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A Classification Study for the City of Salinas

October 2016



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October 8, 2016

Marina Horta-Gallegos Human Resources Officer City of Salinas 200 Lincoln Avenue Salinas, CA 93901

Subject: Classification Study for the City of Salinas

Thank you for allowing Regional Government Services (RGS) the opportunity to partner with the City of Salinas in conducting a classification study of eight positions within the City. It has been our pleasure to become acquainted with the members of the Public Works, Community Development and Library departments during the course of this study. The enclosed report contains RGS' findings, analysis, and professional recommendations based on the results of the study.

I would be happy to schedule a phone meeting to review the recommendations and to ensure that you have an opportunity to obtain any additional information you need regarding the recommended actions and specifications. Please advise me by either email at dmuchmore@rgs.ca.gov, or by phone at 650.587.7300 x25, as to what times and days would work best for you.

Once again, I would like to thank you for your leadership and the participants and supervisors of the Public Works, Community Development, and Library and Community Services departments we have had the pleasure to meet with, for their very generous outpouring of information and without whose cooperation this study would not have been possible. We very much enjoyed the opportunity to get to know the work and services of the positions studied.

Sincerely,

Deborah Muchmore and Patty Howard

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EXECUTIVE SUMMARY

In August of 2016, the City of Salinas retained Regional Government Service (RGS) to conduct a classification review of six positions in three departments based on proposed program improvement initiatives approved as a part of the annual budget cycle. The positions identified for review are occupied by eight incumbents and are located in the City's Public Works, Community Development, and Library and Community Services departments.

The specific classifications identified for review and the number of incumbents currently occupying each classification are listed Table 1 below.

TABLE 1 Title	# of incumbents	Department
Rehabilitation Specialist	1	Community Development
Literacy Program Manager	1	Library
Facility Maintenance Mechanic Crew Supervisor (2)	2	Public Works
Junior Engineer	1	Public Works
Parking Operation Officer	1	Public Works
Public Service Maintenance Worker II	2	Public Works

SUMMARY OF RECOMMENDATIONS

Based on the study findings RGS recommend the City take the following actions:

Establish the new classifications of Maintenance Manager, Facilities Maintenance Manager, and Marketing and Development Coordinator.

Reclassify 1.0 FTE Facility Maintenance Mechanic Crew Supervisor, occupied by the incumbent, John Sorenson, to Maintenance Manager and promote the incumbent. Reclassify 1.0 FTE Literacy Program Manager occupied by the incumbent, Mary Ellison, to Marketing and Development Coordinator as recommended pursuant to the Library and Community Services Department's Organizational Program Improvement Plan presented to Council on June 14, 2016, and transfer the incumbent.

Reclassify 1.0 FTE Housing Rehabilitation Specialist, occupied by the incumbent, Francisco Brambila, to Community Development Analyst, 1.0 FTE Maintenance Mechanic Crew Supervisor, occupied by the incumbent, Don Gullion, to Facilities Maintenance Manager, 1.0 FTE Junior Engineer, occupied by the incumbent, Maria Contreras, to Associate Engineer, 1.0 FTE



Parking Operation Officer, occupied by the incumbent, Mike Garner, to Public Works Administrative Supervisor, and 2.0 FTE Public Service Maintenance Worker, occupied by the incumbents chuck Johnson and Ambika Prasad, to Wastewater Operator and promote all incumbents.

A summary of the recommended actions can be seen in Table 2 on page 5.

METHODOLOGY

Staff from RGS discussed the scope of the study with City administration and collected information related to intended program improvements from the proposed budget documents and the leadership in each department. An orientation to the study process was provided to all participants and department heads. An electronic Position Description Questionnaire Survey Tool (PDQ Survey) was administered and delivered to all participants in the study.

Study participants completed the online PDQ Survey and submissions were reviewed and comments were provided by participant supervisors. A job analysis was conducted for each position which included assessing the essential functions, knowledge, skills, and abilities required for each positions; the supervision given and received; levels of authority and autonomy exercised; the complexity and scope of work; and consequence of error. A review of comparable and similar classes within the City's structure was conducted to align recommendations with the City's whole classification plan.

Based on the above analysis, recommendations have been developed and provided that include, where appropriate, reclassification of incumbents, revised or retitled existing classification specifications, new classifications where appropriate, and where necessary, a salary review and recommendation.



TABLE 2 Current Classification	Current Grade	Proposed Classification	Proposed Grade	Department	IncumbentAction	Class Status
Housing Rehabilitation Specialist	26.3046	Community Development Analyst	15.3031	Community Development	Promote	Existing
Literacy Program Manager	15.6016	Marketing and Development	TBD	Library	Transfer	New
Facility Maint. Mechanic Crew Supervisor.	23.5381	Facilities Maintenance Manager	TBD	Public Works	Promote	New
Facility Maint. Mechanic Crew Supervisor.	23.5381	Contract Maintenance Manager	TBD	Public Works	Promote	New
Junior Engineer	26.5036	Assistant Engineer	26.5031	Public Works	Promote	Existing
Parking Operations Officer	26.5346	Public Works Administrative	15.1151	Public Works	Promote	Existing
Public Service Maintenance Worker II	25.5491	Wastewater Operator	25.5436	Public Works	Promote	Existing



KEY CLASSIFICATION CONCEPTS EMPLOYED

Position Classification: Positions are classified in order to provide fair and consistent treatment of employees in levels of responsibility and in pay. Position classification is a method of organizing and grouping jobs so that the similarities and differences can be identified and evaluated. Classification specifications are developed to identify the essential functions of the class and list typical associated duties along with qualification requirements to perform these duties, and the physical demands and working conditions associated with the work.

Classification Specifications: These are legal documents that serve as an essential tool used by the City in administering the staffing and the classification plan. The documents assist departments in identifying and organizing work and establishing a staffing structure to meet a department's mission, role, or legal mandates. The documents may also serve as a benchmark for establishing or comparing compensation levels as well as indicating the level of responsibility, knowledge, skill, physical demands and working conditions associated with the work being performed. Classification specification may also document FLSA exempt/nonexempt status, bargaining group affiliation, dates originated and revise, and other classification specific information.

Class Series: Individual classification specifications with similar duties are combined under related titles and descriptions that help delineate levels of responsibility, authority, and responsibility or career ladders within an identified area of work. Definitions, defining characteristics, minimum qualifications, knowledge and abilities, and other pertinent information are directly linked and aligned from one classification to the next higher class level in the series. The series relays the concepts and level of each class in relation to the entire class series and defines promotional patterns, known as career ladders, through the series. Class series promote consistency in descriptions, minimum qualifications, and when defined and allocated appropriately, can provide flexibility in allocation factors for staffing purposes.

Oualifications - Education and Experience: Class specifications typically include a section that identifies the minimum qualifications necessary to perform the duties as outlined in the class Minimum qualifications and their proposed educational and experience specification. requirements are set based on job-related criteria necessary to successfully perform, or learn to perform depending on the class level, the essential functions or primary duties assigned to the job. In line with EEOC guidelines, education and experience qualifications typically include language that supports meeting the minimum qualifications through demonstrating the associated knowledge, skills, and abilities. To avoid unlawful discrimination situations in selection, promotion, or recruitment plans, it is necessary to evaluate an applicant's or incumbent's qualifications based on the demonstrated knowledge and abilities and successful performance of the duties of the class. The City of Salinas meets this criterion by including the language in the class specifications as follows: "An example of the education and experience which most likely demonstrates the skills, knowledge and abilities required to perform the duties would be a combination equivalent to...". Strict education requirements are typically not applied unless these support a mandated state and federal licensing requirement for the work performed.

Position Assignment versus Classification: Often used interchangeably, position, assignment, and classification are different things. Positions are jobs within an organization that may be



classified alike because of the nature of the preponderance of essential duties performed, but may have very different assignments. For instance, an office assistant assigned to animal control may have very different duties than one assigned to the City administrative offices or planning department. However, the preponderance of duties would all be classified under the classification of office assistant.

Classification of the position, not the Employee: Classification specifications should remain consistent regardless of who holds the positions. A classification study process clarifies and classifies the duties and responsibilities of a position and not that of the employee performing the position. Therefore, advanced education or experience not essential to the work of the classification being studied should not be considered as a part of the position study.

Level not Volume of Work: Classifying positions reflects the level of work performed and not the workload assigned or performed. Classification takes into account the knowledge required, skills necessary, and experience utilized in performing the duties and responsibilities of the position. If one employee processes double the work of another, but the work is the same in nature, a single classification will be appropriate for both positions. Classifications are not distinguished by the time spent by incumbents on a single task or the volume of work assigned, but by percentage and the preponderance or work assigned to the position. Workload issues are best resolved through redistribution of work, adding allocations, or performance management and not by adding allocations.

FINDINGS, ANALYSIS, AND RECOMMENDATIONS

GENERAL COMMENTS RELATED TO CLASS SPECIFICATIONS

Generally, RGS found the City's class specifications to be well constructed and inclusive of appropriate job duties, responsibilities, knowledge, skills, abilities, and minimum qualifications for each position. However, RGS does propose the City consider amending the class specification section entitled "Essential Job Functions of the Position" from paragraph format to a bulleted or individual duty statement format to make it easier for employees and applicants to follow.

In this study, RGS found the use of both broad and narrow classification titles. Narrow titles are appropriate for positions where the duties and requirements are unique and specific in nature and distinguish the position from any other class. Broader class specifications, allow for varying assignments within a general body of duties, responsibilities, and knowledge. Broad classifications should encompass a general enough list of duties and requirements to allow for many different assignments across an organization.

In the case of the Junior and Assistant Engineer job classifications, RGS concurs with the use of the broad classifications but has noted where duties related to the specific assignment studied may



either need to be added to the class duty statements or identified as duties for the particular assignment within the classification. RGS recommends the City review of all uses of the Engineer series throughout the City to determine if there are any additional job duties, outside of those in the specifications, or mentioned in this report, that should be included.

RGS reviewed the classifications of Facilities Maintenance Manager and Maintenance Manager as well as other division managers throughout Public Works for possible consolidation into a broader classification at the Public Works division manager level. At this time, Public Works has six single class division managers. It appears that in most cases, the requirements of the classifications and the duties and responsibilities of each position are specific and differentiated enough to support the current structure.

COMMUNITY DEVELOPMENT DEPARTMENT

Housing Rehabilitation Specialist

Francisco Brambila has been employed by the City for the last 16 years. The last 12 of those years he has worked in the Community Development Department as a Rehabilitation Specialist participating in and implementing housing rehabilitation programs, assessing homeowner eligibility, analyzing cost and time estimates for residential improvements, developing work specifications, administering requests for proposals and public bid offerings, and working with selected contractors and homeowners to complete approved projects related to the assigned programs and services.

Over the last several years, Mr. Bambila has increasingly taken on additional duties including full project and program delivery, grant administration, compliance, and reporting for the Emergency Solutions Grants (ESG) Program; accounting and reconciliation for the Community Development Block Grant (CDBG) and HOME Investment Partnerships (HOME) programs; contract development and reconciliation; project and sub recipient progress billing reconciliation; sub recipient project request assessment and monitoring; data entry and reconciliation for the Housing and Urban Development's (HUD) Integrated Disbursement and Information System (IDIS); and mandated and periodic reporting for federal and state programs, advisory committees and councils. Mr. Brambila processes monthly payment requests and activity reports for the ESG grant sub recipients, drawdowns for the CDBG, HOME, and ESG programs both in the City system and in the federal IDIS system; reviews monthly income and expenses for CDBG, HOME, and ESG programs; creates CDBG, ESG, and HOME program budgets for the City's annual action plan and end of year carryover accounting worksheets; assists in the preparation of the City's HUD Action Plan; and processes project and grant close out by conducting inspections, approving final payments, and preparing final documentation. To advance his skills Mr. Brambila attends regular training from HUD about the related programs and has obtained certifications from HUD in the HOME program.



Approximately, 32% of Mr. Brambila's time is spent on tasks that are more fiscal and based on analysis rather than project delivery such as grant compliance, reporting, budgeting, and reconciliation. These tasks are outside of Mr. Brambila's current job description of Housing Rehabilitation Specialist which is focused on program delivery activities for the rehabilitation programs and not on accounting, analysis, compliance, and reporting for all HUD programs.

The City's existing classification of Community Development Analyst includes duties such as monitoring grant programs and recipient agencies for compliance, overseeing City grant recordkeeping, ensuring program compliance with Federal, State, and local regulations and all other federal requirements under HOME/CDBG programs, preparing and administering budgets and funding allocations, and assisting with the annual Action Plan process.

Therefore, RGS recommends that the position of Housing Rehabilitation Specialist, occupied by the incumbent Mr. Brambila, be reclassified to the existing classification of Community Development Analyst. RGS further recommends due to the eight years of experience in the housing and community development field conducting technical, analytical, and program management and coordination activities combined with recent federal and state grant administration and related education, the incumbent be promoted.

LIBRARY

Literacy Program Manager

Mary Ellison has been employed by the City as the Literacy Program Manager for the Salinas Public Library for the last eight (8) years. In that role, Ms. Ellison has managed and administered the Literacy Program for the Library including program development, community involvement, budget, funding and fund raising, developed tutoring contacts, and participated in community activities related to promoting literacy programs. In addition to her duties as the Literacy Program Manager, Ms. Ellison has been an active fundraiser sourcing, preparing applications for, and successfully attaining grants for many Library programs including Literacy.

Due to a reorganization of programming and priorities in the Library, literacy has been identified as an integral part of every Library program eliminating the need for a dedicated Library Program Manager. At the same time, Ms Ellison's successful fundraising and grant acquisition activities, as well as program development efforts in the Library have shed light on the need for better coordination of fundraising, marketing of programs and services, and community engagement and outreach.

Over the last eight (8) years, Ms. Ellison has spent approximately 28% of her time designing and implementing marketing plans, 28% on marketing, promotion and community outreach for the Library's Literacy programs, and approximately 14% sourcing, acquiring, and managing funding sources and grant programs related to literacy and other programs within the Library. The balance



of her time (approx. 30%) is spent on preparing written reports, ensuring compliance with funding requirements, managing literacy programs, attending meetings and preparing long range planning and development plans.

Increasingly, Ms. Ellison has been raising funds through sourcing and acquiring grants or participating in community and media events both for programs that she has personally developed and delivered but, also for those of other areas of the Library. More recently, Ms. Ellison has also begun to develop soundbites, materials, and other collateral items to continue to grow the library's footprint in the community.

Based on the information above, it is clear that the studied position has expanded in scope and the responsibilities have changed to marketing program development and community marketing and outreach, and is no longer in alignment with the purpose of the current classification. While the type of duties (management of a program; literacy vs marketing and outreach); level of authority, autonomy, education and experience required; and consequence of error are similar in nature, the disciplines are different. Therefore, due to the information mentioned above and the Library's intent to move away from a standalone literacy program, RGS recommends the position of Literacy Program Manager be reclassified to a new classification of Marketing and Development Coordinator. Furthermore, since both positions manage a program within the Library and exercise similar levels of authority and autonomy, RGS recommends that the salary of the new position be established in alignment with that of the Literacy Program Manager and the incumbent be transferred to the new position.

PUBLIC WORKS

Facilities Maintenance Mechanic Crew Supervisor

Don Gullion held the position of Facilities Maintenance Manager for five (5) years until, in 2004, budgetary constraints made it necessary to eliminate the position. Mr. Gullion accepted the lower-level position of Construction Inspector and later, the position of Facilities Maintenance Mechanic Crew Supervisor, which he has held for the last ten (10) years. The Facilities Maintenance Mechanic Crew Supervisor is responsible for scheduling and supervising the maintenance and repair work for City buildings, facilities, and equipment and perform the complex skilled maintenance of City facilities. However, due to the combination of maintaining recently refurbished buildings and the increased demand for maintenance of the City's aging buildings, Mr. Gullion has been functioning in a management capacity for the last several years; overseeing all related staff and programs of the Facilities Maintenance division. The position's duties include oversight of all facilities operations; contract negotiations, management, and compliance; budget preparation and administration; and participation in and oversight of all personnel issues (selection, training, performance evaluations, and disciplinary actions). These duties are outside of the scope of the Facilities Maintenance Mechanic Crew Supervisor job classification.



Mr. Gullion's duties have expanded to include full management responsibility of the Facilities Maintenance division of the Public Works Department. Based on the aforementioned expansion of duties, RGS recommends the position of Facility Maintenance Mechanic Crew Supervisor, occupied by the incumbent, Mr. Gullion, be reclassified to the existing classification Facilities Maintenance Manager and the incumbent promoted.

Facilities Maintenance Mechanic Crew Supervisor

John Sorenson has been a Facilities Maintenance Mechanic Crew Supervisor for the past 15 years. The Facilities Maintenance Mechanic Crew Supervisor is responsible for scheduling and supervising the maintenance and repair work for City buildings, facilities and equipment and perform the complex skilled maintenance of City facilities. However, Mr. Sorenson is responsible for oversight, management, and compliance of three (3) distinct programs within the division: 1) Graffiti Abatement, 2) Homeless Encampment Eradication, and 3) City Landscaping; and the City's five (5) Landscape Maintenance Assessment District contracts. This includes monitoring all contract operations, budgetary analysis, technical support, and making program recommendations. The position is responsible to initiate all invoices, approve payment, obtain quotes from bidding contractors, and respond to and resolve citizen complaints and other inquiries. Mr. Sorenson performs daily field inspections for compliance issues with contract requirements. He writes reports for pesticide application, NPDES, playground inspections, and damage billings. He oversees two landscape contractors and all phases of the City's Graffiti Abatement program. Mr. Sorenson manages all personnel issues including selection, training, evaluation, and the administration of corrective action related to assigned staff. He prepares and administers the budget and oversees the ordering, purchasing of materials and supplies, and approves payment on all invoices. He also responds to all citizen complaints and concerns through the City's website hot line. Mr. Sorenson is also responsible for the City's Homeless Encampment Eradication Program which includes scheduling Public Works staff and coordinating with Police and outside contractors for all homeless encampment clean up. He works closely with homeless advocates, social services workers, homeless shelters, food kitchens, the City's code enforcement staff and Union Pacific Railroad to ensure all phases of the City's policies are performed as required.

The preponderance of Mr. Sorenson's duties and responsibilities include significant oversight of programs, contracts, City equipment, materials, capital assets, and personnel; a higher level than those listed in the Facilities Maintenance Mechanic Crew Supervisor classification. Furthermore, the duties and responsibilities assigned to Mr. Sorenson are distinct from other current management positions within the City's classification plan, requiring specific knowledge, skills and abilities. Therefore, RGS recommends that the position of Facilities Maintenance Mechanic Crew Supervisor held by Mr. Sorenson be reclassified to a new classification of Maintenance Manager and the incumbent be promoted. The duties, responsibilities, levels of supervision, authority, and autonomy of this position are similar to those of other maintenance managers within



the Department and therefore, RGS further recommends the salary for this new position be set in alignment with other Division Managers.

Note: The City's current proposed specification is entitled Contract Maintenance Manager. RGS recommends removing the word Contract or changing the title to something like Manager of Contract Maintenance Services and Programs. The position administers several maintenance services programs in addition to maintenance contracts. In addition, leading a position title with the word "contract" can indicate that the position is not an employee but an independent contractor.

Junior Engineer

Maria Contreras has been a Junior Engineer with the City for over nine (9) years. A Junior Engineer is the entry level classification in the engineering series and is responsible for performing engineering work of low to moderate complexity. This includes performing plan checks to insure contractor compliance with City specifications. While Ms. Contreras performs various plan reviews as would be expected of a Junior Engineer, the position has also been given additional duties more closely aligned with the classification of Assistant Engineer. These duties include coordinating and functioning as the main contact (under the supervision of the City Engineer) for the local FEMA Floodplain Management Program. She assists the public with inquiries regarding the Floodplain Ordinance, assists in gathering information for the City's annual Stormwater Reports, reviews development projects for conformance with the City's Floodplain Ordinance, and gathers information pertaining audits by the National Flood Insurance Program Community Rating System.

Ms. Contreras is also responsible for the City's Vendor Program. She meets with street vendors annually to explain the City's ordinance, reviews all vendor applications (current and new), and approves or rejects their applications in compliance with the ordinance. Ms. Contreras is also responsible for all property address updates within the City. If a new address is needed, a property is split, there is a conflict between the City and County regarding a specific address, or there is a request to change an address, Ms. Contreras is responsible for researching the issue and working with GIS staff to get these issues resolved. In addition, in the absence of her supervisor, Ms. Contreras attends the weekly development meeting which is also attended by staff from each division of the Department. Ms. Contreras possesses an Engineer in Training Certificate and has been exercising the higher level duties described above for many years. Based on the level of complexity, and the levels of autonomy and authority exercised in conducting the duties of the position, RGS recommends that the position be reclassified to Assistant Engineer and the incumbent be promoted.

During the study, RGS noted that the classification specification of Assistant Engineer does not encompass duty statements that relate to gathering information for the National Flood Insurance Program Community Rating Systems audit or the City's annual stormwater reports; administering



the City's Vendor Program; coordinating or maintaining requirements, records, and compliance information for the FEMA Floodplain management program; responding to public inquiry and providing customer service for development and project applications, Floodplain Ordinance, or address updates; and coordinating meetings with applicants, the applicant's professionals, and other department staff related to department services.

The duties, at least as they relate to the studied position, may have changed from when the City's class specification was originally created. If the City intends to continue using the engineering class series in Public Works Civil Engineering assignments for these duties, RGS recommends adding a paragraph to the appropriate specifications (Junior, Assistant, Associate) similar to:

Positions assigned to the Public Works Civil Engineering _____ Assignment may also:

- Gather information for a variety of department program audits and reports
- Administer, coordinate or maintain requirements, records, and compliance information for assigned programs
- Respond to public inquiry and provide customer service for a number of department activities, programs, or projects
- Coordinate meetings with applicants, contractors, professionals, and other department and City staff related to department programs, projects, and services.

Alternately, the City could choose to reassign these duties to other classifications.

Parking Operations Officer

Michael Garner is a Parking Operations Operator and as such is responsible to manage the day-to-day operation of the Downtown Parking District including administering revenue control programs, recommending and administering operational policies and procedures, coordinating work of contractors, and participating in the development and design of parking facilities. In addition, Since February 2015, when the Public Works Administrative Supervisor position became vacant, Mr. Garner has also been responsible for the oversight of the Maintenance Services division administration unit in the Public Works Department.

Mr. Garner's administrative oversight duties, include the day to day operations of the administrative unit; including assisting in the preparation, development, and production of the annual operating and capital outlay budget; assisting in the preparation of contracts, agreements, and council reports, overseeing special projects; preparing purchase orders for projects capital improvement projects, goods, and services; making recommendations to modify and improve existing administrative practices; and interpreting and explaining City and Departmental policies to staff and residents. In addition, Mr. Garner has full supervisory responsibility over the Office



Technician assigned to the unit which includes preparing in and delivering coaching, scheduling, mentoring, performance evaluations, and disciplinary actions.

Based on the supervisory responsibilities and administrative unit oversight exercised by the position since 2015, Parking Operations Officer is not the most appropriate classification. Assuming it is the City's intent that the incumbent continue to be assigned to oversee the administrative unit of the Public Works Maintenance division, RGS recommends that the position be reclassified to Public Works Administrative Supervisor and the incumbent be promoted.

Public Service Maintenance Worker II (2 incumbents)

Chuck Johnson and Ambika Prasad are both Public Service Maintenance Workers currently assigned full-time duties in the City's Industrial Waste Facility. They are responsible for the day to day functioning of the facility. They work independently and report directly to the Waste Water Manager. Their essential functions include visually inspecting the ponds and levees for any signs of spills, leaks, or erosion, vandalism or unauthorized entry. They check aerators, mooring lines and valves; inspect influent pump station for debris and illicit discharge that may have come in from the industries overnight; log the flow meter reading and pump hours. They are also responsible for checking the water level of ponds and turn on the effluent pump; check the dissolved oxygen levels and adjust the number of aerators needed to maintain proper D.O. record PH, temperature and free board reading. They collect water samples and present the required monthly facility data. They perform preventative maintenance and up-keep of the facility, equipment, pumps, motors, and valves and report the need for any major repairs. They perform weed abatement by mowing, spraying herbicides, grading and scraping beds, roads and levees.

At present, neither Mr. Johnson nor Mr. Prasad perform duties outlined in the currently assigned job specification of Public Service Maintenance Worker II. Both Mr. Johnson and Mr. Prasad are performing the duties of the Wastewater Operator 100% of the time. Therefore, RGS recommends the two positions be reclassified to Wastewater Operator. Furthermore, each incumbent possesses the requisite Grade I Wastewater Treatment Plant Operator certificate. Therefore, RGS further recommends promotion of both incumbents.

