrative Staff***

Although the District’s administrative and office classifications were not included in the scope of the organizational review and staffing/workload considerations, the growth of the District, the additional infrastructure, and increase in demand for service will undoubtedly have an affect on all of the District’s classifications. Workload will increase for everyone and the District may want to take into consideration adding clerical or administrative positions to its staff to cope with the increased demand.

Appendix III, the Potential Organizational Chart, includes a suggested part-time administrative position that may be needed to carry this increased workload. This may not be an immediate need but should be a consideration for the future.



**Certifications**

One other area that the District may want to take into consideration as it goes through short-term and long-term changes are certification requirements for staff. Currently, most staff is cross-trained in the water and wastewater areas and most classifications require dual certification of some sort, including water treatment, water distribution, and/or wastewater treatment. The two Utility Workers each have an area of focus (i.e., either water or wastewater) but they are both cross-trained and cross-certified in both areas.

In addition, it is only a matter of time until the State of California will also put mandatory wastewater collection systems certifications into place that will need to be required from any staff whose duties are in that area of assignment.

As these state mandates are being implemented and at the same time, as the labor market tightens for qualified water and wastewater operators, the District may want to consider creating two separate functional areas that split the water from the wastewater side. Of course, it is in the District's best interest when all staff is cross-trained and cross-certified because that way, staff can provide the District with a maximum amount of expertise and the District can serve the public most efficiently and effectively. However, the reality of the labor market, as well as compensation realities that the District may face, may make it very challenging to recruit and retain a highly qualified, experienced, and cross-certified staff.

Currently, only one of the four comparator districts separates water from wastewater, the others still have staff that is cross-trained and cross-certified. However, the District may keep the model at Cambria CSD in mind that has a separate water and a separate wastewater division within the utility department.

We want to thank the District for its time and cooperation in bringing this study to a successful conclusion. It has been a pleasure working with the District on this critical project. Please do not hesitate to contact us if we can provide any additional information or clarification regarding this report.

Respectfully Submitted,  
Koff & Associates, Inc.



Georg S. Kramer  
Chief Executive Officer