



Organizational Structure & Staffing Component

JANUARY 5, 2026

Efficiency and Business Transformation Study



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1.0 Introduction

For Task 3A, the St. Helena (City) assigned Blackberg to review departmental structures, staffing levels, and resource allocations. Specifically, this includes the following:

- Review City of St. Helena citywide organizational chart;
- Review span and control;
- Number of staff that directly report to a manager/supervisor; and
- Centralization or decentralization of certain functions

In 2024, the City hired Ralph Andersen and Associates to complete a “Compensation Analysis” for City personnel positions. Blackberg reviewed the Compensation Analysis and gathered additional data from the City (e.g. organizational chart, budget information, workload, etc.). Blackberg also conducted a series of workshops for the City. The purpose of the workshops was to examine the City’s current staffing structure and to explore possible improvements. We split the workshops into “Workshop 1” and “Workshop 2”. In Workshop 1, we focused on the staffing structure of individual Departments. Per City input and our contract, we did not include the Police or Fire Department in Workshop 1. We hosted and facilitated 5 Workshop 1 events (i.e. one for each Department), and only the members of the specific Department attended their respective Workshop 1. In Workshop 2, we hosted and facilitated the staffing structure across Departments (citywide). For Workshop 2, the City Executive Managers and City Manager were present. The findings from the Workshops inform this deliverable; however, we do highlight areas of workshop findings that derive from City employee input and recommendations versus Blackberg independent analysis and recommendations.

During our first data request, we did not receive a copy of the Ralph Andersen and Associates’ Compensation Analysis nor did we know it existed. We are also aware from multiple interviews with City staff, and the City staff survey that we conducted for Deliverable 1, that there is disagreement and concerns about total compensation. Therefore, Blackberg conducted a limited analysis of salary benchmarks that we discuss in detail in Section 3.

2.0 Ralph Andersen and Associates Compensation Analysis

Blackberg received the Ralph Andersen and Associates’ Compensation Analysis without any explanation of methodology, discussion of analysis findings, or definition of terms. The data that we have available from the Compensation Analysis are data tables. We provide an example in **Figure 1**.

The City should be cautious in how it uses and interprets the data because it is a very small sample size. The sample size ranges from 3 – 14. Blackberg views the primary usefulness of this data as being insights into how much the City would likely need to offer to “hire away” an existing employee of one of these cities. However, based on the data, one should not assume that it provides accurate information about salary averages and medians within the region from which hires can be made. Therefore, we do not believe the Ralph Andersen and Associates’ Compensation Analysis can answer the question of “are the salaries paid by the City fair for both itself and its employees.” Rather, it provides guidance on what the City might need to pay to recruit from a specific city. We

**ST HELENA
LABOR MARKET SALARY SURVEY**

Statistics computed using range Control Point/Max

Assistant Administrative Services Director

Agency	Comparable Class Title	Minimum	C.P./Max	Spread
Vacaville	Assistant Dir of Finance	\$ 11,942	\$ 14,509	21.5%
St Helena	Assistant Administrative Services Director	\$ 11,517	\$ 13,999	21.6%
Santa Rosa	Deputy Director of Finance	\$ 10,549	\$ 13,645	29.3%
Novato	Deputy Director of Administrative Services	\$ 11,184	\$ 13,594	21.5%
American Canyon	No Comparable Class			
Calistoga	No Comparable Class			
Fairfield	No Comparable Class			
Healdsburg	No Comparable Class			
Napa	No Comparable Class			
Petaluma	No Comparable Class			
Rohnert Park	No Comparable Class			
San Rafael	No Comparable Class			
Yountville	No Comparable Class			
	St Helena Rank	2/4		
	Coefficient of Variance	4%		
	Number of Observations	3	Market Value	Percent +/-
	Variability	Low		
	Labor Market Mean		\$ 13,916	0.59%
	Labor Market Median		\$ 13,645	2.53%
	25th Percentile		\$ 13,619	2.71%
	75th Percentile		\$ 14,077	-0.56%
	Percentile Rank		70	

Figure 1 – Data Table: This is an example of a data table from Ralph Andersen and Associates.

do emphasize that the Compensation Analysis is useful information, but we caution on how the City uses it and what the City derives from it in terms of information value.

In Section 3, Blackberg provides a macro view of compensation data that complements the Ralph Andersen and Associates' Compensation Analysis. Our analysis is limited to 10 positions, but we include much larger sample sizes (See **Figure 7**). The larger sample sizes enable us to more accurately answer the question “are the salaries paid by the City fair for both itself and its employees.” We attempt to answer that question in Section 3.

3.0 Salary Benchmark Analysis

To develop a better understanding of the City's salary structure and total compensation for executive managers, Blackberg investigated salary data supplied by “Transparent California¹.” The primary issue in the Transparent California data set is current data availability. There is a considerable amount of time between cities gathering and submitting their data and publication. In **Figure 2** (next page), the Director of Accounting data is from 2024; the City Clerk data is from 2022; and all other data is from 2023. In searching the database, we used titles closely matching the City's titles with a few exceptions. First, we did not search for an “Administrative Services Director”; instead, we searched for “Director of Accounting.” We believed this was a better match to the core responsibilities of the position. Second, we did not search for a “Director of Community Services” because this was a somewhat ambiguous title. Instead, we searched for “Senior Librarian” and “Recreation Director.” These are the two primary service areas under the Director of Community Services.

Figure 1 provides the Average Base Pay and Average Total Compensation. The Average Base Pay is guaranteed salary for the position. Average Total Compensation is Average Base Pay plus any forms of additional compensation (e.g. bonuses). Average Total Compensation does not include any benefits. In reviewing the data set, we found considerable variation in the amounts provided through a bonus structure versus base pay. For example, with the City Manager position, 22 individuals reported 0 “other pay” (i.e. bonus). However, in the same data set, one City Manager received \$412,220 in other pay. Therefore, the Average Total Compensation is better to use for comparing St. Helena's compensation to other cities.

3.1. Population Size Impact

It is known that total compensation typically (but not always) correlates strongly positive to the city population size of a sample data set. To examine this belief, we added population data to the salary data set and calculated the correlation coefficient between total compensation and population size for City Manager. As expected, the correlation coefficient is strongly positive at 0.46. To better understand the impact of population size, we calculated the Average Total Compensation of the City Manager and the Director of Public Works within 5 different city population size ranges (See **Figure 3**, next page). In Figure 2, one can see that the impact of population size on Average Total Compensation is quite large. Be mindful, as you consider this, that the primary driver of salary is the job title and associated job requirements. Therefore, being a secondary driver, population size is a strongly positive correlation.

¹ Transparent California, <https://transparentcalifornia.com/>, October 28, 2025.

Average Base Pay and Average Total Compensation from Samples

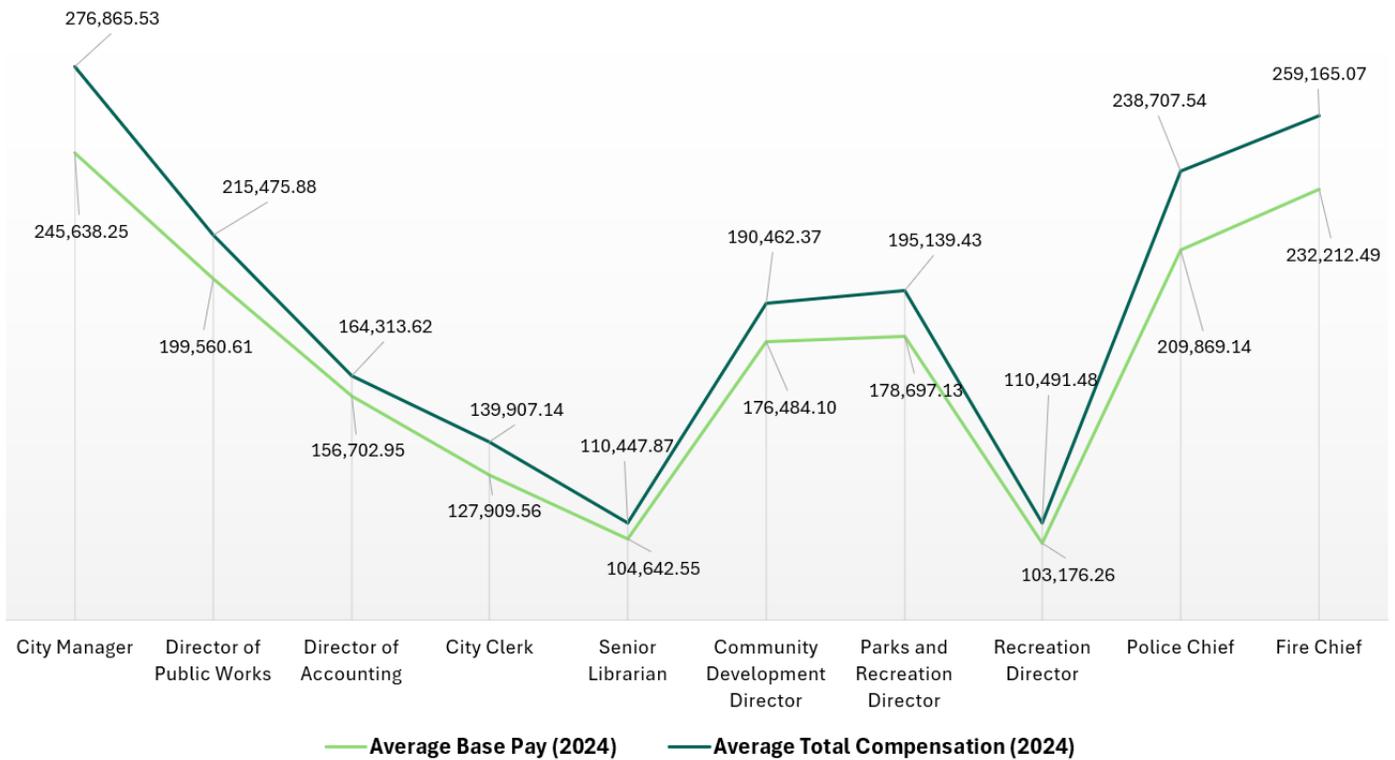


Figure 2 - Average Pay for Executive Managers: The average pay for executive managers derives from Blackberg’s calculations of data from Transparent California, and it is split between base pay and total compensation.

City Manager			Director of Public Works		
Average Total Compensation	Population		Average Total Compensation	Population	
\$ 214,745.33	0-10,000		\$ 194,825.12	0-10,000	
\$ 247,083.67	10,000-20,000		\$ 191,840.58	10,000-20,000	
\$ 281,295.21	20,000-50,000		\$ 207,876.84	20,000-50,000	
\$ 312,435.33	50,000-100,000		\$ 227,595.73	50,000-100,000	
\$ 356,223.79	Over 100,000		\$ 259,580.48	Over 100,000	

Figure 3 - City Population Impact on Compensation: There is a clear, positive correlation between increased city population size and increased total compensation (this data is adjusted to 2024).

3.2. Comparison to St. Helena

To examine St. Helena’s total compensation for certain management positions (primarily executive management), Blackberg developed a line chart in Excel (See **Figure 4**). There are three lines: 1) Sample Average Total Compensation (Red); 2) Small Town Sample Average Total Compensation (Green); and 3) St. Helena Total Compensation (Blue).

The Sample Average Total Compensation (Red Line) are the samples taken from the Transparent California data set (See **Figure 3**). It includes data for cities ranging in size from a population of 222 (Vernon) to 3,857,897 (Los Angeles). The average population size for this set of data is about 65,000-85,000 (mid-sized city). Therefore, one could think of these total

compensation figures (red line) as representative of a city with a 65,000-85,000 population – including all the complexities that come with such a city.

The Small Town Sample Average Total Compensation (Green Line) are taken from the Transparent California data set for cities with a population under 10,000. There are three important considerations: 1) city centric data was lacking for the Director of Accounting position, so it has a null value; 2) there were no Senior Librarians in cities with a population under 10,000, so its rate comes from under 50,000; and 3) there were only three samples of Fire Chief total compensation for cities with under 10,000 in population.

The St. Helena Total Compensation (Blue Line) comes from the City’s report to the State of California for 2024². It tends to track the mid-sized city (red line) total compensation, and except for Senior Librarian, St. Helena’s total compensation package tends to be well above cities with a population of under 10,000.

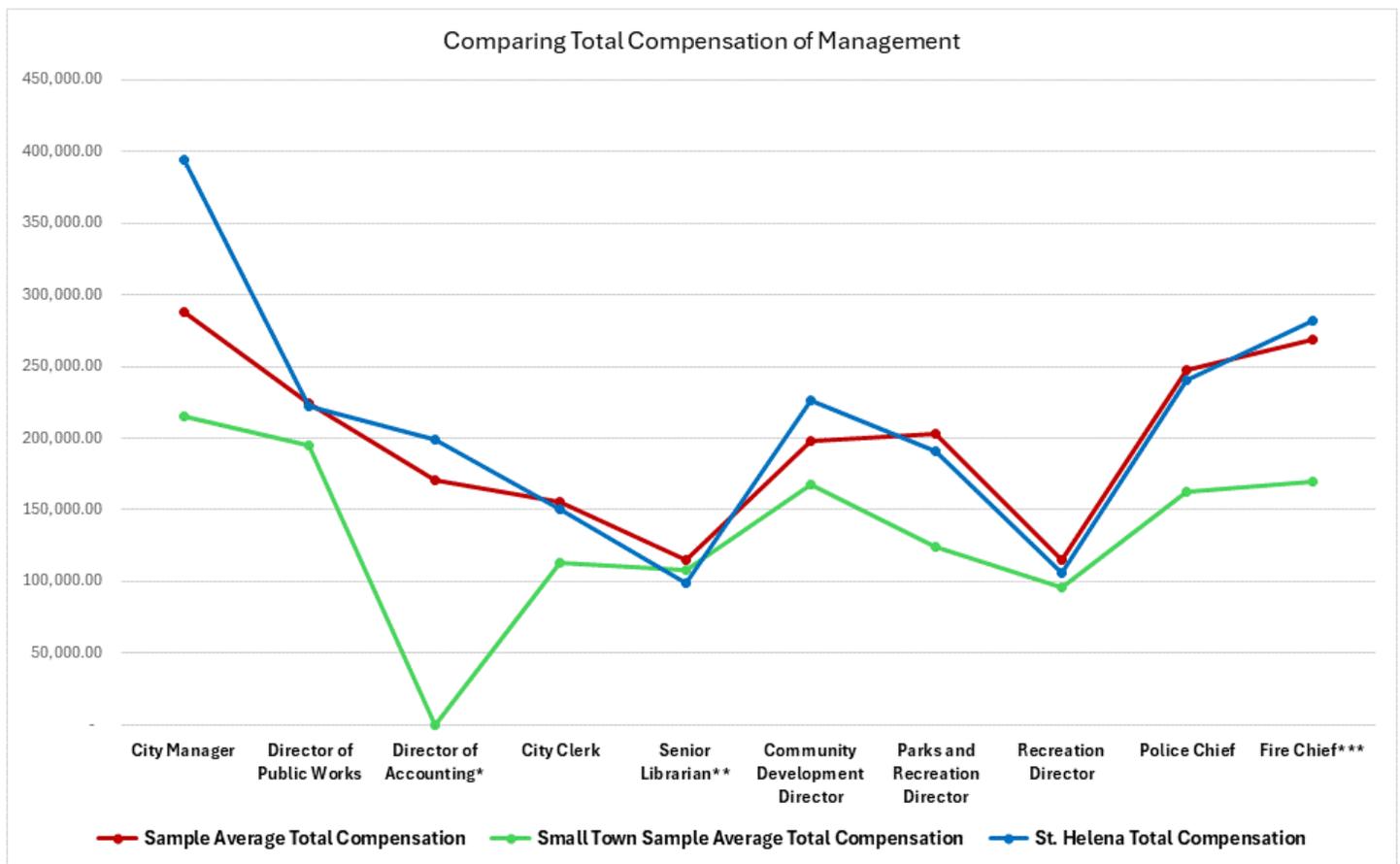


Figure 4 - Total Compensation Comparison: This compares St. Helena to a sample average from the Transparent California database. The Small Town sample is limited to towns with a population under 10,000.

* Director of Accounting data was not city centric; therefore, a null value exists for “Small Town Sample.”

** Senior Librarian did not exist in towns under 10,000, so we used towns under 50,000 for Senior Librarian exclusively.

*** Fire Chief sample size is only three (3) for under 10,000.

² Government Compensation in California, <https://publicpay.ca.gov/Reports/Cities/City.aspx?entityid=286&year=2024>, November 3, 2025.

3.2.1. Percentage Differences

In comparing St. Helena to mid-sized cities, 40% of its positions, in our analysis, are above total compensation averages and 60% are below total compensation averages. However, except for Senior Librarian, none are considerably lower than the average; although, three are considerably higher than the average (See **Figure 5**). Figure 5 shows variability (as a percentage) for St. Helena’s total compensation versus the baseline (Sample Average Total Compensation). In Figure 4, the baseline is 0%, and the colored bars are St. Helena’s total compensation variations from the baseline (positive and negative). In **Figure 6**, we provide the same type of analysis as Figure 5; however, in Figure 6, we compare St. Helena to other small towns (populations under 10,000). Given that increasing population size has a well-known positive correlation with increasing total compensation, Figure 6 is more relevant for St. Helena’s use. Figure 6 demonstrates that St. Helena’s total compensation for the shown job titles is well above small town averages, except for the Senior Librarian. In Blackberg’s opinion, St. Helena shows extreme levels of variance about the average for this type of data.

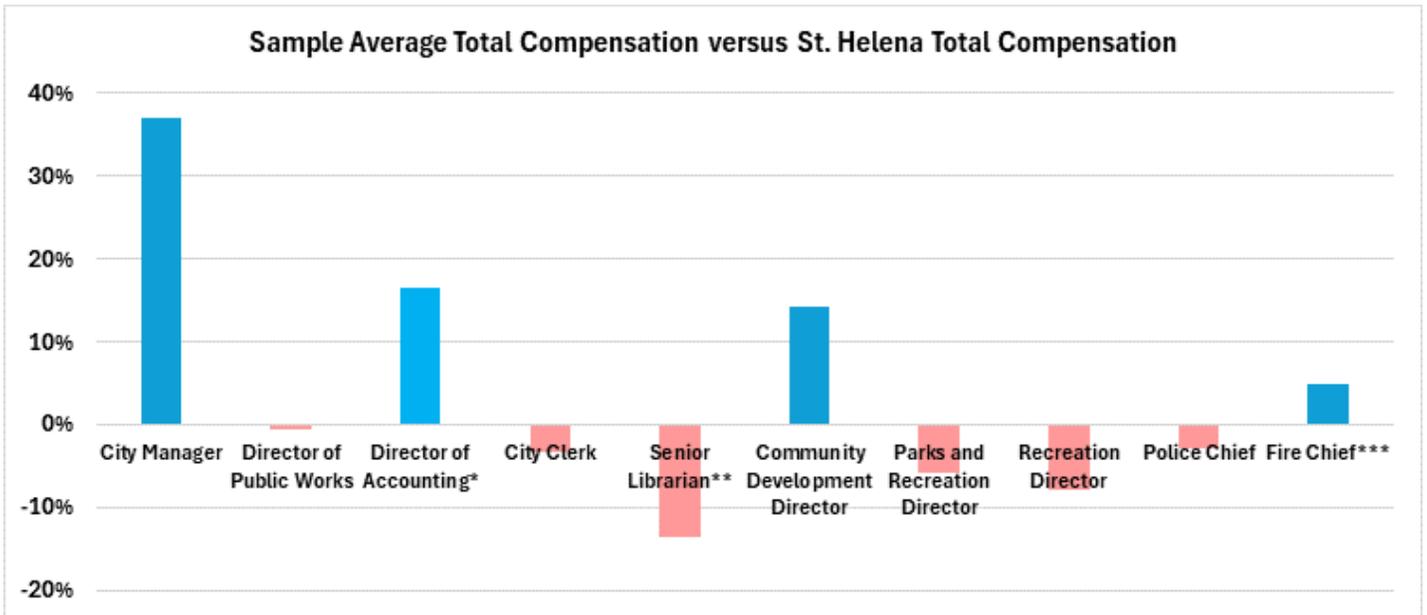


Figure 5 – St. Helena Percent Deviation from the Sample Average

* Director of Accounting data was not city centric; therefore, a null value exists for “Small Town Sample,”

** Senior Librarian did not exist in towns under 10,000, so we used towns under 50,000 for Senior Librarian exclusively.

*** Fire Chief sample size is only three (3) for under 10,000.

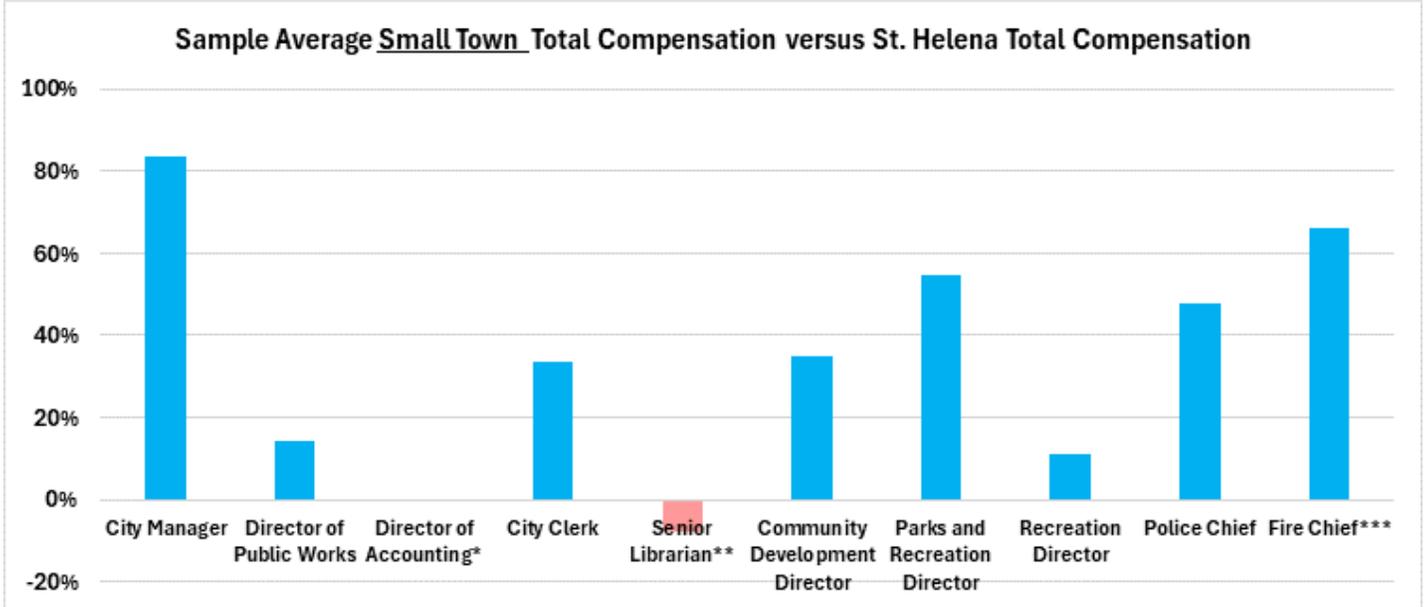


Figure 6 – St. Helena Percent Deviation from the Small Town Sample Average

* Director of Accounting data was not city centric; therefore, a null value exists for “Small Town Sample.”
 ** Senior Librarian did not exist in towns under 10,000, so we used towns under 50,000 for Senior Librarian exclusively.
 *** Fire Chief sample size is only three (3) for under 10,000.
 ****The search parameter for City Clerk was “City Clerk”, not “Program Manager”. This is a dual-hatted position, so we provide this clarity.

When compared to other small towns (Figure 6), total compensation in St. Helena demonstrates extreme levels of variance from the average for this type of data (compensation data). We have heard responses from several individuals that this is expected because “St. Helena has a very high cost of living.” To examine this, we retrieved the Regional Price Parity (RPP) data from the Bureau of Economic Analysis. The RPP data shows for 2023 that California has a 12.6 % higher RPP than the national average³. However, all data in our analysis comes from California; therefore, we must examine the cost-of-living differences at the California county level. To do this, we used the “Living Wage” data published by the Massachusetts Institute of Technology (MIT)⁴. We use the “Required annual income before taxes” data to compare Napa County to California as a whole. The data shows that Napa County has a higher Required Annual Income of **7.35%** versus the California state average. Therefore, on average, St. Helena should expect to pay a higher wage than the average wage for California; however, the premium should be approximately 7% on average. This does not explain away the high premiums shown in Figure 6.

Blackberg believes that there are two core issues creating this issue with premiums. First, this sub-market is likely experiencing a significant degree of labor market failure. Based on what we found in the region, cities appear to have an artificially small recruitment pool partially created by placing too much emphasis on candidates with public sector experience. This could partially explain why many towns in the region are paying total compensation far above the California averages, and it is difficult to recruit. Second, St. Helena does not have a Talent Management System (TMS). This leads to reactive recruiting that “always feels like a last-minute scramble.”

We strongly recommend the establishment of a TMS. It would enable the City to create a recruitment strategy and better handle market failure situations that are likely present. Further, it would be very simple for the City to internally track MIT, Transparent California, and Government Compensation In California data within a TMS. This would also eliminate the need for consulting support in this area and save the City money that could be repurposed toward the Human Resources role.

³ Bureau of Economic Analysis, <https://www.bea.gov/news/2024/real-personal-consumption-expenditures-state-and-real-personal-income-state-and>, January 5, 2026.
⁴ Living Wage Calculator, <https://livingwage.mit.edu/counties/06055>, January 6, 2025.

3.3. Discussion on Data from Transparent California

3.3.1. Transparent California

As of October 28, 2025, Transparent California is a comprehensive public database and government watchdog initiative dedicated to promoting fiscal transparency in the state of California. As the largest repository of its kind, it aggregates and provides free, searchable access to over 38 million records detailing public employee compensation, including salaries, overtime, bonuses, and pensions across various sectors such as state agencies, cities, counties, school districts, and special districts. Launched as a project of the Nevada Policy Research Institute, the platform empowers taxpayers, journalists, and researchers to scrutinize government spending, identify inefficiencies, and foster accountability in public sector payroll and retirement systems. Data is updated annually, with the latest 2024 records currently in collection, enabling users to explore historical trends and individual profiles for informed civic engagement.

3.3.2. Understanding the Data from Transparent California

Characteristics of the Transparent California data set include the following:

Data Sourcing and Self-Reporting by Agencies

- The data is not independently audited by Transparent California.
- It relies on voluntary submissions from public agencies via Public Records Act (PRA) requests.
- Agencies submit data in varying formats (Excel, PDF, CSV), which can lead to formatting inconsistencies or transcription errors during aggregation.

Incomplete or Missing Records

- Not all public entities comply fully or on time. Some delay submissions or provide partial data.
- As of 2024, some agencies are still missing from the latest dataset.
- Special districts and smaller entities are often underrepresented.

Sample Size and Characteristics

The “Job Title” search within the Transparent California database provided a reasonable sampling of relevant salary information. The sample size varied by the specific job title that we searched, and we provide that information in **Figure 7**.

Further, the retrieved data set included a wide range of city population sizes tied to the specific data records. For City Manager, the smallest city has a population of 312 (Sand City); whereas, the largest city has a population of 545,412 (Fresno). This raises some obvious concerns about the usefulness of the data for a small city, like St. Helena (population ~5,400). Therefore, we conducted additional analyses in section 2.1 and shown in Figure 2.

Job Title	Sample Size
City Manager	349
Director of Public Works	77
Director of Accounting	45
City Clerk	228
Senior Librarian	203
Community Development Director	104
Parks and Recreation Director	49
Recreation Director	76
Police Chief	189
Fire Chief	121

Figure 7 – Sample Size: This is the sample size by job title that Blackberg used.

3.3.3. Data Preparation and Analysis

Step 1 – Blackberg searched Transparent California using search terms matching the City of St. Helena’s titles for executive managers (e.g. City Manager, Director of Public Works, Senior Librarian). We did adjust the titles for some searches (i.e. Director of Accounting, Recreation Director).

Step 2 – Blackberg downloaded an Excel spreadsheet of results and formatted the data as a table. Next, we removed the overtime pay column since we were not examining it.

Step 3 – Blackberg filtered for Part Time (PT) positions and deleted them from the data set. We also examined the Job Title column and removed any that were clearly not a match for the position. For example, with City Manager, there were many Job Titles of: Assistant to the City Manager, Deputy City Manager, City Manager’s Analyst, etc. We removed these titles from the data set.

Step 4 – Using Microsoft Excel, Blackberg calculated a median and average salary for the positions in the data set. We also calculated averages for “other pay,” “Benefits,” and “Total Pay and Benefits.”

3.4. Discussion of Results

The median salary and average salary were closely coupled for all positions except Recreation Director. This is likely because there is a broader definition of roles and responsibilities for Recreation Director within various organizations. For all the positions, there is a significant range of data from the min to the max. This seems to correlate strongly with the size of the organization/City. For example, the City Manager for Blue Lake has a total compensation of \$85,597; whereas, the City Manager for Sacramento has a total compensation of \$593,240. However, there are also clearly large exceptions to this because Commerce (with a population of 12,063) has a total compensation of \$639,326.00 for City Manager. To further investigate it, we calculated the correlation coefficient between City Manager total compensation and city population size. The correlation coefficient is .46, which is moderately positive, and as expected, as stated earlier.

4.0 Workshops

Blackberg conducted a series of workshops for the City. The purpose of the workshops was to examine the City’s current staffing structure and to explore possible improvements. We split the workshops into “Workshop 1” and “Workshop 2”. In Workshop 1, we focused on the staffing structure of individual Departments. Per City input and our contract, we did not include the Police or Fire Department in Workshop 1. We hosted and facilitated 5 Workshop 1 events (i.e. one for each Department), and only the members of the specific Department attended their respective Workshop 1. In Workshop 2, we hosted and facilitated the staffing structure across Departments (citywide). For Workshop 2, the City Executive Managers and City Manager were present.

Disclaimer: This section (Section 4) contains data, recommendations, and comments from City employees. These are **not** independent Blackberg recommendations. However, Blackberg does provide summaries and analyses of what City employees provided during the Workshops.

4.1. Facilitation

Blackberg designed and developed the workshops to engage City employees in exploring roles, responsibilities, capabilities, hierarchy, gaps, lines of reporting, strategic partnerships, etc. Blackberg provided an “Introduction and Instruction” to all participants of each workshop in PowerPoint format (See Figure 8). The PowerPoint slides included background and purpose information, detailed instructions, and an introduction to frameworks for capturing thoughts. These frameworks included a Strengths, Weaknesses, Opportunities, and Threats (SWOT) Board, Workload Grid, Pain-Points Board, and Customer Needs and Expectations Board.

Blackberg used Miro (Miro.com) to facilitate the workshops. Miro is a virtual whiteboard with many different tools (including artificial intelligence (AI)) that supports group discussions and workshops. Blackberg made the Miro boards accessible to City employees before, during, and after the workshops. Blackberg conducted the workshops in Miro while using Microsoft Teams to provide video and voice conferencing for all participants.

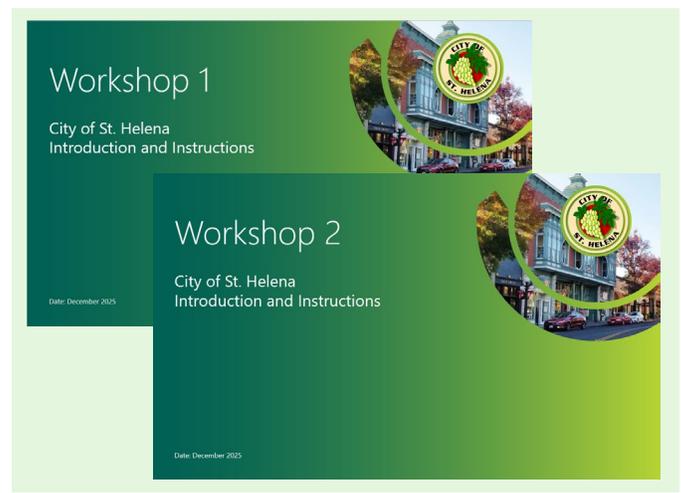


Figure 8 – Introduction and Instructions.

4.2. Workshop 1 Overview and Results

Blackberg hosted individual Workshop 1 events for the following City Departments: Administrative Services, City Clerk, Community Development, Community Services, and Public Works. Per City direction, Blackberg did not host the Police or Fire Departments for a Workshop 1 event. Workshop 1 included two types of board: SWOT Board and Organizational Chart.

For the Organizational Chart, there were two scenarios:

- **Scenario 1** (Blue Background) – Staffing Count is Fixed, but you can make any other changes.
- **Scenario 2** (Green Background) – Staffing Count can Increase.

4.2.1. Administrative Services

Administrative Services highlighted that they are currently supporting an HR Manager, IT Manager, and Special Projects role, and these roles are not on the current organizational chart. They support these roles on a part-time basis. The three roles are highlighted in yellow in **Figure 9**. This is an example of a “multi-hatted” role tactic that is common in small organizations; however, in this case, it is high risk because the roles of HR Manager, IT Manager, and Special Project deviate

substantially, in terms of knowledge and capabilities, from accounting and finance. Of note, Apex Technology Management, LLC (Apex) currently handles all IT related support the City.

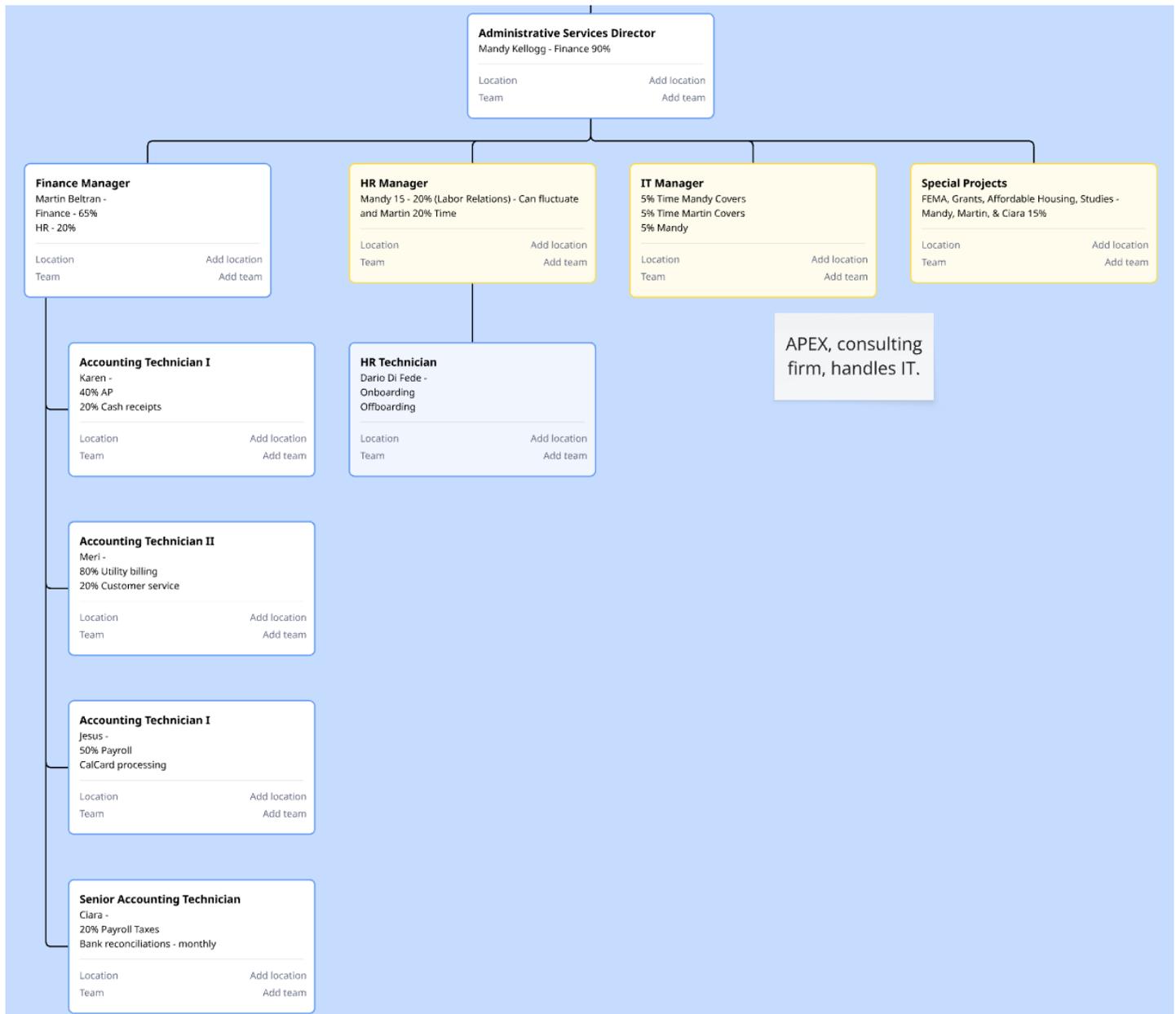


Figure 9 – Organizational Chart (Scenario 1), Administrative Services.

In scenario 2 (See Figure 10), the Administrative Services team recommended hiring a 0.5 time HR Manager and a 0.25 time IT Manager while maintaining Special Projects as a “multi-hatted role” tactic. For both the HR Manager and IT Manager positions, the team recommended seeking possibilities of these individuals being a “shared service” across other Departments or possibly with another neighboring city. The team also proposed seeking outside temporary support for known seasonal surges in work.

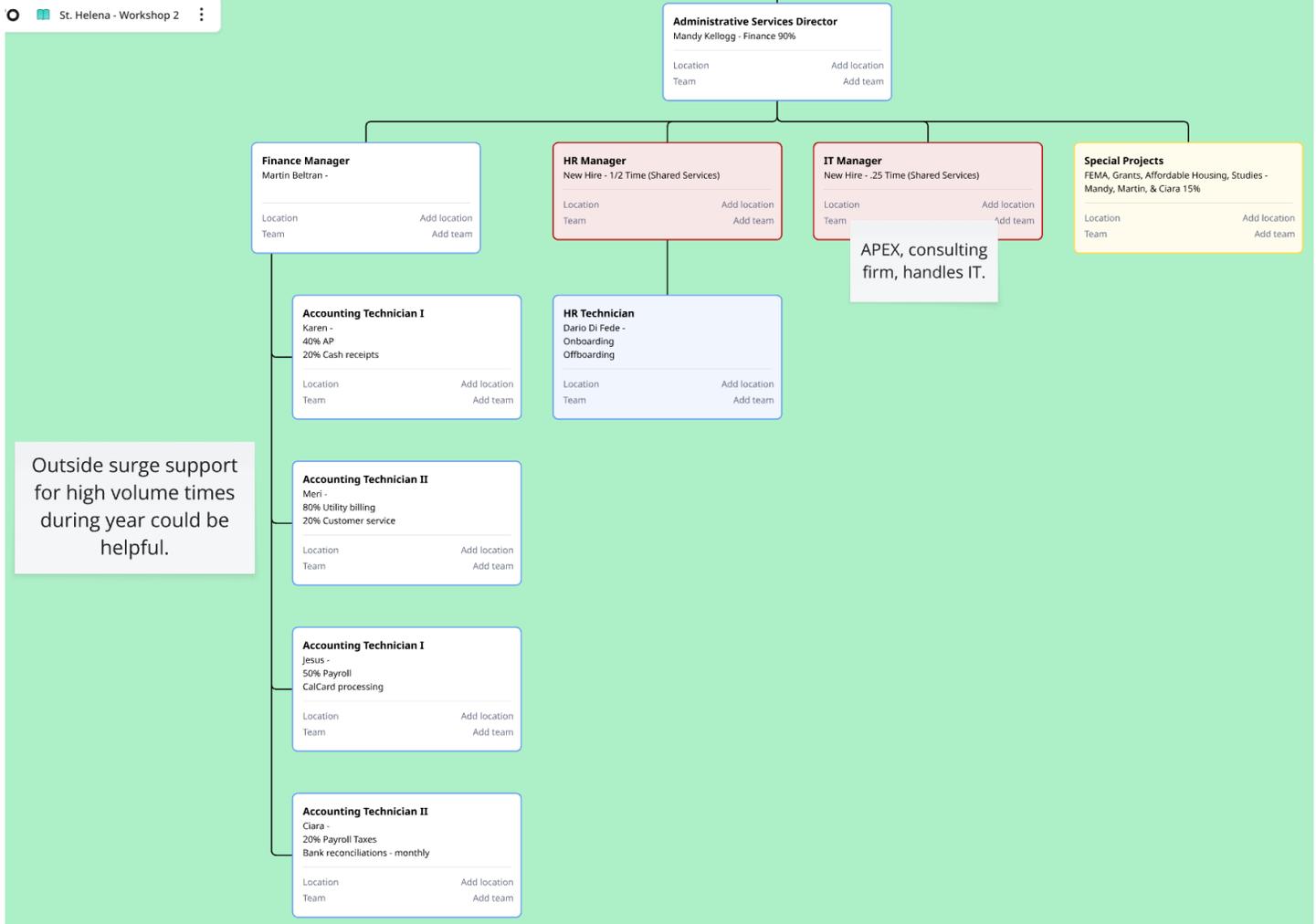


Figure 10 – Organizational Chart (Scenario 2), Administrative Services.

The Following “SWOT Table” provides a complete listing of all SWOT items captured during Workshop 1.

SWOT Table		
Category	Item	Description
Strengths	Customer Service Skills	Strong customer service orientation within the department
Strengths	Willing to help each other	Team members support one another and collaborate effectively
Strengths	Innovation amongst existing staff	Staff demonstrates creativity and innovative thinking
Strengths	Flexible and adaptable to changing work conditions	Team can adjust to evolving requirements and circumstances
Strengths	Knowledgeable staff	Staff possesses strong expertise and knowledge base
Strengths	Collaboratively updating SOPs	Team works together to maintain and improve standard operating procedures
Strengths	Tenure with the City	Long-term staff with institutional knowledge and experience
Weaknesses	Short staffing that existed contributed to back log of work	Historical understaffing has created work backlogs
Weaknesses	Staffing Turnover	Loss of staff creates continuity challenges
Weaknesses	Locating where files are saved - too many folders (some very old)	Disorganized file structure makes document retrieval difficult

SWOT Table		
Category	Item	Description
Weaknesses	Outdated SOP documentation	Makes it difficult to complete tasks that do not occur frequently
Weaknesses	Lack of knowledge limits system utilization	Access to various systems but insufficient training to use them fully (Example: Apps within Teams for task management)
Weaknesses	Disparate systems creating lack of cohesion	Systems like XBP/Springbrook don't communicate well, especially across departments
Opportunities	Education	Training and professional development opportunities for staff
Opportunities	Improved use of Software systems	Better utilization of existing software capabilities
Opportunities	Streamlining processes to reduce redundancy and speed up tasks	Process improvement initiatives to increase efficiency
Opportunities	Cross training	Developing staff skills across multiple functions
Opportunities	Evaluate time spent on current responsibilities	Time analysis to optimize workload distribution
Opportunities	Incorporate AI to make processes more efficient	Leveraging AI technology for process automation and efficiency
Opportunities	Build a dashboard showing tasks and timing	Creating visibility into work activities and time allocation
Threats	Risk of customer complaints due to process confusion from low or little cross department information visibility	Lack of transparency across departments may lead to customer dissatisfaction
Threats	Not having a dedicated person for Contract Management/Risk Management	Gap in critical administrative functions
Threats	Inability to absorb Special Projects as FEMA Liaison, Affordable Housing, Grant Reporting	Limited capacity to take on additional specialized work
Threats	Software not used to fullest capabilities	Underutilization of available tools and systems
Threats	Increased backlog workload detracts from cross training	Work volume prevents skill development initiatives
Threats	Risk of compliance issues related to HR leave of absences	Potential regulatory or policy violations in leave management
Threats	Lack of cross training leads to inability to cover for colleagues out of office	Coverage gaps when staff are unavailable
Threats	New software/programs creating improvements in other departments but causing additional work for Finance	Departmental system changes create downstream work for Finance team

4.2.2. City Clerk

The City Clerk currently has two full-time employees, and both employees attended the Workshop 1. In scenario 1, the team identified 3 positions (highlighted in yellow in **Figure 11**) which they jointly cover on a part-time basis. This is another example of the “multi-hatted role” tactic. In this case, the additional roles pair reasonably with the core skills and capabilities of the two employees who officially cover the City Clerk and Administrative Analyst roles. The amount of time that they spend covering the additional roles (yellow highlighted) is considerable: 20%, 35%, and 40% time commitments were estimated by the staff. They emphasized that the Executive Assistant position shows considerable variance in time commitment needs day to day and week to week.

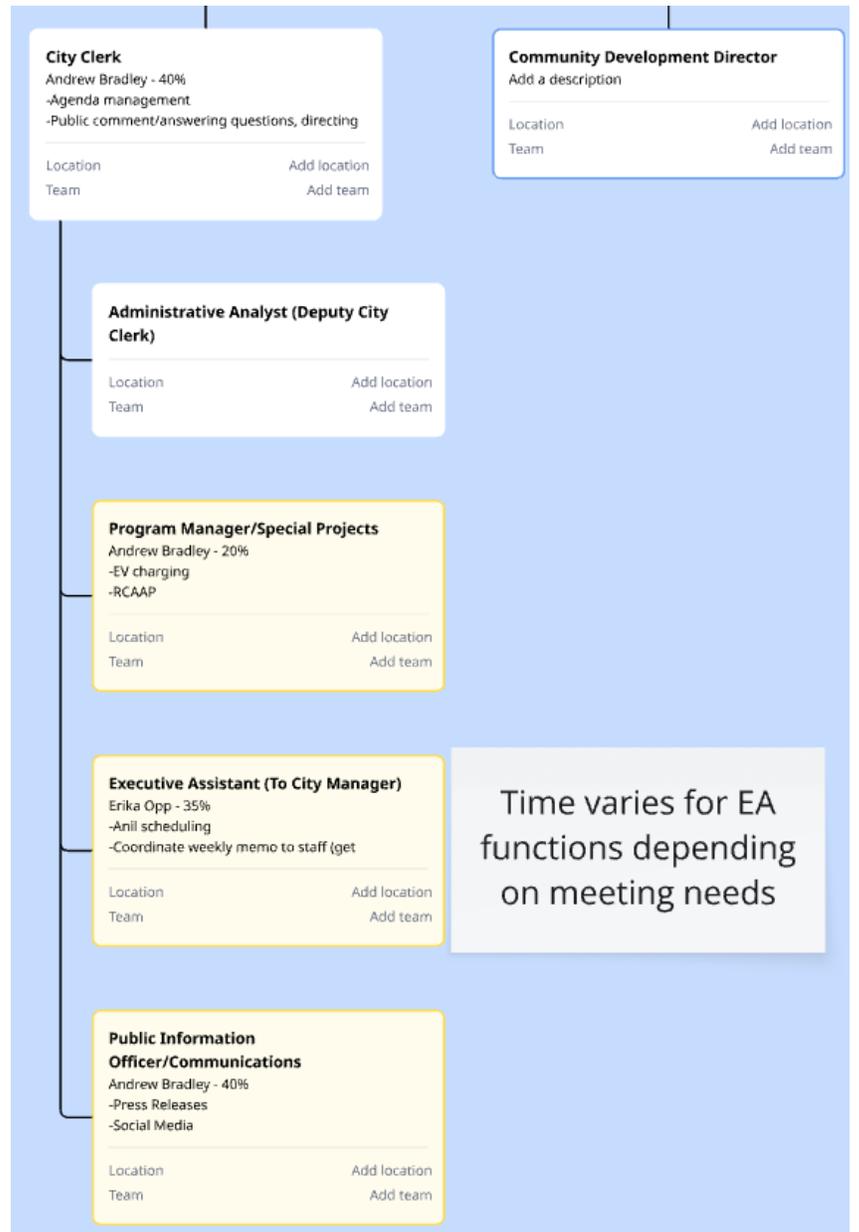


Figure 11 – Organizational Chart (Scenario 1), City Clerk.

For scenario 2, the team recommended 1 new hire that is highlighted in red in **Figure 12**. They propose a new role of “Records Analyst/Administrative Records Assistant.” They supported this recommendation by noting that there are significant challenges with records management and handling the volume of requests made by the public. They documented this in the SWOT table on the next page.

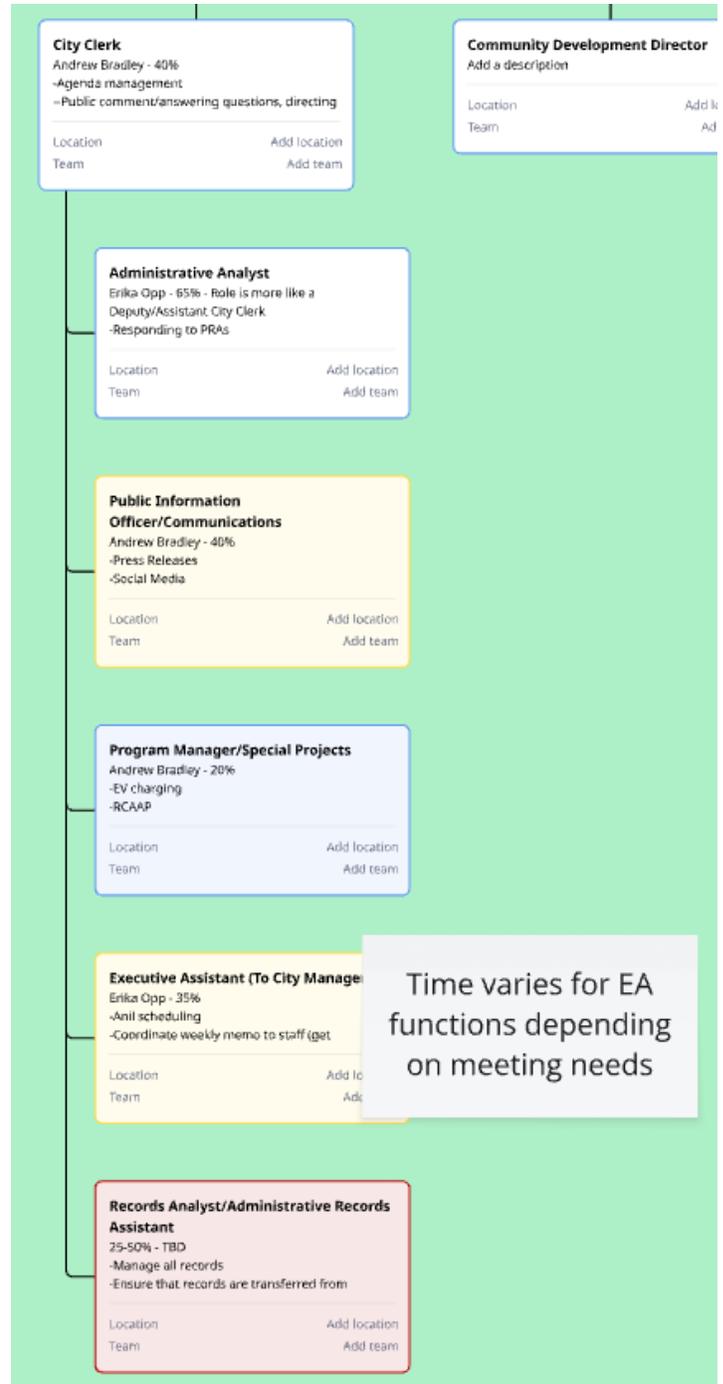


Figure 12 – Organizational Chart (Scenario 1), City Clerk.

The Following “SWOT Table” provides a complete listing of all SWOT items captured during Workshop 1.

SWOT Table		
Category	Item	Description
Strengths	Ready to learn/small department	Small department focused on getting things right with a commitment to quality work
Strengths	Staff works well together	Strong team collaboration and cohesion within the City Clerk department
Strengths	Responsive to departments and public	Effectively serves both internal departments and the community/public needs
Strengths	Organized workflows	Structured processes for agenda creation/approvals, PRAs, and public comments management
Strengths	Repetitive tasks aid learning	Regular council meetings and recurring tasks help facilitate learning and continuous improvement
Weaknesses	Regulatory needs/filing deadlines	Challenges meeting various regulatory requirements and filing deadlines
Weaknesses	Records not centralized	Not having all records in one place, creating inefficiencies in record retrieval and management
Weaknesses	Time management	Difficulty managing time effectively across various responsibilities
Weaknesses	Lack of experienced staff	No one in department with true City Clerk experience other than on-the-job learning
Weaknesses	Outdated software	Difficult to manage software, especially for staff reports, leading to missed deadlines by departments
Opportunities	Create regulatory calendar	Continuing to learn regulatory needs and create annual calendar for filing requirements
Opportunities	New agenda management software	Exploring options for improved agenda management systems
Opportunities	New PRA management software	Investigating solutions for better Public Records Request management
Opportunities	New board/council management software	Looking at updated software for managing board and council activities
Opportunities	Digital records transition	Getting records into Laserfiche and moving away from paper files
Opportunities	File automation	Implementing automation for moving files from individual departments into central repository/Laserfiche
Opportunities	RGS partnership	Working with RGS to get caught up on regulatory filing requirements
Opportunities	Staff development	Training and development opportunities through conferences, RGS, and CMCA mentorship
Threats	Records management challenges	Difficulty keeping up with retention policy and records management requirements
Threats	Backlog of record keeping	Behind on some record keeping and regulatory filing that requires attention
Threats	Public Records Request volume	Hard to keep up with the volume of Public Records Requests
Threats	Budget constraints	Lack of funds to move department forward with needed software and resources
Threats	Time limitations	Staff wearing multiple hats, limiting time available for City Clerk responsibilities
Threats	Election knowledge gaps	Not having a good grasp on what needs to be done regarding elections

4.2.3. Community Development

Community Development identified 2 additional roles that the team covers through a “multi-hatted role” tactic. The 2 additional roles are highlighted in yellow in both scenario 1 (blue background) and scenario 2 (green background). The 2 roles are “Planning Commission Clerk/Secretary” and “Code Enforcement.” These 2 roles are currently covered by multiple individuals on the existing team. (See **Figure 13**)

In scenario 2 (green background), the team also proposes the addition of 3 new hires. They recommend new hires for the roles of “Housing Manager”, “Economic Development Specialist”, and “Code Enforcement Officer.” They propose the Housing Manager as full-time and both the Economic Development Specialist and Code Enforcement Officer as part-time positions.

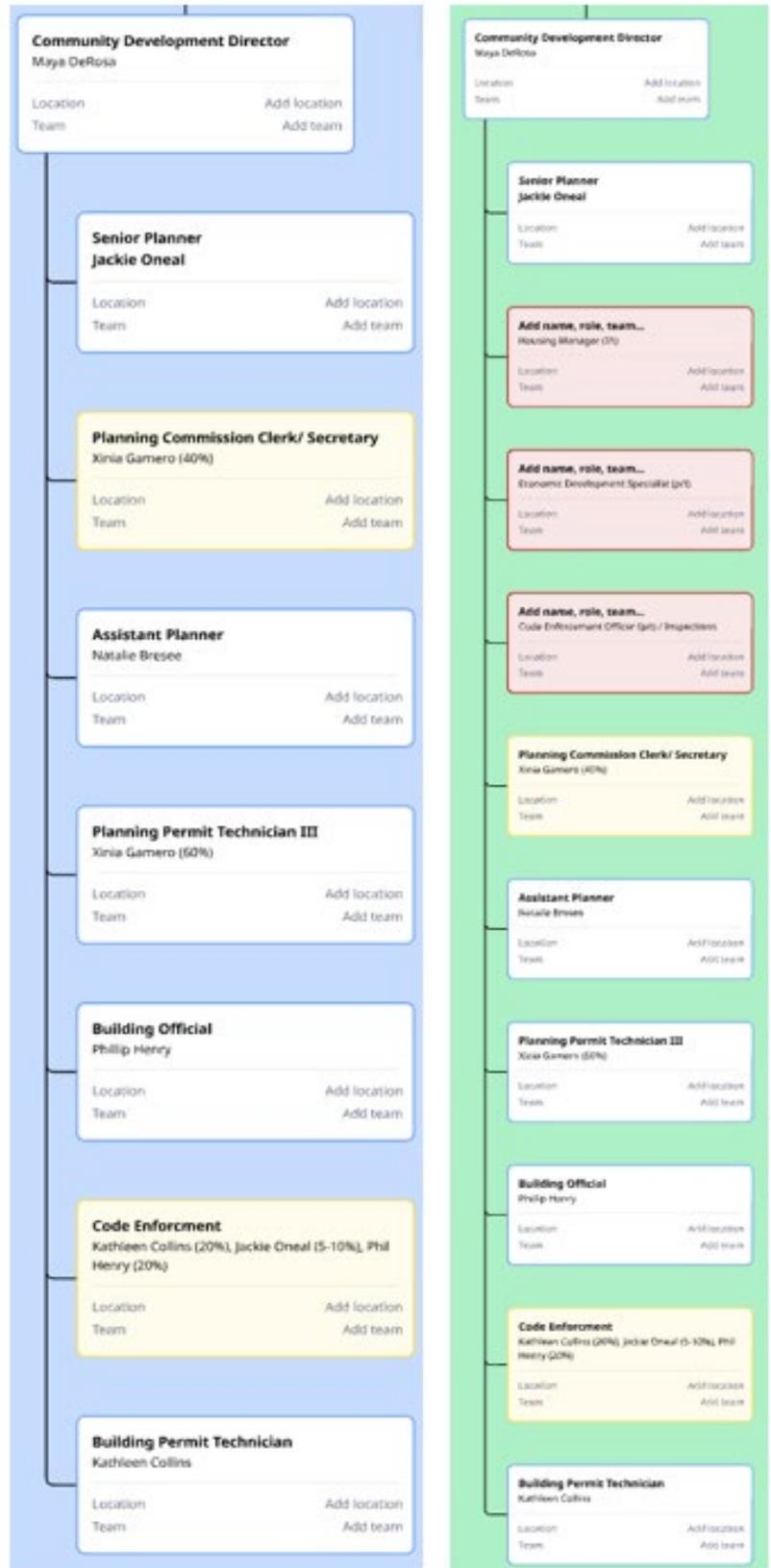


Figure 13 – Organizational Chart (Scenarios 1 & 2), Community Development.

The Following “SWOT Table” provides a complete listing of all SWOT items captured during Workshop 1.

SWOT Table		
Category	Item	Description
Strengths	High level of customer service provided	The team consistently delivers excellent customer service to clients and stakeholders
Strengths	Weekly team meetings	Regular meetings ensure alignment and communication across the team
Strengths	Responsiveness to public and other departments	Quick and effective responses to inquiries from the public and interdepartmental requests
Strengths	Most team members cross trained	Staff versatility allows for coverage and knowledge sharing across different functions
Strengths	Deliverables completed on-time	Projects and tasks are consistently completed within established deadlines
Strengths	Permit software increased efficiency	Implementation of specialized software has streamlined permitting processes
Strengths	New permitting software implemented in Sept 2025	Recent technology upgrade provides modern tools for permit management
Strengths	Team has a strong will to provide quality service	Staff is motivated and committed to delivering high-quality outcomes
Strengths	Many opportunities to attend trainings via webinars/conferences/etc	Continuous professional development is available and encouraged
Strengths	Internal/dept. support	Strong support systems exist within the department
Strengths	Internal communication	Effective communication channels within the team
Weaknesses	Need to put more routine processes into SOPs	Lack of standardized operating procedures for routine tasks
Weaknesses	No dedicated role for housing manager	Missing specialized position for housing management responsibilities
Weaknesses	No dedicated staff to work on economic development	Lack of focused resources for economic development initiatives
Weaknesses	Responsiveness of other departments in development review	Delays in interdepartmental coordination for development reviews
Weaknesses	Lack of communication protocols (interdepartmental) related to dealing with building permit customers	Inconsistent customer communication across departments
Weaknesses	Lack of cohesive use of available software/tools to full capacity	Underutilization of existing technology resources
Weaknesses	New permitting software not fully implemented with online inspection scheduling. Should have this 100% in 2026	Incomplete implementation of key software functionality
Weaknesses	Reliance on outside contract planners for larger and complex projects	Dependency on external resources for significant planning work
Weaknesses	No dedicated code enforcement officer role	Missing specialized position for code compliance oversight
Weaknesses	Growing illegal short term rentals	Increasing non-compliance issues with short-term rental regulations
Weaknesses	Meeting expectations of community that can be demanding	Challenges in satisfying high community expectations
Weaknesses	Lack of trust from appointed or elected officials	Relationship challenges with key decision-makers

SWOT Table		
Category	Item	Description
Weaknesses	Lack of trust from a small faction of members of the public/practitioners that we do business with	Credibility issues with certain stakeholders
Weaknesses	Water Neutrality policy has not been updated and creates uncertainty in process	Outdated policy causing procedural ambiguity
Weaknesses	Lack of staff support from elected officials	Insufficient backing from political leadership
Opportunities	Records retention	Potential to improve document management and archiving systems
Opportunities	A Housing Manager would provide expertise in area of helping City meet special Council requests in proactively addressing need for workforce housing and incentives	Specialized role could advance housing initiatives
Opportunities	Make all city staff feel valued and supported	Enhance employee morale and engagement across departments
Opportunities	Creating standardized email templates to reply to "top 10" inquiries	Efficiency improvement through communication standardization
Opportunities	Streamline ADU permits by removing water neutrality requirement and separate utility connections	Process simplification for accessory dwelling units
Opportunities	Finding opportunities to utilize AI to increase productivity in workflow	Technology adoption to enhance operational efficiency
Opportunities	Training/career growth webinar opportunities for general staff other than mid-management and directors	Expanded professional development for all staff levels
Opportunities	New hire of Assistant Planner will help with work capacity and special projects that have been sitting on the back burner	Additional resources to address backlogged initiatives
Opportunities	Code enforcement officer could help with growing illegal Short Term Rentals	Dedicated role to address compliance issues
Opportunities	City would benefit from a f/t HR Director	Enhanced human resources management and support
Opportunities	Hire p/t Geographic Information System or share with another City	Improved mapping and spatial analysis capabilities
Threats	Meeting expectations of community that can be demanding	Pressure from high community standards and expectations
Threats	Constantly changing legal landscape (HCD and State constantly implementing new requirements)	Regulatory volatility requiring continuous adaptation
Threats	Lack of trust from appointed or elected officials	Potential for decision-making obstacles due to trust issues
Threats	Lack of trust from a small faction of members of the public/practitioners that we do business with	Stakeholder relationship challenges affecting operations
Threats	Growing illegal short term rentals	Increasing non-compliance issues impacting housing availability
Threats	Water Neutrality policy has not been updated and creates uncertainty in process	Policy gaps creating procedural and compliance challenges
Threats	Lack of staff support from elected officials	Political challenges affecting departmental effectiveness
Threats	Increased State legislation adding additional burden for cities to comply with new reporting and other requirements	Growing regulatory compliance demands

SWOT Table		
Category	Item	Description
Threats	Small jurisdictions generally don't have the staff to gather required data/reporting requirements	Resource constraints affecting regulatory compliance

4.2.4. Community Services

In Scenario 1 (See Figure 14), Community Services identified roles not on the current City organizational chart. For the Library, this included 8 part-time staff that total approximately 75 additional hours of support per week. The part-time status for these 8 individuals varies between 4-15 hours per week. We clarified that these individuals are not volunteers. They are employees of the City. Recreation also identified a missing group of 3 Seasonal Recreation employees who work part-time. Their time varies between 10-20 hours per week throughout the year.

The Recreation Manager is “dual-hatted” in supporting the position of Recreation Manager and Director of Community Services. The Recreation Supervisor provides “dual-hatted” coverage of their role and Recreation Manager when the Recreation Manager is handling the Director of Community Services position.

In Scenario 2 (See Figure 15), the Library proposes hiring 2 new positions: 1) Library Associate for Programs and Marketing, and 2) Librarian for Outreach and Teens. Recreation proposes hiring 3 new positions: 1) Recreation Coordinator, 2) Volunteer & Special Events Coordinator (60% time), and 3) Contract Services Specialist (50% time). They envision the Contract Services Specialist as coordinating contracts but not developing or awarding RFPs.

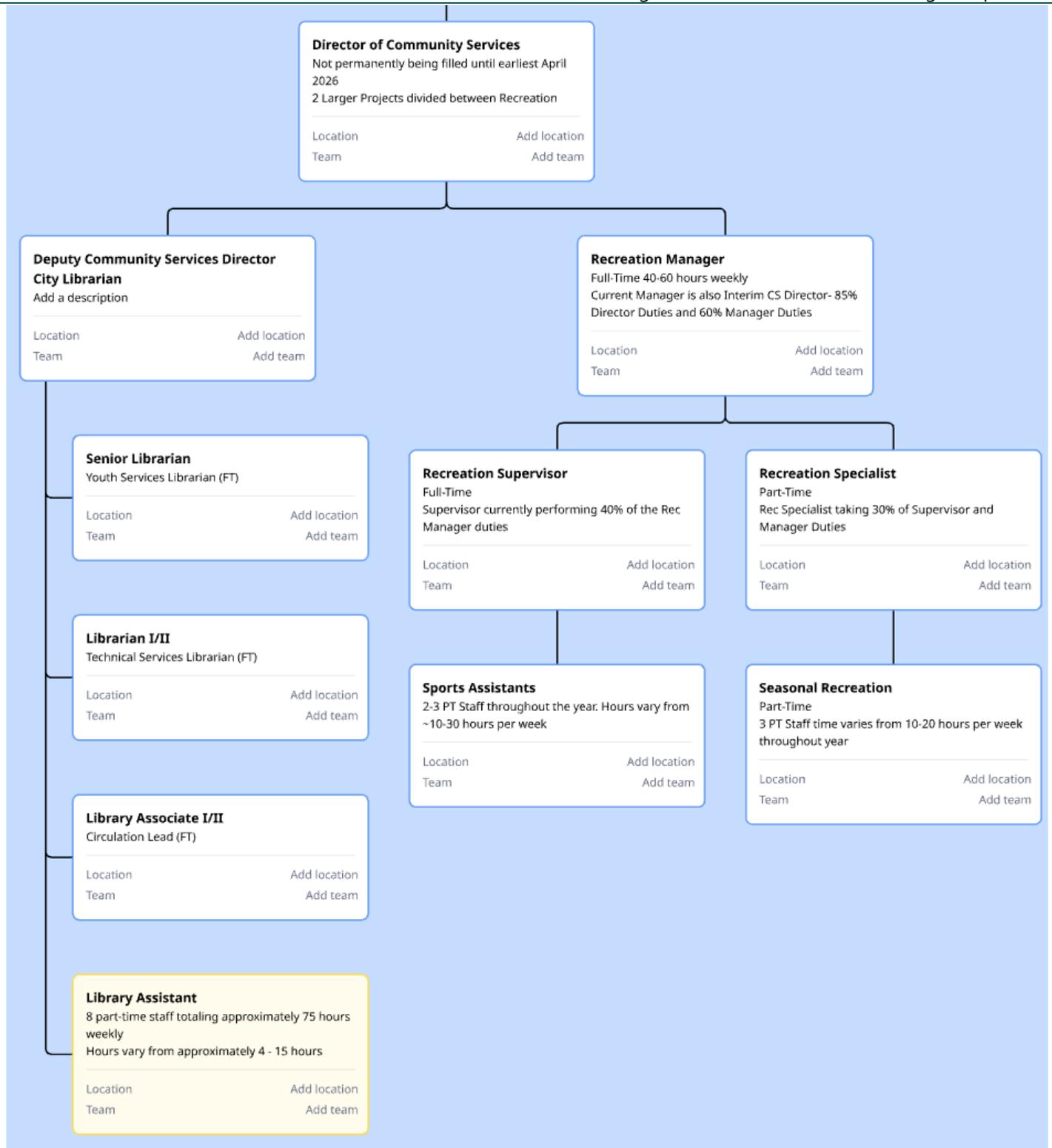


Figure 14 – Organizational Chart (Scenarios 1), Community Services.

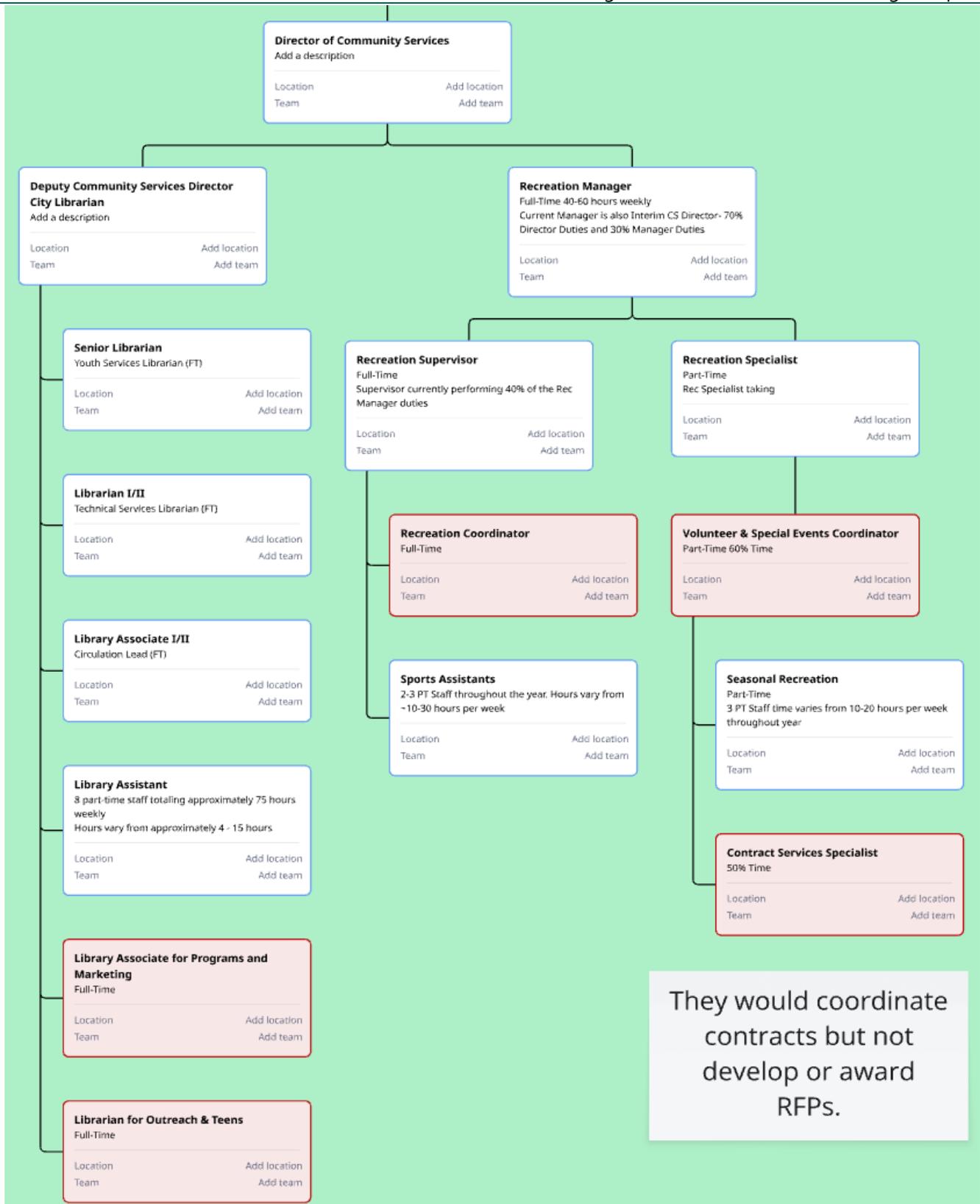


Figure 15 – Organizational Chart (Scenarios 2), Community Services.

The Following “SWOT Table” provides a complete listing of all SWOT items captured during Workshop 1.

SWOT Table		
Category	Item	Description
Strengths	Staff collaboration and willingness to work together (& library)	Recreation and Library staff work together effectively as a team
Strengths	Rec- Willingness to help and assist other staff with programs	Staff members readily assist each other with programming needs
Strengths	Rec- Part-time staff (& library)	Availability of part-time staff across both departments
Strengths	Rec- Established and positive Community member relationships	Strong connections with community members that support operations
Strengths	Rec- Cohesive Full Time Staff Teamwork	Full-time staff work effectively as a cohesive unit
Strengths	Rec- Enhanced Community Engagement	Successfully engaging with the community through various initiatives
Strengths	Rec- Community partnerships	Established partnerships with community organizations
Strengths	Library - collaborative & flexible staff(&rec)	Staff demonstrates flexibility and collaboration across departments
Strengths	Library - Sees benefit to outreach and getting out into the community	Staff understands the importance of community outreach
Strengths	Library - Willing to use work-arounds when needed	Adaptability in finding solutions despite limitations
Strengths	Library - Part time staff who can step up and provide additional support when needed	Part-time staff willing to take on additional responsibilities
Strengths	Library - Accustomed to working on a shoestring	Staff experienced in maximizing limited resources
Strengths	Library - Committed staff	Dedicated employees committed to serving the community
Strengths	Library - Great customer service with patrons	Consistently providing excellent service to library users
Strengths	Library - Effective creative problem solving	Finding innovative solutions to challenges with limited resources
Strengths	Rec- Maximizing programming with current staffing and budget levels	Making the most of available resources for programming
Weaknesses	Currently only 2 FT staff members- PR	
Weaknesses	Rec- Recreation Manager currently interim director and recreation manager duties still	Single person handling multiple leadership roles
Weaknesses	Rec- Rec supervisor currently splitting duties to take on additional tasks from Rec manager	Staff stretching beyond normal responsibilities
Weaknesses	Rec- Lack of Institutional knowledge on staff	Limited historical knowledge about operations and procedures
Weaknesses	Rec- Administrative Burdens	Excessive administrative tasks taking time from core responsibilities
Weaknesses	Rec- Restricted Innovation	Limited ability to implement new ideas due to constraints
Weaknesses	Rec- Recreation Specialist PT position but expected to do FT work	Part-time position with full-time expectations
Weaknesses	Rec- Office coverage when staff is out at meetings or in the field	Difficulty maintaining office operations when staff is unavailable

SWOT Table		
Category	Item	Description
Weaknesses	Rec- Office coverage on any event days/nights- all hands on deck	Events require all staff, leaving other areas understaffed
Weaknesses	Rec- Special event planning, workload disruption	Events create significant disruption to regular workflows
Weaknesses	Library - 4 Full time staff	Limited number of full-time employees to handle library operations
Weaknesses	Library - A teen/youth librarian and programs/outreach librarian would be beneficial to the library	Missing specialized positions that would enhance services
Weaknesses	Library - Part-time staff who are unwilling/unable to step up and provide additional support when needed	Some part-time staff unable to take on additional responsibilities
Weaknesses	Library - Reduced staffing makes it difficult to provide outreach and get out into the community	Staffing limitations restrict community outreach efforts
Weaknesses	Library - Inefficient/siloed communication	Communication barriers between departments or staff members
Weaknesses	Library - Accustomed to working on a scarcity model	Operating with constant resource limitations
Weaknesses	Library - Used to not having needs/expectations met	Staff accustomed to working with unmet requirements
Opportunities	Rec- Can reach out to community members for institutional knowledge	Leveraging community expertise to fill knowledge gaps
Opportunities	Rec- Expanded Program Offerings	Potential to develop and implement new programs
Opportunities	Rec- Professional Development for Career Growth	Opportunities for staff to enhance skills and advance careers
Opportunities	Rec- Increased special events with revenue generators	Potential to increase funding through special events
Opportunities	Rec- Expanded/different program offerings	Diversifying program portfolio to meet community needs
Opportunities	Rec- Additional teen offerings with additional staffing	Potential to expand teen services with more staff
Opportunities	Rec- Additional facility space leading to additional programming. Dependent on additional staff	Possibility of expanding physical space for more programs
Opportunities	Rec- Increased arts and culture presence	Growing focus on arts and cultural programming
Opportunities	Rec- High function volunteer program with staff dedication	Developing robust volunteer programs with staff support
Opportunities	Rec- New non-profit to help increase funding opportunities	Partnership with non-profit organization to secure additional funding
Opportunities	Rec- dedicated community members and staff finding grants in multiple areas	Potential grant funding from various sources
Opportunities	CS- cross training part time staff in both divisions	Opportunity to train staff across departments for greater flexibility
Opportunities	Library - Cross-training within division and across departments	Enhancing staff skills through interdepartmental training
Opportunities	Library outreach during city events	Using city events as platforms for library outreach
Opportunities	Library - increase Library presence in community (schools/retirement homes, etc)	Expanding library services to various community locations

SWOT Table		
Category	Item	Description
Opportunities	Increase library hours to provide extra programming or space for members of the community	Potential to extend hours of operation for greater access
Opportunities	Library - Community connections to increase outreach opportunities	Leveraging existing connections for expanded outreach
Opportunities	Library - New programming/services supported by Friends & Foundation	Support from affiliated organizations for new initiatives
Opportunities	Library - Full time and part time trainings/professional development	Opportunities for staff development at all levels
Opportunities	Library - Create training within division and across departments	Developing internal training programs to enhance operations
Threats	Rec- Overburdened Staff	Staff experiencing excessive workload leading to burnout
Threats	Rec- High turnover potential due to inadequate staffing and inability to explore and innovate within the department	Risk of losing staff due to workload and limited growth opportunities
Threats	Rec- Community Dissatisfaction	Community members unhappy with service levels or offerings
Threats	Rec- Unrealistic Community Expectations	Community expecting more than can be delivered with current resources
Threats	Rec- Missed growth opportunities	Inability to capitalize on potential growth due to constraints
Threats	Rec- Inadequate staffing leaving program gaps that community partners can fill	Risk of external organizations filling service gaps
Threats	Rec- Failing Tech systems	Technology infrastructure at risk of failure
Threats	Rec- Old outdated facilities	Physical facilities needing updates or replacement
Threats	Library - Anticipated staff changes	Expected turnover or changes in staffing
Threats	Library - uncertainty of library location (future)	Lack of clarity about future physical location
Threats	Library - Lack of cohesion	Fragmented operations or team dynamics
Threats	Library - Lack of capacity to sustain relationships and outreach programs	Insufficient resources to maintain community connections
Threats	Library - Need to further reduce programming/services due to lack of funding	Potential cuts to services due to budget constraints
Threats	Library - Inefficiencies due work-arounds	Inefficient processes created by temporary solutions
Threats	Library - Community disappointment when services aren't functional (wifi, internet, printers...)	Negative community reaction to service disruptions

4.2.5. Public Works

In Scenario 1 (See **Figure 16**), Public Works found that there was 1 missing position of Plant Operator I/II under the Wastewater division. There were also significant error in the current organizational chart in terms of lines of reporting under the Public Works Director. Please see the existing organizational chart **Figure 20** and Figure 16 to compare.

In Scenario 2 (green background in Figure 15), the Public Works team proposed adding 8 new hire positions and 7 new people. These include: 1)Assistant Engineer, 2)Project Manager, 3)Mechanic (0.75 time), 4)Maintenance Operator (full-time but split 50/50 between Wastewater and Water), 5)Plant Operator I/II, 6)Maintenance Worker I/II, and 7)Lead Maintenance Worker.

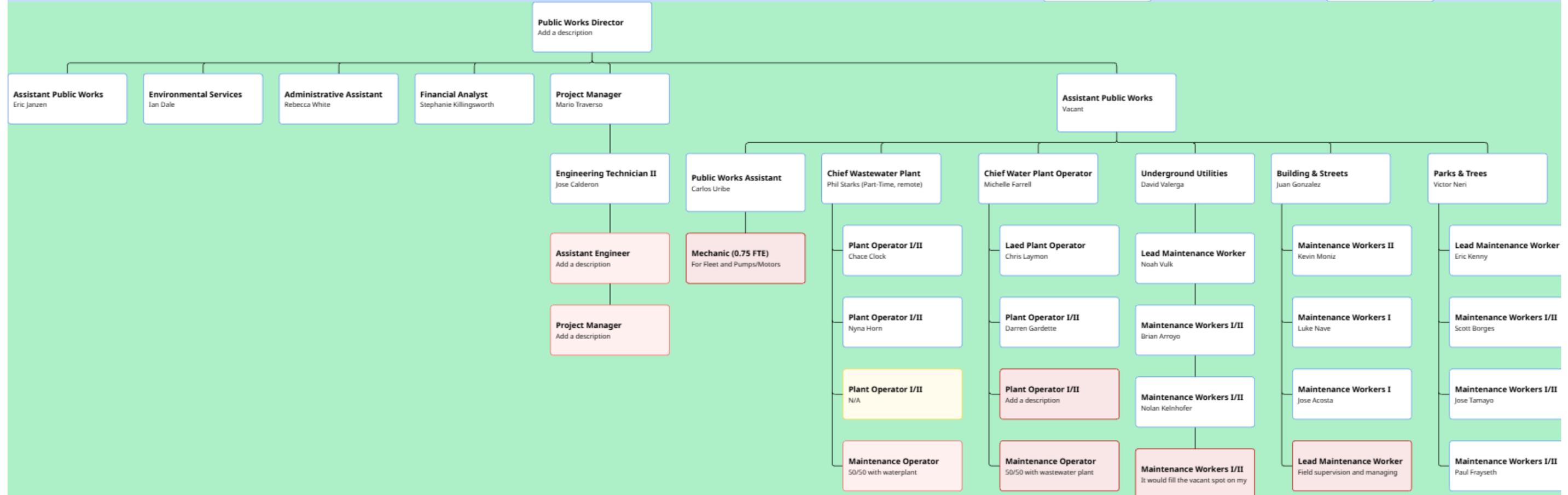
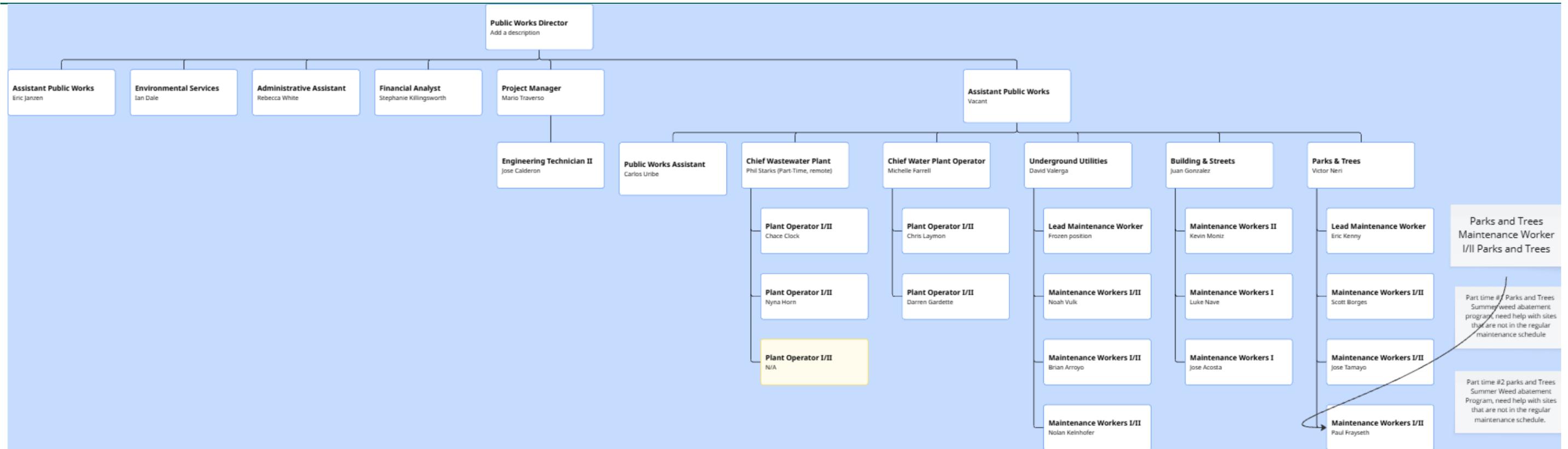


Figure 16 – Organizational Chart (Scenarios 1 & 2), Public Works.

The Following “SWOT Table” provides a complete listing of all SWOT items captured during Workshop 1.

SWOT Table		
Category	Item	Description
Strengths	Committed Team	Team is committed to fulfilling their duties and responsibilities
Strengths	Critical Infrastructure Services	Provides essential infrastructure services including roads, water, sewer, and waste management
Strengths	Institutional Knowledge	Continually building and maintaining institutional knowledge within the department
Strengths	Versatile Skill Set	Staff possesses diverse skills that can be applied across various public works functions
Strengths	CIP Project Delivery	Successful delivery of historic number and valuation of Capital Improvement Projects
Strengths	Dedicated Staff	Highly dedicated staff committed to public service
Strengths	Calm Leadership	Ability to look at situations in a calm and clear manner regardless of circumstances
Strengths	Staff Retention	Most staff are long-term employees providing continuity of service
Strengths	Pleasant Work Environment	Beautiful setting that enhances workplace satisfaction
Strengths	Job Satisfaction	Staff generally like their jobs and workplace environment
Strengths	Strong Teamwork	Strong teamwork ethic with staff willing to assist colleagues
Strengths	Diverse Workload	Diverse workload providing variety and preventing monotony
Strengths	Positive Work Environment	Great work environment that fosters productivity and satisfaction
Strengths	Strong Leadership	Supportive and strong directorship providing clear guidance
Strengths	New Treatment Plant	New wastewater treatment plant improving operational capabilities
Strengths	Independent Workers	Staff works well independently with minimal supervision
Strengths	Project Backlog Reduction	Successfully addressing backlog of projects
Strengths	Learning Motivation	Staff is motivated to learn new skills and improve capabilities
Strengths	Administrative Support	Strong administrative assistant providing essential support functions
Strengths	Interdepartmental Collaboration	Team has opportunities to collaborate with other departments
Strengths	Collaborative Dynamic	Collaborative team dynamic currently in place
Strengths	Helpful Staff Culture	Teamwork culture where staff is generally helpful and willing to assist colleagues
Strengths	Reliable Infrastructure Funding	Significant and reliable funding for water infrastructure rehabilitation
Weaknesses	Training Gaps	Team needs additional training on specific subjects

SWOT Table		
Category	Item	Description
Weaknesses	Limited Continuing Education	Lack of seminars to continue education and professional development
Weaknesses	Process Bottlenecks	Some bottlenecks remain in operational processes
Weaknesses	Unrealistic Public Expectations	Unreasonable community expectations regarding service delivery
Weaknesses	Change Resistance	Resistance to change within the organization
Weaknesses	Crisis Management	Operating from crisis response rather than long-term strategy
Weaknesses	Preventable Errors	"Avoidable" "mistakes" occurring in operations
Weaknesses	Undefined Task Responsibilities	Undefined roles for miscellaneous tasks leading to confusion
Weaknesses	Inconsistent Accountability	Lack of consistent accountability across the department
Weaknesses	Morale Issues	Low staff morale from other departments leaks into and affects morale in Public Works
Weaknesses	Board Communication Gap	Lack of communication with city board that has options on the wastewater plant
Weaknesses	Infrastructure Knowledge Gaps	Lack of institutional knowledge/records of infrastructure resulting in time wasted in research
Weaknesses	Disaster Training Deficiency	Lack of interdepartmental disaster training
Weaknesses	Inconsistent Interdepartmental Guidance	Ever-changing guidance for interdepartmental tasks
Weaknesses	Poor Documentation	Lack of documented information combined with poor organizational filing structure
Weaknesses	Training Tracking Deficiency	Lack of systematic tracking of staff training, development, and certifications
Weaknesses	Email Overload	Email volume and inability to process communications efficiently
Weaknesses	Communication Issues	Communication matrix problems affecting information flow
Weaknesses	Institutional Memory Loss	Lack of staff with years under their belt who know the city and its history
Weaknesses	Staffing Shortages	Service workload in all/most divisions too great compared to available staff
Weaknesses	Limited Cross-Training	Lack of staff limits opportunities to cross train
Weaknesses	Incomplete Daily Tasks	Unable to finish some daily tasks due to staff shortages
Weaknesses	Outdated Processes	Process and procedure not keeping up with demand
Weaknesses	Lack of Standard Procedures	Lack of SOPs and other formal procedures
Weaknesses	Strategic Distraction	Management/policy makers easily distracted from Strategic Goals
Opportunities	Interdepartmental Collaboration	Team has opportunities to collaborate with other departments
Opportunities	Cross-Training Development	Crew cross-training to enhance versatility and coverage
Opportunities	Administrative Capability Growth	Increasing administrative capabilities to improve efficiency

SWOT Table		
Category	Item	Description
Opportunities	Technology Adoption	Staff open to new tech/systems that can improve operations
Opportunities	In-house Training Program	Training new staff in house to ensure consistent knowledge transfer
Opportunities	Professional Development	Certification advancements and trainings to enhance staff capabilities
Opportunities	Departmental Cross-Training	Cross training in other departments to increase organizational flexibility
Opportunities	Trail System Development	Develop world-renowned trail system as a community asset
Opportunities	Permit Process Enhancement	Enhance customer experience with Encroachment Permit process
Opportunities	Team Dynamic Improvement	Collaborative team dynamic that can be further strengthened
Opportunities	Council Support	Council generally supportive of staff recommendations
Opportunities	Strategic Certification	Facilitate strategic certifications at accredited colleges or universities
Opportunities	Field Staff Capabilities	Increased administrative capabilities for Field Staff
Opportunities	Task Efficiency	Timely task completion through improved processes
Opportunities	Water Infrastructure Rehabilitation	Within 5 years, will have completed significant rehab of water systems infrastructure
Opportunities	Contract Process Improvement	Decrease contract initiation/execution window
Opportunities	Pavement Condition Improvement	Achieve Pavement Condition Index of 80 within 2 years
Opportunities	Payment Processing Efficiency	Increase efficiency of accounts payable, i.e. decrease payment window
Opportunities	Interdepartmental Process Improvement	Increase efficiency of development services process/collaboration between ComDev & PW
Opportunities	Cost Recovery Enhancement	Increase cost recovery for various department services (e.g. stormwater utility fee)
Opportunities	Public Education	New wastewater plant provides opportunity to educate public about importance of water treatment
Opportunities	Staff Expansion	Given magnitude and sustainability of Water CIP, could support additional staff member for project delivery
Threats	Cross-Training Limitations	Lack of staff limits opportunities to cross train
Threats	Knowledge Loss	Loss of institutional knowledge when staff leaves
Threats	Budget Constraints	Budget limitations affecting operations and improvements
Threats	Staff Burnout	Staff burnout due to workload and stress
Threats	Natural Disasters	Natural disasters (floods, wild fires) threatening infrastructure
Threats	Aging Infrastructure	Neglected and aging infrastructure requiring increased maintenance
Threats	Public Perception Issues	Public perception challenges affecting department credibility

SWOT Table		
Category	Item	Description
Threats	Procedural Gaps	Lack of SOPs and other formal procedures creating operational risks
Threats	Communication Challenges	Challenges with facility-to-facility communications
Threats	Public Trust Deficit	Community lack of trust in government affecting support for revenue increases
Threats	Training Time Constraints	Limited time for quality training of peers
Threats	Customer Service Challenges	Customer service expectations difficult to meet with current resources
Threats	Maintenance Funding Gap	Lack of dedicated funding for preventative maintenance for aging government buildings
Threats	Position Freezes	Frozen positions limiting staffing flexibility
Threats	Career Advancement Limitations	Lack of growth/advancement opportunities affecting retention
Threats	Strategic Focus Challenges	Management/policy makers easily distracted from Strategic Goals
Threats	Wastewater Funding Gap	Lack of sustainable funding for wastewater systems rehabilitation
Threats	Collection System Issues	Poor infrastructure (collection system) causes inflow and infiltration for wastewater treatment plant
Threats	Regulatory Compliance Burden	Growing liabilities from new equipment, laws, and regulation compliance
Threats	Water Chemistry Challenges	Constantly changing raw water chemistry affecting treatment processes
Threats	Cybersecurity Vulnerabilities	PW IT systems (i.e. SCADA) vulnerable to hacking
Threats	Inadequate Facilities	Yard not big enough to stage equipment, no video surveillance
Threats	Electrical Grid Reliability	Lack of reliable electrical grid affecting operations
Threats	Infrastructure Deterioration	Old infrastructure leading to more failures and costly repairs
Threats	Budget Insufficiency	The current budget is not sufficient to cover all necessary maintenance needs
Threats	Accelerating Infrastructure Failure	Aging Infrastructure causing repairs to become more frequent and expensive as failures accelerate
Threats	Preventative Maintenance Staffing	Lack of staffing to efficiently plan and enforce preventative maintenance across all departments

4.3. Workshop 2 Overview and Results

Blackberg hosted 1 Workshop 2 event on December 17, 2025. Workshop 2 included the City’s Executive Managers and City Manager. The purpose of Workshop 2 was similar to Workshop 1; however, the scope expanded to a full citywide view of roles, responsibilities, capabilities, hierarchy, gaps, lines of reporting, strategic partnerships, etc. Further, Blackberg instructed all participants to review the output of Workshop 1 prior to Workshop 2. Workshop 2 included a SWOT Board, but unlike Workshop 1, it also included a Workload Grid, Pain-Points Board, and Customer Needs and Expectations Board. In the figures below, we provide an overview of each new board for Workshop 2.

Workload Grid (Figure 17). Each Department documented its workload intensity with color-coded “sticky notes” with pink = high, yellow = medium, and green = low. The Workload Grid further delineated input by “internal”, “seasonal”, and “contractor.”

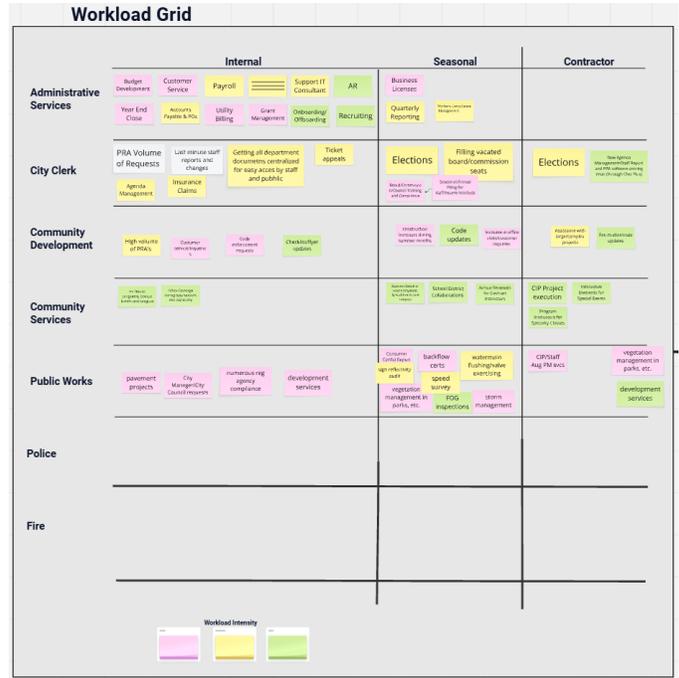


Figure 17 – Workload Grid.

Pain-Points Board (Figure 18). Each Department documented its most significant challenges on the Pain-Points Board. The board uses a “target” visual aid with the center circle representing the most severe pain-points and the outer circle representing the minor pain points.

Customer Needs and Expectations Board (Figure 18). Each Department documented what it views as customer needs and expectations. The board delineated input by Department and by customer type. The three customer types on the board are “Residents”, “Businesses”, and “Visitors.”

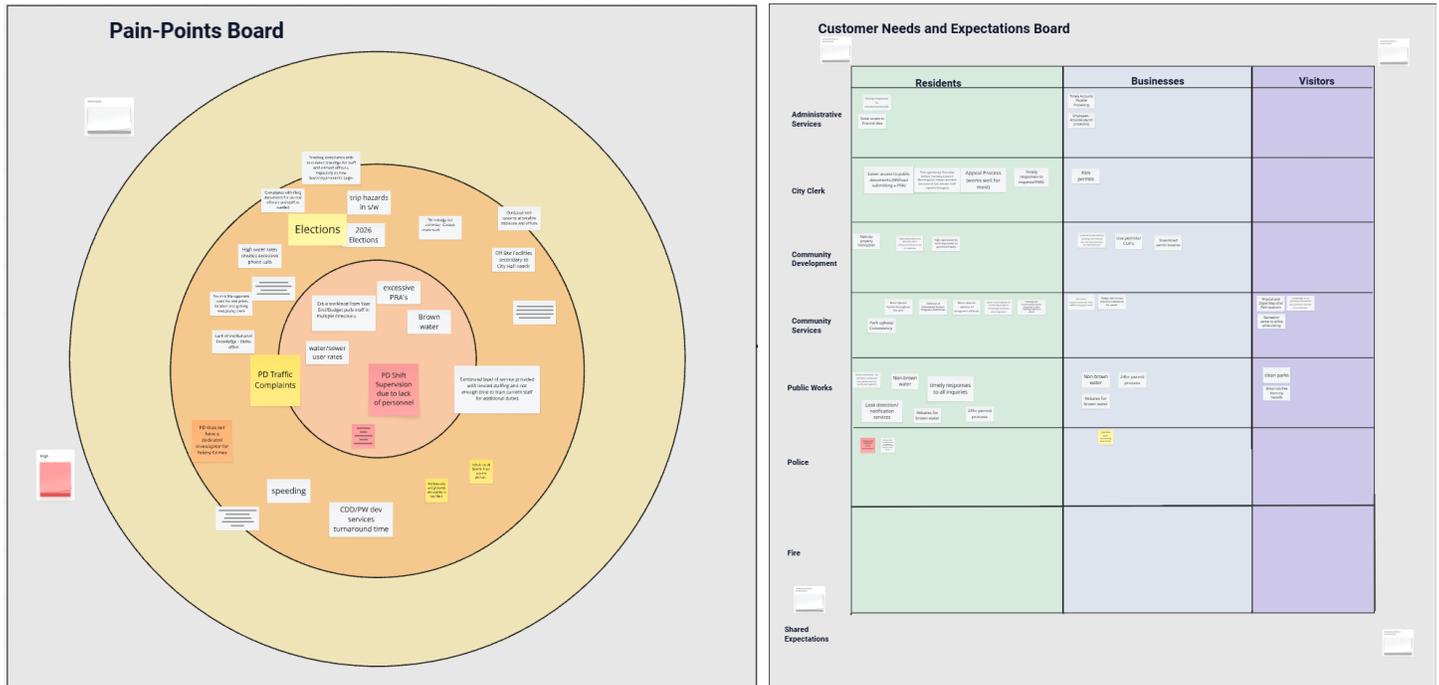


Figure 18 – Pain-Points Board (left side) and Customer Needs and Expectations Board (right side).

4.3.1. Workflow and Outcomes

Please see **Figure 19** for an overview of Workshop 2’s activities. Once the executive team completed input for the Workload Grid, Pain-Points Board, and Customer Needs and Expectations Board, they advanced to a SWOT Board to explore:

- 1) What staffing is needed for the workload
- 2) What staffing is needed to address pain-points, and
- 3) What staffing is needed to address customer needs and expectations.

Blackberg facilitated the executive team’s exploration and documentation of the City’s strengths, weaknesses, opportunities, and threats within the context of the aforementioned boards and other considerations from Workshop 1. Upon completion of the SWOT Board, Blackberg facilitated two scenarios for development of proposed organizational charts (seen on the far right of Figure 19 with a green and blue background). In scenario 1 (green background), the executive team explored changes within the constraint of being able to hire 5 new positions. In scenario 2 (blue background), the executive team explored changes without any constraints.

To further explore prioritization of new hires, Blackberg asked the executive team to place votes on which proposed new hires are seen as most important. This was done by allowing each Department to have 5 voting chips in Miro. They could place the chips down on any position they thought was most important for hiring. The results of the vote resulted with 9 votes for adding Police Officers; 6 votes for adding an HR Manager; 5 votes for adding a Code Enforcement/ Building Inspector; 3 votes for a Grant Writer/Manager; 3 votes for a Project Manager; 3 votes for a Mechanic – Fleet & Equipment; 2 votes for a Records Manager; 2 votes for Recreation Coordinator; and 2 votes for a second Recreation Coordinator.

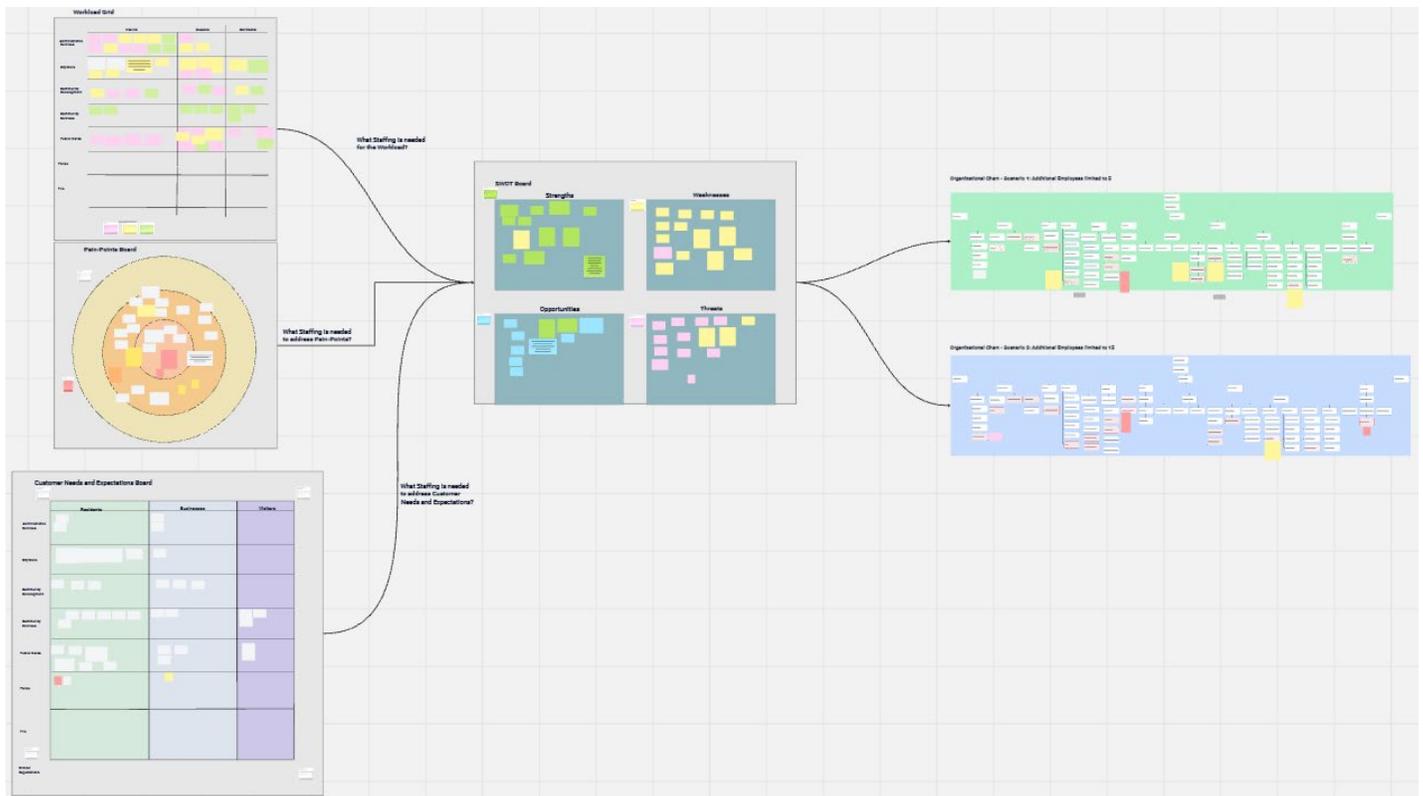


Figure 19 – Overview of Workshop 2’s Activities.

4.3.2. Data from the Boards

This section contains the comments left by City participants on each board in Workshop 2.

Workload Grid.

The following tables contain all input from the Workload Grid.

Administrative Services – Workload Grid			
Workload Intensity	Internal	Seasonal	Contractor
High	Budget Development	Business Licenses	
High	Customer Service		
High	Year End Close		
High	Utility Billing		
High	Grant Management		
Medium	Payroll		
Medium	General Accounting (Bank Rec, Budget Adjustments, Reconciliations, Journals...	Quarterly Reporting	
Medium	Support IT Consultant	Workers Comp/Leave Management	
Medium	Accounts Payable and POs		
Low	AR		
Low	Onboarding/Offboarding		
Low	Recruiting		

City Clerk – Workload Grid			
Workload Intensity	Internal	Seasonal	Contractor
High		Board / Commission / Council Training and Compliance	
High		Seasonal/Annual filing for staff, boards, and “electeds”.	
Medium	PRA Volume of Requests	Elections	Elections
Medium	Last minute staff reports and changes	Filling vacated board/ commission seats	
Medium	Agenda management		
Medium	Insurance claims		
Medium	Getting all department documents centralized for easy access by staff and public		
Medium	Ticket appeals		
Low			New Agenda Management/Staff Report and PRA software coming soon (through Civic Plus)

Community Development– Workload Grid			
Workload Intensity	Internal	Seasonal	Contractor
High	Customer service/ inquiries	Construction increases during summer months	

Community Development– Workload Grid			
Workload Intensity	Internal	Seasonal	Contractor
High	Code enforcement requests	Increase in office visits / customer inquiries	
Medium	High volume of PRA's		Assistance with large / complex projects
Low	Checklist/ flyer updates	Code updates	Fee studies/ code updates

Community Services – Workload Grid			
Workload Intensity	Internal	Seasonal	Contractor
Low	In- House programs, Special Events and Leagues	Seasonal Based In- House programs, Special Events and Leagues	CIP Project execution
Low	Office Coverage during busy seasons and day to day	School District Collaborations	Interactive Elements for Special Events
Low		Annual Renewals for Contract Instructors	Program Instructors for Specialty Classes

Public Works – Workload Grid			
Workload Intensity	Internal	Seasonal	Contractor
High	Pavement projects	Consumer Confidence Report	CIP/ Staff Aug PM svcs
High	City Manager/ City Council requests	Backflow certs	Vegetation management in parks, etc.
High	Numerous regulatory agency compliance	Vegetation management in parks, etc.	
High	Development services	Storm managements	
Medium		Sign reflectivity audit	
Medium		Speed survey	
Medium		Watermain flushing/ valve exercising	
Low		FOG inspections	Development services

Pain-Points Board.

The following table contains all input from the Pain-Points Board.

Intensity	Pain-Point Description
High	Excessive PRA's
High	Brown Water
High	Extra workload from Year End/Budget pulls staff in multiple directions
High	Water / sewer user rates
High	PD Shift Supervision due to lack of personnel
High	Changing State mandates on police requirements
Moderate	Tracking compliance with mandated trainings for staff and elected officials, especially as new laws/requirements begin
Moderate	trip hazards in s/w
Moderate	Compliance with filing documents for elected officials and staff as needed
Moderate	Elections
Moderate	2026 Elections
Moderate	Technology not cohesive - Causes more work
Moderate	Outdated tech systems at satellite locations and offices
Moderate	Off Site Facilities secondary to City Hall needs

Intensity	Pain-Point Description
Moderate	Community Expectations of Services pull staff into many different directions and roles to produce expectations
Moderate	Continued level of service provided with limited staffing and not enough time to train current staff for additional duties
Moderate	Admin could benefit from a grant person
Moderate	PD Specialty assignments are unable to be filled.
Moderate	CDD/PW dev services turnaround time
Moderate	speeding
Moderate	Other Departments covering duties not in their department to meet community and internal standards
Moderate	PD does not have a dedicated investigator for Felony Crimes
Moderate	PD Traffic Complaints
Moderate	Lack of institutional knowledge - clerks office
Moderate	Records Management - need for one prime location and getting everything there
Moderate	centralized document storage for all departments for easier access by community/staff for PRAs
Moderate	High water rates creates excessive phone calls

Customer Needs and Expectations Board.

The following table contains all input from the Customer Needs and Expectations Board.

Customer Needs and Expectations Board			
Department	Residents	Businesses	Visitors
Administrative Services	Timely responses to emails/voicemails	Timely Accounts Payable Processing	
Administrative Services	Easier access to financial data	Employees - Accurate payroll processing	
City Clerk	Easier access to public documents (Without submitting a PRA)	Film permits	
City Clerk	Post agenda by Thursday before Tuesday Council Meeting (not always possible because of last minute staff reports/changes)		
City Clerk	Appeal Process (works well for most)		
City Clerk	Timely responses to inquires/PRAS		
Community Development	PRA's for property history/plan	Contractors/architects seeking information on city requirements for development	
Community Development	High expectations to address code enforcement/perceived violations	Use permits/ CUP's	
Community Development	High expectation for same-day answer to questions/inquiry	Streamlined permit issuance	
Community Services	Park upkeep Consistency	Volunteer opportunities for their staff at any given time	Physical and Digital Map of all Park locations
Community Services	More Special Events throughout the year	Always able to have business collaborate for events	Recreation center to utilize while visiting

Customer Needs and Expectations Board			
Department	Residents	Businesses	Visitors
Community Services	Cohesion of Community Services Programs and Events		Knowledge of all upvalley area events and activities outside of jurisdiction
Community Services	More diverse options of programs offered		
Community Services	Better prioritization of upcoming projects impacting residents and programs		
Community Services	Knowledge and communication of work being done in parks impacting programs or events		
Public Works	Street conditions - no potholes, sidewalks everywhere & bike routes everywhere	Non-brown water	clean parks
Public Works	Non-brown water	Rebates for brown water	dntwn s/w free from trip hazards
Public Works	timely responses to all inquiries	24hr permit process	
Public Works	Leak detection/ notification services		
Public Works	Rebates for brown water		
Public Works	24hr permit process		
Police	Community demands traffic enforcement	Business want interactivity with Police	
Police	Residents want more presentations on Ca law and criminal activity and prevention within the city		

SWOT Board.

The following table provides a complete listing of all SWOT elements documented by the executive team during Workshop 2.

SWOT Table	
Category	Description
Strength	Highly trained/certified staff and PD officers well-trained compared to other Bay Area agencies
Strength	PD has excellent community rapport
Strength	High cross-department collaboration with limited internal resistance
Strength	Great customer service and responsive to information requests
Strength	City willing to fund training
Strength	Highly motivated staff willing to adapt to city needs
Strength	Community Services has community trust and collaboration
Strength	\$\$ available for Water Improvements
Weakness	Staffing at capacity limits—PT staff doing FT work, multiple roles stretching people thin
Weakness	Limited institutional knowledge (many new staff, knowledge gaps in departments)
Weakness	Not having records in one location
Weakness	Time management challenges when everything's a priority

SWOT Table	
Category	Description
Weakness	PD can't cover shifts without OT or fill ancillary duties (motor, traffic, investigators)
Weakness	Backlog of work due to staffing shortages
Weakness	Lack of staff for larger/complex projects
Opportunity	New agenda management software integrating with website
Opportunity	Working to get documents online/searchable for PRAs
Opportunity	Cross training for better coverage
Opportunity	Improve use of current technology/systems
Opportunity	Contract/cost recovery for PW Dev Services
Opportunity	Privatize or county-ize library
Opportunity	Professional development with department growth
Opportunity	Combine with NSO for perishable skills training (save \$\$ on state-mandated training)
Opportunity	Actively working with other clerks for best practices
Opportunity	Help departments with special events
Opportunity	Re-establish Recreation Division with current staffing
Threat	Staff turnover/burnout from noncompetitive wages and workload
Threat	Competitive labor market—surrounding agencies hiring your officers
Threat	Shoestring budget causing substandard services
Threat	Short staffing eliminates supervision = liability risk
Threat	Contract services lower morale, don't save funds long-term
Threat	Constant outsourcing threats
Threat	Public distrust in processes
Threat	Excessive PRAs
Threat	Lack of revenues
Threat	Equipment budgeted but not approved (lack of council info)
Threat	Limited HR staff = compliance risk for leaves
Threat	Compliance with training/paperwork filings
Threat	Potential cuts to non-essential services

Citywide Organizational Charts

On the following two pages, we include the citywide Organizational Charts.

5.0 St. Helena Staffing, Organization, and Controls

In this section, Blackberg examines St. Helena’s (City) organizational chart, span and control, the number of staff, and centralization or decentralization of certain functions. This section includes Blackberg’s opinions, recommendations, and findings. This section does not contain the recommendations and opinion of City employees. Please see **Figure 20** on the next page for an overview of the City’s most current Organizational Chart. We will reference this Organizational Chart throughout the next subsection. Please note that this Organizational Chart contains inaccurate information; however, at the time of this writing, it is the City’s most current available.

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City of St. Helena City-Wide Organizational Chart

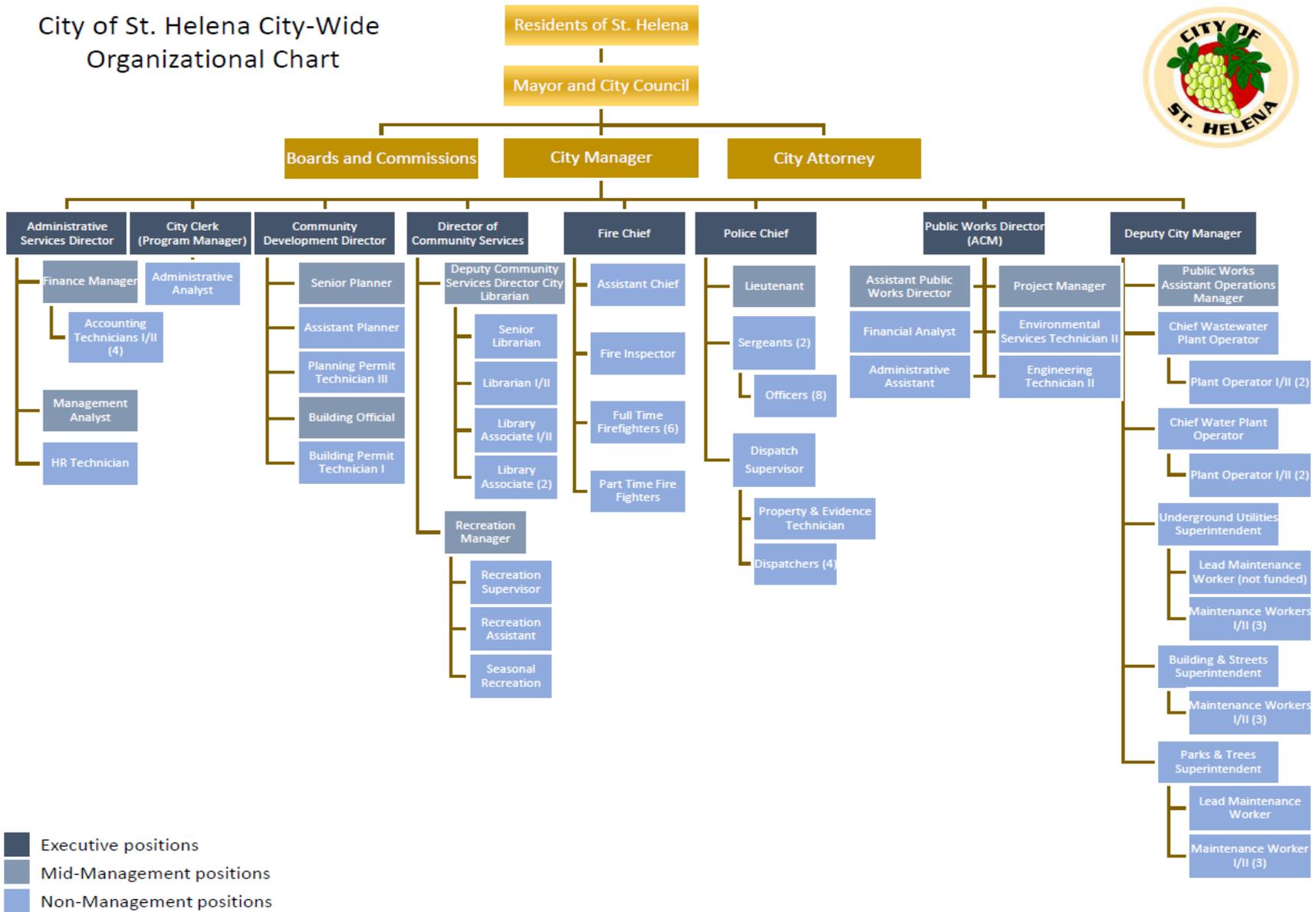


Figure 20 – St. Helena Citywide Organization Chart: This is the most current, available organization chart for the City as of November 5, 2025.

5.1. Concerns, Discussions, and Recommendations

5.1.1. Financial Analyst

There is a Financial Analyst position under Public Works Director. Our primary concern is that this individual reports to the Director of Public Works. Any financial or accounting oriented professionals within the City should report to the Administrative Services Director (or Finance Manager who reports to the Administrative Services Director). The current structure creates potential conflicts of interest and does not use best practices for maintaining checks and balances within the City.

The Government Finance Officers Association (GFOA), the leading national authority on municipal finance (and a key resource for California's affiliate, the California Society of Municipal Finance Officers or CSMFO), strongly recommends centralized financial management to ensure independence and accountability. Key points:

- **Internal Controls and Segregation of Duties:** GFOA's Internal Control for Local Government emphasizes that financial reporting functions (like analysis) should be independent from operational departments to avoid bias. Having a financial analyst report to the Public Works Director—whose budget they're likely reviewing—could violate this by blurring lines between oversight and the entity being assessed, potentially leading to "impaired objectivity."
- **Organizational Structure for Finance:** In Recommended Best Practices for Financial Management, GFOA advises that all accounting, budgeting, and financial analysis roles report to a central finance officer (e.g., Director of Accounting and Finance) for uniform oversight.

Further, the California Government Code and State Oversight Requirements provide some relevant input:

- **Uniform Accounting and Reporting** (Gov. Code § 26800 et seq.): explains that counties must follow State Controller Office (SCO) prescribed uniform procedures for financial transactions and reporting. The SCO's Accounting Standards and Procedures for counties requires "centralized control" over accounting functions to ensure consistency and prevent departmental silos. A financial analyst under Public Works might not meet this if they're handling cross-departmental analysis without finance director review.
- **Conflict of Interest Prohibitions** (Gov. Code § 1090 and FPPC Rules): Under the Political Reform Act (Gov. Code § 81000 et seq.), officials can't have financial interests that conflict with duties. While this applies more to decisions, an analyst reporting to the department they audit could create an appearance of impropriety, especially if it affects budget approvals. The Fair Political Practices Commission (FPPC) views this as a risk for "incompatible offices/roles."

While we do not believe St. Helena is violating any code or policy, we do believe St. Helena should follow best practices and consider the general spirit of the GFOA guidance and California Code.

Recommendation: We recommend that St. Helena move the Public Works financial analyst position under Administrative Services. The financial analyst should report to either the Administrative Services Director or to the Finance Manager who is under the Administrative Services Director. We also emphasize that we do not provide this recommendation in isolation of other findings. Previously, we found multiple concerning issues that create an environment within the City that is ripe for impropriety (some examples):

- There is a severe lack of management systems within the City. This includes asset management systems and general operational management systems.
- There is a severe lack of situational awareness in the City. All Departments and executives lack quantitative and qualitative data concerning ongoing operations and project status. This includes almost a total lack of benchmark data. We noted that these concerns are particularly acute in Public Works.

- The current accounting and financial personnel are substantially lacking in general resources. This includes a lack of full implementation of the automation features in its SaaS solution. These same personnel have expressed an inability to “catch up with the workload.”
- The City is facing significant budget shortfalls, but there is general confusion about the magnitude and accuracy of the shortfalls. Baker Tilly provided a report that they communicated as “independent”; however, a quick review immediately called into question the independence because Baker Tilly later states that City staff were a primary source of input (particularly with staff salary increase recommendations and staff number recommendations). This is a clear conflict of interest. Further, the second main driver of the Baker Tilly analysis was data from the Public Works Department. However, based on our own examination of Public Works and input from multiple individuals (city staff, city managers, and committee members), Public Works is severely lacking in any data, which immediately calls into question the accuracy or quality of that input.
- Based on an interview with an executive manager, we know that Public Works historically did not reasonably use its own staff to complete work; rather, Public Works relied on contractors to “perform all the work.” We understand that management direction has since changed on this subject; however, we also understand that City employees lack the skills to perform much of the work that would be typically expected for performance.

5.1.2. Community Services Department - Library

In Blackberg’s “Deliverable 2: Information and Insight Analysis (Section 5.1.3),” we examined performance ratios for the Library relative to the national Public Libraries Survey⁵ (PLS) data for 2023. Based on the performance ratios, the Library is performing extremely well. Further, the Library’s general management and management systems are much more mature than all other Departments within the City.

Blackberg’s concern for the Library is that expenses are high relative to other Libraries in cities of similar size to St. Helena. To examine this, we compare St. Helena’s Library to PLS averages for cities that report a population size of 4,801 – 5,598. PLS sources its data from across the country; so, a large amount of the salary data comes from small towns located in areas with a much lower cost of living than St. Helena. This undoubtedly affects the averages. Further, when examining Total Staff Salaries Annually, be aware that the staff count differences dramatically affect the averages. Our biggest consideration with the Library is total number of staff and the two staff with an MLS degree. In many cities of similar size, this represents a higher-than-average number of staff. Our concerns are not centered on salary amounts.

Public Libraries Survey Data		
Data Titles	St. Helena	Average
Number of Staff with MLS degree	2	0.73
Total Staff	6.02	4.24
Total Staff Salaries Annually	\$532,300	\$171,044
Total Operating Expenses Annually	\$1,088,792	\$316,959

Recommendation: The Library is performing well based on performance ratios. Blackberg does not believe that there are any significant efficiencies to be gained by adjusting staff, automation, or process improvements. The City is receiving services from the Library that are significantly higher than average in terms of both quality and quantity. However, the City is also paying higher than average for that quality and quantity. If it chooses to reduce staffing, it will reduce the quality and quantity of services available, but it will save money. However, if it maintains staffing, it will continue to pay a higher than average cost, but it is receiving excellent quality and quantity of services as a result.

Blackberg’s primary recommendation is that the City does not let the Library continue to exist in a state of limbo in which Library staff are constantly worried that “cuts might come at any moment.” This is very unhealthy for Library morale. Our secondary recommendation is to explore other sources of revenue. There are interventions that could increase revenue for the Library. First, the Library could add a Starbucks-style café inside the Library, like those in some Barnes and Noble bookstores. Second, the Library could construct small, personal office space for short-term and long-term rentals.

⁵ Public Libraries Survey, <https://www.ims.gov/research-evaluation/surveys/public-libraries-survey-pls>, October 05, 2025.

5.1.3. Community Services Department - Broadly

The Community Services Department is a combination of the Library and Recreation (See **Figure 21**). Blackberg understands that there are some overlaps between community events planned that involve both the Library and Recreation; however, we do not see the need to have a fully dedicated Director of Community Services. The primary purpose of this position is to coordinate activities between the Library and Recreation. However, the size and scope of joint activities between the Library and Recreation does not justify the position.

Recommendation: Blackberg recommends that the City eliminates the Director of Community Services position. Recreation and Library will exist as two separate Departments that report directly to the City Manager. The City Librarian and the Recreation Manager can coordinate with each other when needed. In the rare circumstances in which a situation needs to be elevated, the City Manager can address the concern.

When we compared the City Organization chart to the “Position Control” Excel sheet that shows funded positions, we noted that there are only two funded positions for Recreation: Recreation Manager and Recreation Supervisor. There is also a Recreation Coordinator, but it is noted as “Not Funded.” However, with the loss of the Director of Community Services Position, that was placed under Recreation in Position Control, the City could afford a second Recreation Supervisor. Therefore, in our future state recommendation (See **Figure 22**), we show two Recreation Supervisors.

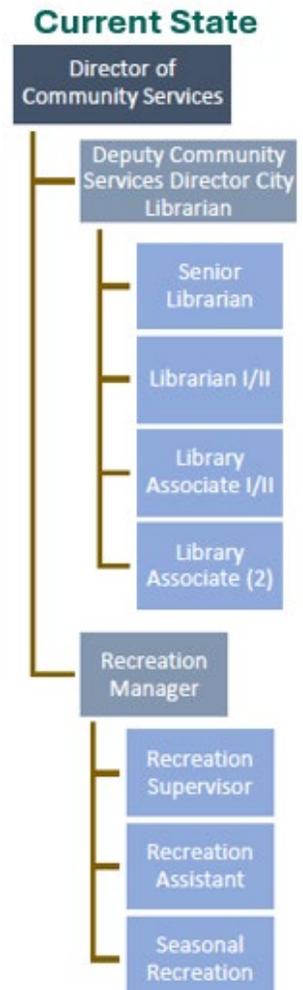


Figure 21 – Current State, Community Services.

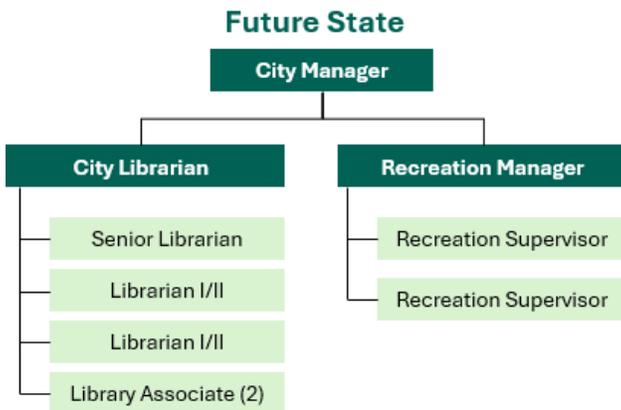


Figure 22 – Proposed Future State, Community Services.

5.1.4. Administrative Services Department

During our structured interviews, we heard from 10+ city employees that accounting and finance are having severe performance challenges. We also met with individuals within Administrative Services who admitted to many of these challenges, including various backlogs and not enough time to fully use the IT System. There are currently 6 individuals within Administrative Services supporting finance and accounting; plus, there is 1 individual serving as HR Technician. It is also noteworthy to understand that Apex manages the City’s IT, and Apex reports to Administrative Services. Further, “special projects” are also sent to Administrative Services. These may include grants, FEMA, affordable housing topics, and general studies. Additionally, there is a Financial Analyst supporting Public Works that should be aligned under Administrative Services. If you include this Public Works Financial Analyst, the City has 7 FTEs supporting accounting and finance.

In our experience, a 7 FTE count in finance and accounting for a city of St. Helena’s size is high. To confirm this, we conducted research and identified a 2022 study from Wasco, CA that was presented at the 2022 California Society of Municipal Finance Officers (CSMFO) Annual Conference⁶. This presentation provided benchmark data on 7 cities in California (See **Figure 23**). Based on the benchmarks, St. Helena’s staffing is comparable to a city with a population of 20,000+ individuals.

However, the City currently lacks a mature accounting system and accounting processes. This significantly hampers any staff reduction goals. Further, there are integration issues amongst the different IT systems being used by the City for accounting. This further complicates the workload and makes any staff reductions in the short term impossible. In short, the high staffing is likely necessary at this time because of below average use of IT systems, automation, and process maturity.

Finance Staffing Benchmarks

City	Finance & Accounting Staff Count	Population
Riverbank	6.5	26,000.00
Lemoore	7.5	27,000.00
Shafter	8	23,000.00
Wasco	9	27,000.00
Galt	11	27,000.00
Lathrop	12	41,000.00
Dinuba	14	25,833.00

Figure 23 – Finance & Accounting Staffing Benchmarks.

Recommendation: We provide the recommended actions in the table below. The City should be aware that an Administrative Services Director (Executive Accounting/Finance role) is one of two common paths to City Manager (the other path being Director of Public Works). Therefore, with both the Administrative Services Director and Finance Manager roles, the City should be asking if the individual has the foundational capabilities/qualifications to become the City Manager in 5-10 years. This is the concept of “strategic staffing.” When we initially proposed this as an example strategy that should be in the Talent Management Plan, it was immediately met with resistance by City management via email: “Administrative Services Director to City Manager ... this is true, but sometimes with that position or Public Works, the person who is in that position doesn't want to be a City Manager, they like where they are/don't want to be a City Manager for a variety of reasons. So, I don't think it's fair to say/infer the person needs to want to be on that track.” Although we see such a reaction as unfortunate, we do believe it to be indicative of the culture being created by some of the executive management team within the City.

Critical Note: In our recommendations below, we do not recommend nor advocate for terminating anyone who does not have the recommended qualifications. Rather, our recommendations are long-term goals that should be codified in the Talent Management Plan and advanced in future years with natural attrition of positions.

Steps	Minimum Capabilities
Step 1	<p>Evaluate Accounting and Financial Personnel Capabilities – The City must ensure that its financial and accounting personnel have the minimal capabilities needed for success, and ideally, it should establish a set of standard and preferred capabilities. To support this process, Blackberg recommends the following <u>minimal</u> capabilities for the roles:</p> <ol style="list-style-type: none"> 1) Administrative Services Director: Minimal capabilities include 10+ years of relevant experience in accounting; bachelor’s or master’s degree in accounting from an accredited college; Certified Public Accountant (CPA) license in the State of California; and expert knowledge of accounting software. 2) Finance Manager: Minimum capabilities include 8+ years of relevant experience in accounting; bachelor’s or master’s degree in accounting from an accredited college; CPA or Certified Management Accountant (CMA) license in the State of California, and proficient knowledge of accounting software. 3) Accounting Technician II: Minimum capabilities include 4+ years of relevant experience in bookkeeping; associate’s degree in accounting, finance, or business; and experience with accounting software.

⁶Statler, William C., “Benchmarking”, <https://archive.csmfo.org/wp-content/uploads/2022/02/Benchmarking-A-Better-Tool-than-You-Think-Statler.pdf>, February 17, 2022, p. 106.

	4) Accounting Technician I: Minimum capabilities include 0-1 years of relevant experience in bookkeeping; and associate’s degree in accounting, finance, or business.
Step 2	Evaluate Financial and Accounting Software – The City is currently using Springbrook, Stamplicy, Breeze Smartware, GovInvest, and OpenGov. Administrative Services is already communicating integration challenges and an inability to use all the automation provided by the current SaaS set. This also has ramifications for other Departments and their choice of SaaS solutions. Blackberg recommends: <ol style="list-style-type: none"> 1) Investigate use of best in suite tools (e.g. OpenGov or Springbrook) with the goal of maximum integration. Springbrook and OpenGov have a partnership for a combined solution with Springbrook for core operations and OpenGov for enhanced transparency and analytics. 2) Be purposeful in planning for the use of Artificial Intelligence (AI) tools. OpenGov is known to be ahead of Springbrook with AI innovation and implementation. OpenGov may also be a replacement for eTrakIT with AI automation of permitting and planning. 3) Implement a more integrated and automated solution for Administrative Services. If new hires are needed from Step 1, preferred capabilities should include experience in the chosen SaaS solution.
Step 3	Establish Maturity Level 3 Processes – The City is severely lacking in process maturity. This issue includes Administrative Services. Administrative Services should focus on developing a Capability Maturity Model Integration (CMMI) Level 3 maturity of processes.
Step 4	Clear Backlogs – The Administrative Services Department is known as having backlogs. It should focus on clearing these backlogs prior to any team size reductions.
Step 5	Rightsize Personnel – The Administrative Services Department has a higher level of staffing than should be necessary if it has the right personnel capabilities, IT systems, and processes in place. Once steps 1-4 are complete, the City should seek total staffing for accounting and finance at 5-6 employees, instead of the current 7 (inclusive of the financial analyst in Public Works). Staffing could be shifted to positions of Information Technology and/or Human Resources.
Step 6	Recommendations Complete – See recommended timeline for completion below (Figure 24).

In **Figure 24**, we provide what we consider a maximum timeline to complete the aforementioned recommended steps for Administrative Services. Ideally, the City completes steps 1& 2 in 3-4 months; step 3 in 3 months; step 4 in 2 months; and step 5 in 1 month. It’s likely the City could complete Step 4 in parallel to the other steps. To summarize, the City should complete the steps in a maximum of 17 months or a minimum of 9 months.



Figure 24 – Timeline for Recommendation Steps: The City should plan to complete all recommended steps in 9-17 months from the project implementation date. This figure shows the maximum timeline.

Critical Note: The City should consider SaaS solutions for Administrative Services in careful coordination with Public Works and Community Development Departments.

5.1.5. Community Development Department

Overall, we do not see a need for any changes to the Community Development Department. However, SaaS solutions should be considered in close coordination with Administrative Services.

Recommendation: The primary opportunity for Community Development is AI solutions to improve efficiency and effectiveness. We expect AI solutions on the market between now (November 2025) and next year that may enable the replacement of the Permit Technician I position. A complete replacement may not be possible; however, a reduction to a half-time position could be possible with proper AI implementation and SaaS automation and integration.

5.1.6. Fire Department and Police Department

The scope of Blackberg's study did not include the Fire Department or the Police Department; however, we did investigate both Departments to a small degree for a comprehensive understanding of the City's current state. The Police Chief and Fire Chief positions are also known to be the second and third most expensive positions to fill (behind City Manager).

Recommendation: The primary opportunity for St. Helena is to explore possible cooperative agreements with Calistoga in sharing a Fire Chief and/or Police Chief. If successful, this could save both towns approximately \$250,000 per year if the cities share both positions.

5.1.7. City Clerk Department

The City Clerk position is currently not accurately described by the Organizational Chart. Two individuals currently support the City Clerk role, but those two individuals are also serving as the City's program manager, communications manager, and administrative assistant to the City Manager. Our first concern is this may create miscommunication with the public. We met residents who questioned *why two people are serving in the City Clerk's office when historically it was only one person* (anonymous sources, paraphrased). Of note, historically (~past 10 years) two individuals have staffed the City Clerk Department. Our second and primary concern is the lack of automation with retrieving City records, and the significant backlog in digitizing physical records that are currently stored at multiple locations.

Recommendation: The City should clarify the organizational chart. The City should implement a SaaS resource to enable automated City record access so that the City Clerk does not need to manually receive and process record requests. In parallel, the City should digitize all physical records. A High School or College student(s) could support the digitization effort as a summer job. This would cost the City about \$8,000-\$10,000, with a completion target of August 2026. The automation and digitization will eliminate the current pressures on this role.

5.1.8. Public Works Department

The current state of Public Works organizational chart shows a split between the Public Works Director and Deputy City Manager (See **Figure 25**). The Deputy City Manager has left her position, and we understand the City does not plan to backfill it.

Our initial impression of Public Works staffing is that staffing is “top heavy.” We include the Public Works Director, Assistant Public Works Director, Project Manager, Deputy City Manager, Public Works Assistant Operations Manager, financial analyst, administrative assistant, environmental services technician II, and engineering technician II in that impression.

The departure of the Deputy City Manager alleviates some of this concern. However, we find it difficult to understand the need for the Environmental Services Technician II and Project Manager roles.

Recommendation: We propose a new, slightly leaner structure for the Department of Public Works in **Figure 26** (next page). We remove the positions of Environmental Services Technician II and Project Manager. We add a position of Director of Water & Sanitation, and we create two delineated branches of Public Works for Capital Improvements and Ongoing Operations.

The Capital Improvements branch would handle contracts and contractor support for capital improvements and would also coordinate City personnel for capital improvements when necessary (in coordination with the Assistant Public Works Director for Ongoing Operations). The Capital Improvements branch would include extensive project management.

Next, we recommend the City explore consolidation of public works contracts. The City should consolidate contracts to cover many different “projects” concurrently (See City of St. Helena Proposed Operating Budget FY2025-26 to FY2029-30). This will dramatically reduce project management burden on the City and shift it to the contractors. This enables the removal of the Project Manager position.

Please note, Blackberg will provide more in-depth recommendations for Public Works in Deliverable 4. This will include 2-3 potential paths (options) of restructuring Public Works that can include decreasing or increasing its size in terms of staffing. We provide the leaner structure in this deliverable as only one option.

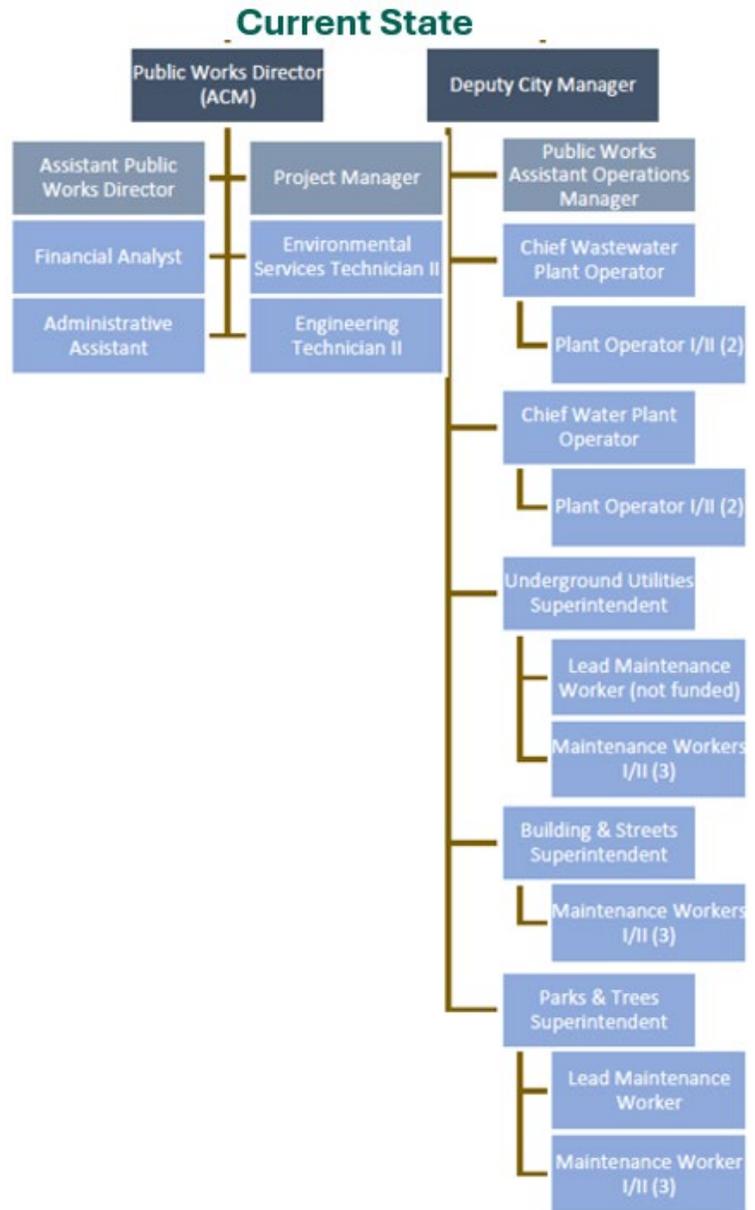


Figure 25 – Public Works Current State Organizational Structure.

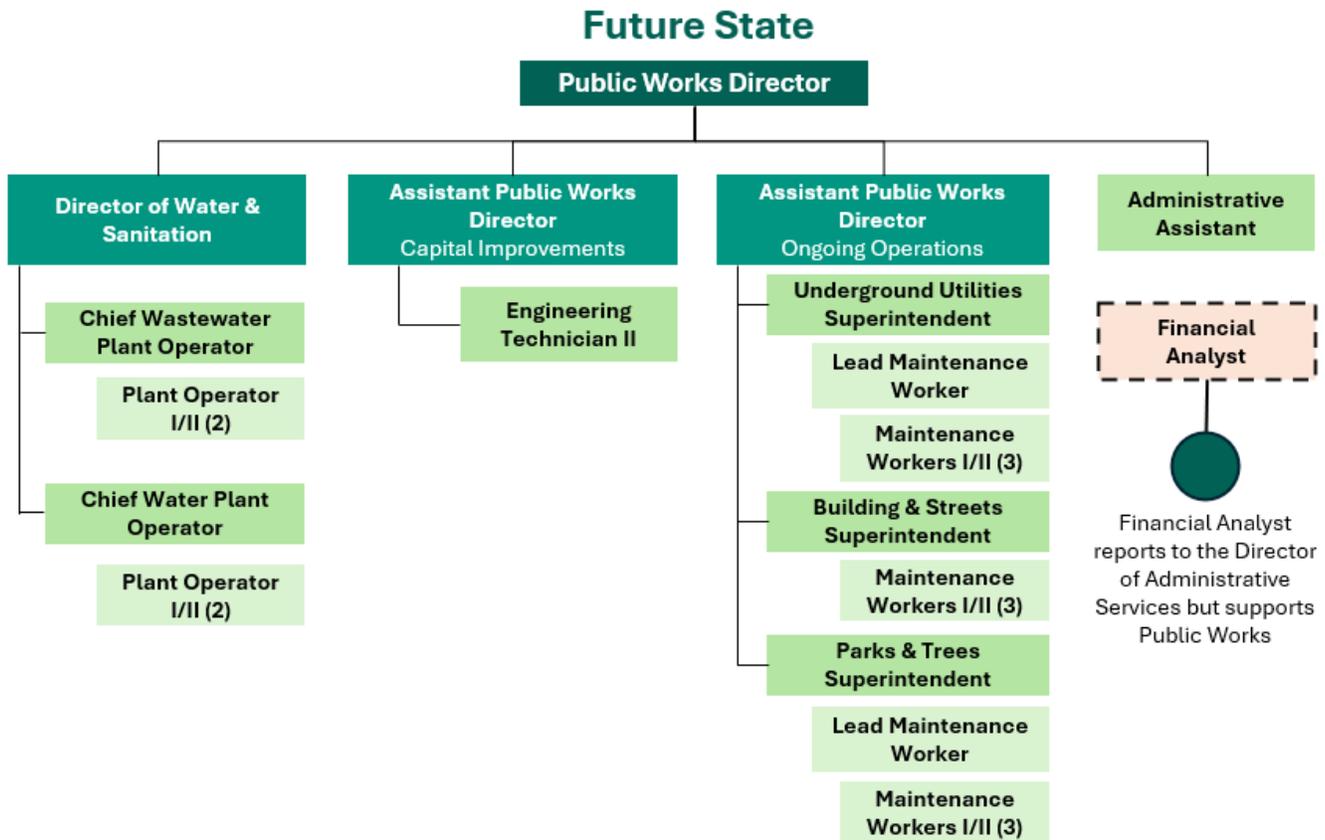


Figure 26 – Public Works Future State Organizational Structure: Blackberg proposes a future state reorganization of Public Works that provides more management support for water while delineating capital improvements and ongoing operations.

6.0 Conclusion and Next Steps

The City has an opportunity to dramatically improve its Talent Management System and thereby lower payroll costs. Further, staff reductions are possible; however, some reductions will require improvements in management systems (both IT and processes) prior to implementation. Although we see reductions as possible, Blackberg recommends reassigning those resources to some known vacant areas rather than simply reducing staffing expenditure budgets. We see clear needs for additional staffing in areas of human resources and information technology. Further, City personnel in the Workshops ultimately recommended the highest priority for new hiring be given to human resources and the Police Department.

There is also some room for improvement in the overall organizational structure of the City, but these improvements are relatively minor. In Deliverable 3C, Blackberg will address the potential cost savings or cost optimization, much of which is tied to this Deliverable 3A. When Blackberg moves into step 4 of the study (the final step), we will provide specific recommendations in all areas, including the management systems (e.g. Talent Management System).