



FINAL REPORT

City of Duvall
ORGANIZATIONAL ASSESSMENT

September 2024

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This report is intended for the internal use of City of Duvall, and may not be provided to, used, or relied upon by any third parties.

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I. EXECUTIVE SUMMARY

A. BACKGROUND, SCOPE, AND METHODOLOGY

The City of Duvall (the City) is located in northwest Washington and has approximately 8,780 residents. The City currently employs 53 FTE across six departments: Public Works, Finance, Community Development, the City Clerk’s Office, the City Administrator’s Office, and Police.

The City engaged Moss Adams LLP (Moss Adams) to conduct an organizational structure and staffing assessment to help determine if staffing levels are right-sized and appropriate to achieve the City’s goals and objectives today and into the future. The City Clerk’s Office, Finance, Community Development, Public Works, and City’s Administrator’s departments are included in this assessment; the Police Department is not included.

This assessment took place between June and September 2024 and was carried out across the following four phases:

- 1 Start-Up and Management.** Project initiation consists of collaborative project planning with City leadership, including determining who will be interviewed and/or surveyed, what documents will be reviewed, when and how results will be shared, and how we’ll report on project status.
- 2 Fact Finding.** We conducted fieldwork including documentation review, interviews, and an online all-staff survey. We’ll obtain the most current information available and insights from City personnel and selected stakeholders.
- 3 Analysis.** Based on firsthand input gained during our fieldwork in the previous phase, we’ll evaluate the importance, impact, and scope of our observations to develop recommendations for organizational improvement. We’ll leverage best practices to inform our assessment and conduct peer benchmarking to provide comparative data from other government entities on organizational structure and staffing levels.
- 4 Reporting.** In the final phase, we’ll conclude the project by communicating observations and recommendations through reports and presentations. We’ll deliver both draft and final reports, which will include a detailed implementation plan.

B. SUMMARY OF OBSERVATIONS AND RECOMMENDATIONS

Summarized observations and recommendations are provided below. Detailed observations and recommendations are provided in [Section III](#).

OBSERVATIONS AND RECOMMENDATIONS		
Staffing Levels Analysis		
1.	Observation	The City’s staffing is relatively well-aligned with peer cities and industry standards, but there are some areas where understaffing and misaligned functions are causing heavy workloads.
	Recommendation	On an annual basis, develop a prioritized list of staffing needs to promote operational continuity, appropriate workloads, and adequate staffing for the City’s priorities.



OBSERVATIONS AND RECOMMENDATIONS		
Management Considerations		
2.	Observation	In lieu of a dedicated HR department, critical HR functions are shared between staff members and hiring processes are decentralized. This results in high workloads for those individuals, long recruiting timelines, and several key HR-related gaps.
	Recommendation	Establish a dedicated HR Department by hiring an HR Manager to align with peers and industry best practices.
3.	Observation	The City outsources its IT functions with oversight from the City Administrator. Overall, the City's approach to software is relatively siloed, and there are some areas where manual processes impede efficiency.
	Recommendation	<ul style="list-style-type: none">A. Consider opportunities to automate or move online key processes that are currently occurring manually.B. Continue to evaluate the contract with Acorn to ensure services are provided in alignment with the contract and to the City's satisfaction.C. If the City chooses to hire a Deputy City Administrator, consider the possibility of seeking an individual with IT expertise who could oversee the contract with Acorn, centralize in-house IT decision-making and approvals, and manage the implementation of IT-related process improvements.
4.	Observation	Some functions at the City are not functionally aligned, resulting in operational inefficiencies, frustration among staff, and high workloads.
	Recommendation	Review tasks that are not clearly assigned and consider reassigning essential tasks to increase functional alignment and resolve operational gaps.
5.	Observation	The City does not have a formal approach to asset management, which makes it difficult to budget for equipment needs and effectively maintain equipment throughout its useful life. In addition, there is not enough physical space to adequately store and protect the equipment used by Public Works.
	Recommendation	Prioritize the development of a City-wide asset management program, including policies, procedures, and ongoing monitoring to assist with long-term financial planning.
6.	Observation	The City lacks a performance-based approach to contract management, which can negatively impact operations and performance of vendors.
	Recommendation	<ul style="list-style-type: none">A. Develop a formal approach to contract management that centralizes contract management processes.B. Consider adopting a performance-based contracting method to improve vendor accountability.



Summary of Recommended Staffing Changes

STAFFING LEVEL RECOMMENDATIONS BY DIVISION				
Division	High Priority Position(s)	Medium Priority Position(s)	Low Priority Position(s)	Additional Recommendations
City Clerk's Office	N/A	N/A	N/A	<ul style="list-style-type: none"> City leadership should review the functions assigned to the City Clerk's Office and re-assign responsibilities that are out of scope where possible to support manageable workloads in this department. For example, asset management typically falls within the Finance Department, whereas public records requests and public information roles often sit within the City Clerk's Office. Define the administrative assistant's roles and responsibilities and incorporate strong performance measurement practices to ensure sufficient administrative support. If the workload in the City Clerk's Office continues to be high, consider opportunities to implement new systems or processes that could streamline recurring tasks.
Finance Department	Finance Manager or Senior Accountant (+1 FTE)	N/A	N/A	<ul style="list-style-type: none"> Consider adding a Finance Manager or Senior Accountant position (+1 FTE) to align the City with peer structure and staffing levels. This middle management role could oversee Accounts Payable or Accounts Receivable in addition to other duties, enabling the Director to focus on budget monitoring, long-range planning, and departmental leadership. Develop and monitor productivity metrics to continue evaluating workloads and staffing requirements. Metrics could include invoices processed per employee per month, time to process month-end close, utility bills processed, or total grant funds under management. Regularly monitoring these metrics could help identify areas for improvement and inform future staffing decisions.
Community Development Department	N/A	N/A	Permit Specialist (+1 FTE)	<ul style="list-style-type: none"> Prioritize filling the vacant Associate Planner and Code Enforcement positions. Consider reviewing compensation to ensure that these positions are competitive for qualified applicants. After filling vacant positions, monitor Community Development's ability to consistently respond to permit applications on time. If



STAFFING LEVEL RECOMMENDATIONS BY DIVISION

meeting these deadlines on a regular basis continues to be a challenge, consider supplementing functions with contracted capacity, increasing inspections capacity, and/or pursuing permit process efficiencies to ensure that the City does not incur the upcoming monetary consequences of missing permit application deadlines.

<p>Public Works</p>	<p>Contract out facilities management or hire a facilities management team (+2 FTE)</p>	<p>Wastewater Treatment Operator (+1 FTE)</p> <p>Administrative Assistant (+1 FTE)</p> <p>Maintenance Technician – Water (+1-2 FTE)</p> <p>Maintenance Technician – Streets/Storm (+1-2 FTE)</p> <p>Consider converting the LTE Emergency Management Coordinator to FTE.</p>	<p>Capital Project Manager (+1-2 FTE)</p>	<p>Engineering</p> <ul style="list-style-type: none"> • If the City would like to prioritize completing more capital projects, add 1–2 additional Project Managers. • Start succession planning for the Public Works Superintendent. <p>Wastewater/Sewer</p> <ul style="list-style-type: none"> • Prioritize supporting staff to gain the certifications that will allow them to be added to the on-call schedule. • Consider adding 1 FTE to support a proactive approach to wastewater management. <p>Operations</p> <ul style="list-style-type: none"> • Hire additional staff or contract out as needed to relieve the Operations team from custodial-related tasks. • Add staff to the Water and Streets/Storm teams to support adherence to industry best practice maintenance cycles and reduce reliance on overtime (1–2 FTE Maintenance Technicians per team). • Review the skilled functions currently being conducted outside of the scope of existing roles and determine if dedicated staffing is needed to continue those activities. • Consider adding an Administrative Assistant (1 FTE) to support the Operations team. • Start succession planning for the Public Works Supervisor. <p>General</p> <ul style="list-style-type: none"> • Consider if the City would benefit from converting any of the LTE positions to FTE positions. There appears to be sufficient workload and alignment with City goals to justify the Emergency Management Coordinator transitioning into a permanent employee.
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STAFFING LEVEL RECOMMENDATIONS BY DIVISION

City Administrator's Office	Deputy City Administrator or Management Analyst (+1 FTE) HR Manager (+1 FTE)	Considering converting the LTE Community Events Coordinator to FTE.	N/A	<ul style="list-style-type: none">• As discussed in Human Resources, add HR staffing to allow the City Administrator to focus on other tasks.• Consider adding a Management Analyst or Deputy City Administrator to support the City Administrator with key tasks, including overseeing IT services (see Information Technology), continuing to support communication internally and externally, HR oversight (see Human Resources), and other tasks as needed (see Organizational Structure and Functional Alignment).• Consider if the City would benefit from converting any of the LTE positions to FTE positions. There appears to be sufficient workload and alignment with City goals to justify the Community Events Coordinator transitioning into a permanent employee.• While the Communications Coordinator oversees important functions, it is not clear if there is sufficient workload to justify transitioning this role into a permanent employee. The City might consider engaging a social media contractor with design skills to oversee the City's social accounts, schedule posts, and create graphics and other marketing collateral. The role of PIO is likely best suited for the City Administrator or Emergency Management Coordinator, which would be feasible if the City Administrator were not responsible for HR- and IT-related functions.
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II. INTRODUCTION

A. BACKGROUND

The City of Duvall (the City) is located in northwest Washington and has approximately 8,780 residents. The City currently employs 53 FTE across six departments: Public Works, Finance, Community Development, the City Clerk's Office, the City Administrator's Office, and Police.

The City engaged Moss Adams LLP (Moss Adams) to conduct an organizational structure and staffing assessment to help determine if staffing levels are right-sized and appropriate to achieve the City's goals and objectives today and into the future. The City Clerk's Office, Finance, Community Development, Public Works, and City's Administrator's Departments are included in this assessment; the Police Department is not included.

B. SCOPE AND METHODOLOGY

This organizational assessment was designed to identify opportunities to increase the efficiency and effectiveness of the City's operations and included a comprehensive review of its organization structure and staffing levels. This analysis was informed by interviews and focus groups with staff and leadership, an all-staff survey, document review, research on industry best practices, and comparison with peer cities. The study was conducted between June 2024 and September 2024 and consisted of four major phases:

PROJECT PHASES	
Phase	Description
1 Project Planning	<p>Phase 1 consisted of collaborative project planning with the City Administrator, including determining who would be interviewed, what documents would be reviewed, development of an all-staff survey, and coordination on project status.</p> <ul style="list-style-type: none">● Initiate Project: We conducted a kickoff meeting with the City Administrator to confirm expectations and discuss overall project scope, logistics, deliverables, timing, and progress reporting requirements. We clarified the responsibilities of Moss Adams and the City personnel, timing of project activities, and format of deliverables.● Perform Project Management: We conducted rigorous project management for the duration of the engagement. These activities included regular bi-weekly status calls with the City Administrator, working through issues and solving problems, monitoring progress, and submitting draft deliverables for review.● Provide Quality Assurance: We recognize the need for quality by providing excellent client service and engagement oversight. All deliverables received a quality assurance review before submittal to the City.



PROJECT PHASES	
2 Fact Finding	<p>The second phase focused on execution of planned activities, including documentation review, interviews, and distribution of an online survey. We obtained the most current information available from City personnel.</p> <ul style="list-style-type: none">● Interviews: Moss Adams interviewed 21 members of the City’s leadership and management team to gain insights into the strengths, challenges, and opportunities to improve the City’s organizational structure and staffing.● Documentation Review: We gathered relevant documentation for review, including current organizational charts, job descriptions, process documentation, and standard operating procedures. <p>Survey: We distributed a confidential online survey to all City employees within included departments between July 8, 2024 and July 19, 2024. Out of 40 employees invited to take the survey, 29 individuals submitted responses (a participation rate of 75%, which is considered high).</p> <ul style="list-style-type: none">● Peer Benchmarking: We conducted peer benchmarking to assess how the City’s staffing and organization compares to similar nearby cities. The following list of cities was approved by City leadership and used for this analysis:<ul style="list-style-type: none">○ City of Stanwood○ City of North Bend○ City of Snohomish○ City of Monroe○ City of Gig Harbor○ City of Sequim○ City of Bonney Lake○ City of Black Diamond● Industry Best Practice: We conducted research into industry best practices for related topics such as appropriate staffing ratios, functional alignment, and management span of control.
3 Analysis	<p>We evaluated options to help the City better align its people, processes, systems, and organizational culture to position the City to attain its strategic objectives. The analysis focused on the following areas:</p> <ul style="list-style-type: none">● Community Needs: We evaluated the City’s organization structure, staffing levels, and workloads for opportunities to improve and align with current and anticipated community needs.● Gap and Alternatives Analysis: We identified differences between current City practices and peer and best practices to define gaps, focusing on opportunities to improve efficiency and effectiveness and reduce business risks.
4 Reporting	<p>Based on our analysis, we prepared preliminary observations and recommendations. The City Administrator reviewed department staffing and general management observations. We incorporated feedback on the preliminary observations and recommendations into the draft report.</p>

C. COMMENDATIONS

We’d like to extend our gratitude to leadership and staff for their active engagement and valuable participation during this assessment. The success of this work has been underpinned by several commendable traits, including:



- **Dedication:** Each individual involved in this assessment generously offered their time, resources, and insights, creating a diverse and comprehensive pool of knowledge. City staff were highly engaged in this effort, which is evidenced in part by the exceptional 75% response rate to the staff survey.
- **Workplace Culture:** Interviewed and surveyed employees shared the perception that the City is a positive, supportive, and engaging workplace.
- **Stability:** The Operations division within Public Works has achieved a remarkable 0% turnover rate in the past three years, showcasing exceptional employee retention.

City staff's contributions to this report have formed a strong foundation from which the City can continue to strengthen its staffing and structure.



III. OBSERVATIONS AND RECOMMENDATIONS

Based on the input gathered from interviews, document reviews, and surveys, as well as comparisons to best practices and peer benchmarking, we prepared a comprehensive set of observations and recommendations.

A. STAFFING LEVELS ANALYSIS

1.	Observation	The City’s staffing is relatively well-aligned with peer cities and industry standards, but there are some areas where understaffing and misaligned functions are causing heavy workloads.
	Recommendation	On an annual basis, develop a prioritized list of staffing needs to promote operational continuity, appropriate workloads, and adequate staffing for the City’s priorities.

Overall, the City’s ratio of full-time equivalent (FTE) employees to population is well-aligned with peers. The City employs one FTE per 157 residents; among analyzed peers, the average ratio is one FTE per 143 residents. However, there are some areas where the City is slightly under-staffed compared to peers. This is supported by feedback through the all-staff survey, where 69% of respondents rated the adequacy of current staffing levels across the City as “somewhat understaffed (we generally do not have enough staff to get the work done).”

The tables below reflect our analysis of each department’s staffing levels and includes a summary of the following topics:

- **Current Staffing:** The current number of staff in the department, including full-time-equivalent (FTE), limited-term-equivalent (LTE), and part-time-equivalent (PTE).
- **The Department’s Turnover Rate:** The percentage of the department’s FTE that has turned over in the last three years.
- **The Department’s Current Vacancies:** Positions that have been budgeted for but are not currently filled.
- **New Roles That Have Been Approved:** Additional roles that have already been approved but are not yet filled.
- **Staffing Observations:** This information relays the staffing themes identified through interviews, survey, and document review.
- **Peer Staffing Analysis:** Eight peer cities were analyzed for this assessment. Complete peer benchmarking results can be found in [Appendix C](#).
- **Industry Benchmark Data:** Because there is a high degree of variability in the services provided by a division across similar entities, reliable industry benchmark data is not available for all functions. Where functions are commonly aligned, industry benchmark data is provided. Where industry benchmarks are not provided, data in the other areas of the table will provide the City with a robust understanding of its staffing levels.
- **Future Staffing Considerations:** Factors that are likely to affect staffing levels and workforce needs in the coming three to five years.



- **Results from the Employee Survey:** This information can provide useful insight into staff perceptions of over- or understaffing. Combined with the other information in the analysis, this can help the City identify the root cause of potential workload issues and appropriate remediation efforts. Complete survey results can be found in [Appendix B](#).

City Clerk’s Office

STAFFING ANALYSIS	
Current Staffing	3 FTE
Turnover	25% average annual turnover in the past three fiscal years.
Vacancies	There are currently no vacancies in this department.
New Approved Roles	None.
Peer Staffing Analysis	The City Clerk’s Office is staffed in alignment with slightly larger peer cities, who often have a City Clerk and a position equivalent to a Deputy City Clerk. However, in the City’s case, 20% of the Deputy City Clerk’s time is dedicated to Human Resources (HR), an arrangement which is typically not present in peer cities (see Human Resources).
Industry Benchmark Data	The number of employees in a city clerk’s office can vary based on roles, responsibilities, city boards and commissions, and other factors. As a result, industry benchmark data is not available for this department.
Staffing Observations	The City Clerk’s Office is currently in charge of functions that do not often fall to this department, including asset management, facility rentals, office supplies procurement, contract management, receiving customer utility payments, and phone system management. Due to these additional responsibilities, interviewed employees shared that the workload in this department is high and that work that would result in a more sophisticated, efficient, and optimized City Clerk’s Office is not able to be completed (for example, there is not currently a formal approach to asset management).
Future Staffing Considerations	As the City’s population continues to rise, so will the Clerk’s Office’s workload.
Recommendations	<ul style="list-style-type: none"> • City leadership should review the functions assigned to the City Clerk’s Office and re-assign responsibilities that are out of scope where possible to support manageable workloads in this department. For example, asset management typically falls within the Finance Department, whereas public records requests and public information roles often sit within the City Clerk’s Office. • Define the administrative assistant’s roles and responsibilities and incorporate strong performance measurement practices to ensure sufficient administrative support. • If the workload in the City Clerk’s Office continues to be high, consider opportunities to implement new systems or processes that could streamline recurring tasks.



STAFFING ANALYSIS	
City Clerk's Office Survey Results	
100%	
■ Very understaffed: We consistently do not have enough staff to get the work done.	
■ Somewhat understaffed: We generally do not have enough staff to get the work done.	
■ Adequately staffed: We have enough staff to get the work done.	
■ Somewhat overstaffed: We generally have more than enough staff to get the work done.	
■ Very overstaffed: We consistently have more than enough staff to get the work done, and many staff do not have enough work to do.	

Finance Department

STAFFING ANALYSIS	
Current Staffing	4.2 FTE
Turnover	24% average annual turnover in the past three fiscal years
Vacancies	None
New Approved Roles	The City plans to use ARPA funding to hire a temporary Finance and Budget Analyst. This role will increase regular financial reporting capabilities.
Peer Staffing Analysis	<ul style="list-style-type: none"> ● Finance is understaffed compared to the three peer cities with the most similar population and FTE to the City, where finance staffing is between six and seven FTE. The City's Finance staffing is currently four FTE. ● Among all analyzed peer cities, finance represents 9% of total city staffing on average, which is aligned with the City. However, the roles in the City's Finance Department are not aligned with peers: <ul style="list-style-type: none"> ○ Most peer cities have two management roles within finance, such as a Finance Director and Manager. The City does not currently have a similar middle management position. ○ The City is the only city among its peers that counts a Finance Intern or similar position among its permanent FTE count. Peer cities are typically fully staffed with more experienced positions.
Industry Benchmark Data	Finance and Accounting departments are typically structured and sized based on the number of people served (e.g., vendors, employees, community members), the revenue of the organization, and the variety of finance and accounting tasks or responsibilities. Staffing size can vary depending on the sophistication of the systems environment, staff experience, and areas of oversight within the department. This can make it difficult to benchmark finance staff ratios effectively. Some productivity metrics can be used to create internal benchmarks that could be useful when evaluating workloads and staffing requirements. These could include invoices



STAFFING ANALYSIS	
	processed per employee per month, time to process month-end close, or total grant funds managed.
Staffing Observations	<ul style="list-style-type: none"> ● Interviewed staff reported that workloads in Finance are extremely heavy. ● Current staffing levels do not support sufficient backup for key functions. The department is currently working to train additional staff on key functions (e.g., payroll, utility billing), but it is difficult to maintain appropriate separation of duties for financial processes with four staff members. ● It is a challenge for the department to complete regular financial reporting and analysis. ● Interviewed staff shared that there is not currently anyone in Finance dedicated to procurement and contract management, which is common for cities of this size. In the past, Finance would aid staff members with procurement tasks, but that has not recently been the case. ● There is no one in the City that has direct responsibility for grant administration.
Future Staffing Considerations	<ul style="list-style-type: none"> ● The workload related to utility billing increases in direct proportion to the population of the City. ● The Finance team's workload is affected by the City's operations, including additional events, programs, and capital projects.
Recommendations	<ul style="list-style-type: none"> ● Consider adding a Finance Manager or Senior Accountant position (+1 FTE) to align the City with peer structure and staffing levels. This middle management role could oversee Accounts Payable or Accounts Receivable in addition to other duties, enabling the Director to focus on budget monitoring, long-range planning, and departmental leadership. ● Develop and monitor productivity metrics to continue evaluating workloads and staffing requirements. Metrics could include invoices processed per employee per month, time to process month-end close, utility bills processed, or total grant funds under management. Regularly monitoring these metrics could help identify areas for improvement and inform future staffing decisions.
Finance Survey Results	
<ul style="list-style-type: none"> ■ Very understaffed: We consistently do not have enough staff to get the work done. ■ Somewhat understaffed: We generally do not have enough staff to get the work done. ■ Adequately staffed: We have enough staff to get the work done. ■ Somewhat overstaffed: We generally have more than enough staff to get the work done. ■ Very overstaffed: We consistently have more than enough staff to get the work done, and many staff do not have enough work to do. 	



Community Development Department

STAFFING ANALYSIS	
Current Staffing	6.7 FTE, 2 LTE
Turnover	<ul style="list-style-type: none"> 10% average annual turnover in the past three fiscal years
Vacancies	<ul style="list-style-type: none"> There are currently two vacancies, Associate Planner and Code Enforcement Officer. <ul style="list-style-type: none"> The Associate Planner position was recently converted from a Senior Planner position that was open for 1.5 years without a successful hire. The first recruitments for this position have been unsuccessful. The current Permit Specialist II will be eligible for retirement within the next five years.
New Approved Roles	The City recently approved a new position for a Code Enforcement Officer and is currently recruiting to fill that position as a 0.5 LTE.
Peer Staffing Analysis	<ul style="list-style-type: none"> Community Development staffing varies significantly between peer cities. The City's 6.7 FTE staffing aligns with cities of similar population size, such as Stanwood, North Bend, and Black Diamond. However, when compared by ratio of Community Development staff to projected revenue from permits and inspections, the City appears understaffed. The City's projected revenue is \$523,000 per staff member, while Monroe's is \$130,000 per staff member and Gig Harbor's is \$240,000 per staff member.
Industry Benchmark Data	Industry benchmark data is limited for this department. Most industry groups recommend peer benchmarking to determine staffing needs.
Staffing Observations	<ul style="list-style-type: none"> Interviewed employees report that Community Development is understaffed, and that staffing is inadequate to support a buffer for vacation time and sick or medical leaves. Interviewed staff reported the following regarding workload: <ul style="list-style-type: none"> Community Development infrequently reports final decisions for permit applications on time and typically asks applicants to grant an extension. The State of Washington is reportedly planning to extend these deadlines but will also require that cities provide a refund if the deadline is missed. Permit applications have increased due to an increase in development. Interviewed staff shared that the team struggles to keep up with the inspection schedule to process permit applications, and that it is difficult to take vacations or sick days. Community Development contracts out eight hours per week to supplement inspections capacity. Community Development is currently working on the comprehensive plan and is unsure what their staffing needs may be in years when long-term planning is not occurring but estimates that there is enough work to support the current position funded by ARPA as well as an additional planning position. The volume of development in the City at any given time fluctuates, and the Community Development has reportedly had trouble scaling up staffing to align with workload increases when needed due in part to the availability of local candidates with relevant experience, the availability



STAFFING ANALYSIS	
	and affordability of housing in the community, and the inability to offer remote work options. Staff say this leads to a reliance on contract staff and increases project costs.
Future Staffing Considerations	<ul style="list-style-type: none"> Community Development’s workload will be impacted by continued future growth and development in the City. Although there are only three more urban growth area for the City to expand into, City leaders predict that resident expectations for community services may increase. Community upgrades and renovations would increase workload in this department. Long-term planning processes will continue to impact Community Development’s workload. In addition to comprehensive and strategic plans, staff shared that updates will soon be needed to the Shoreline Master Program and the Critical Areas Ordinance. The state legislature has recently added design guidelines that affect planning, and the City is required to rewrite its zoning code to be consistent with the comprehensive plan. Finally, staff noted that there is a state-mandated Climate Resiliency Analysis due in 2029 that will require significant community engagement.
Recommendations	<ul style="list-style-type: none"> Prioritize filling the vacant Associate Planner and Code Enforcement positions. Consider reviewing compensation to ensure that these positions are competitive for qualified applicants. After filling vacant positions, monitor Community Development’s ability to consistently respond to permit applications on time. If meeting these deadlines on a regular basis continues to be a challenge, consider supplementing functions with contracted capacity, increasing inspections capacity, and/or pursuing permit process efficiencies to ensure that the City does not incur the upcoming monetary consequences of missing permit application deadlines.
Community Development Survey Results	
29%	71%
<ul style="list-style-type: none"> Very understaffed: We consistently do not have enough staff to get the work done. Somewhat understaffed: We generally do not have enough staff to get the work done. Adequately staffed: We have enough staff to get the work done. Somewhat overstaffed: We generally have more than enough staff to get the work done. Very overstaffed: We consistently have more than enough staff to get the work done, and many staff do not have enough work to do. 	

PW supervisor Public Works Department

STAFFING ANALYSIS	
Current Staffing	20.2 FTE, reliance on contractors with specific subject matter expertise (water specialist, SCADA support, development and review team), and one LTE staff (Emergency Management Coordinator)



STAFFING ANALYSIS	
Turnover	<ul style="list-style-type: none"> ● Engineering: 2% average annual turnover in the past three fiscal years <ul style="list-style-type: none"> ○ The Public Works Superintendent will be eligible for retirement within the next two years. ● Wastewater/Sewer: 13% average annual turnover in the past three fiscal years ● Operations: 0% average annual turnover in the past three fiscal years
Vacancies	None
New Approved Roles	None
Peer Staffing Analysis	<ul style="list-style-type: none"> ● Public Works is understaffed compared to peers. The City's Public Works staff represent 38% of total FTE; the average among peers is 45%. <ul style="list-style-type: none"> ○ Interviewed staff shared that given the City's rural setting, the Public Works team maintains sole oversight over the City's utilities and maintenance, including drinking water distribution, roadway upkeep, and maintenance of the wastewater treatment plant – functions that other cities may be able to rely on neighboring jurisdictions for support with. ● When compared by Capital Improvement Plan (CIP) budget, the City also appears understaffed. The City's ratio of staff to CIP budget is 1:\$1.2 million; the average ratio among peers is 1:\$600,000. ● The City maintains a much higher ratio of park land per employee (1 FTE:10.6 acres) than peers (average 1 FTE:4.2 acres). ● The City maintains a higher ratio of sewer pipe per employee (1 FTE:2.3 miles) than peers (average 1 FTE:1.3 miles). ● Among cities who manage facilities in-house, it is uncommon not to have a dedicated facilities maintenance team. ● The City's LTE Emergency Management Coordinator is housed in Public Works. The location of the emergency management function varies significantly among peer cities, but is most often housed in Public Works, Community Development, an executive office, or Police.
Industry Benchmark Data	<ul style="list-style-type: none"> ● Facilities staffing ratios are typically calculated by comparing the number of maintenance or custodial staff to square feet under maintenance. Factors that influence the size of the facilities team include the total number of buildings, the age of infrastructure, and the range of services managed. While these factors are highly variable, APPA generally recommends a ratio of at least one maintenance role per 67,400 square feet, one custodial role per 16,700 square feet, and one groundskeeper role per 2.5 acres of managed land (or 25 acres of open land).¹
Staffing Observations	<p>Engineering</p> <ul style="list-style-type: none"> ● Interviewed staff report that the Engineering team faces challenges completing planned and funded work due to insufficient project management staff.

¹ https://www.wku.edu/facilities/appa_standards.pdf



STAFFING ANALYSIS

- This challenge is compounded by the lack of a formal process for integrating projects that are not funded by grants into the annual capital plan.
- The Engineering team also faces challenges with conducting all required work at current staffing levels. For example, interviewed staff shared that they are only able to do the minimum to comply with stormwater permit requirements.

Wastewater/Sewer

- There are currently two certified operators who are qualified to be on-call. It is reportedly difficult and impactful to employees' personal lives to split the on-call schedule between two people. The team hopes to certify two more staff members to be able to add them to the on-call schedule.
 - A nationwide shortage of certified wastewater treatment plant operators creates difficulty in hiring for these positions.
- Interviewed staff indicated that this team is somewhat understaffed, particularly when any employee is out due to illness or vacation. Current staffing levels only provide for a reactionary approach to wastewater management.

Operations

- The Parks team recently added two additional employees and is reportedly appropriately staffed.
- The Streets/Storm team appears understaffed. The team reportedly relies on overtime to complete necessary work and is not able to adhere to best practices for street and stormwater management. Citizen reports of sidewalk hazards must be swiftly responded to from a liability perspective, and the team often contracts out sidewalk repair work to respond in a timely manner. Ideally, staff shared that they would be able to proactively check sidewalks for needed repairs.
- The Water team is reportedly understaffed and is not able to adhere to best practices for proactive water management, such as flushing and other preventative maintenance tasks. Interviewed Public Works staff shared that the understaffing of the Water team is a high priority that should be addressed by the City.
- In addition to handling Parks-, Streets/Storm-, and Water-related tasks, the Operations team is also tasked with facilities management for nine buildings. This includes custodial work such as replacing paper products and unclogging toilets. Staff reported that when Operations' workload is heavy, facilities work is often neglected, which results in complaints.
- Interviewed staff noted that many of the employees in Operations are working outside of their classification using specialized skills in HVAC systems, carpentry, and mechanical systems. This is a symptom of missing functions. For example, one team member who does not have mechanic maintenance in their job description dedicates about half of their time to fixing broken equipment and maintaining small engines. Staff shared that if this person leaves the City, the department will face significant challenges in getting work done.

The Public Works Supervisor and three Operations Crew Leads track training, bills, invoices, procurement, and administrative tasks for this team. Interviewed Public Works leadership shared that although this team is doing



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an excellent job at staying on top of those functions, an Administrative Assistant would allow them to focus more of their time on operations.

LTE Staff

- **Emergency Management Coordinator:** This role is responsible for ensuring that the City is in compliance with state-mandated emergency requirements, writing and regularly reviewing the Comprehensive Emergency Management Plan, and overseeing the City's involvement in the Regional Hazard Mitigation Plan. This role has also undertaken managing a City-wide emergency preparedness training program in collaboration with other jurisdictions, as well as conducting community outreach about household preparedness for emergency events in partnership with the county, state, and Citizen Core Council. This role is beginning to think about the City's adherence to physical safety and security best practices, which is reportedly a gap, and developing a Continuity of Operations Plan. There appears to be sufficient workload and alignment with City goals to justify this position transitioning into a permanent employee.

Future Staffing Considerations

Engineering

- The plans contained in the City's CIP will continue to affect staffing needs.
- The Public Works Superintendent, who is the only staff member who currently manages relationships with fiber companies and necessary inspections, plans to retire soon.

Wastewater/Sewer

- If the wastewater facility is upgraded or expanded, more staff may be needed.
- The team currently handles their own landscaping, but the facility is in an increasingly public location, and interviewed staff are concerned about their ability to maintain the grounds at a higher aesthetic level.

Operations

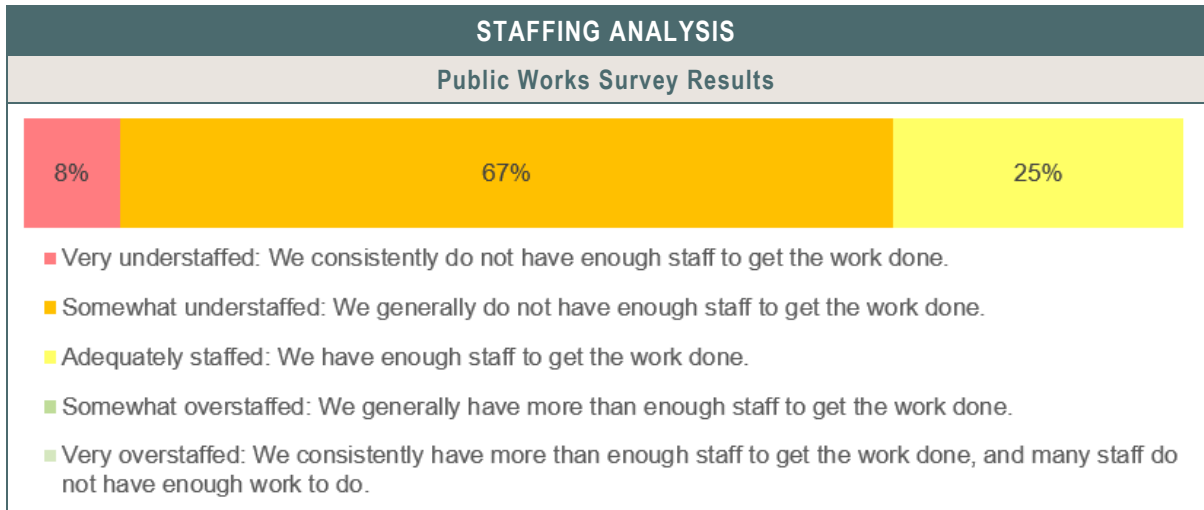
- As the City continues to develop its approach to utility, sewer, and wastewater services, additional staffing may be needed.
- Interviewed staff shared the intention to continue developing the SCADA system to increase operational efficiency, which may eventually require a dedicated SCADA Analyst.
- There are significant storm-related reporting requirements, including testing, discharge and illegal monitoring, and annual reporting. Interviewed staff shared that additional personnel are needed to meet these requirements.
- As new building and common areas are added throughout the City, the workload related to irrigation and maintaining street plants and trees will increase. Similarly, as new parks and community services are added, the workload to maintain those areas will increase.
- Staff reported that there will be a significant upcoming effort to replace water meters throughout the City.

General

- There is recognition that seasonal workers currently share the workload with full-time staff, and when their contract ends, 100% of the workload



STAFFING ANALYSIS	
	<p>and service will return to the shoulders of an already busy Public Works team.</p> <ul style="list-style-type: none">● Staff members surveyed believe that while they may be staffed adequately compared to peer cities, they are pushed more rigorously.
Recommendations	<p>Engineering</p> <ul style="list-style-type: none">● If the City would like to prioritize completing more capital projects, add 1–2 additional Project Managers.● Start succession planning for the Public Works Superintendent. <p>Wastewater/Sewer</p> <ul style="list-style-type: none">● Prioritize supporting staff to gain the certifications that will allow them to be added to the on-call schedule.● Consider adding 1 FTE to support a proactive approach to wastewater management. <p>Operations</p> <ul style="list-style-type: none">● Hire additional staff or contract out as needed to relieve the Operations team from custodial-related tasks.● Add staff to the Water and Streets/Storm teams to support adherence to industry best practice maintenance cycles and reduce reliance on overtime (1–2 FTE Maintenance Technicians per team).● Review the skilled functions currently being conducted outside of the scope of existing roles and determine if dedicated staffing is needed to continue those activities.● Consider adding an Administrative Assistant (1 FTE) to support the Operations team.● Start succession planning for the Public Works Supervisor. <p>General</p> <ul style="list-style-type: none">● Consider if the City would benefit from converting any of the LTE positions to FTE positions. There appears to be sufficient workload and alignment with City goals to justify the Emergency Management Coordinator transitioning into a permanent employee.



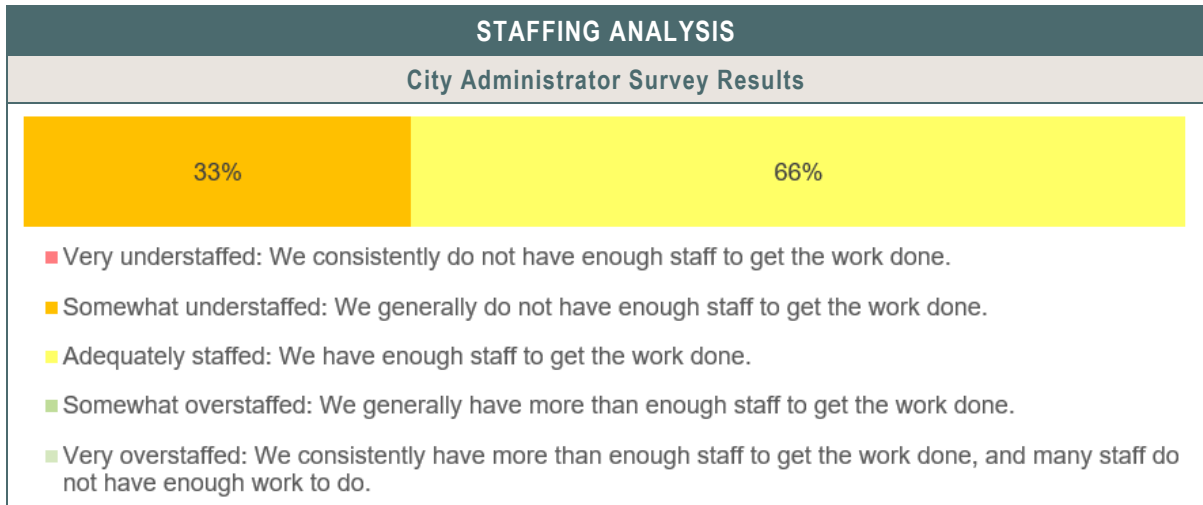
City Administrator’s Office

STAFFING ANALYSIS	
Current Staffing	1 FTE, 2 LTE staff (Communications Coordinator, Community Events Coordinator)
Turnover	A new City Administrator began the role in 2022.
Vacancies	None
New Approved Roles	None
Peer Staffing Analysis	<ul style="list-style-type: none"> ● The City Administrator’s Office is understaffed compared to peers. Most cities have at least one additional support role organized within the City Administrator’s Office. These roles are titled Management Analyst, Administrative Assistant, Assistant to the City Administrator, or Deputy City Administrator. <ul style="list-style-type: none"> ○ Only three peer cities (Stanwood, Snohomish, Black Diamond) have a single City Administrator with no support, as the City does.
Industry Benchmark Data	Not available.
Staffing Observations	<ul style="list-style-type: none"> ● The City Administrator spends 20–30% of their time on HR-related work and is responsible for overseeing IT-related processes (see Information Technology). ● The Community Development Director is budgeted to spend 10% of their time as a Deputy City Administrator, but it is difficult to do so with the high workload in that department. ● Many surveyed employees noted that the City Administrator has significantly improved the communications environment at the City and expressed the desire for increased internal communication, including the possibility of holding periodic all-staff meetings or sending monthly emails with status updates on the City’s goals and relevant news.



STAFFING ANALYSIS

	<p>LTE Staff</p> <ul style="list-style-type: none">● Community Events Coordinator: This role is responsible for planning and managing community events, including 15 City-hosted and collaborative events. This includes applying for grants to pay for and expand the City’s events offerings, including booking musical acts, creating fliers and promotional materials for social media and the City website, and working with Public Works day-of to set up events. This role’s workload is reportedly heavy, likely due to additional duties undertaken including special event permitting, clerking/staffing Cultural Commission meetings, and providing backup for the facility reservations process. There appears to be sufficient workload and alignment with City goals to justify this position transitioning into a permanent employee.● Communications Coordinator: This role is responsible for working across the City to fill public communication needs, including creating advertising, marketing, and communication plans. This role has undertaken redesigning the City’s website and is the main point of contact for the City’s social media accounts, press releases, and media requests. This role is the de facto Public Information Officer (PIO) for the City. While these are important functions for the City to have, it is not clear if there is sufficient workload for this position to transition to a permanent employee. If this role is made permanent, it should include the creation of all marketing collateral City-wide.
Future Staffing Considerations	If City leaders wish to add additional community events, more staff resources will be needed. Population growth and community engagement needs can also impact the workload of this function.
Recommendations	<ul style="list-style-type: none">● As discussed in Human Resources, add HR staffing to allow the City Administrator to focus on other tasks.● Consider adding a Management Analyst or Deputy City Administrator to support the City Administrator with key tasks, including overseeing IT services (see Information Technology), continuing to support communication internally and externally, HR oversight (see Human Resources), and other tasks as needed (see Organizational Structure and Functional Alignment).● Consider if the City would benefit from converting any of the LTE positions to FTE positions. There appears to be sufficient workload and alignment with City goals to justify the Community Events Coordinator transitioning into a permanent employee.<ul style="list-style-type: none">○ While the Communications Coordinator oversees important functions, it is not clear if there is sufficient workload to justify transitioning this role into a permanent employee. The City might consider engaging a social media contractor with design skills to oversee the City’s social accounts, schedule posts, and create graphics and other marketing collateral. The role of PIO is likely best suited for the City Administrator or Emergency Management Coordinator, which would be feasible if the City Administrator were not responsible for HR- and IT-related functions.



B. MANAGEMENT CONSIDERATIONS

Observations and recommendations in this section identify opportunities for the City to support ongoing organizational development and increase operational efficiency.

Human Resources

2.	Observation	In lieu of a dedicated HR department, critical HR functions are shared between staff members and hiring processes are decentralized. This results in high workloads for those individuals, long recruiting timelines, and several key HR-related gaps.
	Recommendation	Establish a dedicated HR Department by hiring an HR Manager to align with peers and industry best practices.

The City does not currently have a dedicated HR department. Instead, HR functions are undertaken by the City Administrator (20–30% of that role) and the Deputy City Clerk (20%). The City Administrator focuses on policy and procedure development and resolving personnel issues that arise. The Deputy City Clerk is responsible for posting open job positions online, screening applicants and performing background checks, scheduling interviews with candidates, and working with the City Administrator to enhance the City’s HR environment (though the City Administrator has individually performed those tasks during the last six months while simultaneously hiring and training the new Deputy City Clerk). The contracted City Attorney also helps with legal-related HR functions as needed.

The lack of dedicated HR staff has resulted in several key HR-related gaps and challenges at the City, including:

- **Performance Management:** There is not a consistent approach to performance management and improvement, and many interviewed employees shared that they have not had a performance review. This puts the City at risk of experiencing unaddressed performance issues. City leadership is aware of this issue and is building a digital evaluation tool that will set core competencies for each position.



- **Policies and Procedures:** There is currently not a formal employee handbook, documented onboarding process for new employees, or succession planning processes for key roles. This creates the risk of inconsistent practices and loss of institutional knowledge.
- **Recruitment Processes:** Departments run their own hiring processes, and employees reported that recruitment is difficult across the City. Although many cities are currently struggling to recruit qualified employees, this challenge is exacerbated by the lack of dedicated HR staff to oversee the hiring process. Surveyed employees expressed frustration and the desire for a uniform recruiting, interviewing, and hiring process. In addition, interviewed employees expressed concern about the thoroughness of the pre-hire background checks that the City is currently able to execute.
- **HR-Related Compliance:** There is no one dedicated to ensuring that HR-related codes are updated. The City's code is not currently compliant with two state laws concerning sick leave and ADA claims.
- **High Workload:** Undertaking HR tasks reportedly contributes to a high workload for the City Administrator and in the City Clerk's Office.

Dedicated HR departments are a common practice for municipalities, including Duvall's peer cities. All reviewed peer cities have at least one dedicated HR position, and four have a dedicated HR department. The Cities of North Bend, Snohomish, and Black Diamond are the three most comparable cities to the City in terms of FTE. The City of North Bend has one HR FTE (an HR Manager/Emergency Coordinator), the City of Snohomish has two HR FTE (an HR/Risk Manager and a term-limited Administrative Assistant), and the City of Black Diamond combines the City Clerk/HR Manager role in a Department with support staff. The Cities of Gig Harbor, Monroe, and Bonney Lake are slightly larger than Duvall and range from two- to five HR FTE. These roles include an HR Director or Manager, an HR Coordinator, and often a role dedicated to payroll and benefits administration.

For organizations with up to 250 FTEs, the industry-standard staffing ratio is 3.4 HR FTE per 100 FTEs.² The City would need 1.8 FTE to align with this ratio.

Recommendation

To align with peer cities and industry best practices, the City should consider hiring an HR Manager to establish an HR Department. An HR Manager could address key functional gaps by taking on the following functions:

- Oversee performance-related processes at the City, including annual performance reviews and professional development plans. A robust performance management system should be designed to benefit employees through self-evaluations, calibration sessions, additional contributor feedback mechanisms, goal setting, and growth and development plans. See [Appendix D](#) for best practices for a City-wide performance management process.
- Centralize hiring processes for departments.
- Develop key policies and procedures, including an employee handbook.
- Collaborate with Finance on payroll and benefits administration.

² [AIHR: Optimal HR to Employee Ratio Benchmark](#)



- Develop formal onboarding and succession planning processes. A sample onboarding plan is included in Appendix A.
- Ensure the City’s codes are updated and in compliance with state law.
- Oversee contract and collective bargaining administration.
- Support the City Administrator in managing employee relations matters.

The City can consider organizing the HR function with the City Administrator’s Office, similar to the City of Stanwood. Otherwise, all peer cities have standalone HR departments. If the City would like to add additional HR capacity, peer cities commonly employ an HR Analyst, Assistant, or Coordinator.

Information Technology

3.	Observation	The City outsources its IT functions with oversight from the City Administrator. Overall, the City’s approach to software is relatively siloed, and there are some areas where manual processes impede efficiency.
	Recommendation	<ul style="list-style-type: none"> A. Consider opportunities to automate or move online key processes that are currently occurring manually. B. Continue to evaluate the contract with Acorn to ensure services are provided in alignment with the contract and to the City’s satisfaction. C. If the City chooses to hire a Deputy City Administrator, consider the possibility of seeking an individual with IT expertise who could oversee the contract with Acorn, centralize in-house IT decision-making and approvals, and manage the implementation of IT-related process improvements.

The City contracts with Acorn, an outsourced service provider, for Information Technology (IT) functions. Contracting for IT services allows the City to build IT capacity without the need to employ a high-level role that could effectively oversee in-house IT operations and has helped the City address IT infrastructure issues. However, this is not common among peers, with seven of eight cities employing at least one in-house IT role. The City Administrator currently oversees the contract, which requires ongoing discussion, reporting, analysis, and monitoring to support effective service delivery.

The lack of in-house IT functionality has resulted in a siloed approach to processes and assets across the City that IT would typically be involved with. Examples include:

- There are multiple areas where manual processes impede efficiency, including:
 - The rental process for facilities and parks is maintained manually on a spreadsheet.
 - Fixed asset tracking is maintained manually on a spreadsheet (see [Asset Management](#)).
 - The special event permitting process is conducted by email. A former Permit Technician was reportedly working on developing this functionality in the financial system, OpenGov, before leaving the City.
 - There is no cloud-based file storage.
- The Finance team is working to implement additional capability in OpenGov which interviewed staff reported is currently being underutilized. These improvements could enhance workflows across the City and reporting potential to decision-makers.



- Surveyed employees shared that IT support is inconsistent, there is not adequate assistance for staff who are experiencing IT challenges, and system security is lacking.
- The City Administrator is responsible for approving all IT purchases, including small assets such as computer chargers.

Recommendation

If the City would like to continue outsourcing the IT function, it will be necessary to address these process siloes and gaps. The City should consider opportunities to automate or move online key processes that are currently occurring manually. If additional support is needed to achieve this, the City may be able to add assistance with addressing manual processes to the Acorn contract. The City should continue to evaluate the contract with Acorn to ensure services are provided in alignment with the contract and to the City’s satisfaction. See the [Contract Management](#) section for guidance on performance-based contracting.

If the City chooses to hire a Deputy City Administrator, as suggested in [Staffing Levels Analysis](#), it may be beneficial to seek an individual with IT expertise who could oversee the contract with Acorn, centralize in-house IT decision-making and approvals, and manage the implementation of IT-related process improvements. This would enable the City Administrator to concentrate on other critical tasks. In lieu of this option, the City should ensure that sufficient software support is available to staff. For example, the City could consider contracting with OpenGov to provide expert guidance on increasing the system’s functionality.

Organizational Structure and Functional Alignment

4.	Observation	Some functions at the City are not functionally aligned, resulting in operational inefficiencies, frustration among staff, and high workloads.
	Recommendation	Review tasks that are not clearly assigned and consider reassigning essential tasks to increase functional alignment and resolve operational gaps.

Organizational structure in a city refers to how various departments, roles, and responsibilities are arranged to facilitate effective governance and service delivery. This structure determines how tasks are divided, coordinated, and supervised, ensuring a city operates smoothly and efficiently. A well-defined organizational structure is crucial for clear communication, efficient resource allocation, and effective decision-making.

The City’s organizational structure is well-aligned with peers. However, tasks and functions that there are no clear places for (such as HR, contract management, and asset management) are instead either 1) assigned to an individual or team where there is not functional alignment with that task, or 2) diffused between several individuals or teams. This results in operational inefficiencies, frustration among staff, and high workloads driven by work that is out of scope for the role.

Recommendation



The City should review the functional alignment of the following tasks:

TASK	CURRENTLY LED BY	TYPICALLY LED BY
Asset Management	City Clerk's Office, Public Works	Finance
Contract Management	City Clerk's Office, Finance, City Administrator	Finance typically establishes city-wide policies and procedures as well as a centralized repository of contracts, while departments conduct decentralized contract monitoring. The City Administrator's Office may also provide additional monitoring and oversight.
Custodial Facilities Management	Public Works Operations	Dedicated facilities management function within Public Works, or outsourced
Grant Administration	N/A	Finance/Public Works
Facility Rentals	City Clerk's Office	Public Works/Parks
HR	Decentralized	HR
Office Supply Procurement	City Clerk's Office	Finance
Phone System Management	City Clerk's Office	IT
Procurement	Decentralized	Finance; however, due to the size of the Finance Department, the City Administrator's Office may be appropriate if a Deputy or Assistant City Administrator is hired.
Receiving Customer Utility Payments	City Clerk's Office	Finance; however, due to segregation of duties, the current arrangement may be appropriate.

For tasks that City leadership decides to redistribute, consideration should be given to the existing workload of the team or individual who will be taking on that task. If any tasks are outside the scope of the role receiving them, they should be added to that role's job description.



Asset Management

5.	Observation	The City does not have a formal approach to asset management, which makes it difficult to budget for equipment needs and effectively maintain equipment throughout its useful life. In addition, there is not enough physical space to adequately store and protect the equipment used by Public Works.
	Recommendation	Prioritize the development of a City-wide asset management program, including policies, procedures, and ongoing monitoring to assist with long-term financial planning.

Asset management refers to the systematic process of maintaining, upgrading, and operating a city’s physical assets, such as buildings, infrastructure, and equipment. There is not currently a formal approach to asset management at the City. The responsibility for asset management currently lies with the City Clerk’s Office, but that office’s workload is reportedly too high to effectively undertake City-wide asset management.

Effective asset management ensures that these resources are used efficiently, maintained properly, and replaced on a regular schedule. Formal asset management is crucial for optimizing the lifecycle of City assets, minimizing costs, and ensuring the safety and reliability of services. The lack of asset tracking exposes the City to risk of fraud, waste, and abuse, and prevents the City from being able to effectively budget for planned equipment replacements (for example, the City purchased a sizable number of computers this year on short notice).

Though there is not a City-wide approach to asset management, there are pockets where asset management is occurring. Public Works undertakes a more formal asset management approach for department-owned equipment that is capitalized. The team conducts an inventory every few years that tracks an asset’s age, value, and replacement needs. However, interviewed staff shared that it is a challenge to find space to store the City’s equipment and, as a result, equipment is stored in several locations throughout the City. This frequently results in misplaced equipment and lost staff time. For example, some pieces of equipment, such as a stage, do not currently have a dedicated storage place due to lack of space. The stage should be covered to prevent mold, but is currently stored uncovered in a public park. Public Works leadership is aware of this issue and is actively seeking additional storage property.

Recommendation

The City should prioritize the development of a City-wide asset management program, including policies, procedures, and ongoing monitoring to assist with long-term financial planning. Such a program will help the City track, monitor, and proactively maintain its assets; minimize surprise replacement costs; and illuminate areas where storage space is insufficient. This effort should be coordinated with the recommendation in [Information Technology](#) to modernize the City’s IT environment. For example, the City could utilize the asset management module available through OpenGov. Asset management is typically the responsibility of a Finance department.

Sufficient funds should be allocated in a multi-year capital plan to replace vehicles and equipment. The capital plan should be prioritized based on safety, utilization, and other factors critical to sustaining operations.



Contract Management

6.	Observation	The City lacks a performance-based approach to contract management, which can negatively impact operations and performance of vendors.
	Recommendation	<p>A. Develop a formal approach to contract management that centralizes contract management processes.</p> <p>B. Consider adopting a performance-based contracting method to improve vendor accountability.</p>

Although the City relies on outsourced work in several key areas, there is not currently a formal approach to contract management. Contract management is technically the responsibility of the City Clerk’s Office, with the Finance Department handling all fiscal elements of the contract. However, the role of holding contractors accountable has not been taken on and often defaults to the City Administrator.

For example, the City contracts with Acorn for IT functions. Many interviewed staff across the City expressed frustration with Acorn’s service provision, but there is not a formal approach to ensuring that Acorn is meeting the terms of service provision outlined in their contract. Instead, the City Administrator attends regular meetings with Acorn and manages their work on an ad-hoc basis. Dissatisfaction with this vendor contributes to inefficiencies across the City.

In addition, the Public Works Department relies heavily on contractors and has reportedly considered the idea of employing a Contract Manager to solicit consultants, manage contracts, and track the fiscal status of a contract. Interviewed Public Works staff shared that a City-wide approach to contract administration would be helpful.

Recommendation

The City should develop a formal approach to contract management to help manage vendors across the City. Typically, Finance maintains a contract management framework and relevant policies and procedures, and contract monitoring is conducted by the department that is receiving services (in Public Works, this is often conducted by a Capital Project Manager). When issues arise, they are typically elevated to the City Administrator’s Office. Local government contract management policies and procedures typically focus on monitoring the financial elements of a contract, such as invoice payment, budget monitoring, and cash handling controls. However, nonfinancial contract terms and conditions closely tie to vendor performance and the quality of services rendered. Therefore, comprehensive contract management guidance should address both financial and nonfinancial components while also defining roles and responsibilities for each area.

Contract management policies and procedures should be available in a centralized location, such as an intranet, for employees to easily reference. City leadership should ensure that all staff are sufficiently trained on any major changes and held accountable for implementing them.

As the City standardizes its approach to contracting, City leaders can consider adopting a performance-based contracting method to improve vendor accountability by better linking costs with outcomes. The National Contract Management Association (NCMA) has developed the following basic elements of performance-based contracts:



- **Performance Work Statement:** A high-level description of the performance requirements for a contract
- **Quality Assurance Plan:** A plan to monitor service quality, detailing the individuals responsible for contract administration, the schedule and methods for contract administration, a summary of performance requirements, and deduction and incentive formulas.
- **Performance-Based Metrics:** Common metrics include return on investment (ROI), return on assets (ROA), total ownership cost (TOC), number of milestones on time, on-time delivery percentage, and number of days from order to delivery.
- **Contractual Incentives:** The most common contractual incentives are specific dollar values related to cost performance, schedule or delivery performance, and quality performance; for example, a project that is over budget would be penalized, while a project that is delivered early would receive a performance bonus.

Performance-based reinforcement of contract terms and conditions, such as financial incentives and consequences, can be one of the most effective methods of inducing high vendor performance. Consequences for poor performance can provide the City with the ability to take disciplinary action against a vendor that does not comply with contract terms. For contracts that involve monthly or quarterly payments, the City's standard progress reporting should require a vendor to submit programmatic reports in advance of or concurrent with its invoices. The programmatic reports should be directly related to the terms of the contract, report outcomes and deliverables, and used to determine if performance measures are being met.



APPENDIX A: SAMPLE ONBOARDING PLAN

Below is a sample 30-/60-/90-day plan for effectively onboarding new staff to an organization.

PHASE	TASKS
30 Days: Learning	<p>Introduce Buddy</p> <ul style="list-style-type: none">● Introduce the new hire to their buddy.● Consider arranging weekly check-ins with the buddy or manager for the first 30 days to review job responsibilities, dedicate time to training, review progress, and provide the opportunity for feedback or questions from the new employee. <p>Review Team Basics</p> <ul style="list-style-type: none">● Start the first few days with team introductions and ease your new hire into their primary job roles. Throughout the first week, work on walking them through all of their new responsibilities so they know what's expected of them on a day-to-day basis.● Review documents such as guides, desk manuals, or training videos.● Maintain an onboarding handbook that is reviewed initially between the new employee and the team's manager, supervisor, or buddy to highlight important elements. The handbook should then be accessible to the team for frequent self-serve reference, freeing up managers' time while new hires absorb the information. <p>Share Team Processes</p> <ul style="list-style-type: none">● Walk new hires through your team's day-to-day operations.● Review how your team manages projects and collaborates on different tasks, and the systems and resources to use to gain mastery of the task.● Emphasize communication guidelines. Teams will likely already have informal standards on how and when to communicate. Start introducing this early by using asynchronous communication methods to check in on the new hire's progress and share feedback at appropriate intervals.● Assign a team task to different veteran team members to review/train on different operations. This can be a great way to involve other team members and promotes team unity and bonding for the new employee. <p>Provide Relevant Internal Materials and Logins</p> <ul style="list-style-type: none">● Share key information such as logins on day one so that new employees can get their bearings with the tools the team uses.● Create a "cheat sheet" with specific logins, or share access to a secure password management system or tool.● Orient the new employee to where resources for their work are located, such as a shared drive or intranet. <p>Establish Goals and Start Training</p>



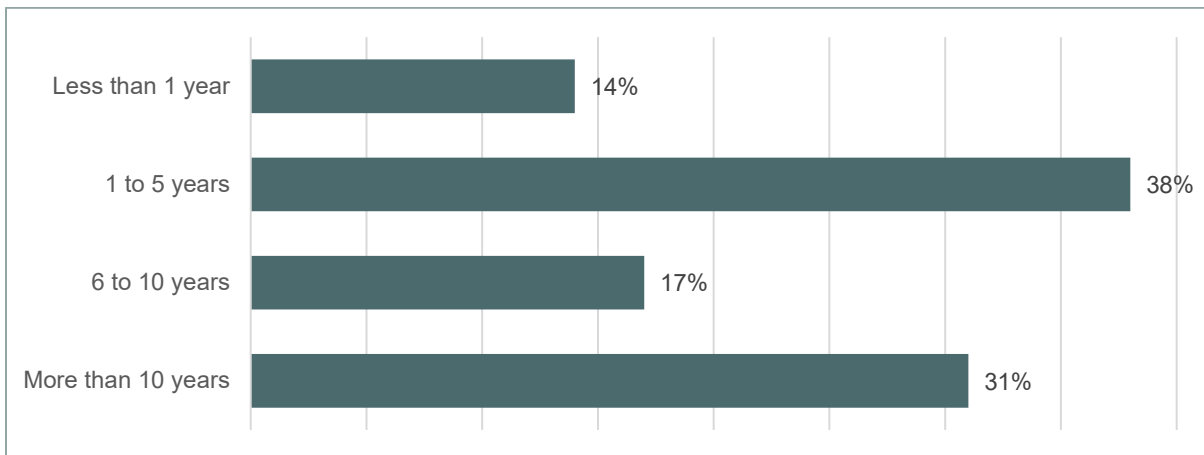
PHASE	TASKS
	<ul style="list-style-type: none">● The final step of the first 30 days, after the new hire has spent time getting acclimated and meeting everyone they'll work closely with, is to start training for their day-to-day tasks.● Establish learning goals for each week in the first 30 days so that the new hire understands what's expected of them and how long they have to master each of their new tasks.● Identify opportunities for job shadowing and re-emphasize communication standards and where tools and resources are located for supplemental support.
60 Days: Training	<p>Deepen Work Proficiencies</p> <ul style="list-style-type: none">● Now that the new hire is used to the team's workflows, systems, and tasks, it's time to increase the overall workload and reduce the level of direct support.● Start introducing or transitioning more responsibilities, especially as the new employee becomes more comfortable with the tasks they learned in the first 30 days.● Emphasize small, quick wins for new hires to gain momentum as they continue forward. This is the point where new hires can get more involved in projects and start to speak up more with their ideas and thoughts. <p>Increase Autonomy</p> <ul style="list-style-type: none">● Reduce frequency of buddy or manager check-ins to bi-weekly or monthly.● Review progress towards goals established in the first 30 days. Address gap areas and identify people, tools, or other materials to support continued learning.
90 Days: Accountability	<p>Review Progress and Address Any Gaps</p> <ul style="list-style-type: none">● Complete any outstanding new employee training.● Provide necessary training to fill remaining knowledge/skill gaps and help the new hire acquire necessary competencies.● Continue to monitor the new hire's performance, provide regular and timely feedback, and answer questions <p>Complete 90-Day Review</p>

APPENDIX B: EMPLOYEE SURVEY RESULTS

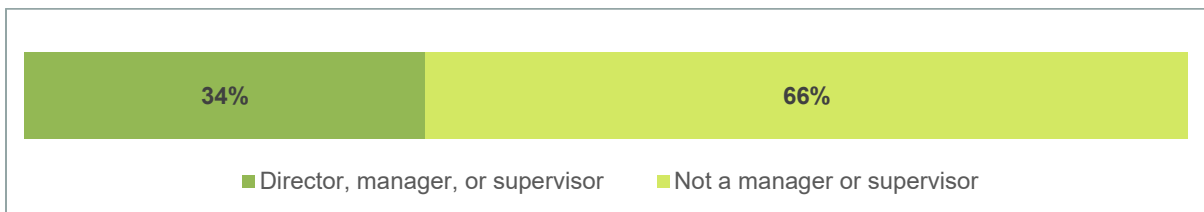
We distributed a confidential online survey to all employees (apart from the Police Department) between July 8, 2024 and July 19, 2024. Out of 40 employees invited to take the survey, 29 individuals submitted a response—an excellent participation rate of 75%. Quantitative survey results are included below. The survey also included narrative questions, the results of which are integrated into the body of this report.

Background

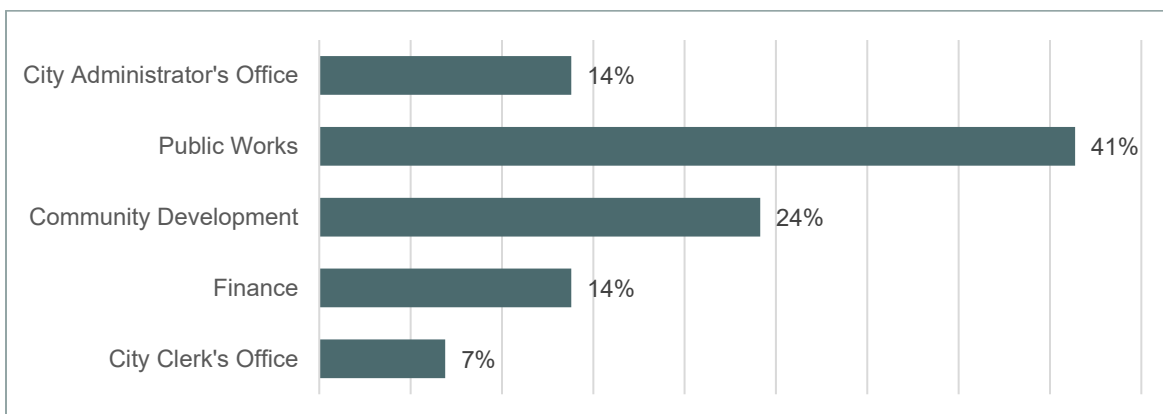
Approximately how long have you been working for the City?



What best describes your role?

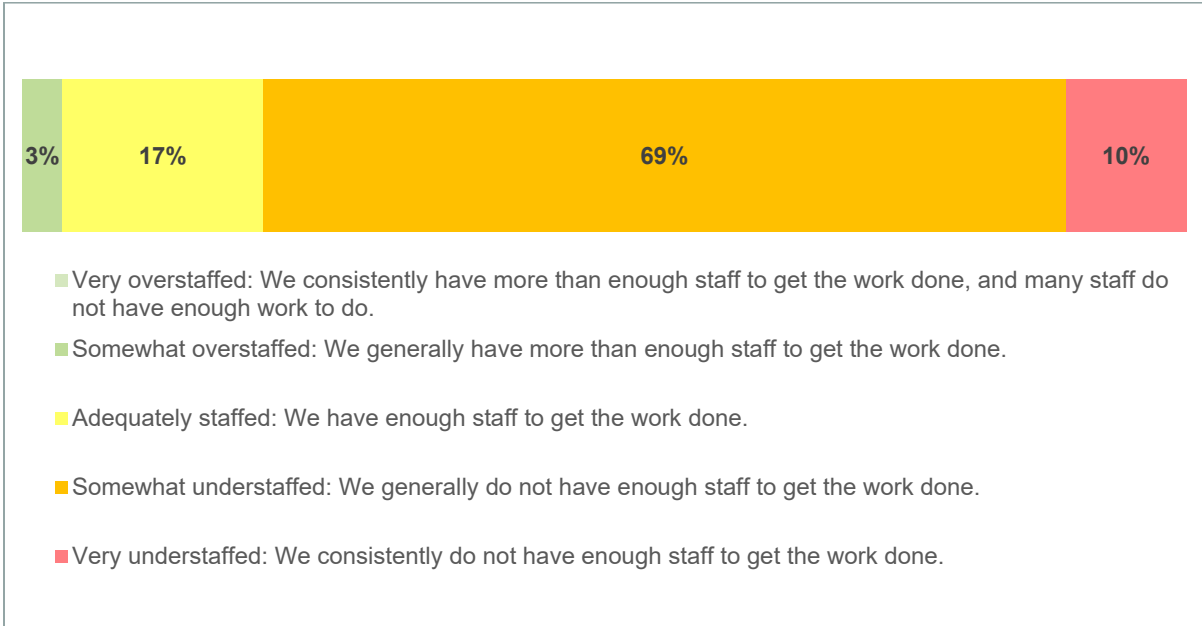


Please select your Department:

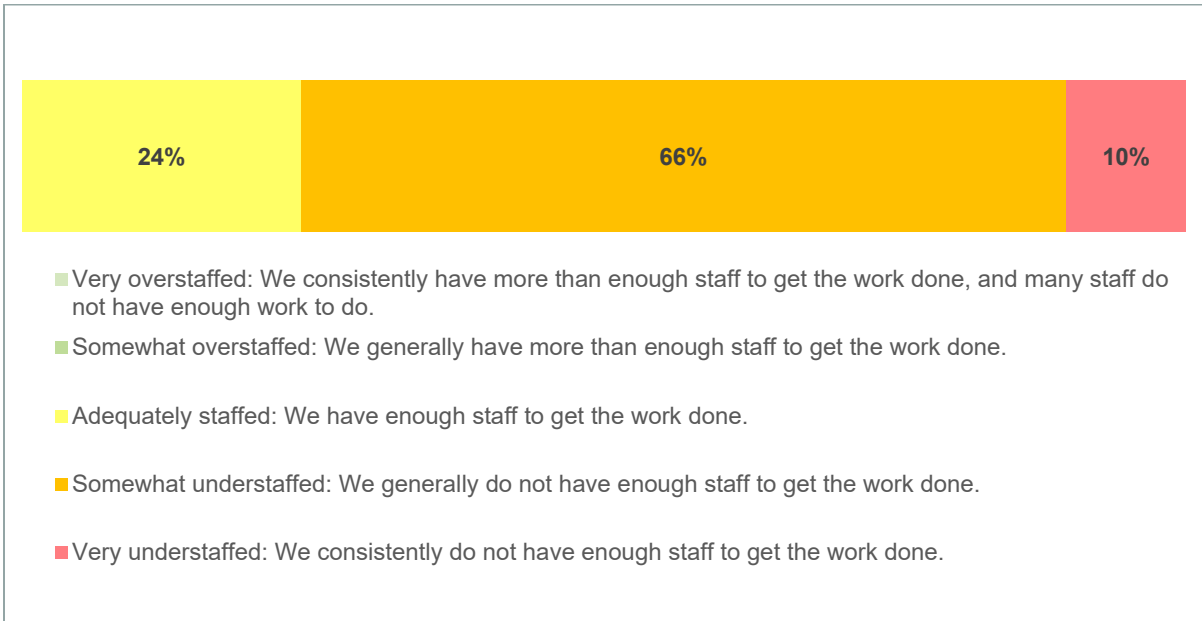


Staffing

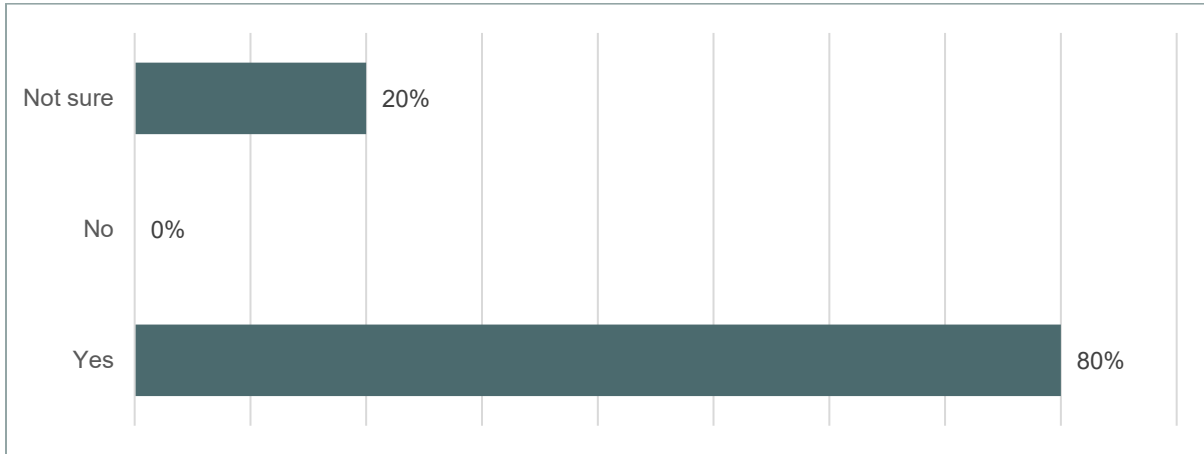
How would you rate the adequacy of current staffing levels (aka are there enough people to perform the work) across the City as a whole?



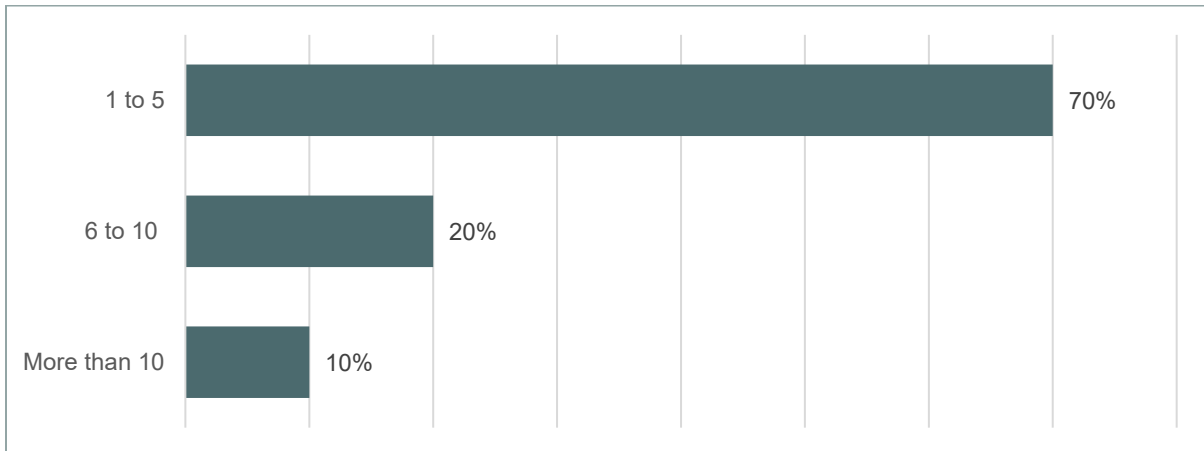
How would you rate the adequacy of current staffing levels within your department?



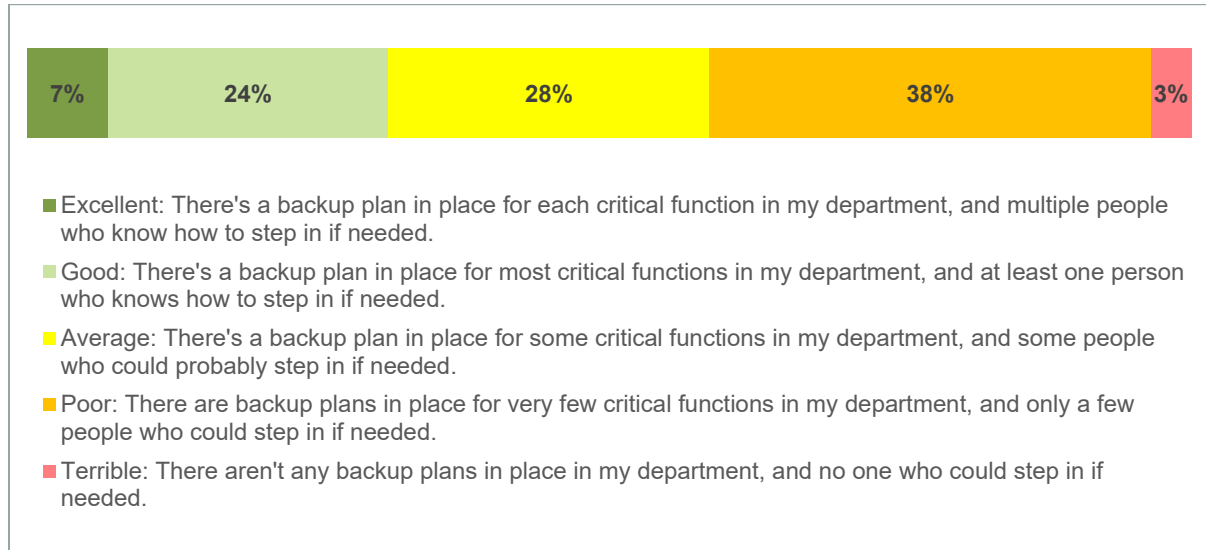
[Managers Only] Do you anticipate the staffing needs within your department changing in the next five years?



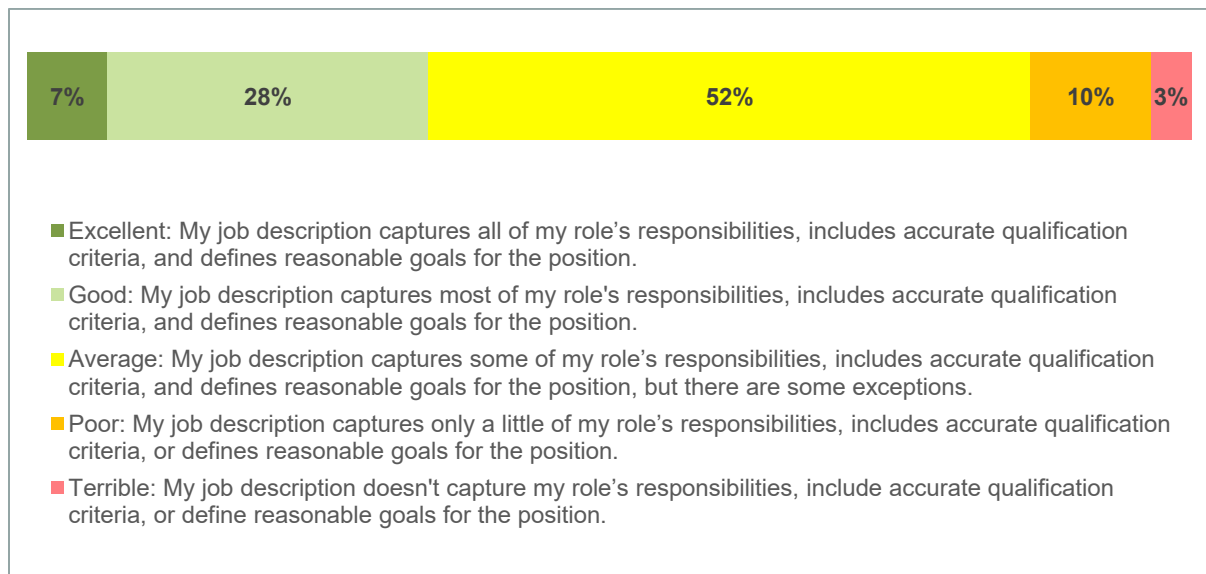
[Managers Only] How many direct reports do you have?



How would you rate the level of cross-training and back-up within your program or department? For example, if someone who handles an important process was unexpectedly out of office, are there other people in your program or department who could take over for them?

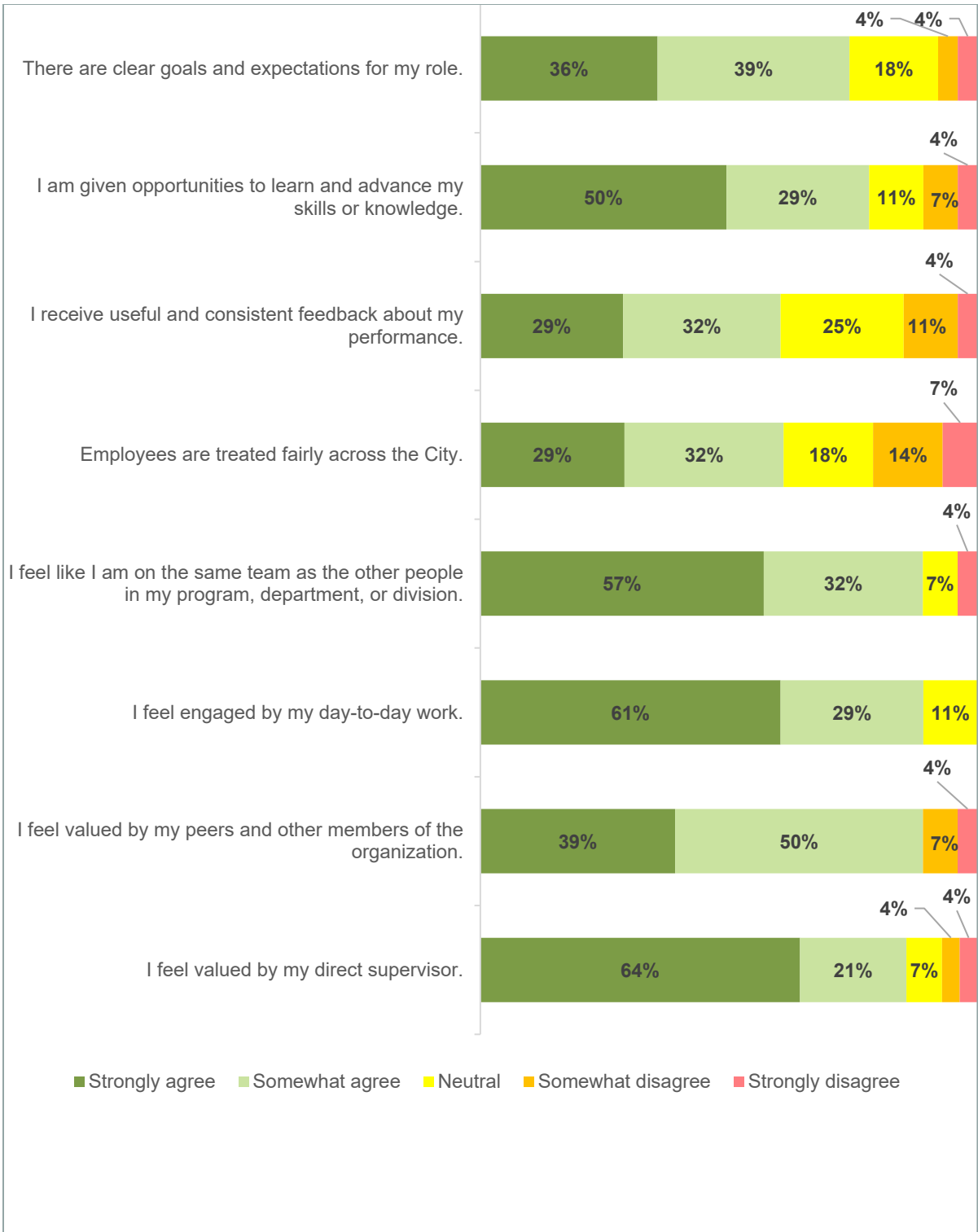


How would you rate the quality of the current job descriptions used by the City in terms of defining roles, responsibilities, qualification criteria, and position goals?



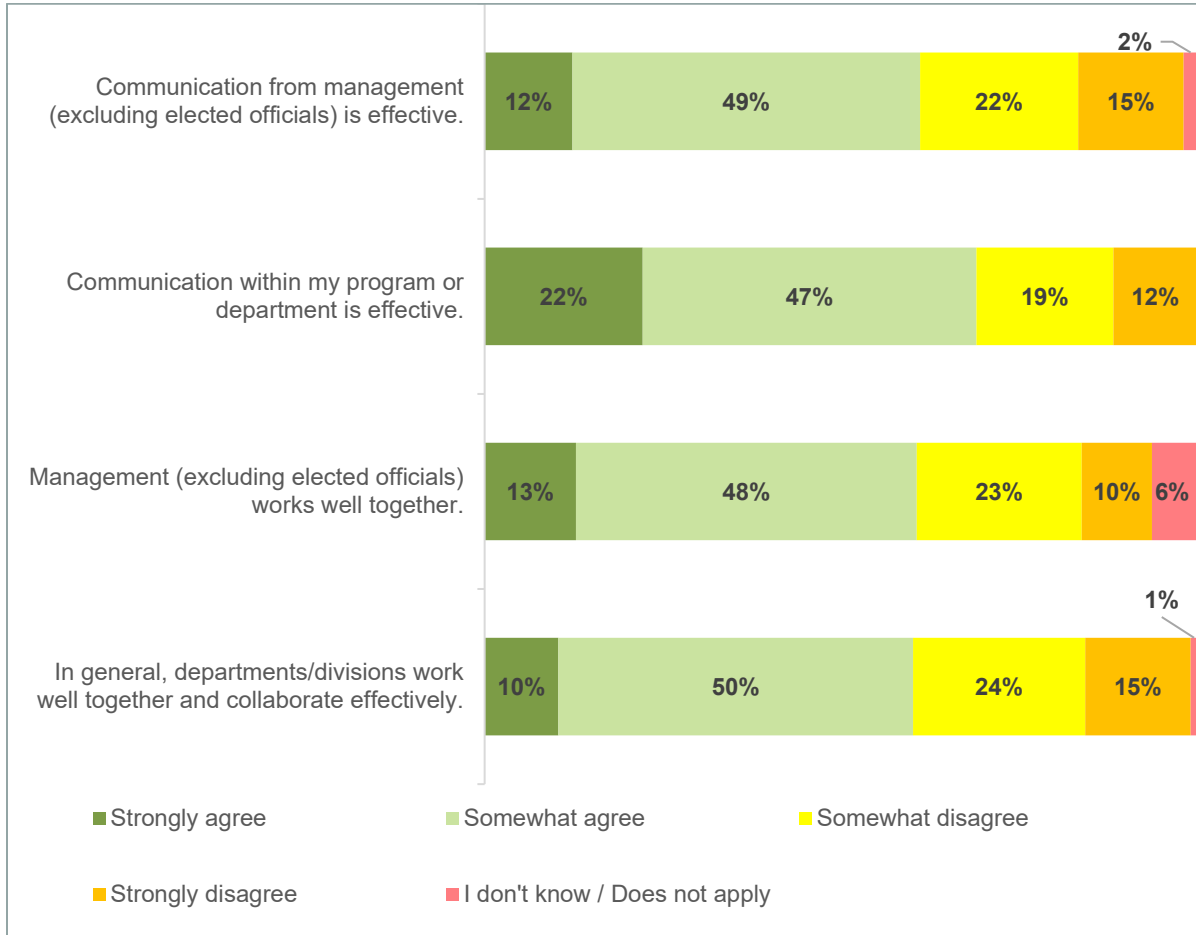
Employee Engagement

How much do you agree with the following statements?



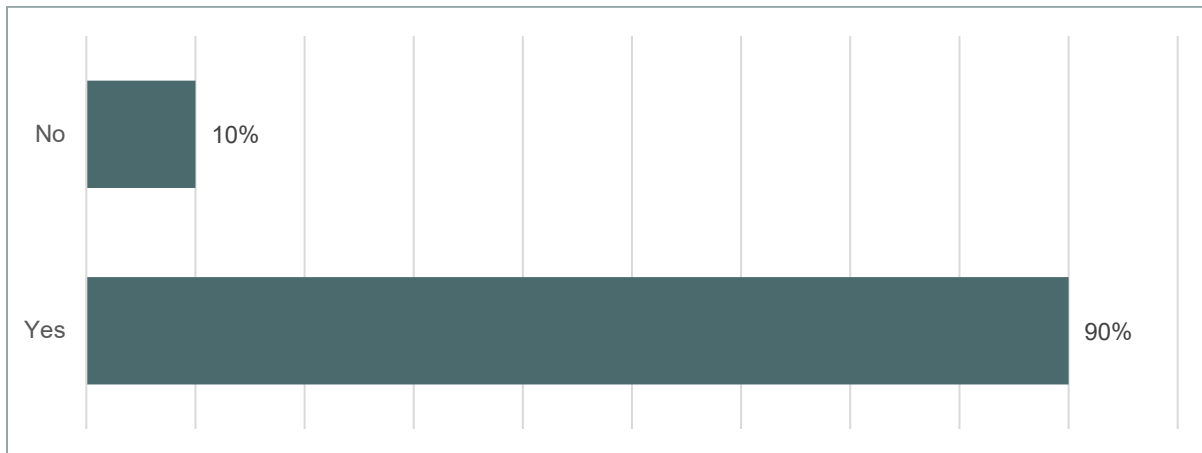
Collaboration and Communication

Please rate your level of agreement with the following statements:

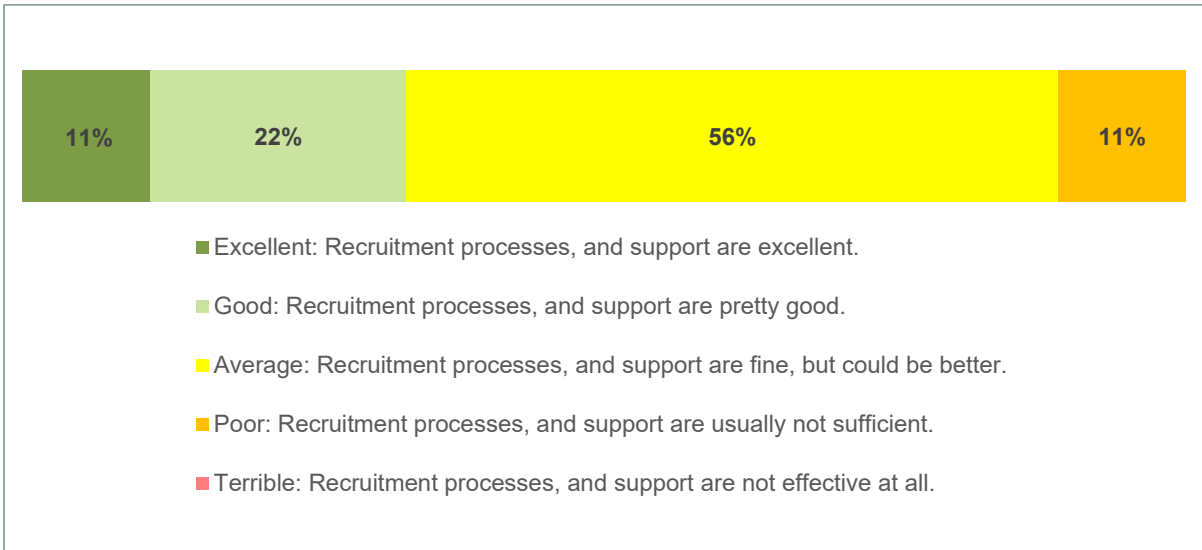


Staff Recruitment and Development

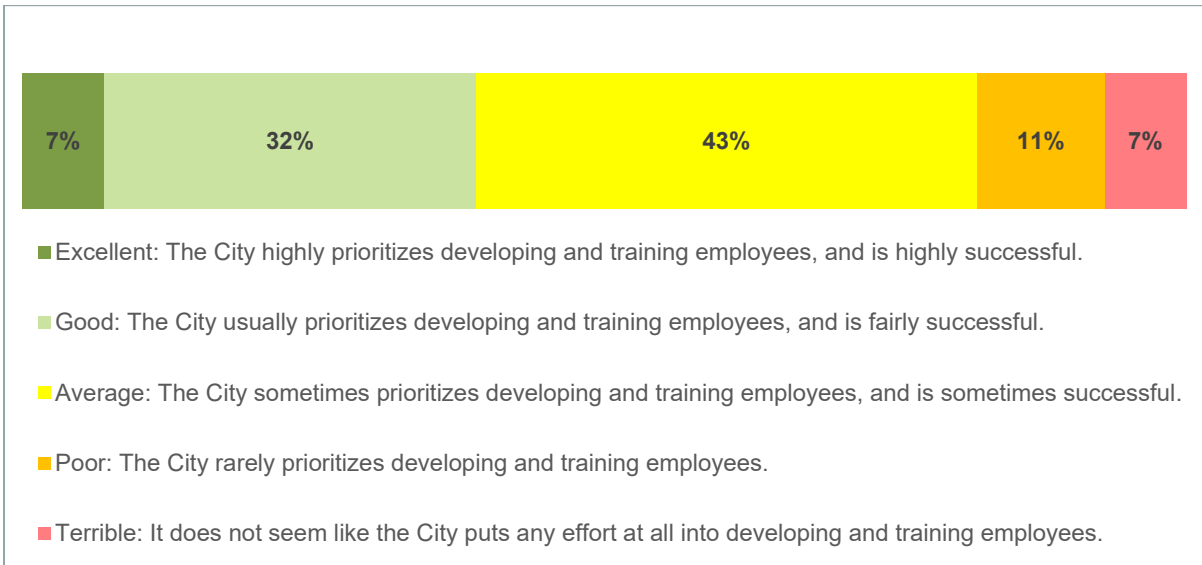
[Managers Only] Have you been involved with recruiting or hiring new members onto your team?



How would you rate the City's recruitment processes and support?

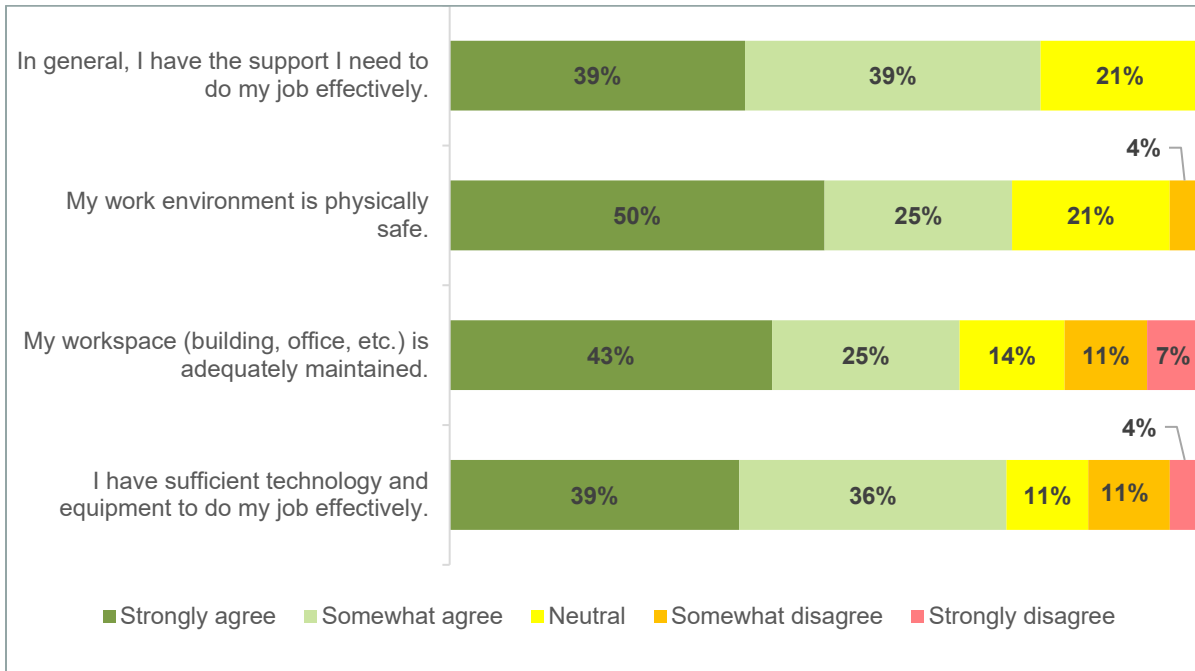


How would you rate the City's current efforts to develop, train, and retain employees?



Resources and Support

How much do you agree with the following statements?





APPENDIX C: PEER BENCHMARKING

We analyzed the organizational structure and staffing performance of eight peer cities, chosen in collaboration with City leadership: Stanwood, North Bend, Snohomish, Sequim, Gig Harbor, Monroe, Bonney Lake, and Black Diamond.

Comparison	City of Duvall	City of Stanwood	City of North Bend	City of Snohomish	City of Sequim	City of Gig Harbor	City of Monroe	City of Bonney Lake	City of Black Diamond
Population/Community Served	8,780	8,051	7,902	10,141	7,896	12,484	19,700	22,290	6,680
City FTE	53.0	37.5	52.0	62.0	95.7	110.0	134.0	157.5	53.77
Population to FTE Ratio	166:1	215:1	152:1	164:1	83:1	113:1	147:1	146:1	124:1
Expenditures	FY24: \$40.8 million	FY23/24 Biennial: \$70.1 million	FY23/24 Biennial: \$98 million	FY23/24 Biennial: \$81 million	FY24: \$47.08 million	FY24: \$41.5 million	FY23/24 Biennial: \$198 million	FY23/24 Biennial: \$134.2 million	FY23/24: \$66 million
Divisions Overview	<ul style="list-style-type: none"> ● City Administrator's Office ● Police ● Community Development ● Public Works <ul style="list-style-type: none"> ○ Maintenance ○ Waste Water Treatment Plant ○ Engineering ● Finance ● City Clerk's Office 	<ul style="list-style-type: none"> ● Executive Department <ul style="list-style-type: none"> ○ Finance <ul style="list-style-type: none"> – City Clerk – Finance – Accounting ○ Human Resources ○ Contracted Services <ul style="list-style-type: none"> – City Attorney – Public Defenders – Emergency Management ○ Public Safety (contracted) ● Community Development ● Public Works <ul style="list-style-type: none"> ○ Water/Wastewater Division ○ Engineering Division ○ Parks and Recreation Division ○ Streets and Buildings Division 	<ul style="list-style-type: none"> ● Administration ● Clerks Department ● Community & Economic Development <ul style="list-style-type: none"> ○ Planning ○ Building ○ Economic Development ● Finance ● Public Works <ul style="list-style-type: none"> ○ Parks ○ Shop ○ Water ○ Sewer ○ Streets/Stormwater 	<ul style="list-style-type: none"> ● Administration <ul style="list-style-type: none"> ○ City Clerk ○ HR ○ IT Services ● Finance ● Community Engagement ● Planning & Development Services ● Public Works <ul style="list-style-type: none"> ○ Engineering ○ Facilities ○ Fleet ○ Parks ○ Streets ○ Utilities 	<ul style="list-style-type: none"> ● Assistant City Manager's Dept <ul style="list-style-type: none"> ○ City Clerk ○ Parks and Arts ● City Attorney's Dept ● Communications and Marketing ● Community Development ● Public Works <ul style="list-style-type: none"> ○ Engineering ○ Operations ○ Utilities ● Administrative Services <ul style="list-style-type: none"> ○ Accounting ○ HR ○ IT ● Police 	<ul style="list-style-type: none"> ● Administration <ul style="list-style-type: none"> ○ Tourism & Communications ○ City Clerk ● Finance ● Information Systems ● Public Works ● Community Development ● Human Resources ● Police 	<ul style="list-style-type: none"> ● City Administrator ● HR/IT ● Police ● City Clerk/Records Office ● Community Development ● Finance ● Parks <ul style="list-style-type: none"> ○ Planning and Capital Projects ○ Maintenance ● Public Works <ul style="list-style-type: none"> ○ Engineering ○ Emergency Management ○ Operations 	<ul style="list-style-type: none"> ● Executive Department <ul style="list-style-type: none"> ○ Recreation and Special Events ○ City Attorney ○ Emergency Manager ○ Prosecuting Attorney ● Police Department ● Administrative Services <ul style="list-style-type: none"> ○ HR ○ Senior Services ○ Office of the City Clerk ○ PC Network Specialist ● Finance ● Public Services <ul style="list-style-type: none"> ○ Engineering ○ Planning and Building ○ Public Works Team ○ Admin Support Team ○ Permit Team ○ Technical Support Team 	<ul style="list-style-type: none"> ● City Administrator ● City Clerk & HR <ul style="list-style-type: none"> ○ Information Services ● Community Development/Natural Resources ● MDRT & Economic Development ● Public Works ● Finance ● Police



Comparison	City of Duvall	City of Stanwood	City of North Bend	City of Snohomish	City of Sequim	City of Gig Harbor	City of Monroe	City of Bonney Lake	City of Black Diamond
City Clerk's Office									
Department?	Yes	No; City Clerk sits in Finance, reports to Finance Director	Yes; Clerk's Department sits in Administration	No; City Clerk reports to HR/Risk Manager in Administration	No; City Clerk reports to Assistant City Manager	No; City Clerk reports to City Administrator in Administration Dept	Yes; City Clerk/Records Office	Yes; Clerk's Office sits in Administrative Services (under Administrative Services Director)	Yes, City Clerk reports to City Administrator
FTE	4	1	2	1	2	2	1.75	4	4.4
% of Total FTE	7.5%	2.7%	3.8%	1.6%	2.1%	1.8%	1.3%	2.5%	8.2%
Roles	<ul style="list-style-type: none"> City Clerk Deputy City Clerk Admin Associate III Admin Associate I 	<ul style="list-style-type: none"> City Clerk 	<ul style="list-style-type: none"> City Clerk/Risk Manager Deputy City Clerk 	<ul style="list-style-type: none"> City Clerk There is also an Administrative Assistant under the HR/Risk Manager (Term Limited) 	<ul style="list-style-type: none"> City Clerk Assistant Clerk There is also an Executive Assistant in the Assistant City Manager's Dept 	<ul style="list-style-type: none"> City Clerk Assistant City Clerk 	<ul style="list-style-type: none"> City Clerk Records Clerk (0.75 FTE) 	<ul style="list-style-type: none"> City Clerk Records and Disclosure Coordinator Administrative Specialist II Administrative Specialist I 	<ul style="list-style-type: none"> City Clerk/HR Manager Deputy City Clerk Information Services Manager Com & Info Svs/Admin Sup Tech I Admin Asst. III (.4 FTE)
Finance									
Department?	Yes	Yes; Finance is in Executive Department, which reports to City Administrator	Yes	Yes	No; Finance functions are housed in the Administrative Services Dept	Yes	Yes	Yes	Yes
FTE	4.2	7	6	6	6.5	6	7	9	6
% of total FTE	7.9%	18.7%	11.5%	9.7%	6.8%	5.5%	5.2%	5.7%	11.2%
Roles	<ul style="list-style-type: none"> Finance Director Finance Associate Accountant Finance Intern 	<ul style="list-style-type: none"> Finance Director City Clerk Finance Manager Accounting Specialist Accounting Clerk (2 FTE) Finance Analyst 	<ul style="list-style-type: none"> Finance Director Accounting Operations Manager Staff Accountant (2 FTE) Accounting Assistant I Utilities Coordinator 	<ul style="list-style-type: none"> Finance Director Senior Accountant Accounting Technician Office & Utility Billing Specialist Utility Clerk Financial Analyst (Term Limited) 	<ul style="list-style-type: none"> Admin Services Director/Treasurer Accounting Assistant IV (Lead) Accounting Asst II (1.5 FTE) Accounting Asst I Accounting Manager Budget Analyst 	<ul style="list-style-type: none"> Finance Director Senior Accountant (2 FTE) Finance Technician (3 FTE) 	<ul style="list-style-type: none"> Finance Director Finance Manager Finance Technician Account Clerk – AP (1.29 FTE) Account Clerk – Utility Billing Account Clerk – Customer Service (2 FTE) 	<ul style="list-style-type: none"> CFO Customer Service Manager <ul style="list-style-type: none"> Accounting Specialist III Accounting Specialist II (2 FTE) Accounting Specialist I/Cashier Finance & Payroll Accountant Accounting Specialist II Accounting Specialist I 	<ul style="list-style-type: none"> Finance Director Deputy Finance Director Senior Accountant (2 FTE) Accounting Clerk/Utility Billing Specialist Admin Asst. II



Comparison	City of Duvall	City of Stanwood	City of North Bend	City of Snohomish	City of Sequim	City of Gig Harbor	City of Monroe	City of Bonney Lake	City of Black Diamond
Community Development									
Department?	Yes	Yes	Yes; Community and Economic Development Dept	No; Community Engagement Dept and Planning and Development Services Dept	Yes	Yes	Yes	No; all related functions are within Public Services Dept	Yes
FTE	6.7 FTE, 2 LTE	5.56	8	Community Engagement: 4 Planning and Development Services: 6	5	17	12	N/A	8.2
% of Total FTE	14.5% (not incl. LTE)	14.8%	15.4%	Community Engagement: 6.5% Planning and Development Services: 9.7%	5.2%	15.5%	9%	N/A	15.3%
Roles	<ul style="list-style-type: none"> Community Development Director Senior Planner Associate Planner Planner Intern Building Official Inspector/Plans Examiner Permit Specialists Code Enforcement Officer 	<ul style="list-style-type: none"> Community Development Director Communications and Marketing Specialist City Planner Senior Planner (0.56 FTE) Associate Planner Building Official 	<ul style="list-style-type: none"> Community and Economic Development Director Senior Planner (2 FTE) Principal Planner Building Official/Code Enforcement Officer Building Inspector and Building Inspection Requests Permit Technician and Planning Assistant Economic Development Manager 	<p><i>Community Engagement</i></p> <ul style="list-style-type: none"> Community Engagement & Strategic Initiatives Director Economic Development Coordinator Community Navigator Community Programs Specialist <p><i>Planning and Development Services</i></p> <ul style="list-style-type: none"> Planning and Development Services Director Assistant Planner Building Official Planner 	<ul style="list-style-type: none"> Assistant City Manager/DCD Director Development Engineer Senior Planner Building Official Assistant Planner 	<ul style="list-style-type: none"> Community Development Director <ul style="list-style-type: none"> Community Development Clerk Code Enforcement Officer Principal Planner <ul style="list-style-type: none"> Senior Planner (2 FTE) Associate Planner Assistant Planner Planning Technician (2 FTE) Building Official/Fire Marshal <ul style="list-style-type: none"> Assistant Building Official/Fire Marshal Building Inspector/Plan 	<ul style="list-style-type: none"> Community Development Director Development Svc Manager/Building Official <ul style="list-style-type: none"> Plans Examiner Building Inspector (2 FTE) Permit Tech (2 FTE) Code Enforcement Officer Planning Manager <ul style="list-style-type: none"> Senior Planner Planning Administrative Assistant Planner Associate Planner 	N/A	<ul style="list-style-type: none"> Community Development/Natural Resources Director Building Official Building Inspector/Code Compliance Officer (2 FTE) Sr. Planner Assistant Planner/Permit Tech Permit Technician (2 FTE) Admin Asst. III (.2 FTE)



Comparison	City of Duvall	City of Stanwood	City of North Bend	City of Snohomish	City of Sequim	City of Gig Harbor	City of Monroe	City of Bonney Lake	City of Black Diamond
				<ul style="list-style-type: none"> Permit Coordinator Code Enforcement Official 		<ul style="list-style-type: none"> s Reviewer (3 FTE) Permit Coordinator Community Development Assistant 			
Public Works									
Department?	Yes	Yes	Yes	Yes	Yes	Yes	Yes; Public Works Dept and Parks Dept are separate	Yes; Public Services Dept	Yes
FTE	20.2	21	29	38 (+7 FTE seasonal workers)	29.88	54.63 (+8 .33 FTE seasonal workers)	Parks: 10.47 Public Works: 46	66	12.92
% of Total FTE	38.1%	56%	55.8%	61.3%	31.2%	49.7%	Parks: 7.8% Public Works: 34.3%	41.9%	24%
CIP Budget	\$24.5 million	\$7.7 million (one year)	\$20.1 million	\$23.5 million	\$12.7 million	\$18.8 million	\$55.1 million	\$9.5 million	\$11.9 million (one year)
Acres of Parks	213.77	63	795	233	117	136+	288	142	143
Miles of Water Pipe	46 mi	28 mi	N/A	36 mi main, 36 mi stormwater, 37 mi sewer main	59 mi	N/A	165 mi	218 mi	9 mi (storm)
Roles	<ul style="list-style-type: none"> Public Works Director Public Works Supervisor <ul style="list-style-type: none"> Crew Lead Maintenance Tech I (2 FTE) Maintenance Tech II (3 FTE) Maintenance Tech III Maintenance Tech III Water Seasonal Worker WWTP Operations Manager <ul style="list-style-type: none"> WW Operator III (2 FTE) City Engineer <ul style="list-style-type: none"> Project Manager 	<ul style="list-style-type: none"> Public Works Director Administrative Assistant <i>Water/Wastewater Division</i> <ul style="list-style-type: none"> PW Supervisor WW Operator Lead WW Technicians Water Lead Water Operator Water Technicians <i>Streets and Buildings Division</i> <ul style="list-style-type: none"> PW Lead PW Technicians Seasonal Workers <i>Engineering Division</i> <ul style="list-style-type: none"> Asst PW Dir/City Engineer 	<ul style="list-style-type: none"> Public Works Director Office Coordinator Deputy Public Works Director City Engineer Project Engineer Capital Projects/Grants Manager SCADA Supervisor Water Operations Manager Development Project Manager Infrastructure Inspector GIS Analyst Office Coordinator Emergency Management Coordinator 	<ul style="list-style-type: none"> Public Works Director Project Coordinator Operations Manager <i>Engineering</i> <ul style="list-style-type: none"> City Engineer NDPES Coordinator Project Engineer Project Manager Senior Engineering Technician Senior Utilities Engineer <i>Facilities</i> 	<ul style="list-style-type: none"> Public Works Director (1.25 FTE) Deputy PW Director/City Engineer PW Operations Manager Utilities Manager Sr PW Management Analyst Engineering Project Manager Resource Analyst Parks and Facilities Manager Asset and Fleet Manager Associate Engineer Temp PT PW Executive Advisor (0.38 FTE) Temp Engineer Intern (0.25 FTE) 	<ul style="list-style-type: none"> Public Works Director <ul style="list-style-type: none"> Executive Assistant GIS Coordinator Public Works Clerk City Engineer <ul style="list-style-type: none"> Senior Engineer Associate Engineer (2 FTE) Project Engineer Engineering Technician (2 FTE) Construction Supervisor (2 FTE) 	<p>Parks</p> <ul style="list-style-type: none"> Parks Director (0.65 FTE) Planning and Capital Project Manager (0.5 FTE) <ul style="list-style-type: none"> Events and Tourism Coordinator Administrative Assistant (2 FTE) Maintenance Supervisor (0.8 FTE) <ul style="list-style-type: none"> Maintenance Workers (6.52 FTE) Parks Lead Seasonal Maintenance Worker (4-5 FTE) <p>Public Works</p> <ul style="list-style-type: none"> Public Works Director City Engineer <ul style="list-style-type: none"> Senior Engineer (2 FTE) Engineering Services Manager 	<p><i>Engineering Team</i></p> <ul style="list-style-type: none"> City Engineer Assistant Engineer Dev. Review Engineer Contracts Administrator Construction Inspector <p><i>Planning and Building Team</i></p> <ul style="list-style-type: none"> Planning and Building Supervisor Sr. Building Inspector Building Inspector I Associate Planner Assistant Planner Code Enforcement <p><i>Public Works Team</i></p> <ul style="list-style-type: none"> Superintendent of PW 	<ul style="list-style-type: none"> Public Works Director Capital Projects/Program Manager Facilities Equipment Coordinator Admin Asst. III Stormwater Coordinator Operations and Maintenance Superintendent <ul style="list-style-type: none"> Public Utilities Operators Utility Worker II (3 FTE) Utility Worker I (2 FTE) Season PT/Gym (.92 FTE)



Comparison	City of Duvall	City of Stanwood	City of North Bend	City of Snohomish	City of Sequim	City of Gig Harbor	City of Monroe	City of Bonney Lake	City of Black Diamond
	<ul style="list-style-type: none"> ○ PW Superintendent ○ Assistant City Engineer ○ Executive Assistant ○ Engineering Intern (0.2 FTE) ● Emergency Management Coordinator (LTE) 	<ul style="list-style-type: none"> ○ Associate Engineer ● <i>Parks and Recreation Division</i> ○ Parks Planning Manager ○ PW Lead ○ Parks Technicians ○ Seasonal Workers 	<ul style="list-style-type: none"> ● <i>Parks</i> ○ PW Maint. Supervisor/Parks Lead Tech ○ Parks Maint. Worker (2) ● <i>Shop</i> ○ Shop Mechanic ● <i>Water</i> ○ Lead Water System Operator ○ Water System Operator (3 FTE) ● <i>Sewer</i> ○ Wastewater Treatment Plant Manager ○ Lead Wastewater Treatment Plant Operator ○ Wastewater Treatment Plant Operator ○ Wastewater Treatment Plant Operator I ● <i>Streets/Stormwater</i> ○ Streets Lead Tech ○ Streets Maint. Worker (4 FTE) 	<ul style="list-style-type: none"> ○ Facilities Technician ○ Facilities Technician/Carnegie Building ● <i>Fleet</i> ○ Fleet Mechanic ○ Inventory Control Specialist ● <i>Parks</i> ○ Parks Lead ○ Maintenance Workers (5 FTE) ○ Seasonal Workers (2 FTE) ● <i>Streets</i> ○ Streets Lead ○ Maintenance Worker (4 FTE) ○ Seasonal Workers (2 FTE) ● <i>Utilities</i> ○ Sewer Collections/Stormwater Lead – Maintenance Worker (2 FTE) – Seasonal Worker ○ <i>Stormwater</i> – Maintenance Worker (2 FTE) – Seasonal Worker ○ Wastewater Treatment 	<ul style="list-style-type: none"> ● WRF Lead ● Water Lead ● Chief Mechanic ● Maint. Worker III (Lead) ● Facilities Maint. Tech (2 FTE) ● Water Operator (2 FTE) ● Engineering Tech I ● WRF Operator I ● Parks and Facilities Specialist ● Eng/Admin Support Specialist II ● Maint Worker I (7 FTE) ● Maint Worker/Custodian 	<ul style="list-style-type: none"> ○ Construction Inspector ○ Public Works Assistant (2 FTE) ● Public Works Superintendent ○ Field Supervisor (3 FTE) ○ Mechanic ○ Building Maintenance Technician (.63 FTE) ○ Maintenance Technician (13 FTE) ○ Utility Billing Technician (2 FTE) ○ Public Works Assistant (2 FTE) ○ Custodian ○ Laborer (6 FTE) ○ Seasonal Help (8 @ .33 FTE) ● Wastewater Superintendent ○ Senior Operator (2 FTE) ○ Operator/Operator in Training (3 FTE) ○ Collection Systems Technician II ○ Maintenance Technician (2 FTE) ○ Public Works Assistant ● Parks Manager 	<ul style="list-style-type: none"> ○ Construction Inspector (3 FTE) ○ Civil Designer ○ Senior Engineer (PTE) ○ Construction Documentation Supervisor ○ Construction Documentation Asst (2) ● Emergency Management Volunteer ● Operations Manager (2 FTE) ○ WWTP Supervisor – WWTP Operator III (4 FTE) – WWTP Lab Analyst III ○ Water/Sewer Supervisor & Storm/Street Supervisor (2 FTE jointly oversee:) – Water Quality Lead – Water Quality Specialist III – Utility Systems Specialist III (2 FTE) – Site Lead IV (2 FTE) – Maintenance Worker II (7 FTE) – GIS Specialist – Stormwater Compliance Coordinator III ○ Surface Program Analyst ○ PW Administrative Tech ○ Fleet/Facility Supervisor – Facilities Project Specialist III (2 FTE) – Shop Specialist III – Equipment Specialist III 	<ul style="list-style-type: none"> ● Assist. Superintendent of PW – Water – Water Prod. And Distrib. Interim Lead – Maint. Worker III (3 FTE) – Maint. Worker II (3 FTE) – Maint. Worker I (3 FTE) ○ Utility Cust. Services Lead – Maint. Worker II – Meter Reader (2 FTE) ● Assist. Superintendent of PW – Sewer, Parks, Facilities ○ Wastewater Collection Lead ○ Maint. Worker III (2 FTE) ○ Maint. Worker II (2 FTE) ○ Maint. Worker I (3 FTE) ○ Parks and Community Forestry Lead – Maint. Worker II ○ <i>Facilities</i> – Maint. Worker III – Custodian (2 FTE) ● Assist. Superintendent of PW – Streets, Storm, ER&R ○ Streets Lead – Maint. Worker III 	



Comparison	City of Duvall	City of Stanwood	City of North Bend	City of Snohomish	City of Sequim	City of Gig Harbor	City of Monroe	City of Bonney Lake	City of Black Diamond
				<ul style="list-style-type: none"> Plant Operator - Assistant Operator/Lab Tech - Maintenance Worker - Seasonal Worker o Water Lead - Maintenance Worker (3 FTE) - Seasonal Worker o Water Quality Specialist 				<ul style="list-style-type: none"> - Maint. Worker II (5 FTE) - Maint. Worker I o Stormwater Lead - Maint. Worker II - Maint. Worker I o ER&R - Mechanic II - Mechanic I <i>Admin Support Team</i> o PW Admin Supervisor o Administrative Specialist III (2 FTE) o Administrative Specialist II <i>Technical Support Team</i> o Assistant City Engineer o GIS Analyst o Electrician <i>Permit Team</i> o Permit Coordinator o Permit Technician II o Permit Technician I 	
City Administrator's Office									
Department?	Yes	No	Yes; Administration	No; City Administrator does not sit in Administration	No, City Manager is equivalent, and there is an Assistant City Manager's Dept	Yes; Administration	Yes; Executive Department	Yes; Executive Department	No
FTE	1 FTE, 2 LTE	1	6	1	N/A, but see related roles	5	4	15.8	1
% of Total FTE	1.9% (not incl. LTE)	2.7%	3.8%	1.6%	N/A	4.5%	3%	10%	1.9%
Roles	<ul style="list-style-type: none"> o City Administrator o Communications Coordinator o Community Events Coordinator 	<ul style="list-style-type: none"> o City Administrator 	<ul style="list-style-type: none"> o City Administrator o Deputy City Administrator o Administrative Services Director 	<ul style="list-style-type: none"> o City Administrator 	Related roles are scattered throughout departments and include: <ul style="list-style-type: none"> o City Manager o Assistant City Manager's Dept 	<ul style="list-style-type: none"> o City Administrator o Tourism & Communications Director o Administrative Assistant 	<ul style="list-style-type: none"> o Mayor o City Administrator o Management Analyst o Human Services Coordinator o Contracted Services 	<ul style="list-style-type: none"> o Mayor o City Administrator o Management Analyst/Executive Assistant 	<ul style="list-style-type: none"> o City Administrator



Comparison	City of Duvall	City of Stanwood	City of North Bend	City of Snohomish	City of Sequim	City of Gig Harbor	City of Monroe	City of Bonney Lake	City of Black Diamond
			<ul style="list-style-type: none"> • Communications Manager/PIO • HR Manager/EM Coordinator • IT Manager 		<ul style="list-style-type: none"> ○ Assistant City Manager/DCD Director (1 FTE) ○ Temp Arts Coordinator (0.475) ○ Executive Assistant • <i>City Attorney's Dept</i> <ul style="list-style-type: none"> ○ Paralegal ○ Legal Assistant/Risk Analyst ○ City Attorney • <i>Communications and Marketing</i> <ul style="list-style-type: none"> ○ Comms and Marketing Director 1.25 ○ Temp Marketing Coordinator (0.475) 	<ul style="list-style-type: none"> • City Clerk <ul style="list-style-type: none"> ○ Assistant City Clerk 	<ul style="list-style-type: none"> ○ Economic Development Specialist ○ Communications Specialist 	<ul style="list-style-type: none"> • Recreation and Special Events Manager <ul style="list-style-type: none"> ○ Recreation Supervisor <ul style="list-style-type: none"> – Recreation Coordinator (3 FTE) – Before/After School Site Director (6.8 FTE) • Emergency Manager 	
Human Resources									
Department?	No	Yes	No	No; HR is within Administration	No; HR is within Administrative Services	Yes	Yes; HR/IT Dept	Yes; Office of Human Resources is within Administrative Services (under Administrative Services Director)	Yes; the HR/City Clerk is a combined position
FTE	N/A	1	1	2	3	5	HR Roles: 2.3	2	4.4
% of Total FTE	N/A	2.7%	1.9%	3.2%	3.1%	4.5%	1.7%	1.3%	8.2% (same staff as City Clerk's Office)
Roles	N/A	<ul style="list-style-type: none"> • HR Manager 	<ul style="list-style-type: none"> • HR Manager/Emergency Management Coordinator 	<ul style="list-style-type: none"> • HR/Risk Manager • Administrative Assistant (Term-Limited) 	<ul style="list-style-type: none"> • HR Director • HR Analyst/Specialist • HR/Payroll Administrator 	<ul style="list-style-type: none"> • Human Resource Director • Payroll & Benefits Administrator • HR Analyst • HR Assistant (2 FTE) 	<ul style="list-style-type: none"> • Director (0.8 FTE) • Management Analyst • HR Coordinator (0.5 FTE) 	<ul style="list-style-type: none"> • Human Resource Manager • Human Resource Generalist 	<ul style="list-style-type: none"> • City Clerk/HR Manager • Deputy City Clerk • Information Services Manager • Com & Info Svs/Admin Sup Tech I • Admin Asst. III (.4 FTE)
Information Technology									



Comparison	City of Duvall	City of Stanwood	City of North Bend	City of Snohomish	City of Sequim	City of Gig Harbor	City of Monroe	City of Bonney Lake	City of Black Diamond
Department?	No	No	No; within Administration	No; IT is within Administration Dept	No; IT within Administrative Services	Yes; Information Systems	Yes; HR/IT Dept	No; PC Network Specialist reports to Administrative Services Director	No
FTE	N/A	N/A	1	3	3	3	IT Roles: 2.2	IT Roles: 2	IT Roles: 1
% of Total FTE	N/A	N/A	1.9%	4.8%	3.1%	2.7%	1.6%	1.3%	1.9%
Roles	N/A	N/A	<ul style="list-style-type: none"> IT Manager 	<ul style="list-style-type: none"> IT Services Manager IT Client Specialist GIS Coordinator 	<ul style="list-style-type: none"> IT Manager IT Systems Analyst IT Tech II 	<ul style="list-style-type: none"> Infrastructure Systems Manager Infrastructure Systems Engineer Infrastructure Systems Assistant 	<ul style="list-style-type: none"> IT Director (0.2 FTE) IT Manager Support Technician 	<ul style="list-style-type: none"> PC Network Specialist Administrative Services Director/IS Manager 	<ul style="list-style-type: none"> Information Services Manager



APPENDIX D: PERFORMANCE MANAGEMENT BEST PRACTICES

Employee performance management is a critical component of supporting employee growth and development as well as overall City objectives and performance. Ideally, performance reviews would be used by management to support decisions related to compensation, promotions, performance issues, and training and career development. As the City refines employee performance management, it should consider the following design elements of a high-performing process:

- **Performance Evaluation Cadence:** Managers often struggle to track and complete performance evaluations that are hosted on an anniversary date basis. To support timely completion of performance evaluations, it is best practice to perform all performance reviews simultaneously on an annual basis. HR should also play a role in supporting and ensuring performance evaluation completion.
- **Employee Goal Setting:** Employees, in collaboration with their managers, should establish three to five goals each year. Ideally, goals should be aligned to departmental and overall City goals and be SMART (Specific, Measurable, Attainable, Relevant, and Time-Bound). Employee goals establish the criteria that they will be evaluated against and may align with their job description, projects, behaviors, or career development.
- **Developing Competency Frameworks for Positions:** It is best practice to maintain competency frameworks that define expected knowledge, skills, and abilities at each layer of employment, rather relying on job descriptions to evaluate performance. Developing competency frameworks can demonstrate the progression of employees through career ladders.
- **Evaluation Process Development:** An evaluation process should include timelines and key steps, such as employee self-evaluation, manager evaluation, calibration, HR review, final approval of performance rating, discussion between employee and manager, goal-setting, and growth and development plans.
- **Additional Contributor Feedback:** It is best practice to establish a process to identify additional employees across the City that have insight into a particular employee's performance. For example, some employees work cross-functionally on specific projects or serve other teams outside of their normal chain of command, such as internal service departments. Similarly, there should be a process for direct reports to provide feedback on their manager in a confidential manner when there are three or more employees reporting to the same person. These opportunities to provide additional feedback provide a more comprehensive view of the employee's overall performance.
- **Rating Scale Development and Consistent Application:** A common concern across complex organizations is the consistency of rating scale application depending on the manager (i.e., the perception that someone is an "easy" or "hard" grader). This can be reduced by conducting department-level calibration sessions to ensure every supervisor is using a consistent basis in their application of the rating scale.
- **Growth and Development Plans:** Following the completion of the performance evaluation process, employees should also work with their managers to develop growth and development plans. These plans should consist of short and long-term goals related to the employee's jobs and include opportunities, strengths, and future career aspirations. Focus on employee growth and development at the enterprise level supports both retention and employee engagement. Collaborating on this process promotes alignment of employee goals with departmental and City-wide goals. Managers are also aware of potential training opportunities or stretch assignments



that they can provide to employees and arrange their schedule and overall budget accordingly to support employees in their career development.

An HR Department typically provides proactive, ongoing communication around the performance management process. Training should be provided to all employees on the process, system, expectations, and benefits to employees and managers. This information should be reinforced by written guidance that employees and managers can refer to throughout the process.



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