

## **A G E N D A**

### **SAN RAFAEL SANITATION DISTRICT BOARD OF DIRECTORS**

**THURSDAY – SEPTEMBER 2, 2021 - 11:00 A.M.**

**Join Zoom Meeting at <https://zoom.us/j/97026299529>**

**Meeting ID: 970 2629 9529**

**Or by Phone:**

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**+16699006833,,97026299529# US (San Jose)**

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**+1 669 900 6833 US (San Jose)**

**Meeting ID: 970 2629 9529**

**Find your local number: <https://zoom.us/u/abNB30QXOE>**

### **CORONAVIRUS (COVID-19) ADVISORY NOTICE**

In response to Governor Newsom's Executive Order N-29-20, the San Rafael Sanitation District will no longer offer an in-person meeting location for the public to attend. This meeting will be available by virtual and teleconference.

If you experience an issue providing comments in the meeting or have any questions regarding the meeting, please contact the District Clerk (email [cindy.hernandez@cityofsanrafael.org](mailto:cindy.hernandez@cityofsanrafael.org) or phone 415-485-3132).

**Members of the public may speak on Agenda items.**

#### **1. OPEN PERIOD**

Opportunity for the public to address the Board on items not on the agenda.  
(Presentations are generally limited to 2 minutes.)

#### **2. MINUTES OF THE MEETING**

Request approval as submitted – August 5, 2021.

#### **3. PAYMENTS**

Request approval as submitted.

#### **4. OLD BUSINESS**

None scheduled.

## **5. NEW BUSINESS**

- a.** Presentation of the Organizational Review and Analysis Report. (MRG)
- b.** Adopt resolution authorizing the District Manager/District Engineer to execute a Professional Services Agreement with Kimley-Horn and Associates, Inc., for engineering related services for the 2021 Sewer Repairs Predesign Study. (Postponed)

## **6. INFORMATIONAL ITEMS**

## **7. DIRECTOR REPORTS/REQUESTS FOR FUTURE AGENDA ITEMS**

## **8. ADJOURNMENT**

The next scheduled meeting is October 7, 2021.

**SAN RAFAEL SANITATION DISTRICT**  
**Minutes of the Meeting**  
**August 5, 2021**

Regular Meeting

Via Teleconferencing

The meeting was called to order at 11:04 A.M. by Chair Kate.

Attendance	Kate Colin, Chair
Board:	Maribeth Bushey, Secretary/Director
	Katie Rice, Director
Attendance	Doris Toy, District Manager/District Engineer
Staff:	David Nicholson, Senior Civil Engineer
	Kris Ozaki, Operations and Maintenance Manager
	Cynthia Hernandez, District Secretary
Attendance	Kerry Laiw Gerchow, Deputy County Counsel
Others:	

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1. **OPEN PERIOD** - No persons were present to address the Board. A roll call was taken, and Chair Kate, Director Bushey, and Director Rice were present.

2. **MINUTES OF JULY 1, 2021.**

**MOTION** by Director Bushey, seconded by Director Rice, to approve the minutes of the July 1, 2021, meeting as presented.

**AYES:** Director Bushey, Director Rice, Chair Kate

**NOES:** None

**ABSENT:** None

*Motion Carried*

3. **PAYMENTS**

**MOTION** by Director Bushey, seconded by Director Rice, to approve the payments for July 2021 in the amount of \$3,374,842.35 for maintenance and operation of the District and for capital improvements.

**AYES:** Director Bushey, Director Rice, Chair Kate

**NOES:** None

**ABSENT:** None

*Motion Carried*

#### **4. OLD BUSINESS**

None.

#### **5. NEW BUSINESS**

None.

#### **6. INFORMATIONAL ITEMS**

##### **a. New SRSD 2022 F750 Water Truck.**

Pictures of the new SRSD 2022 F750 water truck were presented, and Operations and Maintenance Manager Ozaki reported the following: The new water truck has a 2,000-gallon water tank. It has been modified to accept a 2.5-inch water hose, which allows the crews to fill up the Vactor truck twice as fast as they could with the rental water truck, which could only accept a 1-inch water hose. The rest of the truck is all stock. It also has booms in both the front and back that shoot water out. This truck could also be used to assist the City to water down a roadway or the Fire Department to water down a piece of land. In addition, the shape of the water tank meets the Department of US Forestry standards and makes it a better and longer lasting tank. He also reported that he would like to hire another maintenance worker in order to have enough staffing to allow someone to drive the water truck on a daily basis.

#### **7. DIRECTOR REPORTS/REQUESTS FOR FUTURE AGENDA ITEMS**

None.

#### **8. CLOSED SESSION**

**Closed Session – Opened at 11:14 A.M.**

- a. Conference with Legal Counsel**  
**California Government Code**  
**Section 54956.9(d)(2)**  
**Number of Potential Cases: One (1)**

**Closed Session – Ended at 11:27 A.M.**

Deputy County Counsel Gerchow reported that there was no reportable action.



## **8. ADJOURNMENT**

There being no further business to come before the Board, the meeting of August 5, 2021, was adjourned at 11:28 A.M. The next meeting of the San Rafael Sanitation District was scheduled for Thursday, September 2, 2021, at 11:00 A.M via teleconferencing.

Respectfully submitted,

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Maribeth Bushey, Recording Secretary

**ATTEST THIS 2nd DAY OF SEPTEMBER 2021**

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Kate Colin, Chair

3.

**SAN RAFAEL SANITATION DISTRICT**  
**PAYMENT SUMMARY**  
 August 1, 2021 - August 31, 2021  
 Vendor/Payee

	Class	Acct #	Account Name	Amount
ARAMARK UNIFORM SERVICES	200	2021	Uniforms	193.17
ARAMARK UNIFORM SERVICES	200	2021	Uniforms	232.72
ARAMARK UNIFORM SERVICES	200	2021	Uniforms	190.72
ARAMARK UNIFORM SERVICES	200	2021	Uniforms	263.28
ARAMARK UNIFORM SERVICES	200	2021	Uniforms	193.19
AT&T MOBILITY	100	2534	Telephone service	966.91
BAY AREA AIR QUALITY MANAGEMENT DIS	200	2359	Maint- pump sta's & force mains	466.00
BAY AREA AIR QUALITY MANAGEMENT DIS	200	2359	Maint- pump sta's & force mains	426.00
BAY AREA AIR QUALITY MANAGEMENT DIS	200	2359	Maint- pump sta's & force mains	564.00
BAY AREA AIR QUALITY MANAGEMENT DIS	200	2359	Maint- pump sta's & force mains	424.00
BAY AREA NEWS GROUP	300	4342	2020-21 Sewer Improvement (80)	791.48
BXPRESS	300	4337	Sewer Rep Richmond SR Bridge(80	63.64
BWS DISTRIBUTORS	200	2365	Safety equipment and supplies	569.66
CAL WEST RENTALS INC.	200	2360	O&M - collection systems	2,000.10
CALCON SYSTEMS, INC.	200	2359	Maint- pump sta's & force mains	643.75
CALCON SYSTEMS, INC.	200	2359	Maint- pump sta's & force mains	4,250.00
CALCON SYSTEMS, INC.	200	2359	Maint- pump sta's & force mains	963.75
CALIFORNIA DIESEL & POWER INC. (CD&POWER)	200	2359	Maint- pump sta's & force mains	3,409.53
CALIFORNIA DIESEL & POWER INC. (CD&POWER)	200	2359	Maint- pump sta's & force mains	4,097.96
CAL-STEAM CO INC	200	2359	Maint- pump sta's & force mains	318.98
CENTRAL MARIN SANITATION AGENCY	200	2210	Connection fees payable cmsa	14,631.48
CENTRAL MARIN SANITATION AGENCY	100	4300	FOG Program	6,857.21
CITY OF SAN RAFAEL	200	2361	Contract with San Rafael	777,175.19
CITY OF SAN RAFAEL	200	2359	Maint- pump sta's & force mains	127.93
COLIN, KATE	100	2282	Director's fees	100.00
COUNTY OF MARIN	100	2282	Director's fees	100.00
CSW/STUBER-STROEH ENGR GROUP INC.	300	4340	Third St (Hayes to Ritter) (80)	264.75
D&D Pipelines Inc	300	4342	2020-21 Sewer Improvement (80)	186,928.65
DNG ENTERPRISES INC	200	2360	O&M - collection systems	67.23
DURACABLE MANUFACTURING	200	2360	O&M - collection systems	327.90
EVOQUA WATER TECHNOLOGIES, LLC	200	2106	Odor control chemicals	10,815.75
EVOQUA WATER TECHNOLOGIES, LLC	200	2106	Odor control chemicals	1,566.65
FORSTER & KROEGER INC.	200	2360	O&M - collection systems	7,200.00
FOWLER ELECTRIC INC	200	2359	Maint- pump sta's & force mains	2,870.00
FRANK OLSEN CO	200	2359	Maint- pump sta's & force mains	523.72
GRAINGER	200	2360	O&M - collection systems	101.03
GRAINGER	200	2359	Maint- pump sta's & force mains	48.87
HARDIMAN CONSTRUCTION	200	2360	O&M - collection systems	23,725.00
JACKSON'S HARDWARE	200	2360	O&M - collection systems	47.61
JACKSON'S HARDWARE	200	2360	O&M - collection systems	16.29
JACKSON'S HARDWARE	200	2360	O&M - collection systems	19.63
JACKSON'S HARDWARE	200	2359	Maint- pump sta's & force mains	40.37
MAHER ACCOUNTANCY	100	2717	Accounting services	3,600.00

MAHER ACCOUNTANCY	Accounting Services - August 2021	100	2717	Accounting services	3,600.00
MARIBETH BUSHEY	Director's Fees - Maribeth Bushey on 8/05/21	100	2282	Director's fees	100.00
MARIN COUNTY TAX COLLECTOR	County Counsel - 4th quarter Apr/May/Jun FY 2020/21	100	2713	Legal services	2,771.50
MARIN COUNTY TAX COLLECTOR	Francisco Blvd. East at Grange Way Sewer and Storm Drain Project - printing services for public outreach	300	4337	Sewer Rep Richmond SR Bridge(80)	175.00
MARIN COUNTY TAX COLLECTOR	Office Supplies - printing services for SRSD daily time sheet form	100	2133	Office & shop supplies	675.00
MARIN ROTO-ROOTER SEWER SERVICE, INC	Collection System - spot repair at 1821 Second Street on 8/06/21	200	2360	O&M - collection systems	9,866.00
MARIN ROTO-ROOTER SEWER SERVICE, INC	Standby - service for 75 Lockwood Drive on 7/28/21	200	2363	Standby services	325.00
MARIN ROTO-ROOTER SEWER SERVICE, INC	Standby - service for 146 Villa Avenue on 7/21/21	200	2363	Standby services	650.00
MARIN ROTO-ROOTER SEWER SERVICE, INC	Standby - service for 160 Pelican Way on 7/10/21	200	2363	Standby services	650.00
MARIN ROTO-ROOTER SEWER SERVICE, INC	Standby - service for 2165 Francisco Blvd East on 7/12/21	200	2363	Standby services	650.00
MUNICIPAL RESOURCE GROUP, LLC	Consulting Services - for May and June 2021 services	100	2325	Consulting services	10,660.00
NETWORK ADJUSTERS, INC	Claims and Deductibles - balance of deductible for claim by 205 Alpine Street	100	2051	Claims and deductibles	6,976.00
NUTE ENGINEERING INC	Bayside Acres Beach Sewer Improvements Project - engineering services from 6/01/21-6/30/21	300	4338	Rehab of Beach Swr Bayside (80)	11,079.00
NUTE ENGINEERING INC	Bayside Acres Beach Sewer Improvements Project - engineering services from 7/01/21-7/31/21	300	4338	Rehab of Beach Swr Bayside (80)	2,173.75
NUTE ENGINEERING INC	Francisco Blvd. East at Grange Way Sewer and Storm Drain Project - engineering services from 6/01/21-6/30/21	300	4337	Sewer Rep Richmond SR Bridge(80)	7,085.50
NUTE ENGINEERING INC	Francisco Blvd. East at Grange Way Sewer and Storm Drain Project - engineering services from 7/01/21-7/31/21	300	4337	Sewer Rep Richmond SR Bridge(80)	1,288.50
NUTE ENGINEERING INC	North Francisco and West Railroad Pump Stations - engineering related services from 6/01/21-6/30/21	300	4155	N. Francisco/WRR Pump St (10)	2,371.00
NUTE ENGINEERING INC	North Francisco and West Railroad Pump Stations - engineering related services from 7/01/21-7/31/21	300	4155	N. Francisco/WRR Pump St (10)	629.00
NUTE ENGINEERING INC	South Francisco Pump Station Improvements Project - engineering services from 10/01/20-10/31/20	300	4148	S. Francisco Pump Station (10)	8,730.50
NUTE ENGINEERING INC	Third Street PS and Beach Fiberglass PS Improvement Project - engineering related services from 7/01/21-7/31/21	300	4149	Third St / Fiberglass PS (10)	7,630.00
PAC MACHINE CO	Pump Stations - connectors for generators at various pump stations	200	2359	Maint- pump sta's & force mains	137.60
PERIN - BATTERIES PLUS	Pump Stations - six volt lead battery for West Railroad Pump Station auto dialer	200	2359	Maint- pump sta's & force mains	15.73
PG&E a/c 2480926202-5	Power - electric service for pump stations 6/10/21-7/11/21	200	2535	Electric utility costs	15,361.94
SCHAAF & WHEELER, INC	2020 Sewer Pipe Repair and Replacement Project - design related services through 6/30/21	300	4342	2020-21 Sewer Improvement (80)	10,346.20
SCHAAF & WHEELER, INC	Woodland Ave. SIP - engineering services through 6/30/21	300	4339	Woodland Pl/Ave & Octavia (80)	6,102.10
STAPLES INC	Office Supplies - webcam and wall calendar for new Junior Engineer	100	2133	Office & shop supplies	77.55
TOY, DORIS	Office Supplies - reimbursement for purchase of larger computer monitor needed for plan reviews	100	2133	Office & shop supplies	178.59
US BANK CORPORATE PAYMENT	Francisco Blvd. East at Grange Way Sewer and Storm Drain Project - postage stamps for public outreach	300	4337	Sewer Rep Richmond SR Bridge(80)	66.00
US BANK CORPORATE PAYMENT	Francisco Blvd. East at Grange Way Sewer and Storm Drain Project - postage stamps for public outreach	300	4337	Sewer Rep Richmond SR Bridge(80)	55.00
US BANK CORPORATE PAYMENT	Office Supplies - phone cases for new phones for maintenance crews	100	2133	Office & shop supplies	114.33
US BANK CORPORATE PAYMENT	Office Supplies - planning notebook	100	2133	Office & shop supplies	23.87
US BANK CORPORATE PAYMENT	Office Supplies - postage stamps for mailing checks and miscellaneous correspondence	100	2133	Office & shop supplies	22.00
US BANK CORPORATE PAYMENT	Pump stations - backflow preventer for Riviera Pump Station	200	2359	Maint- pump sta's & force mains	356.44
US BANK CORPORATE PAYMENT	Pump stations - phase monitor for West Francisco Pump Station	200	2359	Maint- pump sta's & force mains	114.88
US BANK CORPORATE PAYMENT	Subscriptions - Marin IJ for 8 weeks	100	2131	Memberships and subscriptions	187.91
US BANK CORPORATE PAYMENT	Vehicles - car wash for vehicle #8180	200	2083	Parts and repairs vehicles	20.00
US BANK CORPORATE PAYMENT	Vehicles - detailing for vehicle #8180	200	2083	Parts and repairs vehicles	349.99
US BANK CORPORATE PAYMENT	Woodland Ave. SIP - city encroachment permit	300	4339	Woodland Pl/Ave & Octavia (80)	919.00
VERIZON WIRELESS(242395655)	Telephone Service - private IP addresses for the San Pedro and Peacock Pump Stations 6/18/21-7/17/21	100	2534	Telephone service	137.00
VERIZON WIRELESS(372347623)	Telephone Service - wireless service for laptops 6/21/21-7/20/21	100	2534	Telephone service	266.07
WATER COMPONENTS & BLDG SUPPLY	Vehicles - adapter and fitting for water truck	100	4830	Vehicle equipment & acquisition	186.69
WATER COMPONENTS & BLDG SUPPLY	Vehicles - water hose for water truck	100	4830	Vehicle equipment & acquisition	425.29
WECO INDUSTRIES LLC	Collection System - parts for the power rodder	200	2360	O&M - collection systems	753.06
					\$ 1,172,476.59



**SAN RAFAEL SANITATION DISTRICT**  
***Agenda Item No. 5.a.***

**DATE:** September 2, 2021

**TO:** Board of Directors, San Rafael Sanitation District

**FROM:** Doris Toy, District Manager/District Engineer

**SUBJECT:** Presentation of the Organizational Review and Analysis Report

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**SUMMARY:**

In May 2021, the District entered into a Professional Services Agreement with Municipal Resource Group, LLC (MRG) to perform a high-level review and an analysis of its organizational structure and staffing resources. The assessment will provide key findings and recommendations for potential restructuring, appropriate staffing levels, and service delivery enhancements. MRG's scope of work included the following:

- Evaluate staffing levels, positions, functions, and contracted services in relation to the workload and provide recommendations as to appropriate staffing levels.
- Evaluate the District's organizational structure and provide recommendations for improved efficiency and service delivery.
- Evaluate service delivery methods and outcomes, utilizing District staff input, and provide recommendations to improve service delivery and outcomes.
- Evaluate staff compensation relative to fellow JPA members.

MRG has interviewed staff and Board members, surveyed comparable agencies, reviewed the City's compensation study, and developed a final draft report.

Mike Bakaldin and Patricia Francisco, representatives from MRG, will be presenting their report at the Board meeting.

**ACTION REQUIRED:**

After MRG's presentation, the Board may ask questions and discuss its findings and recommendations.

Staff requests the Board to accept the Organizational Review and Analysis Report and provide direction to staff as appropriate.

Attachments: Organizational Review and Analysis Report, August 2021

# SAN RAFAEL SANITATION DISTRICT

## Organizational Review and Analysis



*Prepared by:*

**Mike Bakaldin  
Patricia Francisco**

**Municipal Resource Group, LLC**

August 2021

## **I. PURPOSE**

The San Rafael Sanitation District (“SRSD” or “District”) engaged Municipal Resource Group, LLC (“MRG”) to conduct a high-level review and assessment of its organizational structure, staffing levels, service delivery methods and staff compensation to achieve the following objectives:

- Evaluate staffing levels, positions, functions, and contracted services in relation to the workload and provide recommendations as to appropriate staffing levels;
- Evaluate the District’s organizational structure and provide recommendations for improved efficiency and service delivery;
- Evaluate service delivery methods and outcomes, utilizing District staff input, and provide recommendations to improve service delivery and outcomes; and
- Evaluate staff compensation relative to fellow JPA members.

The process included a review of available documentation and data, including the District’s budget documents, job descriptions, labor agreements, and organizational chart; individual interviews of various staff, the District Manager, and each member of the Board of Directors; and a review of organizational and staffing data from comparative sanitary districts in Marin and neighboring counties. The key observations and recommendations were based upon the staff interviews as well as a review of best practices and organizational design, other sanitary district models, and an assessment of the current District culture.

## **II. KEY OBSERVATIONS**

The interview, document review and analysis process led to the following key observations. The observations identify opportunities for improvement and serve as a roadmap to improve service delivery, operations, efficiencies, and management oversight. The recommendations in the next section are derived from the key observations.

### **A. District**

The SRSD is led by a District Manager/District Engineer who oversees two Divisions – Engineering and Operations & Maintenance (O&M) – and a decentralized administrative services group comprised of all administrative, legal, financial, information technology (IT), and human resource-related functions of the District. Key observations and findings regarding the District overall include:

- The District has a long-standing relationship with the City of San Rafael (“City”) and is heavily dependent on the City. The District’s offices and corporation yard are located at the City’s corporation yard, and the District contracts with the City for staffing, human resources, IT services, and maintenance of vehicles and backflow prevention devices. Overall, interviewees believe that the relationship with the City works well and there are no significant issues with sharing facilities with the City. Most interviewed staff were not sure if they were employees of the SRSD or the City. Staff mentioned times when they were treated as City employees, such as when they were forced to take pay cuts during the Great Recession along with City staff, and times when they were treated differently, such as when they were not forced to take pay cuts during the COVID pandemic, as opposed to City staff.
- All interviewed staff stated that there were no regularly scheduled District-wide meetings or events. The Operations & Maintenance field staff felt isolated from the administrative and



Engineering staff who are housed on the second floor and rarely interact with them. One specific concern mentioned by O&M field staff is that they did not know how system repairs and replacement projects were prioritized, leading to some frustration that sections of the system that had ongoing maintenance issues were not being addressed in what they felt was a timely manner.

- Starting with Fiscal Year 2013/2014, the District increased its rates for a period of five (5) years to accelerate the replacement of sewer pipelines and the rehabilitation of the pump stations. Sewer rates were last increased July 1, 2017.
- Per the California Integrated Water Quality System (CIWQS), the District has averaged 13 sanitary sewer overflows (SSO) annually per 100 miles of collection system over the last five calendar years (2016 – 2020), as compared to 11 per 100 miles for all Marin County sewer agencies and 3 per 100 miles for all agencies statewide. During the five-year period, the District reported that the most common cause for SSOs was multiple causes (29%) followed by roots (22%) and structural failure (10%).
- The District shares a geographic information system (GIS), called MapServer, with the City. MapServer displays streets, contours and elevations, wastewater pump stations, sewer pipes, sewer force mains, sewer manholes and rod holes, air release valves, building footprints, parcels, easements, orthophotos, scanned construction plans, and other City and District facilities. Up until July 1 of this year, the District paid for a portion of the City's GIS Analyst (0.35 FTE) to provide mapping and GIS support for the District. Additional support has and continues to be provided by the City's and SRSD's GIS vendor, California CAD Solutions (CALCAD).
- Overall, staff believe that the District's pump stations and force mains are in good condition and did not identify any critical needs or deficiencies.
- Overall, staff believe that the District's gravity system is being adequately maintained, but that the District needs to accelerate its pipe repair and replacement program due to the number of SSOs, known structural issues, and the large number of areas requiring frequent cleaning.
- The District does not have a mandatory sewer lateral inspection and replacement program, but has been considering adopting one similar to Las Gallinas Valley Sanitary District, which serves northern San Rafael. The Central Marin Sanitation Agency (CMSA) has a high peaking factor of 10, which reinforces that there is significant infiltration and inflow into the upstream collection systems. The CMSA is forced to blend during significant rainfall events, a practice that the federal and State regulatory agencies do not favor and may potentially ban in the future. Both the Ross Valley Sanitary District and Sanitation District No. 2 have lateral programs in place.
- The District has a 10-year-old strategic plan that is out of date and not being referenced. Without a common operating framework, each Division will tend to operate in a silo, generally following the tone set by its current management and supervisory team.
- The District lacks a succession plan and employee development program, leading to a poor understanding about the potential for opportunities to grow or promote within the District.
- The District should endeavor to conduct regular personnel performance evaluations. Most, but not all, employees receive performance evaluations on an annual basis. Performance reviews prove to be effective tools in establishing performance standards and workload measures for the essential job functions, and ensure that clear expectations are regularly communicated along with proper performance feedback. The lack of regular evaluations includes the District Manager, whose formal performance evaluation has not been routinely reviewed and scheduled



with the Board. Consequently, the District is hindered by a lack of clear and set expectations within an agreed-upon framework of planned goals, work standards, and competency requirements.

## **B. Administrative Services**

The District Manager is supported by a Senior Administrative Assistant who serves as the Board Secretary, manages the District's recordkeeping system, coordinates the accounts payable and accounts receivable functions and the District's annual sewer billing process, and performs general administrative duties. The SRSD contracts with the City for its human resources and IT services, Maher Accountancy for financial management and accounting, the County of Marin for legal and treasury services, and CMSA for wastewater treatment and source control services. Key observations and findings for Administrative Services include:

- District staff appear to be satisfied with the level and quality of service the District is receiving from its contract agencies. The one area of contract support that has gone away as of July 1 of this year is GIS support from City staff. The District will need to increase its support from its GIS vendor, CALCAD, and/or consider other alternatives.
- There are areas of inefficiency in the District's operations and contracted services. One is the need to hand deliver all check and cash deposits to the County. Another example is that District checks are issued by Maher Accountancy, then hand-delivered or mailed to the District, and then require two signatures by two senior staff, or if only one of the two approved staff signatories is available, by a Board member to whom the check is hand-delivered for signature. These routine nuisances, although inefficient, are difficult to correct or improve upon due to the small size of the agency and the need for internal controls.
- The Senior Administrative Assistant is solely responsible for multiple key administrative duties. It is unclear who, if anyone, provides backup for many of her duties, or if anyone at the District has been trained to perform those functions. The incumbent is a long-time District employee who is very conscientious about her usage of leave in order to avoid being absent during key times of the month or year. Her dedication has likely masked the need for well-defined backups for key duties, staff cross-training, and the development of written procedures.
- The District has not designated a staff person to oversee and update its website. Two staff people routinely make changes to specific pages - The Senior Administrative Assistant updates the Board meeting notices and agendas, and the Senior Engineer updates capital project information. A review of the website showed that some of the information was out of date and some links were not functional.
- The District Manager has a low \$20,000 procurement limit, which limits the District's ability to expedite the purchasing of key equipment and efficiently perform critical repairs and smaller projects.
- The District's website displays one contact phone number – (415) 485-3132. The number rings at the Senior Administrative Assistant's desk, and if unanswered goes into her voice mail, which directs people to leave a message for non-emergency issues, or in the event of an emergency, to hang up and either call the number for the O&M office during work hours or the number for the City's emergency dispatch after work hours. There is no option or information for the caller to reach other District staff. If the Senior Administrative Assistant is on leave, it appears that any voice mails will not be retrieved and responded to until her return to the office.

### C. Engineering Division

The Engineering Division is led by a Senior Engineer who plans, oversees, and directs the District's capital improvement, sewer permitting, and construction inspection programs and activities. The Senior Engineer is supported by an Inspector, a Junior Engineer position which was just recently filled, and a vacant Associate Engineer position. Key observations and findings for the Engineering Division include:

- The District has a well-funded, three-pronged capital improvement and replacement program. The following information is based on the District's latest annual financial report, Fiscal Years ended June 30, 2019 and 2018, and the District's proposed budget for Fiscal Years ending June 30, 2022 and 2023:
  - The 80-Year Life-Cycle Program provides for the systematic replacement of the District's gravity sewer lines over a rolling 80-year cycle. The plan is to replace an average of 1.6 miles of sewer lines per year at an estimated cost of \$4.9 million per year. Approximately \$3.5 million was expended on these projects during the year ended June 30, 2019, leaving a reserve balance of \$12.6 million for this program. The District is proposing to expend \$11.4 million and \$8.3 million for gravity sewer repair and replacement in Fiscal Years 2021-22 and 2022-23, respectively.
  - The Pump Station and Force Main Capital Improvement Program provides for capital improvements to the District's pump stations and force mains. Planned annual expenditures are funded on a pay-as-you-go basis, and annual costs are estimated to range between \$1.2 million and \$2.4 million per year. Approximately \$2.0 million was expended on these projects during the year ended June 30, 2019, leaving a reserve balance of \$4.2 million for this program. The District is proposing to expend \$3.3 million and \$2.8 million on pump station and force main capital improvements in Fiscal Years 2021-22 and 2022-23, respectively.
  - The Vehicle and Equipment Replacement Program provides for the systematic replacement of vehicles and other equipment, setting aside a portion of the expected replacement cost of each significant equipment item. Approximately \$100,000 was expended on equipment during the year ended June 30, 2019, leaving a reserve balance of \$1.7 million for this program. The District is proposing to expend \$100,000 and \$34,000 of vehicle and equipment replacement in Fiscal Years 2021-22 and 2022-23, respectively.
- The District identifies its capital improvement projects by the following methods:
  - The condition of pipes based on CCTV inspections, using the Pipeline Assessment & Certification program (PACP) rating system.
  - Through tracking of maintenance activities, including frequency of calls and types of calls from the public, and routine inspection of its facilities.
  - Projects driven by other agencies, such as the State of California, the City of San Rafael, and other utility agencies.
  - Recommended improvements from a capacity assessment of four key trunk sewer lines performed in 2010.
  - Recommended improvements from a force main condition assessment initiated in 2016.
- The District prioritizes its capital projects to first address pipes at risk of collapse or prone to more frequent blockages due to pipe defects and capacity issues; PACP ratings of 4 and 5; and pump stations with frequent maintenance issues or capacity issues.



- Historically, the City provided up to .35 FTE support for a GIS Specialist and a \$45,000 annual payment for Engineering Technician support for creating maps and drawings, and performing legal searches. As of July 1 of this year, the City will no longer be providing those services to the District.
- The Associate Engineer position has been vacant for the last several years due to recruiting challenges. The District has used consultants to fill the need in project and construction management on a project-by-project basis. As of the date of this report, the District has made a conditional job offer to an Associate Engineer with an anticipated start date in September.
- The Engineering Division does not use project management software or have standardized project management, tracking and scheduling procedures.
- The Senior Engineer had limited experience in sewer systems prior to joining the District just under a year ago. Until he gains the necessary experience and knowledge in sewer system design, operations and maintenance, he requires technical support from other staff.
- The Inspector is responsible for reviewing and field verifying USA tickets, and is supported by the O&M Division staff. Although both Divisions agree that the Inspector verifies and marks all USA tickets near the gravity sewer system, both Divisions believe they are responsible for USA tickets near the force main.

#### **D. Operations & Maintenance Division**

The Operations & Maintenance Division is led by a Sewer Operations & Maintenance Manager who plans, organizes, and directs the operation and maintenance of the Districts' gravity sewer system, force mains, and pump stations. The Manager is supported by a Sewer Maintenance Supervisor who provides day-to-day supervision of two lead workers and six maintenance workers. Key observations and findings for the Operations & Maintenance Division include:

- The District's facilities require regular and preventative maintenance to ensure functionality and avoid costly service interruptions. Inadequate maintenance will shorten the life of the facilities and require more frequent and costly repair and replacement. In its SSMP, the District has identified the following goals for maintaining its system:
  - All gravity sewer lines to be cleaned once every three years. "Hot spots," areas with a history of FOG, root, rag, or debris-related issues to be cleaned at a minimum of twice a year.
  - As of 2018, CCTV inspects 10 miles of gravity lines per year, beginning with areas in proximity of surface water, then moving outwards to the District's boundaries, a 14-year inspection cycle.
  - All force main valves to be exercised annually.
  - All pump station valves to be exercised quarterly.
  - Annual preventive maintenance to be performed on all pump station pumps, motors, and control cabinets.
  - Annual preventive maintenance and load bank testing to be performed on all pump station emergency generators and mobile generators.
  - Pump station wet wells to be inspected and cleaned annually.
  - Air relief valves to be inspected and cleaned twice per year.

- Chemical injection systems to combat odor and corrosion to be inspected and calibrated weekly. Samples to be taken to monitor hydrogen sulfide levels twice weekly.
- All pump stations to be checked three (3) times per week.
- Per staff, the District regularly meets or exceeds all of the maintenance standards listed above with the exception of cleaning all gravity lines once every three years. Staff estimate that the gravity lines are cleaned once every three to four years. Following are potential obstacles to meeting the three-year goal:
  - The O&M crews spend a significant amount of time maintaining “hot spots.” In addition to the areas that are cleaned once every six months, the crews also have a “hit list” that includes areas to be cleaned quarterly. The hit list requires three weeks of work every quarter.
  - Per staff, the crews average approximately 2,200 feet per day cleaning the gravity sewer lines. Although there are many factors that influence cleaning productivity, productivity could possibly be increased via a review and evaluation of the District’s practices and procedures.
  - A lead worker and five maintenance workers are typically assigned to maintain the gravity lines. Under normal conditions, when all employees are present, this group would operate as three crews – two workers on a rodder, and two workers each on the District’s two Vactor combination trucks. Under the current drought conditions, the District is required to use recycled water for cleaning operations. The District has dedicated a maintenance worker to drive a water truck from the CMSA treatment plant to the work locations, which has resulted in the loss of the second Vactor crew.
- A lead worker and one maintenance worker are routinely assigned to maintain the pump stations and force mains on a daily basis. The work primarily consists of inspecting each pump station three times per week, performing routine and preventative maintenance, and performing corrective maintenance when necessary.
- O&M staff occasionally perform small system repairs in-house where the pipe depth does not exceed four feet. Staff also routinely obtain informal bids for spot repairs, up to the District Manager’s limit of \$20,000, for work that cannot wait to be included in a future capital project managed by the Engineering Division. This is a good practice that allows staff to address high-priority repairs expeditiously.
- Although, all maintenance workers have been cross-trained to some degree on pump station, force main, and gravity system operations and maintenance, the O&M Division does not have a systematic cross-training or rotation program to ensure that all staff keep up their skill set on all facets of the collection system. The lead workers do not typically rotate between the pump station and gravity system assignments, and it appears that most of the maintenance workers rarely rotate through assignments. There is also a marked difference in opinion as to whether staff have enough cross-training to effectively switch between the pump station and gravity system crews. Some interviewees believe that every O&M employee has the training, knowledge and skills to operate and maintain all parts of the system, while others believe only a limited number of staff can do so effectively.
- On-the-job training and mentoring by experienced workers is the main source of occupational education for the O&M staff. The majority of O&M staff do not possess California Water Environment Association (CWEA) certification, and some interviewed staff were not familiar with CWEA and the training opportunities through the statewide organization and local



chapters. Field staff were also not aware of potential opportunities for technical or management training.

- The District does not use a computerized maintenance management system (CMMS). The District incorporated a rudimentary sewer maintenance management application into MapServer, which enables the District to track its daily maintenance activities and sewer overflows. The system cannot generate work orders or schedule work, and stores data by location, rather than by individual equipment. Staff are required to enter their daily activities into MapServer, but there appear to be issues with data entry and data integrity. As a result, O&M staff continue to rely heavily on handwritten systems to schedule and track work. Field staff maintain their work schedules on wall-mounted calendars or paper lists. All daily work is recorded by hand on a sheet of paper called a “daily.” The dailies are then transcribed by hand into a bound “red book.” The net effect is that staff are required to record their daily work three different ways.
- The District contracts with Roto-Rooter to be the first responder for after-hours sewer backup or overflow calls. Roto-Rooter will notify on-call District staff in the event of an SSO, in which case District staff will respond. The District also has monitoring equipment at its pump stations and force mains that alerts the District’s on-call staff if certain criteria are triggered. During the workweek, the Sewer Operations & Maintenance Manager is on call for after-hours emergencies. On weekends, the Sewer Maintenance Supervisor rotates with the two lead maintenance workers for standby for emergency call outs.

### III. COMPARATIVE SANITATION/SANITARY DISTRICTS

MRG conducted a desk review of the organizational structure and functions of four selected comparable California sanitary districts. The four selected districts included the District’s two partner agencies – Ross Valley Sanitary District and Sanitary District No. 2 – and two sanitary districts of approximately the same collection system size – the Castro Valley Sanitary District in Alameda County and Stege Sanitary District in Contra Costa County. Some comparative data are referenced in **Table 1**, below, and copies of the organization charts for the four comparative districts are provided in **Attachment A**.

**Table 1 – Comparative District Data**

Agency	Gravity System (miles)	Force Mains (miles)	Total System (miles)	Pump Stations (#)	CIP Budget FY21 & 22 Avg (\$M)	SSO 5yr avg./100 miles	No. O&M Staff	No. Engineering Staff*	No. Total Staff
Castro Valley SD	148	2	150	8	1.35	1.1	6	3	21
Ross Valley SD	198	7	205	19	14	11.7	22	6.5	35
SD No. 2	43	4	47	19	5	13.0	3.5	2	6
Stege SD	147	1	148	2	5.35	4.6	5	2.5	10
Comp Agency Avg.	134	3.5	137.5	12	6.4	7.6	9.1	3.5	18
San Rafael SD	134	13	147	32	9.2	15.2	10	4.5	16

\*Includes inspectors. District Manager counted as 0.5 Engineering staff if also District Engineer

Although all four comparative agencies’ primary mission is to collect and convey sewage to a wastewater treatment facility, Stege and Sanitary District No. 2 are most similar to the SRSD, in that the staffs primarily consist of Engineering and Operations & Maintenance personnel. Both Castro Valley and Ross Valley have significantly more total staff and have full-service administrative divisions that provide

finance and human resource services in-house. Additionally, Castro Valley has a three-person Zero Waste Department.

**Table 2**, below, compares staffing levels for O&M, Engineering, and total staff based on collection system size, normalized at the number of staff per 100 miles of pipe, and additionally compares Engineering staff based on the projected total CIP budgets for FY 21 and FY 22, normalized at the number of staff per million dollars. Straight comparisons of Engineering and O&M Divisions are complicated in that each District has different aged sewer systems, disparate sewer line cleaning frequencies, and differing practices on which services to perform with in-house staff versus by contract. There were two ratios that particularly stood out. The first was Ross Valley's high O&M staffing ratio. Ross Valley has an exceptionally well-staffed O&M Division for a sanitary district of its size, with two managers, four supervisors and 15 maintenance workers. The second was Castro Valley's high Engineering staff per million dollar of CIP ratio, which is primarily a function of Castro Valley's exceptionally low CIP budget for the two years included in this study.

Taking these variables into account, in terms of Engineering and O&M staff, the District compares favorably against the comparative agencies, both individually and on average, reinforcing MRG's finding and observation that the District's Engineering and Operations & Maintenance Divisions are appropriately staffed, as budgeted. Comparisons against total staff are less informative, given that each District has unique service delivery models for administrative services.

**Table 2 – Comparative District Staffing Ratios**

Agency	No. O&M Staff/100 Total Miles	No. Engineering Staff/\$M CIP	No. Eng. Staff/100 Total Miles	No. Total Staff/100 Total Miles
Castro Valley SD	4.0	2.22	2	14
Ross Valley SD	10.7	0.46	3.2	17
SD No. 2	7.4	0.4	4.3	13
Stege SD	3.4	0.47	1.7	7
Comp Agency Average	6.6	0.89 (.44*)	2.8	13
San Rafael SD	6.8	0.49	3.1	11

\*Excluding Castro Valley SD due to low projected CIP budget

**Table 3**, below, compares the District's single family residential annual sewer rate against the comparative agencies and the national average. Comparing published monthly sewer rates can be misleading for California sanitary districts, since they commonly receive a portion of the ad valorem property tax in addition to the separately charged sewer service fees. The amount of the ad valorem tax distributed to each district is highly variable, and although it does not represent an additional tax or fee on a single family residence, it does represent additional revenue to districts to cover their expenses. Therefore, **Table 3** takes into account the ad valorem contribution to the single family residential annual sewer rate by dividing the annual ad valorem revenues by the number of sewer connections, and adding that amount to the annual sewer rate to determine a more representative cost of service per residential customer. As **Table 3** indicates, sewer rates are much higher for the three Marin County agencies in comparison to Castro Valley and Stege, even after adjusting for the ad valorem supplemental revenue.



**Table 3 - Single Family Residential Annual Sewer Rate Comparison as of July 1, 2021**

Agency or Region	SFR Annual Sewer Rate	Annual Ad Valorem	No. of Connections	Additional Annual SFR Charge	Total SFR Annual Sewer Rate
Stege SD	\$341	\$400,000	13,000	\$31	\$372
Castro Valley SD	\$458	\$1,000,000	22,000	\$45	\$503
Sanitary District No. 2	\$500	\$3,600,000	5,700	\$631	\$1,131
U.S. Average*	\$527	NA	NA	NA	\$527
San Rafael SD	\$861	\$1,900,000	11,000	\$173	\$1,034
Ross Valley SD		\$7,800,000	15,000	\$520	
Ross Valley	\$1,083			\$520	\$1,603
Larkspur	\$1,529			\$520	\$2,049

\*National Association of Clean Water Agencies (NACWA) as of 2020

#### IV. COMPENSATION STUDY REVIEW

The City of San Rafael provided MRG with a compensation study conducted by Bryce Consulting of a representative sample of classifications at the District. They included:

- District Manager Engineer;
- Junior Engineer;
- Sr. Administrative Assistant;
- Operations & Maintenance Manager (O&M Manager);
- Sr. Civil Engineer;
- Construction Inspector;
- Sewers Supervisor;
- Sewer Lead Maintenance Worker;
- Sewer Maintenance Worker I; and
- Sewer Maintenance Worker II.

The purpose of the study was to evaluate the compensation status of the above classifications with other agencies. Additionally, the study was conducted for the City of San Rafael to offer insight on salary data in connection with the current collective bargaining negotiations with SEIU and other bargaining units at the City.

When conducting a compensation survey, the overall goal is to understand and ascertain what is considered within the market, above/below the market, and significantly above/below the market.

- If a result shows that the District is within 5% of the market median/mean, either above or below, that is considered "within the market."
- If a result shows that the District is 5% to 10% above or below the market median/mean, that is considered "above/below the market."
- If a result shows that the District is more than 10% above or below the market median/mean, that is considered "significantly above/below the market."

These terms above will help both the District and the City determine the significance of the variance and the level of possible salary adjustments to consider, if any.



The study compared the salaries and total compensation with the following agencies:

- Central Marin Sanitation Agency;
- Cities of Alameda, Fairfield, Hayward, Napa, Novato, San Leandro, Santa Rosa, South San Francisco;
- Ross Valley Sanitary District; and
- Town of Corte Madera (Sanitation District #2).

However, except for Central Marin Sanitation Agency, Ross Valley Sanitary District, and Town of Corte Madera, most of the data collected were more focused toward City classifications and compensation. As such, of the 10 classifications reviewed, only four (4) classifications delivered reliable data with comparative data based on at least five or more agencies.

The following total compensation analysis, including pension, was obtained from the survey, reflecting comparability with five (5) or more agencies:

- |                                   |                              |
|-----------------------------------|------------------------------|
| • Junior Engineer                 | 4.26% within the market mean |
| • Senior Administrative Assistant | 2.75% within the market mean |
| • Senior Civil Engineer           | 9.93% above the market mean  |
| • Construction Inspector          | 0.80% within the market mean |

Additional survey data is needed for the classifications listed below to properly and accurately review market compatibility and competitiveness:

- District Manager/Engineer;
- O&M Manager;
- Sewers Supervisor;
- Sewer Lead Worker;
- Sewer Maintenance Worker I; and
- Sewer Maintenance Worker II.

Also, it is noted that HR staff at the City notified MRG that negotiations with SEIU have been completed, and the proposed new salaries were approved and adopted at the July 19, 2021 City Council meeting. Salary adjustments range from 1.6% to 4.0%. Therefore, any classifications represented by the SEIU will need to remain consistent with the terms of the compensation changes negotiated as part of the successor SEIU Memorandum of Understanding (MOU). These classifications include Sewer Maintenance Worker I/II, Sewer Lead Maintenance Worker, and Sewers Supervisor.

For all of the above reasons, the District should consider conducting a separate and more focused classification and compensation review with comparable sanitation districts/agencies outside of the current collective bargaining negotiations being conducted at the City. Such a review will most likely deliver more accurate and reliable salary and benefits data for the District's use.

Finally, particular attention should be given to the Construction Inspector classification and compensation in preparation for the upcoming recruitment of this position due to the current incumbent's notice to retire at the end of the year.

## **V. RECOMMENDATIONS**

Recommendations are organized into five categories to facilitate review and analysis. The recommendations are focused on developing practical and implementable suggestions that will improve the District's effectiveness and sustainability. These recommendations are not intended to be implemented all at the same time. Some of the staffing recommendations can be considered immediately, while others can be scheduled for implementation over a longer period of time. A table summarizing the recommendations with a proposed timeline for implementation is provided as **Attachment B**.

### **A. Staffing**

Staffing recommendations are designed to address long-term organizational needs, and seek to improve employee efficiency. They are not described in absolute terms, but may be modified and implemented in combination with operational modifications.

- 1. Consider Reclassifying the Associate Engineer position as a Project Manager classification for future recruitments and have it oversee the District's GIS system.**

Since the Division has had difficulty filling the Associate Engineer position, replacing the Associate Engineer position with a Project Manager classification for future recruitments would allow the District to draw on a much broader pool of candidates. In addition, the District should consider having the Associate Engineer or Project Manager position oversee the District's GIS, supported by the Junior Engineer. Lastly, the Associate Engineer/Project Manager position could support the O&M Manager and Supervisor in selecting, integrating and managing a CMMS.

Sanitary District No. 2 has a dedicated Project Manager position that splits its time between managing capital projects and managing the Districts' GIS and CMMS programs. The position salary is slotted in between the Senior and Associate Engineer positions. MRG recommends that the District conduct a salary survey for the position to set the compensation at a level that will attract people with the required skills and knowledge for the position.

- 2. Consider creating a part-time Administrative Assistant position.**

Currently, there is no backup for the Senior Administrative Assistant. She performs many key duties, such as Board Secretary, accounts payable and receivable, and sewer billing. By creating a part-time position, the District would create some redundancy and backup for this critical position, provide coverage during leaves and absences, and assistance during periods of heavy workload.

### **B. Technical and Equipment Enhancements**

These recommendations focus on enhancing and providing essential systems and equipment to improve productivity, provide data to guide asset maintenance, repair and replacement, and to avoid service interruptions.

- 1. Identify and implement a CMMS to schedule and track work and eliminate the duplicative paperwork scheduling and tracking systems.**

The District can review its CMMS options by reaching out to neighboring agencies and their GIS provider, CALCAD. Per their website, CALCAD has a CMMS product called Smart CMMS. The



District is not limited to CALCAD's in-house product, as the company has the experience and ability to integrate most commercially available CMMS systems into MapServer. Both the Ross Valley Sanitary District and Sanitary District No. 2 use a water system-specific asset management and CMMS called InfoAsset Manager by Innovyze. The District should consider the Innovyze system to be consistent with its partner agencies and potentially share resources, especially with the possibility of consolidation.

The system, if properly installed and managed, will assist in establishing appropriate accountability measures and allow reporting of work output and performance measures to the District Manager, District Board, and the public. A work order system will also allow the Operations & Maintenance Division to schedule recurring maintenance items and ensure they are completed on schedule and documented.

**2. Identify and implement project management software and/or develop procedures and processes related to project management.**

Given the District's relatively small number of capital projects, the District could continue to function without project management-specific software. However, the District should create procedures and templates so that all Engineering staff manage projects in a uniform and consistent manner.

**3. Update the District's website and establish a schedule for reviewing and updating the website.**

District staff should browse through other agencies' websites to determine which features and content could or should be added to the District's website. After outlining its desired updates, work with City IT staff to update the website. After the initial update, an assigned District staff person should review the website at least once a year to remove or update outdated information and add new content, as necessary. This function should probably be performed by the District Manager as the only staff person with knowledge of all District projects and programs.

**C. Organizational Effectiveness**

These recommendations focus on improving the District as a team, increasing staff performance and skills, and enhancing support services.

**1. Evaluate the District's/City's contract with CALCAD to ensure that all needed GIS-related services are provided and that all necessary or desired system features are functional.**

With the loss of the City's GIS Specialist, the District should evaluate its GIS needs and expand the contract with CALCAD to ensure that the City's needs are being met and that all desired system features are functional. CALCAD's role could be downsized in the future if the District implements MRG's recommendation to create and fill the Project Manager position.

**2. Update the District's Strategic Plan.**

Update the District's strategic plan using a committee approach to include both line and management/supervisory staff. At a minimum, the plan would include Mission, Vision, and Core Value Statements, and a list of clearly defined and measurable goals for the next year to three years. The goals should address outstanding issues from a prioritized list maintained by the management team.

**3. Develop a Succession Plan and Employee Development Program.**

Develop a succession plan and program for employees and a companion employee development program to assure operational continuity in the District and upward mobility for staff.

**4. Institute regular District-wide staff meetings and increase staff interaction to increase communication and transparency and provide an open forum for staff to ask questions and offer input.**

MRG recommends at least two District-wide meetings a year. The first meeting could be in the spring to present the budget and Capital Improvement Program to staff and explain how and why certain projects were selected for the year. The second, in the fall, could be to provide an update on capital projects and another topic of general interest to be selected by the District Manager or at the request of staff.

MRG also recommends that the District Manager and Engineering staff regularly interact with O&M staff in the field to build trust, increase communication, and ensure that all staff are working towards the same goals.

**5. Increase the District's transparency and communication by providing more written information with Board agenda items, especially the District's budget and Capital Improvement Program.**

The District does not provide a narrative with its budget and Capital Improvement Program, either as part of the Board agenda or as posted on the website. The Board and the public are provided limited information on past accomplishments, planned activities and projects, and financial and operational trends. The District should consider including more descriptive narratives for the budget, Capital Improvement Program, and other significant Board agenda items.

**6. Establish performance or workload measures for the District.**

It is important to establish performance measures and goals to ensure that staff is delivering projects and services within established standards and expectations. Performance and workload measures also provide a meaningful way to justify existing resources and additional resources, if necessary.

The best measures are derived from the perspectives or expectations of the customer. For permits and approvals, that would include residents, contractors, or developers, while for capital projects and maintenance services, that would include residents, business owners, other District staff, or regulatory agencies. Performance measures should cover timeliness, quality of services, customer satisfaction and/or cost. A typical outcome-based service objective may be to process a sewer permit within a specified time period. The objective would be confirmed by the public as a desirable level of service. The actual performance measure would be the percent of permits over a given period of time processed within the desired timeline.

The absence of performance measurement does not necessarily mean that staff do not focus on their customers or are not effective. However, a properly implemented performance measurement system ensures that staff understand their customers' needs and can focus on meeting and/or exceeding those expectations.



- 7. Identify key functions District-wide and cross-train staff and/or develop written procedures to ensure that there is back-up staff or a step-by-step guide for each key function.**

Each staff person should identify and document all key functions that they are solely responsible for performing, such as permit inspection, annual sewer billing, and Board-related functions. The District should identify at least one alternate to the primary staff person for each key function and ensure backup staff are appropriately trained. Alternatively, the incumbent can develop a written procedure that would be readily accessible and easily implemented by an alternate.

- 8. Cross-train the new Junior Engineer position on critical duties performed by the Inspector.**

With the Inspector likely retiring this year, the District should ensure that the new Junior Engineer is quickly brought up to speed on the duties and responsibilities of the Inspector and shadows him to gain the experience and knowledge to perform key duties in the Inspector's absence.

- 9. Ensure performance evaluations are completed consistently and in a timely manner.**

The District should strengthen its internal controls to ensure that all employees receive regular annual performance reviews. Performance evaluations will be especially important once the District implements performance and workload measures. Additionally, annual performance evaluation reviews serve as effective management tools that facilitate regular supervisor and subordinate feedback, as well as opportunities for coaching for professional growth and career development. Annual performance evaluations help monitor and manage performance based on established work expectations. Late performance evaluations, or lack thereof, send a message that employees are not important enough for their supervisors to set aside sufficient time to conduct regular and timely evaluations, which can then negatively impact morale and productivity. The District Manager should ensure that evaluations for all District employees are conducted in a timely and meaningful manner to foster career growth and professional development.

Consistent with this management philosophy, the Board should also conduct a regular performance evaluation review of the District Manager/Engineer. This will allow the Board to establish District-wide project deliverables and initiatives as well as communicate its performance goals and expectations to the District Manager/Engineer on an annual basis.

- 10. Identify and offer various training opportunities to staff on topics such as leadership, customer service, and management/supervision.**

There are numerous programs and trainers available to train staff on topics of broad interest. The District could conduct a training needs analysis survey to determine which topics are of most interest and priority in its training program.

- 11. Promote CWEA and other industry-related training and networking opportunities and encourage staff to participate and be more active in the industry.**

CWEA offers multiple free or low-cost opportunities for collection worker training and certification through its statewide organization and the San Francisco Bay and Santa Clara Valley Sections. Additionally, some staff could potentially take a more active role in the various collection system committees.

#### **D. Operational Effectiveness**

These recommendations focus on improving the District's effectiveness in achieving industry-leading operations and maintenance practices and procedures.

- 1. Assess the O&M Division's field practices to potentially increase productivity and efficiency to meet the District's goals for cleaning its gravity system.**

The District could bring in an experienced consultant to review its O&M practices. Alternatively, a select group of O&M staff could visit with award winning and high performing agencies that have consistently demonstrated the ability to clean lines at a greater rate than the District. A peer review of other agencies through observations and discussions with other agency collections crews can help staff implement changes and improvements to the District's current practices and routines in order to potentially increase productivity and cleaning effectiveness.

- 2. Ensure that the daily work data being entered into MapServer or any future CMMS system is accurate and reliable by developing procedures and nomenclature, increasing staff training, potentially restricting data entry to a limited number of staff, and through consistent and effective oversight and quality control by the Sewer Maintenance Supervisor.**

The District needs to ensure that all data entered into a CMMS or GIS system is accurate and consistent over its entire life cycle. The first step is to develop procedures and nomenclature so that all similar events or items are entered the same way. The second step is to train staff on the procedures and nomenclature so that they understand how to properly enter data. The next step of limiting the number of staff with access to enter or edit data, although optional, provides internal controls and improves data integrity. The last step is for a supervisor-level position to routinely review and cross-check data entry to ensure accuracy and consistency. Additionally, if the District implements MRG's recommendation to create a Project Manager position, which could manage the GIS/CMMS programs, that position would add an additional layer of QA/QC.

- 3. Consider transitioning from a once-every-three-year gravity line cleaning goal to a risk-based, field-condition driven cleaning schedule.**

Not all gravity pipe segments need frequent cleaning. Segments constructed of PVC material and/or those with steep slopes may only require infrequent cleaning. The District likely routinely cleans pipe segments that have little to no debris, grease or root issues. The District stores pipe condition information in MapServer and can start identifying segments that can be moved to a five-year or greater inspection and cleaning frequency. An additional tool is for the cleaning crews to carry a portable CCTV camera to determine if an assigned pipe segment needs cleaning or can be moved to a different cleaning frequency.

- 4. Explore options for addressing root intrusion into the gravity system with a more aggressive and proactive root control program.**

Roots are the primary cause of SSOs in the District. Staff have stated that CMSA opposes the usage of root control chemicals in the collection system. Staff should explore all available options for root control and, if necessary, re-engage CMSA staff on the usage of root control chemicals to prevent root-caused SSOs.



**5. Clarify which division is responsible for USA tickets near the District's force mains.**

The District should clarify whether USA tickets near the District's force mains are the responsibility of the Engineering or O&M Division, as currently both the Inspector and O&M staff believe they have primary responsibility.

**6. Develop and institute a more structured cross-training and rotation program for O&M staff to ensure that all field staff are able to operate and maintain all District equipment and systems safely and effectively.**

The program could include checklists of required skills and competencies that would be signed off by the supervisor after an employee demonstrates his/her knowledge and proficiency in operating and maintaining the various parts of the system.

**7. Evaluate alternatives to dedicating a full-time maintenance worker to driving a water truck during the drought.**

The District has lost the ability to operate three cleaning crews with its water truck operation. The District should evaluate alternatives, such as contracting out with a water truck service to fill the District's trucks at the end or beginning of each workday, contracting out delivery of recycled water throughout the day, and/or installing a temporary recycled water storage tank at the corporation yard, a pump station, or potentially both for daily usage by the District's trucks.

**E. Long-term Sustainability of District Finances and Assets**

These recommendations focus on ensuring that the conditions of the wastewater systems and facilities are clearly evaluated and categorized, and that sufficient repair and replacement funding is available to ensure their sustainability.

**1. Survey and visit other agencies with well-developed condition assessment and risk management tools and protocols in order to develop a more structured collection system repair and replacement prioritization methodology.**

Many large agencies have sophisticated risk management-based repair and replacement programs. However, small agencies can selectively implement portions of these programs to improve their methods and approach. For example, the Ross Valley Sanitary District uses a numerical database model to assign risk to every mainline and trunk line pipe segment in its CMMS database.

**2. Accelerate the annual CCTV program to complete inspection of the entire gravity system in no more than 10 years from the initial start date.**

At the current pace of 10 miles per year, it will take 14 years to complete the inspection of the District's gravity system. MRG recommends that the District accelerate the program to complete the system inspection in no more than 10 years, and ideally fewer years, from the initial start date of 2018. Although the District may not have the financial and staffing resources to complete all necessary repairs discovered through the accelerated CCTV inspection program, it will have a better understanding of the condition of a bigger portion of the system. As a result, the District will be able to better direct its gravity system repair and replacement program to areas of highest priority.



**3. Review the District Manager's procurement signing authority limit.**

District staff's ability to perform critical repairs and small projects is limited by the District Manager's low procurement limit. With a higher limit, staff will be able to speed up procurement for small capital projects and critical operations and maintenance activities.

**4. Consider the adoption of a sewer lateral inspection and replacement program.**

A mandatory sewer lateral inspection and replacement program would help the District control infiltration and inflow, including areas of saltwater intrusion, and could help limit SSOs in the sewer mains. The program takes many years to show appreciable reductions in wet weather flows, therefore, the sooner the District adopts a program the sooner it will see results. Both the Ross Valley Sanitary District and Sanitary District No. 2 have programs that mandate lateral inspections and, if necessary, repairs or replacement based on various triggers, such as the sale of a property, a building permit over a certain dollar limit, and/or recurring backups or overflows in a lateral. The District could also establish grant or loan programs to help fund lateral replacements for those property owners that cannot afford to do so.

## **VI. PROPOSED ORGANIZATIONAL STRUCTURE**

The District's current organizational chart is provided as **Attachment C**. A recommended District organizational design model is provided as **Attachment D**. The recommended model is based on an objective analysis of interview input, available data, MRG knowledge of organizational design practices, and where appropriate, reference to the comparative agency analysis. The rationale for the recommended structural changes is specified throughout this report. The recommended organizational changes include the addition of a part-time Administrative Assistant position and the creation of a Project Manager classification in lieu of the Associate Civil Engineer classification.

## **VII. CONSOLIDATION CONSIDERATIONS**

As part of this organizational review, MRG was tasked with examining each finding and recommendation against the possibility of a future consolidation between the four joint powers agreement agencies. Given that consolidation would be a multi-year process, MRG believes that all its findings and recommendations are appropriate, whether or not the District chooses to consolidate in the future. MRG is not proposing any organizational structural changes or the addition of any full-time, permanent employees, so it would not be taking on long-term staffing costs by implementing the recommendations provided in this report.

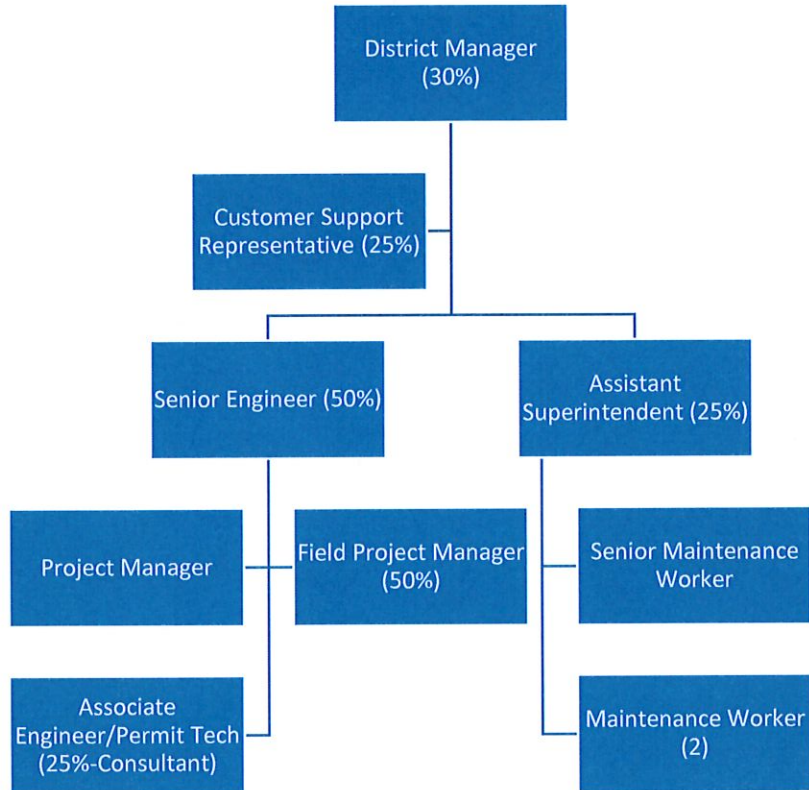
The District can begin to explore opportunities to share resources and spread costs with its partner agencies as a first step towards a potential full consolidation. Following are some potential areas for consideration:

- From our review of comparative agencies, the two JPA partner collection agencies both use Innovyze InfoAsset Manager as their CMMS, so the District should at least consider that system if it is to implement a full asset management and maintenance program. Similarly, before committing to any new IT systems, the District should also at least determine what programs or systems its partner agencies are using before making a final decision.
- Review all of the administrative services currently being delivered by outside agencies/vendors and explore the possibility of directly contracting for one or more of those services with one of the JPA agencies or sharing vendors with one or more of the JPA members.

- Explore opportunities for the sharing of equipment and the cross-training of staff.
- Have all JPA member agencies perform a joint organizational needs/resource assessment to see if there are opportunities to share resources and/or staff.

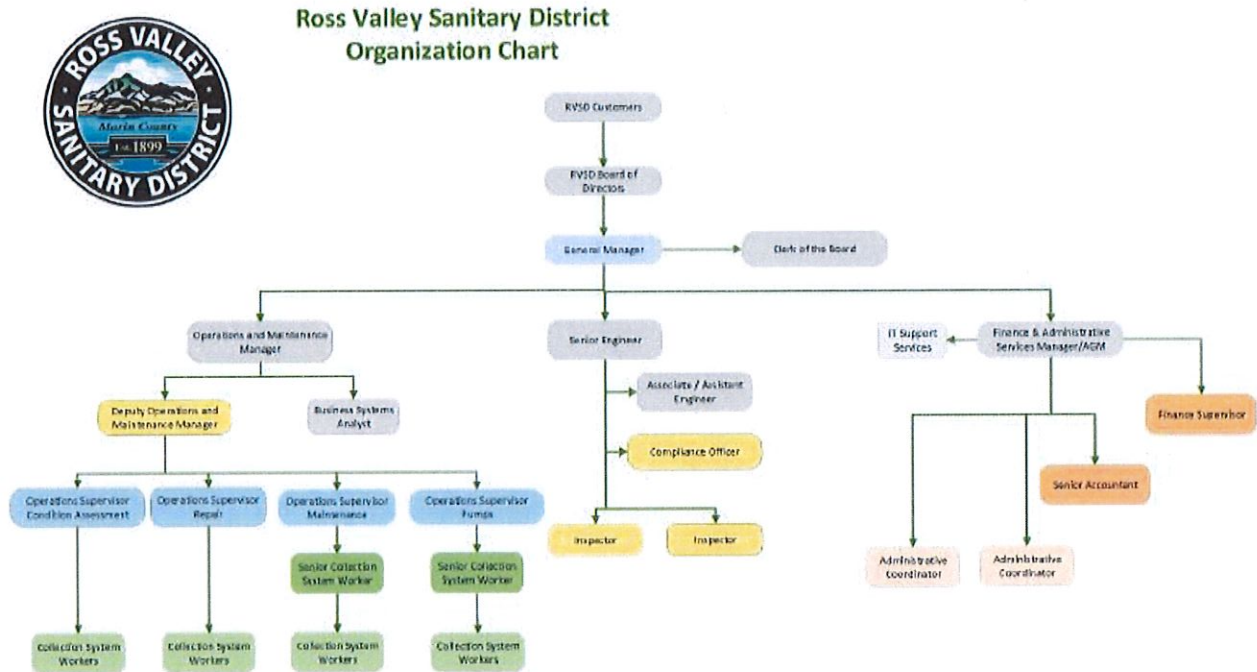
## ATTACHMENT A-1

### Sanitary District No. 2 of Marin County Organizational Chart



## ATTACHMENT A-2

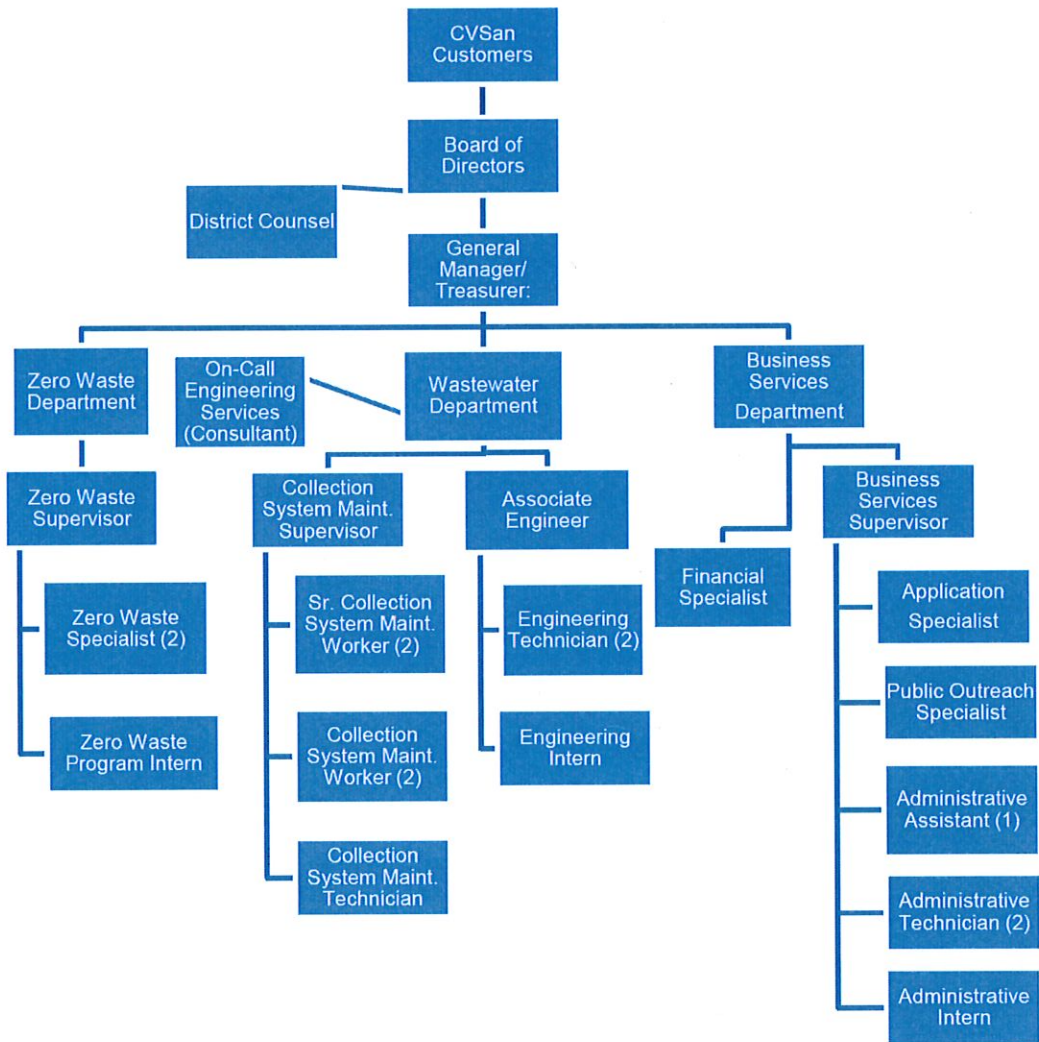
### Ross Valley Sanitary District Organizational Chart





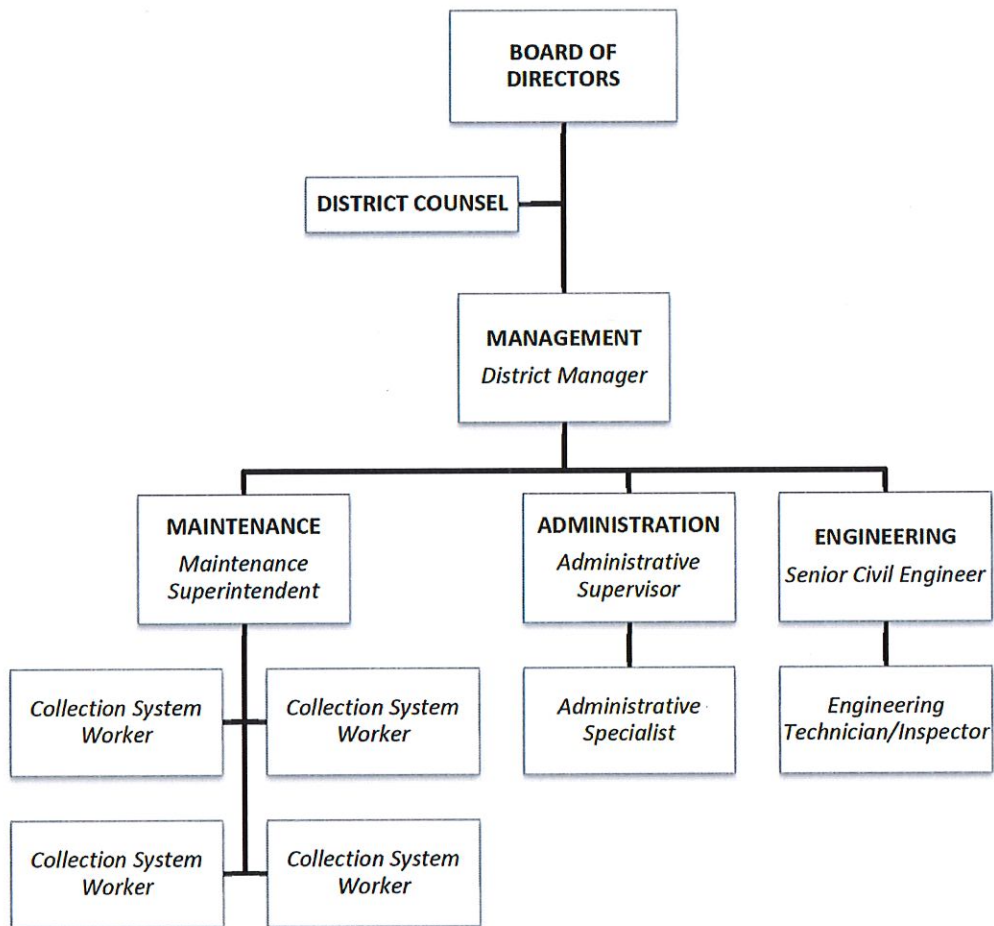
## ATTACHMENT A-3

### Castro Valley Sanitary District Organizational Chart



## ATTACHMENT A-4

### Stege Sanitary District Organizational Chart



## ATTACHMENT B

### SAN RAFAEL SANITATION DISTRICT Recommendations / Proposed Work Plan

<i>Recommendation</i>	<i>Priority</i>
<b>A. STAFFING</b>	
A.1 - Consider Reclassifying the Associate Engineer position as a Project Manager classification for future recruitments and have it oversee the District's GIS system.	Next Year
A.2 - Consider creating a part-time Administrative Assistant position.	Immediate
<b>B. TECHNICAL AND EQUIPMENT ENHANCEMENTS</b>	
B.1 - Identify and implement a CMMS to schedule and track work and eliminate the duplicative paperwork scheduling and tracking systems.	Mid Term
B.2 - Identify and implement project management software and/or develop procedures and processes related to project management.	Near Term
B.3 - Update the District's website and establish a schedule for reviewing and updating the website.	Near Term
<b>C. ORGANIZATIONAL EFFECTIVENESS</b>	
C.1 - Evaluate the District's/City's contract with CALCAD to ensure that all needed GIS-related services are provided and that all necessary or desired system features are functional.	Immediate
C.2 - Update the District's Strategic Plan.	Next Year
C.3 - Develop a Succession Plan and Employee Development Program.	Next Year
C.4 - Institute regular District-wide staff meetings and increase staff interaction to increase communication and transparency and provide an open forum for staff to ask questions and offer input.	Immediate
C.5 - Increase the District's transparency and communication by providing more written information with Board agenda items, especially the District's budget and Capital Improvement Program.	Mid Term
C.6 - Establish performance or workload measures for the District.	Next Year
C.7 - Identify key functions District-wide and cross-train staff and/or develop written procedures to ensure that there is back-up staff or a step-by-step guide for each key function.	Near Term
C.8 - Cross-train the new Junior Engineer position on critical duties performed by the Inspector.	Immediate
C.9 - Ensure performance evaluations are completed consistently and in a timely manner.	Immediate
C.10 - Identify and offer various training opportunities to staff on topics such as leadership, customer service, and management/supervision.	Mid Term
C.11 - Promote CWEA and other industry-related training and networking opportunities and encourage staff to participate and be more active in the industry.	Near Term
<b>D. OPERATIONAL EFFECTIVENESS</b>	
D.1 - Assess the O&M Division's field practices to find ways to increase productivity and efficiency to meet the District's goals for cleaning its gravity system.	Mid Term



<i>Recommendation</i>	<i>Priority</i>
D.2 - Ensure that the daily work data being entered into MapServer or any future CMMS system is accurate and reliable by developing procedures and nomenclature, increasing staff training, potentially restricting data entry to a limited number of staff, and through consistent and effective oversight and quality control by the Sewer Maintenance Supervisor.	Mid Term
D.3 - Consider transitioning from a once-every-three-year gravity line cleaning goal to a risk-based, field-condition driven cleaning schedule.	Next Year
D.4 - Explore options for addressing root intrusion into the gravity system with a more aggressive and proactive root control program.	Mid Term
D.5 - Clarify which division is responsible for USA tickets near the District's force mains.	Near Term
D.6 - Develop and institute a more structured cross-training and rotation program for O&M staff to ensure that all field staff are able to operate and maintain all District equipment and systems safely and effectively.	Mid Term
D.7 - Evaluate alternatives to dedicating a full-time maintenance worker to driving a water truck during the drought.	Immediate
<b>E. LONG-TERM SUSTAINABILITY OF DISTRICT FINANCES AND ASSETS</b>	
E.1 - Survey and visit other agencies with well-developed condition assessment and risk management tools and protocols to develop a more structured collection system repair and replacement prioritization methodology.	Next Year
E.2 - Accelerate the annual CCTV program to complete inspection of the entire gravity system in no more than 10 years from the initial start date.	Next Year
E.3 - Review the District Manager's procurement signing authority limit.	Mid Term
E.4 - Consider the adoption of a sewer lateral inspection and replacement program.	Mid Term

*Immediate (0-3 months)*

*Near Term (3-6 months)*

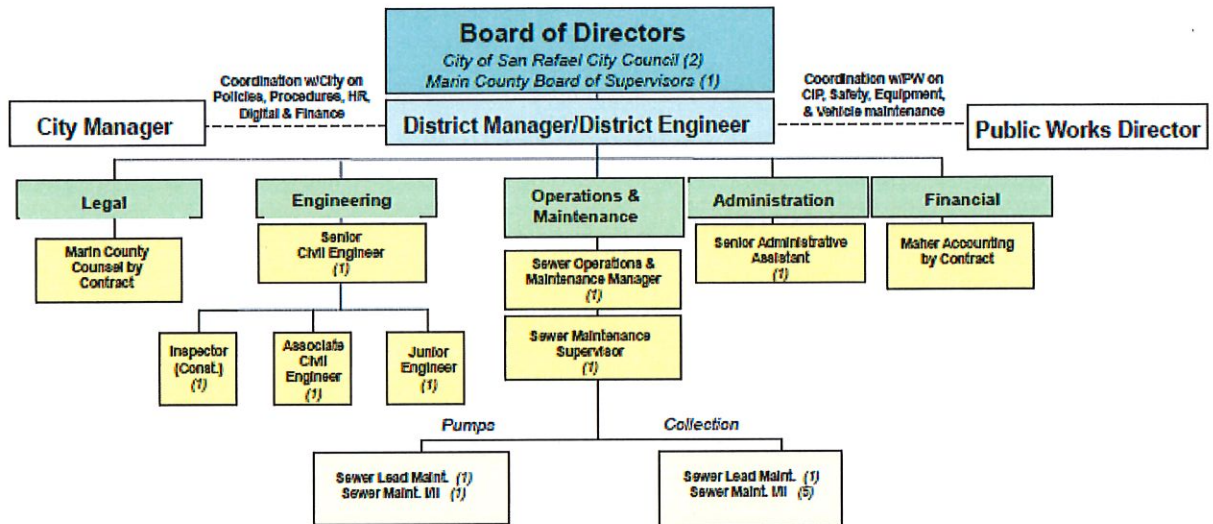
*Mid Term (6-12 months)*

*Next Year (12 months +)*

## ATTACHMENT C

### San Rafael Sanitation District Current Organizational Structure

#### SRSD ORGANIZATIONAL CHART



Updated: July 2021

## ATTACHMENT D

### San Rafael Sanitation District Proposed Organizational Structure

*Add Part-time Administrative Assistant  
Reclassify Associate Civil Engineer to Project Manager*

