

Mayor
Kwasi A. Fraser

Town Manager
David A. Mekarski

Council
Christopher Bertaut
Joel D. Grewe
Stanley J. Milan, Sr.
Erin Rayner
Tip Stinnette
Mary Jane Williams



221 S. Nursery Avenue
Purcellville, VA 20132
(540) 338-7421
(540) 338-6205
www.purcellvilleva.gov

MEMORANDUM

To: The Honorable Kwasi Fraser and Members of Purcellville Town Council and
Town Manager David A. Mekarski

From: John Anzivino, Management Analyst/Coordinator

Subject: Town of Purcellville Staffing Analysis

Date: November 10, 2022

Introduction

The Town of Purcellville engaged an internal consultant in March, 2022 to conduct a review of the Town's staffing levels in order to assess the current staff capacity, the organization and to determine how impacts occurring over the past several years have and may affect the delivery of services to residents and the business community. Purcellville, as a Town, has experienced some population growth while meeting budget challenges brought on by the recent pandemic and continuing demand to maintain a high level of service delivery among the growing challenge of providing information to ensure full transparency for the municipality's residents and governing body. It is also recognized that the work environment has changed in order to respond to demands for services while simultaneously minimizing increases in operating costs. The resulting changes have placed stress upon the Town's ability to maintain its quality service delivery program within existing financial parameters. Consequently, as the economy continues to fluctuate and demands for services grow, the changing environment in which the Town finds itself may influence the need to increase staff resources. The impetus for this study results from a concern by the Town Council, Town Manager and his management team that, even as some Town departments struggle to meet service demands consistently, future changes may further stress the organization and inhibit the effective and efficient delivery of services to the Town's citizens. It is evident that the pandemic equally experienced by Purcellville and by other communities nationally has allowed the Town to take a 'breather', assess its current condition and reflect upon appropriate strategic planning efforts so that as the community continues to change, the leadership will be better able to anticipate staffing needs and, thus, better able to make sound staffing decisions.

The study is being completed during an unusual period in American employment history. With changes which occurred during the recent pandemic many in the labor force, or who had been in the labor force, now find more vacancies available than applicants for the position. This change in availability and attitude of the work force has led to increased salaries for many entry level and management positions in an effort to recruit and retain employees as well as the development of new recruiting tools such as hiring bonuses to secure new workers. Because of these factors the various elements which go into a strong human resources program have gained new importance

with successful organizations which understand that their employees are the backbone of their success.

As outlined in the Town's request for proposals the focus of this study was to:

- Compare Town of Purcellville's staffing levels to staffing levels of similar towns;
- Identify factors influencing those staffing levels;
- Identify methods that the Town of Purcellville could use to more closely evaluate the use of staffing resources;
- Develop a staffing plan for all departments for provision of future positions, if needed;
- Review recommendations from previous studies (Novak, Baker Tilly) recently conducted concerning staffing and compensation issues;
- Assess the current duties and staffing levels across all departments, to include:
 - staffing, specifically examining the workload in the Department of Engineering, Planning and Development relative to the additional \$8 million (of the \$10.56 million) of ARPA funds, which needs to be encumbered for water and sewer projects, by the end of federal FY2024 and completed by the end of FY2026;
 - an examination of the duties assigned to each position relative to the work hours expected of each position;
 - identification of any duties that either are currently underperformed, or would be underperformed if the responsible employee did not work overtime;
 - identification of duties that may be reassigned from one position to another existing position in order to equalize workloads;
 - identification of positions that should be created to perform duties that are under performed and cannot reasonably be reassigned to an existing employee.

Study Initiation

The study commenced with a meeting with the Mayor and Town Manager to review the study objectives, explain how the study would be conducted and discuss roles and responsibilities throughout the process. The consultant was provided with relevant Town documents needed to complete the study. Meetings were then held with the Mayor and Town Council members, the Town Manager department directors and key staff members to review organizational arrangements, current staffing levels, mission, performance measures, goals and objectives and to determine what challenges, if any, the department directors are experiencing with the Town's existing organizational structure and level of staffing. In addition, a 'brainstorming' session was held with the Town's leadership team on September 15, 2022 to further explore major issues concerning current hiring practices and the work environment within the Town.

The concerns expressed by the Town in our initial meetings are summarized below.

- Is the Town adequately staffed to meet current needs?
- Are current staff carrying too great of a workload?
- How do we plan for the future in meeting our staffing needs?
- Assess the current duties and staffing levels across all departments, to include:
 - staffing, specifically examining the workload in the Department of Engineering, Planning and Development relative to the additional \$8 million (of the \$10.56 million)

- of ARPA funds, which needs to be encumbered for water and sewer projects, by the end of federal fiscal year 2024 and completed by the end of fiscal year 2026;
- an examination of the duties assigned to each position relative to the work hours expected of each position;
 - identification of any duties that either are currently underperformed, or would be underperformed if the responsible employee did not work overtime;
 - identification of duties that may be reassigned from one position to another existing position in order to equalize workloads;
 - identification of positions that should be created to perform duties that are underperformed and cannot reasonably be reassigned to an existing employee.

The Town's Background and History

Purcellville is an award-winning town of 9,120 residents located in Loudoun County, approximately 40 miles west of Washington, DC. The Town has an elected Mayor and six Town Council members. Once a stop along the W&OD rail line, Purcellville has maintained its historic old-town feel through the restoration and maintenance of its many downtown structures, reflecting the Victorian architecture popular during the early 1900s. Today, Purcellville is the economic hub of western Loudoun County and a popular weekend destination for antiquing, entertainment, farmer's markets, wineries, breweries, distilleries and restaurants. The Town of Purcellville is a 'tech-savvy' community utilizing technology at a higher level than many comparably sized communities nationally with an active governing body, which is highly engaged in serving its citizens. The Mayor and Town Council, working with staff, is actively involved in increasing fiber and wireless capabilities for the Town's citizens and is in a continual state of seeking new and better ways of doing business, while operating in a financially conservative manner. The Town is financially well-managed and has gained a 'AAA' rating for issuance of debt. Purcellville is a full-service community providing a high level of quality services (water and sewer, police protection, planning and zoning, recreational activities, refuse collection/recycling, street maintenance, stormwater maintenance, street lighting, traffic engineering, code enforcement, and community development services) to its residents and businesses and has recent success in expanding cellular service, improving community livability by expanding pedestrian avenues, provided aggressive monetization efforts of Town resources and improving environmental conditions, resulting in recognition by the Virginia Municipal League with an Environmental Sustainability award. When possible, the Town explores the use of contracted services and currently uses contracted services to a high degree for solid waste collection and recycling, capital project design and a full range of project studies.

Due to Purcellville's location, there has been considerable interest by developers in the community and the town has worked to manage growth carefully to maintain its small town feel and nature. Because of its conservative fiscal nature and growing reliance upon technology to enhance staff capabilities, the Town has been in a holding pattern in regard to providing additional staffing. With recent efforts by Town staff to utilize newly activated payroll software time can be tracked and reported for purposes of more detailed analysis. While data is limited at this time due to recent implementation of the system, some common areas of extra time spent have been identified. According to recent data requirements of extra time for staffing at special events and weather-related emergencies, attendance at meetings external to normal work hours (CCB attendance, Council and community meetings), call outs to address emergency repairs and citizen concerns,

training requirements that carry work beyond normally scheduled hours and work to complete scheduled activities all contribute to overtime expended by the Town's employees.

As a result, the Town incurs, what may be considered by an individual unfamiliar with local government, a significant amount of overtime costs (\$367,358) for provision of services. When considering the hours expended during FY2022, 72.0% of dedicated overtime hours were incurred for attendance at Town Council and other public meetings (8.7 %), emergency call outs (15.3%), providing support services at Town sponsored special events (8.2%) and core duties (39.8%). The remainder of overtime hours were spread across a wide range of activities, including special projects, training, Committee, Commission and Board activities, and police related activities. Currently the Town of Purcellville compensates non-exempt employees at time and a half regardless of the number of hours worked in the week/pay period; exempt employees receive an additional 80 hours of paid leave for the fiscal year. For the tracking period, the Police Department utilized 47.5% of the \$367,358 expended in overtime for the year with 1,476 hours dedicated to shift coverage, court attendance, responding to late calls and special assignments and the remainder allocated to the categories above.

Quick Facts on the Town

- It is estimated that the Town of Purcellville's total population has increased nearly 15.6% from 2010 to 2020; the second greatest percentage increase of the benchmark communities.
- The Town of Purcellville's median household income showed a slight increase since 2010 from \$120,331 to \$132,063 in 2020 or a change of 9.8%. This level was significantly greater than the median household income for the Commonwealth and the United States. This increase of median household income places the Town at a lower level increase than all other benchmark towns utilized in the study.
- The Town of Purcellville has also seen an increase of total housing units since 2010 growing from 2,491 housing units in 2010 to 3,115 estimated in 2020; the largest percentage increase of the benchmark group.
- For FY2021, Purcellville reported total local General Fund revenue in the amount of \$13,444,536. In comparison to benchmark localities, Purcellville's total local revenues are relatively low with only the Town of Ashland having lower total revenues. On a per capita basis, however, Town of Purcellville ranks as the fifth lowest among benchmarks at \$1,474 per capita.
- The Town of Purcellville's General Fund expenditures rank in the upper half of the benchmark communities with a per capita expenditure (\$1,346) and is lower than Ashland and Vienna's General Fund per capita expenditures and is comparable to the Town of Leesburg.
- The Town of Purcellville currently has 85.90 full time equivalent employees (FTE's) or a ratio of 9.4 FTEs per 1,000 residents, with only Ashland and Berryville having a lower ratio. Expressed in different terms, Town of Purcellville has one (1) FTE for every 105 Town residents. Based on data gathered for this study, the Town of Purcellville's ratio of residents per FTE was slightly lower than the average of 9.9 FTE's per 1,000 residents for all benchmark and towns.

- The Town of Purcellville currently has twelve (12) key staff ranging from the Town Manager, Directors of Finance, Administration, Police Chief, Deputy Police Chief, Human Resources, Engineering, Planning and Development and Public Works along with other key staff who may retire now, or in FY2024.
- The Town of Purcellville experienced an average rate of employee turnover of 15.1% for the Fiscal Year 2016-2022 time period peaking at 19.75% in Fiscal Year 2017 and declining to 7.06% in Fiscal Year 2022. Primary reasons tracked for all employees during the period included voluntary resignations (7.85%), retirement (3.03%) and involuntary termination (1.62%). Subject-matter experts indicate that overall turnover of 10% or less is an acceptable rate for an organization, if the turnover is not primarily among the top performers in the organization. The average cost of replacing a non-executive employee is 20% of the salary, including tangible and intangible costs, according to the Center for American Progress and Society for Human Resources Management.
- The current employment is a challenging environment with some recruited positions in town receiving a limited application pool in both quantity and quality of applicants.
- The Town is currently authorized (FY2023) to retain 85.90 authorized full-time equivalent personnel; an increase of 11.95 full-time equivalent personnel greater than those authorized in FY2014.
- The Town of Purcellville's total outstanding General Fund debt per capita is \$2,148 which is higher than all but one of the benchmark localities included in the study.

Study Methodology

The study commenced with a meeting with the Town Manager and the Mayor to review the study objectives, explain how the study would be conducted, and discuss roles and responsibilities throughout the process. The consultant was provided with relevant Town documents needed to complete the study. Meetings were then held with Town Council members, department and leadership team members to review organizational arrangements, staffing levels, mission, performance measures, goals and objectives and to determine what challenges, if any, they are experiencing with the existing organization structure and level of staffing. A 'brainstorming' session with key leadership was held on September 15th to gain further insight to employee recruiting and retention issues.

The concerns expressed by the Mayor and Council members, the Town's Department Heads and Supervisors in these meetings are summarized below:

- Is our Town government efficient?
- Is the Town staffed properly?
- How do we provide a high level of service?
- Is the organizational structure reflective of an efficient organization?
- Are there departments that are light or heavy in staff?
- How do we go about determining when staff are needed?

Other issues examined included:

- Looking at staffing, specifically examining the workload in the Department of Engineering, Planning & Development relative to the additional \$8 million (of the \$10.56 million) of ARPA funds, which needs to be encumbered for water and sewer projects, by the end of federal fiscal year 2024 and completed by the end of FY2026;
- An examination of the duties assigned to each position relative to the work hours expected of each position;
- Identification of any duties that either are currently underperformed, or would be underperformed if the responsible employee did not work overtime;
- Identification of duties that may be reassigned from one position to another existing position in order to equalize workloads;
- Identification of positions that should be created to perform duties that are under performed and cannot reasonably be reassigned to an existing employee.

Finally, data was gathered from staff approved ‘benchmark’ towns that had a number of service or demographic similarities to the Town. Data was obtained from published reports and a review of services obtained from each locality and compiled by the report’s author. In addition, recent reports performed by Baker Tilly (classification and compensation, 2019) and the Novak Group (Organizational Assessment, 2018) along with numerous internal and published documents developed by Town of Purcellville staff were utilized in preparing this study.

Information gathered and reviewed during this analysis included:

- The Town’s organizational structure
- FY2023 Town of Purcellville Adopted Budget
- 2022 performance data for the Town
- Proposed job descriptions and classification information developed by Baker Tilly
- Current Pay Schedules and classification assignments for the Town
- Overtime accrual by department for FY2022
- Employee turnover information for the Town
- FY2023 Budget documents for seven (7) Virginia town’s chosen as benchmarks
- Virginia State Auditor of Public Accounts Comparative Report for FY2021
- Various reports prepared by the U.S. Bureau of the Census

Benchmark Communities

Public-sector organizations, as well as businesses, recognize the value of assessing how well they are doing. Most organizations develop internal procedures for comparing the current year’s performance to previous year’s performance to identify where improvements have occurred and to serve as an early warning system for problems that are preventing the organization from achieving desired results. These performance measurement systems have become widely used in local government in recent years and have been used in the business sector for a considerably longer period of time.

Organizations also like to compare their operations to similarly situated organizations and to available industry standards. Often referred to as ‘benchmarks’, external comparisons can be helpful as a reference provided their limitations are recognized. Benchmarking involves an exercise in identifying inputs, service delivery mechanisms and the measurement of results. There are a large number of variables that can affect benchmark measurements, and these variables

explain, in part, the differences in program results from one organization to another. Because of this, external benchmarks tend to be challenging for comparing and analyzing Town operations.

For the purposes of this report, the Town of Purcellville has been benchmarked against seven (7) other towns which are reasonably similar based on services provided and a number of demographic factors such as median household income, population and/or proximity to the Town of Purcellville. The identified towns, which were confirmed with Town leaders for use in the study, are the Towns of Ashland, Berryville, Culpeper, Front Royal, Leesburg, Vienna and Warrenton. Although requested, Berryville did not respond to a request for information and on-line data for the town was difficult to obtain.

General Overview and Recommendations

The Town is understaffed in some areas of its operations, and careful consideration must be given to balancing resources and the timing of new hires. The organizational structure for FY2023 is judged to be more conducive to the efficient and best use of the Town Manager's time and may be adjusted over time as competing demands occur among shifting priorities. While the Town has several new Capital Projects identified and funded through County and ARPA funding, sources additional staffing changes to plan and provide logistical support for the projects has not kept pace with these demands placing a heavier than anticipated workload on current staff.

While recommendations are proposed for many departments included in this study, it is important to note that certain conditions and patterns existing in multiple departments led us to include Town-wide recommendations developed in our general overview.

Comparative Benchmark Data

To set the stage for the analysis, we have provided some demographic and economic data to illustrate where the Town of Purcellville stands in relationship to the identified benchmark communities. While not a detailed analysis, a review of the data indicates that the Town has grown at a rate greater than most of those benchmarked and the Town is in the middle or upper tier of indicators provided indicating a potential ability to pay after careful analysis of other budget demands if staffing levels are increased. Benchmark data provided includes:

Population

The information below provides a comparison of population statistics from the 2010 and 2020 census data for Town of Purcellville and the seven (7) comparison cities and towns chosen. All of the towns demonstrated a growth in population over the most recent decade. The Town's rate of growth was higher than all but the Town of Culpeper over the time period and the Town's rate of growth (15.6%), while impressive, places the Town in the upper third of its benchmarks.

Town of Purcellville Population Comparisons				
	<u>2010</u>	<u>2020</u>	<u># Increase</u>	<u>% Change 2010-2020</u>
Ashland	7,225	7,765	340	4.7%
Berryville	4,185	4,574	389	9.3%
Culpeper	16,379	20,062	3,683	22.5%
Front Royal	14,440	15,011	571	4.0%
Leesburg	42,616	48,250	5,634	13.2%
Vienna	15,687	16,473	786	5.0%
Warrenton	9,611	10,057	446	4.6%
Purcellville	7,727	8,929	1,202	15.6%
<i>Source: 2010,2020 US Census</i>				

Median Household Income

Median household income data shows significant growth for several communities, particularly those who are on the fringe of the metropolitan area and may have experienced significant growth from those seeking a higher quality, less hectic lifestyle. The Town of Purcellville’s 2020 median household income of \$132,063 was the second highest identified in the benchmark group, but grew at a slower rate than all benchmark communities in the group but still exceeds both the state and national median household income levels.

Town of Purcellville Median Household Income Comparison			
<u>Town</u>	<u>Calendar Year</u>		<u>% Increase</u>
	<u>2010</u>	<u>2020</u>	
Ashland	\$44,609	\$75,857	70.0%
Berryville	\$63,281	\$76,131	20.3%
Culpeper	\$54,791	\$79,609	45.3%
Front Royal	\$46,609	\$63,329	35.9%
Leesburg	\$101,719	\$113,933	12%
Vienna	\$133,376	\$168,269	26.2%
Warrenton	\$66,149	\$74,003	11.9%
Purcellville	\$120,331	\$132,063	9.8%
Average	\$77,083	\$97,899	27.0%
2020 Virginia Median Household Income		\$81,313	
2020 U.S. Median Household Income		\$64,994	
<i>Source: ACS Survey, 2010-2014, 2016 - 2020, Selected Economic Characteristics</i>			

Housing Units

The total number of housing units in Town of Purcellville in 2010 was 2,491 and increased to 3,115 in 2020. Note that the rate of change in housing units in the Town of Purcellville is the third highest among the comparison towns and significantly higher than percent change for all but one of the comparison towns in the study.

Housing Units							
	<u>Ashland</u>	<u>Culpeper</u>	<u>Front Royal</u>	<u>Leesburg</u>	<u>Vienna</u>	<u>Warrenton</u>	<u>Purcellville</u>
Population	7,225	20,493	16,115	42,616	16,329	10,109	9,120
2010	2,378	6,271	6,184	15,119	5,389	3,966	2,491
2021	3,151	6,551	6,335	18,610	5,653	4,161	3,115
Total Increase	773	280	151	3,491	264	195	624
Percentage Increase	+32.5%	+4.5%	+2.4%	+23.1%	+4.9%	+4.9%	+24.1%

Source: US Bureau of the Census, Census of Housing, 2021 American Community Survey

Revenues and Expenditures

General Fund revenues and expenditures are provided to provide a community's relative financial position to provide funds for additional staffing resources. Utilities also make up a significant portion of most municipal budgets, but have not been considered in this report since two (2) localities (Culpeper and Front Royal) also operate electrical utilities and separating information to accurately reflect costs of operation of water and sewer systems is beyond the scope of this analysis.

General Fund Revenues

The Virginia State Auditor of Public Accounts (APA) serves as a viable source of data from which to draw illustrative comparisons regarding General Fund revenues for Virginia's communities. Accordingly, the consultant utilized the APA's Reports for Fiscal Year ending June 30, 2021 to illustrate a number of comparisons with the benchmark towns included in the study. It is important to note that while the APA Office's report uses annual audit information in order to ensure consistency, the data is generally regarded as informative rather than definitive.

The Town of Purcellville's FY2021 General Fund per capita total revenues of \$1,474 were generally lower than other comparison towns with only Culpeper and Warrenton reporting local revenues per capita lower than Purcellville.

Total General Fund Revenues							
	<u>Ashland</u>	<u>Culpeper</u>	<u>Front Royal</u>	<u>Leesburg</u>	<u>Vienna</u>	<u>Warrenton</u>	<u>Purcellville</u>
<u>Revenue Category</u>							
Local	\$8,273,783	\$14,539,571	\$9,680,786	\$48,284,739	\$24,575,871	\$11,221,542	\$10,532,205
Commonwealth of Virginia	\$2,455,062	\$3,002,601	\$3,719,717	\$8,352,665	\$4,223,782	\$2,970,530	\$1,170,247
Federal Pass Through	\$366,608	\$409,057	\$0	\$23,335	\$216,797	\$1,843	\$37,930
Federal Direct	\$1,148,819	\$3,205,727	\$10,403,706	\$9,507,724	\$1,832,166	\$594,955	\$1,704,154
Total	\$12,844,272	\$21,157,589	\$23,804,209	\$66,168,463	\$30,848,616	\$14,788,870	\$13,444,536

Source: State Auditor of Public Accounts, 2021 Comparative Report

General Revenue Funds Per Capita							
	<u>Ashland</u>	<u>Culpeper</u>	<u>Front Royal</u>	<u>Leesburg</u>	<u>Vienna</u>	<u>Warrenton</u>	<u>Purcellville</u>
Population	7,225	20,493	16,115	42,616	16,329	10,109	9,120
Local	\$1,145.16	\$709.49	\$600.73	\$1,133.01	\$1,505.04	\$1,110.05	\$1,154.85
Commonwealth of Virginia	\$339.80	\$146.52	\$230.82	\$196.00	\$258.67	\$293.58	\$128.32
Federal Pass Through	\$50.73	\$19.96	\$0	\$0.55	\$13.28	\$0.18	\$4.16
Federal Direct	\$159.01	\$156.43	\$645.59	\$223.10	\$112.20	\$58.85	\$186.04
Total	\$1,802.70	\$1,032.43	\$1,477.15	\$1,552.68	\$1,889.19	\$1,462.94	\$1,474.18

Source: State Auditor of Public Accounts, 2021 Comparative Report

Total Expenditures by General Fund Category

The Virginia State Auditor of Public Accounts (APA) also serves as a viable source of data from which to draw illustrative comparisons regarding expenditures for Virginia's communities. Accordingly, the consultant utilized the APA's Reports for Fiscal Year ending June 30, 2021 to illustrate a number of comparisons with the benchmark towns included in the study. It is important to note that while the APA Office's report uses annual audit information in order to ensure consistency, the data is generally regarded as informative rather than definitive.

The Town of Purcellville's FY2021 General Fund per capita total expenditures of \$1,346 fell close to the middle of other comparison towns with Culpeper, Front Royal, Leesburg and Warrenton reporting local expenditures per capita slightly lower than Purcellville.

Total General Fund Expenditures Fiscal Year 2021

	<u>Ashland</u>	<u>Culpeper</u>	<u>Front Royal</u>	<u>Leesburg</u>	<u>Vienna</u>	<u>Warrenton</u>	<u>Purcellville</u>
Population	7,225	20,493	16,115	42,616	16,329	10,109	9,120
Category							
General Government Administration	\$3,003,475	\$931,998	\$5,417,042	\$16,797,294	\$5,216,985	\$1,704,150	\$3,507,284
Public Safety	\$2,847,260	\$6,071,883	\$5,385,233	\$13,675,347	\$8,532,107	\$4,571,390	\$2,572,661
Public Works	\$2,909,828	\$4,358,481	\$3,657,227	\$14,520,941	\$13,871,173	\$3,739,804	\$3,682,202
Health and Human Services	\$0	\$15,827	\$18,566	\$203,701	\$203,489	\$201,858	\$51,839
Parks and Recreation/ Cultural	\$123,008	\$757,023	\$0	\$6,663,203	\$3,087,274	\$1,915,125	\$374,232
Community Development	\$1,288,993	\$3,362,381	\$2,620,722	\$4,309,706	\$1,460,747	\$893,149	\$2,089,679
Total	\$10,172,614	\$16,397,593	\$15,098,790	\$56,170,192	\$32,371,375	\$13,025,476	\$12,277,897
Per Capita	\$1,407.97	\$800.16	\$936.94	\$1,318.05	\$1,982.45	\$1,288.50	\$1,346.26

Source: State Auditor of Public Accounts, 2021 Comparative Report

Total General Fund Per Capita Expenditures

General Fund Per Capita Expenditures Fiscal Year 2021

	<u>Ashland</u>	<u>Culpeper</u>	<u>Front Royal</u>	<u>Leesburg</u>	<u>Vienna</u>	<u>Warrenton</u>	<u>Purcellville</u>
Population	7,225	20,493	16,115	42,616	16,329	10,109	9,120
Category							
General Government Administration	\$415.71	\$45.48	\$336.15	\$394.15	\$319.49	\$168.58	\$384.58
Public Safety	\$394.08	\$296.21	\$334.18	\$320.90	\$522.51	\$452.21	\$282.09
Public Works	\$402.72	\$212.68	\$226.95	\$340.74	\$849.48	\$369.95	\$403.75
Health and Human Services	\$0	\$0.77	\$1.15	\$4.78	\$12.46	\$19.97	\$5.68
Parks and Recreation/ Cultural	\$17.03	\$36.94	\$0	\$156.35	\$189.07	\$189.45	\$41.03
Community Development	\$178.41	\$164.07	\$162.63	\$101.13	\$89.46	\$88.35	\$229.13
Total	\$10,172,614	\$16,397,593	\$15,098,790	\$56,170,192	\$32,371,375	\$13,025,476	\$12,277,897
Per Capita	\$1,407.97	\$800.16	\$936.94	\$1,318.05	\$1,982.45	\$1,288.50	\$1,346.26

Source: State Auditor of Public Accounts, 2021 Comparative Report

Full-Time Employees

The Town of Purcellville’s full-time equivalent employees (FTEs) as a percentage of population falls behind two other benchmark communities and is tied with two benchmark communities identified for study purposes. Looked at another way, the Town of Purcellville employs 9.4 FTE’s for every 1,000 residents who reside in the Town, which is below the average of 9.9 for the benchmark comparisons. Since personnel related costs typically make up a large part of public sector expenditures, the Town of Purcellville’s average number of FTEs per capita is consistent with the Town’s relatively slightly below average total amount of per-capita operating expenditures.

Full-Time Equivalent Employees (FTE)/10,000 Population

	<u>Population</u>	<u>FTE</u>	<u>FTE/10,000 population</u>
Ashland	7,225	65	90.3
Berryville	4,185	30	71.0
Culpeper	20,493	169	82.4
Front Royal	16,115	153.5	96.0
Leesburg	42,616	399.5	92.9
Vienna	16,329	195.26	122.0
Warrenton	10,109	152	140.0
Average	16,596	104.2	
Purcellville	9,120	85.90	95.4
<i>Source: Annual Adopted Municipal Budgets (FY23); Weldon Cooper Center, UVA, 2021 population estimates</i>			

At a departmental level, it becomes clearer how the staff are distributed in support of Town operations and how the staffing levels within each department compare to that of other towns utilized in the study, both in terms of total staff and, perhaps more importantly, as a ratio of departmental staffing levels to population. It should be recognized that direct comparisons on a numerical basis are difficult due to differences in governmental functions due to differing services provided.

Staffing by Function/Program

Numerous tables, which follow in various functional categories, reflects a breakdown for the benchmarks by function, listing staffing for comparable functions for each department. For purposes of this study solid waste collection functions contracted out by the Town of Purcellville have been extracted from the FTE data for reporting localities and are not included in Public Works comparisons. All other comparisons have been completed utilizing information requested from localities, the localities current fiscal year budgets and related reports to staffing numbers, performance indicators and physical assets where readily available from each locality. Please note that that specific staffing breakdowns were requested from the Town of Berryville but were not made available.

General Overview

This section of the report is intended to provide an overview of Town of Purcellville of employment related information based on our review of data, observations of operations and discussions with Town staff. The comments and recommendations are intended to assist the Town Manager, Mayor and Town Council and the Town's management team in formulating and implementing specific plans pertaining to the allocation of staff resources relevant to the Town organization as a whole.

As such, the analysis includes a look at the Town's current organizational structure, personnel assignments and functions, reporting lines and general staff responsibilities recognizing the inherent differences and requirements for general Town staff under the direction of the Town Manager.

Hours of Work

The official work day varies among local governments but typically is 8:00 a.m. to 4:30 p.m. with an hour for lunch, 8:30 a.m. to 5:00 p.m. with a half hour for lunch, or 8:00 a.m. to 5:00 p.m. with an hour for lunch. Often, employees that work routinely outside of an office environment will use a modified schedule such as 7:00 a.m. to 3:30 p.m. schedule to accommodate their service area. Shift workers, such as police officers and utility plant operators, often maintain a unique schedule specific to the staffing requirements for their department or office. With the specific exception of certain shift schedules, the actual hours worked for each regular full-time employee is typically eight (8) hours, not including lunch, and constitutes a work week of forty (40) hours. A forty (40) hour work week translates into a total estimated hours worked per year per employee of 2,080 hours and is inclusive of annual leave, holidays and sick leave.

For its non-shift employees, the Town of Purcellville pays for a (1) hour lunch each day so all employees work a 35 hours per week, which is an added benefit. In addition, the Town is considering moving to a daily overtime calculation (instead of the U.S. Fair Labor Standards Act forty (40) hour work week) so going forward employees can potentially earn overtime while working less than the hours outlined in the Fair Labor Standards Act.

The following work schedules are utilized by Town of Purcellville employees:

- Town Hall employees work a schedule of 8:00am-4:00pm, 8:30am-4:30pm or 9:00-5:00pm (Monday-Friday)
- Public Works Maintenance Operations employees work 7:00am-3:00pm and Public Works Administrative employees work 8:00am-4:00pm (Monday-Friday)

Wastewater Plant employees work the following schedules:

- Operations shifts (2 shifts currently required by regulation) 6:00am-2:00pm and 10:00am-6:00pm (no coverage 6:00pm to 6:00am)
- Administration/Laboratory employees 7:00am-3:00pm
- Weekends - single operations shift of 6:00am-4:00pm (no coverage 4:00pm to 6:00am)
- Holidays are staffed at (2) operators and (1) lab tech

Water Plant operations employees work the following schedules:

- Operations shifts (2 shifts currently required by regulation) 5:00am-1:00pm and 12:00pm-8:00pm (no coverage 8:00pm to 5:00am)
- Administration/Laboratory 7:00am-3:00pm
- Weekend - (1) shift of 5:00am-5:00pm and (1) shift of 6:00am - 10:00am (no coverage 5:00pm to 5:00am)

Police Department shift employees work the following schedules:

- 5:30 am-5:30pm supervisors day shift
- 5:30pm-5:30am- supervisors night shift
- 6:00am-6:00pm - officers day shift
- 6:00pm-6:00am – officers night shift

All Police Department shift personnel work twelve hours shifts with training, outside meeting, court time considered time spent outside of scheduled shifts with paid overtime.

It appears that the Town of Purcellville is using customary available hours during the week and, consequently, there is no additional time that can be gained to ensure primary duties of employees are completed.

Performance Measures

The Town of Purcellville currently reports a growing number of performance indicators as indicated within the Town's FY2022 budget, as do some of the benchmark communities. Performance indicators are helpful in measuring annual output but performance measurement involves collecting data in a systematic, objective and consistent manner over time to help determine the efficiency and effectiveness of an entity's service delivery and program objectives. The data is generally converted to numeric output and outcome indicators that enable an entity, such as a Town, to track the performance of services over time to demonstrate improvement or to benchmark current performance levels against similar services provided by other comparable units of local government. An effective performance measurement system can provide the Town with a number of benefits including:

- Assessing staff capacity and performance and the Town's and ability to meet defined service levels;
- Creating and re-enforcing a sense of organizational mission and focus;
- Identifying areas where the Town has made progress and areas where performance can be improved by enabling progress to be measured over time;
- Assisting the Mayor and Town Council in gauging progress in completion of project initiatives stated in the Council's adopted mission, vision and values and further assisting the Town Manager and department heads in the management of their operations;
- Serving as a tool for communicating the Town's performance to stakeholders and to document successful programs;
- Providing a means for assessing service delivery accountability;
- Enabling the Town to maintain high-quality services and to improve services that are not meeting expectations;
- Providing a framework for the strategic planning or goal-setting process;
- Providing a vehicle for linking budget decisions to public priorities.

There has been a great deal of research and development related to performance measures by organizations such as the International Town and County Management Association (ICMA), and performance measures are now widely regarded as a valuable management tool by local governments.

Organizational/Town-wide Recommendations:

- 1. Recommendation** – Expand the system of performance measures to use as a management tool for improving the efficiency and effectiveness of Town services.
 - an examination of the duties assigned to each position relative to the work hours expected of each position

- 2. Recommendation** – A review of each classification (job) description and the hours worked was completed and given hours assigned, job duties and service demand several recommendations are made for adjustments throughout the report and summarized in the closing section.
 - identification of any duties that either are currently underperformed, or would be underperformed, if the responsible employee did not work overtime

- 3. Recommendation** – Local governments anticipate that overtime is a necessary part of operations and plan for it. Many departments, such as Police and Utilities, fully recognize that mandatory training requirements, special events, weather related emergencies and expected service delivery would not be performed at an expected level of quality if extra hours were not available. Mandatory training requires additional time to cover basic service. The Town of Purcellville operates at per capita slightly below the benchmarked average and provides a high level of services and a large number of events. In analyzing duties assigned to positions through newly developed classification descriptions, observation of operations and discussions with Town leadership staff it appears that duties assigned to jobs are appropriate.

- 4. Recommendation** – Key elements of overtime expenditures in the Town of Purcellville are responsive to weather-related emergencies by public works and public safety staff, coverage of special events and training. The U.S. Fair Labor Standards Act (FLSA) requires that when a non-exempt employee’s (typically those in non-supervisory or non-professional roles as defined in the FLSA) hours exceed forty (40) hours per week, require time and half pay. We recommend that overtime pay be continually tracked on an annual basis by departments based upon reasons for an overtime expenditure area to aid in analyzing future staffing needs.
 - identification of duties that may be reassigned from one position to another existing position in order to equalize workloads

- 5. Recommendation** - The Town of Purcellville generally has a well-developed team of professionals, many of whom are cross-trained in job functions of other staff. Most staff appear to be strong in performance, and the Town could be characterized as ‘having a good team, but weak bench’ because many positions do not have a singular dedicated backup should the employee be absent or leave the organization. The lean staff numbers observed

appear to be working at optimum with adequate supervision, cross training of staff and clearly defined duties and core responsibilities in the Town's newly developed classification descriptions. When new amounts of time are created by introduction, or enhancement of technology or changes in process, the Directors are proactive in reassigning duties to other functions that need attention. One example lies in the Finance Department; with the transfer of tax billing and collection functions to the County has created changes in process that have freed up time for some staff to perform functions that often were delayed. A second example lies in an upcoming transfer of some GIS operations to the County which may free up time for an existing Engineering, Planning and Economic Development staff person.

It is recommended that Human Resources staff, working with department heads and the Town Manager, identify other areas where technology may be utilized which may free up staff time and that a plan be developed outlining anticipated time savings and duties which may be improved.

6. **Recommendation** - With changes to the Town's organizational structure, it is recommended that all departments examine Baker Tilly's draft classification descriptions to ensure their accuracy.
 - o identification of positions that should be created to perform duties that are under performed and cannot reasonably be reassigned to an existing employee
7. **Recommendation** – There are a number of positions which, if funded by the Town, could lead to reduced workload on individuals and improve, or maintain, current service levels. These are outlined throughout the report and summarized at the end.

Department Analysis

The scope of this study included an assessment of the staffing levels within the various departments under the management purview of the Town Manager. Specific study objectives addressed at the department level are as follows:

- Compare Town of Purcellville's staffing levels to staffing levels of similar towns
- Identify factors influencing those staffing levels
- Develop a staffing plan for allocation of future positions

One of the difficulties in comparing towns is that no two towns are exactly alike in the way they are organized, in the services they deliver and the way they deliver those services. The benchmarking comparisons used in this report are those typically used in comparing Town operations. The same towns are used for each comparison to provide consistency which results in what are commonly referred as "outliers" in some of the comparisons. The removal of outliers would not change the results of the comparisons and would not change the recommendations in this report. For purposes of this study a brief look at the budgets and full-time equivalent employees for the benchmark communities is provided below:

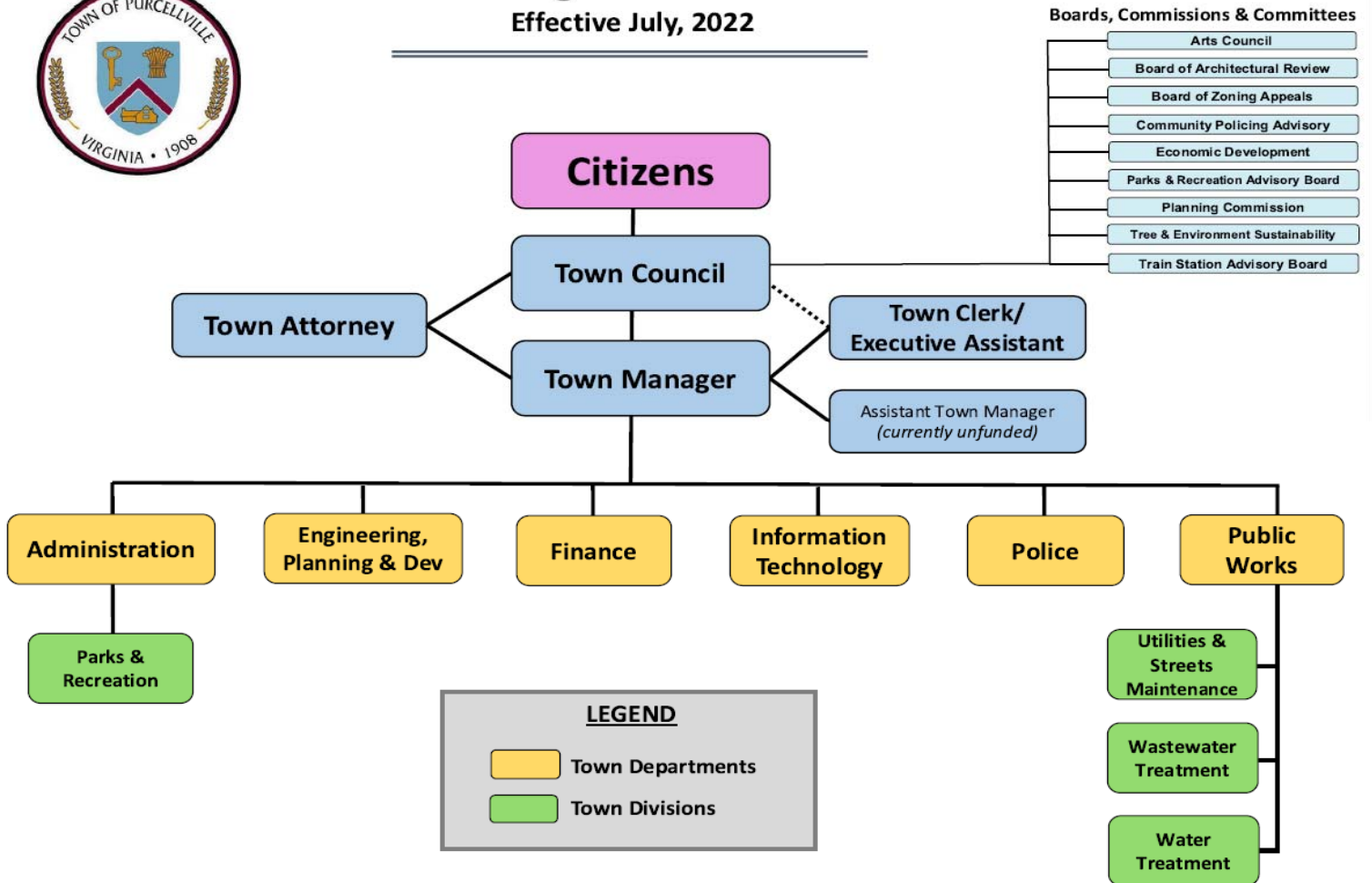
Town of Purcellville Comparative Communities					
	<u>Population</u> <u>(2021 est.)</u>	<u>Total</u> <u>Budget</u> <u>(FY23)</u>	<u>Total Staffing</u> <u>Level (FY23)</u>	<u>FTE/10,000</u> <u>Population</u>	<u>Notes</u>
Ashland	7,225	\$25,281,012	65 (no utilities)	90.3	Hanover County provides utilities
Berryville	4,185	\$11,098,515	30	71.0	Closest non- Loudoun town in the regional community of greater than 3,500 population
Culpeper	20,493	\$58,288,957	169 w/o electrical system employees 185 w/ electrical system employees	82.4	Excludes electric system 16 employees; purchase of electricity is \$77 million
Front Royal	16,155	\$47,953,695	153.5 w/o electrical system employees 170 w/electrical system employee	96.0	Excludes electric system 16.5 employees; GF budget \$12,151,700; purchase of electricity is \$13,759,970
Leesburg	42,616	\$98,053, 742	399.5	92.9	
Vienna	16,329	\$48,712,750	195.26	122.0	
Warrenton	10,109	\$33,659,606	154.82	140.0	
Average	16,730			104.2	
Purcellville	9,120	\$23,861,874	85.90	95.4	

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Town Organization Chart

Effective July, 2022



Current staffing levels of individual functions and those of the benchmarked organizations follow. Where possible, certain functions not performed by the Town of Purcellville have been extracted from the benchmark community's data to ensure like functions are being compared. For example, since the Town contracts for certain waste disposal and recycling services, employees in those communities performing those duties have been removed from staffing totals. Data for all jurisdictions has been obtained via published human resources, budget and other reports for FY2023, followed up in some cases with direct contact with a jurisdiction for clarification purposes.

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Town Manager

The Town Manager's Office in the Town of Purcellville, like in other towns, serves as the point of contact for many citizens, businesses, state and federal agencies and regional partners with the mission of the office focusing on management of the Town in a manner that reaches toward realizing the goals established by the Mayor and Town Council. The Manager's Office is also the primary driver, working with the governing body, for forging and managing implementation actions which reach toward fulfilling the Council's approved strategic initiatives, for Purcellville and ensuring management of many of the projects such as water and sewer utility upgrades, technology enhancements, working with Loudoun County to construct quality of life enhancements and a range of other projects which impact Town residents and businesses and are critical to the Town's future. In addition, the Manager's Office has responsibility for ensuring Town records are up to date and properly archived working with the Council's appointed Clerk, resolving daily management issues which arise among Town departments, developing policy recommendations for Town Council consideration, implementation of policy when approved by the Council and general operations of the Town on a daily basis.

As such, the Manager's Office is a busy place with the Mayor and Council members, citizens, staff and a wide variety of individuals contacting the office on a daily basis, and sometimes around the clock basis, either by drop-in visits, by phone or through electronic contact (e-mail/text). The high volume of office activity was confirmed through conversations with the Town Manager, Town Clerk/Executive Assistant and direct observation of office activity, although due to the significant volume of activity, no official records regarding the number and nature of contacts are maintained.

In the Town of Purcellville's 2023 organizational structure, the Town Manager has seven (7) direct reports (Police, Administration, Engineering and Planning and Development, Finance, Human Resources, Information Technology and Public Works) and two (2) shared reports (Town Clerk/Executive Assistant and Town Attorney) from agencies that are part of general Town government and who provide services to the Town's citizens directly under the jurisdiction of the Mayor and Town Council and delegated direction of the Manager. The Town Manager's Office maintains an Assistant Town Manager's position, which has remained vacant since 2017 and is unfunded in the current budget. The Town Manager and his staff interact frequently with the Mayor and Council members concerning issues which arise daily, agencies external to the Town, regional and state agencies, partner localities, other entities and the citizens of Purcellville.

Town Administration is comprised of the following positions:

- Town Attorney (indirect report discussed separately in a later section)
- Director of Administration who provides oversight and management during the Town Manager's absence, is responsible for the Town's risk management program, prepares a range of reports, etc. when assigned and provides general internal and external communication and problem resolution for the Manager. The Director also has day to day supervisory responsibilities for the Division of Parks and Recreation and the Contract and Insurance Counsel, previously titled Special Assistant to the Town Manager.
- Town Clerk/Executive Assistant who also indirectly serves the Town Council and provides a high level of administrative support to both the Town Attorney and the Town Manager, manages assigned department tasks and projects, coordinates and

disseminates public information, serves as the Town’s primary point of contact for Freedom of Information Act (FOIA) requests, supervises the Deputy Town Clerk and is responsible for the safekeeping of Town records.

- Deputy Town Clerk who under the supervision of the Town Clerk/Executive Assistant, is responsible for preparation of Town Council agendas and minutes, maintains the Town meeting calendar, Committee, Commission and Board meeting and membership lists, and is responsible for maintenance of official Town records.
- Director of Human Resources (reports directly to Town Manager but is discussed separately in this report due to nature of office)
- Human Resources Analyst (discussed separately in this report with Human Resources)
- Contract and Insurance Counsel (part-time, reports to Director of Administration) who provides legal opinions, drafts and reviews contracts and other legal documents, serves as grants coordinator and oversees insurance compliance (COI’s from contractors, etc.)
- Assistant Town Manager (unfunded position)

<u>Administrative Staffing</u>	<u>Full-Time Positions</u>
Town Manager	1.0
Town Clerk/Executive Assistant	1.0
Deputy Town Clerk	1.0
Director of Administration	1.0
Special Assistant to the Town Manager and Legal Services (recently retitled to Contract and Insurance Counsel)	0.5
Total	4.5

The Town Attorney is appointed by the Council but is considered, for administrative purposes, to be an integral part of the Manager’s office, with the Manager having day to day supervisory responsibilities, although this is not typical of other communities.

Technology is used in the Manager’s Office to the highest level possible within the available resources of the Town. Electronic communications are highly utilized and the Town has an efficiently navigated website which is upgraded as needed to meet the public’s needs.

The structure of the office and the direct reports, as evidenced in the Town’s current organizational chart, are within the normal ‘safe’ span of control (typically considered to be within a range of five to seven) of most managers. Managers are able to function at a higher level with fewer staff reporting directly on a regular basis.

Overtime Use

In FY2022, the Town Manager’s Office expended \$11,329, representing 254 hours, for overtime purposes. A majority of overtime hours were spent in Council meetings or activities and meeting work related to CCB’s with an additional 42.4% dedicated to core duties. The remainder of the employee’s time was spent in training activities, special projects or covering special events. A

significant amount of overtime hours expended were allocated to one employee and added considerable time to their work year.

Comparative Data

The tables below detail the number of core staff covered by the Administration function of each benchmark location which provided information. For purposes of more detailed analysis, the Town Attorney’s and Human Resources functions are discussed in more detail following this section.

Town of Purcellville Administrative Staffing Comparisons				
<u>Town</u>	<u>Population</u>	<u>Number of FTE Employees</u>	<u>FTE’s /1,000 population</u>	<u>Number of Residents/FTE</u>
Ashland	7,225	3.5	0.49	2,064
Berryville	4,185			
Culpeper	20,493	4	0.20	5,123
Front Royal	16,115	3	0.19	5,443
Leesburg	42,616	13	0.31	3,278
Vienna	16,329	7	0.43	2,333
Warrenton	10,109	3.61	0.36	2,800
Average	18,821		0.30	3,689
Purcellville	9,120	4.50	0.49	2,280

PERFORMANCE DASHBOARD:

Performance measures are an important tool in evaluating workload. The following represents key measures to determine workload factors and performance:

Workload Factors	Strategic Initiatives	Actual FY2021	Estimated FY2022	Projected FY2023
Number of Town Council Agendas Prepared per Year	PGG	46	31	30
Number of FOIA Requests	PGG	51	45	50
Number of Resolutions	PGG	19	20	20
Number of Ordinances	PGG	4	5	5
Number of External Recruitments	PGG	5	6	6
Number of Worker’s Compensation Claims Filed	PGG	4	4	4
Performance Measures	Strategic Initiatives	Actual FY 2021	Estimated FY 2022	Projected FY 2023
Value of resources (\$) utilized in response to FOIA requests	PGG	\$250	\$500	\$600
Percent of resources (\$) recovered through allowable FOIA fees	PGG	96%	92%	90%
Number of resumes received/reviewed	PGG	122	150	170

<u>Top Ten Projects</u>	<u>Strategic Initiatives</u>	<u>Results</u>
ARPA Spending Plan	FTF PGG PCEW	Admin. presented Version 2 of the Spending Plan to the Council during the November 17, 2022 Capital Improvement Plan Budget Work session. Since that time, Town Council authorized the use of all 1 st tranche ARPA funding for 4 FY 2022 Water & Sewer Infrastructure related projects, and 3 projects, falling under the ARPA Public Sector Revenue Loss Provision of Government Services funding category. The ARPA funding, for all projects, was formally allocated via budget amendments.
Broadband Services	PCEW	Council to hold a public hearing and approve a non-exclusive franchise agreement by March 31, 2022. The town can receive additional requests to consider multiple non-franchise agreements from other providers.
Legal Negotiations	FTF	As of November 4, 2021, all contracts identified under this project category have been completed. Staff requests adding a new project titled: Revise and solicit approval of a renewal to the Comcast franchise agreement; Negotiate and seek Council approval for a new nonexclusive franchise agreement for the newly identified broadband company. NOTE: Per requirements provided by the Virginia General Assembly, both franchise agreements must be identical in obligations, requirements, and fees.
Zoning Ordinance Update	PCEW	See Planning Department Narrative.
Sustainable Water Supply	PCEW	See Water Department Narrative.
Historic Preservation Overlay Zone & Historic Corridor Overlay District	PCEW	See Planning Department Narrative.

Administration Benchmarks

The Town of Purcellville maintains a level of benchmarks that are fairly common among the three (3) local governments who reported benchmark data as part of this analysis. The three (3) respondents averaged twenty-nine (29) agendas being prepared for the governing body, responded to an average of one hundred ninety-three (193) Freedom of Information Act (FOIA) requests and dealt with an average of six (6) new ordinances as part of the Town Code.

Administration Recommendations:

- 1. Recommendation** - In reviewing the data from benchmark organizations and looking beyond the benchmarks, it appears that the Town of Purcellville has appropriate staff for the Administration function at this time.
- 2. Recommendation** – The Town Manager’s Office should take the lead in organization-wide discussions relative to development of an expanded performance measurement

system as also recommended in the Novak organizational assessment, focusing on comparables from existing benchmark organizations.

Legal Services

Legal services are an important component of local governments due to the changing nature of state and national laws and regulations, the increasing numbers of projects local governments are involved with and the changing nature of society. Town Attorneys typically serve as key advisors to the Mayor and Council as well as staff, and provide advice on a wide range of legal issues ranging from internal personnel matters to procurement contracts to preparation of deeds and easements related to capital projects and land acquisition. The Town Attorney does not provide advice to citizens. The Attorney works without staff support, conducting research into complex legal, land use and land acquisition and programmatic issues and is initial point of contact for human resources issues.

Purcellville, like about half of the benchmark communities, employs an on-staff attorney for legal advice, supplementing the position with a part-time attorney who also serves as a procurement support individual and provides external grant related services when needed. In Purcellville, the Town Attorney works without benefit of significant support in the form of research and document preparation and devotes considerable amounts of time to performing duties better served by lower compensated staff.

During discussions with staff and the current Town Attorney, it was noted that projects occasionally were delayed due to the workload the attorney carries and the tasks performed in developing a product that meets the Council’s and/or staff expectations and needs. However, it was also noted that due to employee workload issues within other areas of the organization, the Town Attorney has served as a temporary project manager for construction of a bike park and has catalogued citizen comments from a public meeting for Council review (pertaining to Loudoun County’s Fields Farm Park project); two unusual duties given the workload of the office.

Division Staffing

The Town Attorney’s Office is comprised of the following positions:

A Town Attorney, who protects the legal interests of the Town, ensures proper legal processes and procedures are followed, serves as the legal advisor to the Town Council, Commissions, Committees and Boards, the Town Manager and all Departments, drafting and reviewing contracts and other legal documents related to Town operations.

<u>Purcellville Town Attorney Staffing</u>	<u>Full-Time Positions</u>
Town Attorney	1.0
Total	1.0

Overtime Use

The Town Attorney is an exempt employee under the Fair Labor Standards Act.

Performance Data

While performance data is not typically kept for municipal attorney's functions, the office is a busy place, and it appears that Purcellville's Town Attorney is called upon to perform traditional tasks as well as those external to the typical duties an attorney is expected to perform. It was also noted that when projects are assigned, measures such as deadlines, priorities and expectations are not built into the system for accountability purposes.

Comparative Data

Staffing patterns for responding benchmark communities follows:

Town of Purcellville Legal Services Employees Staffing Comparisons				
	<u>Population</u>	<u>FTE</u>	<u>FTE/1,000 population</u>	<u>Notes</u>
Ashland	7,225	0		Contracted
Berryville	4,185	No Response		
Culpeper	20,493	0		Contracted
Front Royal	16,115	3	0.19	
Leesburg	42,616	5	0.12	
Vienna	16,329	0.5	0.3	Contracted
Warrenton	10,109	0		Contracted Service
Average	18,821		0.11	
Purcellville	9,120	1.0	0.11	*.5 FTE is allocated to Town Administration (Contract and Insurance Counsel) supporting contract review/ Finance in support of procurement <i>*the calculations are configured based on the increase in responsibilities, however a .2 FTE is included in the FY23 budget</i>

Town Attorney Recommendations:

- 1. Recommendation** – The Town Manager, or designated staff, should meet with the Town Attorney to fully explore the potential for establishing basic performance measures in an attempt to better track the efficiency of the office in responding to assigned requests and inquiries.
- 2. Recommendation** – As referenced in my prior report, the Town needs to establish clear expectations, including target dates for when responses are required or projects are to be completed.
- 3. Recommendation** – Due to the number of projects and the complex issues the Town deals with, the Town Council should support funding of a Paralegal position in the FY2024 budget. The position, while primarily dedicated to supporting the Town Attorney, could also be utilized to support the Manager’s office, when needed, to lower overtime hours for current staff.

Human Resources

Human Resources is a vital function in all organizations today due to the competitive nature of employment, availability of positions in both the public and private sector and the changing regulatory environment. The Purcellville human resources office is typical of other town human resource offices and works to establish sound employee recruitment, retention and administrative processes across the town.

The Purcellville Human Resources Department, housed in the Administrative portion of the Town’s organizational structure and Town budget, and under direction of the Town Manager, provides a centralized source of support and professional assistance which enables the Town to recruit, select, and maintain an appropriate level of qualified and trained staff that are committed to providing quality service. The Department consisting of the Director and an Analyst, administers and ensures the Town’s employee benefits program is administered appropriately and provides daily assistance to employees, retirees, and COBRA participants with benefit plan changes, claims, and general questions; the Town’s professional and workers compensation liability insurance programs are up to date and in compliance with Town needs; and that the Town complies with state and federal regulations affecting personnel policies, procedures and practices. The Department also is engaged in providing support to various departments and divisions when citizen complaints in conjunction with Town employees are filed; providing daily primary coverage for the Town’s administrative offices, receiving visitors, answering general questions about Town provided services, assisting applicants for Town jobs, and, providing training opportunities for employees and supervisory staff in a wide range of areas including: new hire orientation sessions for new full-time employees; healthcare reform; and annual benefits open enrollment; and, providing motivational, leadership and supervisory training materials and administering the Town’s personnel policies, classification and compensation issues and planning

for and carrying out various employee functions which maintain and improve employee morale and lead to increased performance.

The Human Resources Department has initiated use of Munis Human Resources modules which have freed up time to focus on other projects. Implementation of the two modules have allowed employees a higher level of employee access to payroll and personnel records and applicants for positions an improved recruitment and selection experience freeing up time for human resources staff to focus on project completion and fine tuning of related human resources products outlined below and later in this section.

Major projects the Human Resource Department is engaged with include, but are not limited to; a major rewrite of the Town's Personnel Policies and managing the completion and adoption of a Classification and Compensation Study, which includes consideration of a formally adopted compensation philosophy by the Council. Included with these efforts are review of career development ladders which allow employees, particularly those in smaller organizations like Purcellville who have limited opportunities, advancement to improve their skills and be recognized for their efforts. Each project is an important component of a successful human resources program in a challenging environment where recruiting new employees is challenging and retention of existing employees has become an important focus of many entities in both the public and private sector.

Services provided by the Human Resources Department include:

- Advertising employment opportunities;
- Providing training programs designed to meet the needs of the workforce by enhancing their knowledge, skills and abilities and preparing employees for future challenges and opportunities;
- Providing employee relations counseling to Town employees, supervisors, and managers to improve work relationships and the work environment;
- Developing and maintaining human resources policies to meet the needs of the organization while ensuring legal compliance;
- Administering the compensation and benefits program for the Town which works to attract quality applicants, maintains internal equity, is competitive in the labor market and retains high performers;
- Developing and maintaining a human resource information system (Munis) to provide managers with useful automated information and management reports.

Department Staffing

The Human Resources Department of the Manager's Office is comprised of a:

- Human Resources Director who participates in building and maintaining strong employee relations, assists in evaluating employee performance management and discipline, provides management coaching; helps develop policy and procedures; develops and manages employee recruitment strategies, provides staffing projections/plans and participates in recruiting the Town's workforce, while developing retention strategies.

- Human Resources Analyst who serves as the Town’s benefits and payroll administrator, working with Munis and ESS, and is responsible for employee personnel records management, administration of recruitment process and onboarding of new employees.

<u>Purcellville Human Resources Department Staffing</u>	<u>Full-Time Positions</u>
Human Resources Director	1.0
Human Resources Analyst	1.0
Total	2.0

Comparative Data

Town of Purcellville Human Resources Staffing Comparisons					
	<u>Population</u>	<u>FTE</u>	<u>FTE/1,000 population</u>	<u>Town Employees</u>	<u>Employees to HR Staff Ratio</u>
Ashland	7,225	1	0.14	65 (no utilities)	1/65
Berryville	4,185			30	
Culpeper	20,493	2	0.09	169 w/o electrical system employees 185 w electrical system	1/84.5
Front Royal	16,155	3	0.18	153.5 w/o electrical system employees 170 w/electrical system	1/51
Leesburg	42,616	4.5	0.11	399.5	1/89
Vienna	16,329	3	0.18	195.26	1/65
Warrenton	10,109	1	0.10	154.82	1/155
Average					1/78
Purcellville	9,120	2	0.28	85.90	1/42.95

Performance Indicators

A limited number of performance indicators are utilized (number of resumes received) and are included in the Administration reporting section. The Town Manager and Human Resources Director should work to develop more extensive performance indicators more accurately identifying division activities, but at a minimum should begin to track turnover trend among benchmark communities, workers compensation lost time injuries, workers compensation claims and number of days to fill a position. While performance data is limited, based upon published reports, an analysis of comparable human resources offices staffing appears to adequate, however, several important projects are in process and need closure to provide additional tools for use by Human Resources staff.

Human Resources Department Recommendations:

- 1. Recommendation** - The Town Manager, or designated staff, should meet with the Director of Human Resources to fully explore the potential for establishing basic performance measures in an attempt to better track the efficiency of the office in responding to assigned requests and inquiries.
- 2. Recommendation** – The Town’s Personnel Policies, which have been redrafted and under review for a considerable period of time, should be completed within the next six (6) months.
- 3. Recommendation** - The Town has been working toward an update and revisions to its compensation and classification system and the proposal has not been fully reviewed by and discussed with the Town Council. The data is stale and is being updated and results should be completed for review and discussion during the FY2024 budget process for Council consideration.
- 4. Recommendation** – During discussions on the classification and compensation study, Council should discuss and consider adopting a compensation philosophy to aid in recruiting new and retaining current Town employees.
- 5. Recommendation** - Due to the limited number of positions for employees to advance into, the Town should give consideration to development of career ladders for line employees which provide them an opportunity to improve their skills and advance in their area of expertise.
- 6. Recommendation** – Working with the Town Manager, Human Resources staff should develop a transition program to mitigate the loss of experience and institutional memory which will come with impending retirements of key staff.

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Finance Department

The Town of Purcellville's Finance Department is responsible for administering the Town's financial affairs in compliance with all State and Federal laws and reporting requirements. The Department has a well-developed budget and annual financial reporting process and has been recognized by the National GFOA for fourteen (14) consecutive years for audit (CAFR) preparation and twelve (12) years for budget preparation, speaking of the desire of the Town to provide financial information to its citizens in a well-organized and 'transparent' manner. The Department has also successfully implemented the accounting, budgeting and human resources/payroll modules into the new Munis software platform and has been able to reposition and re-task key personnel due to gained efficiencies realized with the implementation of the new Munis software. In addition, the Town has recently entered into a partnership with Loudoun County for printing and collection of tax bills.

The department is well organized and responsibilities are allocated to the following three (3) divisions:

(1) Financial Services Division

- Oversight of the Finance Department; management of financial ERP systems
- Establishes and maintains sound fiscal policies and internal controls
- Prepares monthly financial reports, staff reports, other analysis
- Manages the annual operating and capital budget process and prepares the budget plan
- Long-term financial planning; cash management and investments; debt management and credit rating
- Assists departments with the procurement of goods and services

(2) Accounting Division

- Responsible for accounting functions and internal financial reporting
- Prepares the Town's Comprehensive Annual Financial Report (CAFR) and manages the annual audit
- Payroll and Accounts Payable processing
- General Ledger and bank statement reconciliations
- Coordination of capital project funding and loans; fixed asset accounting; annual asset inventory
- Preparation of reports for federal, state and local agencies
- Federal Program accounting, reporting, audit

(3) Billing and Collections Division

- Customer support services and coordination of assistance programs
- Responsible for billing and collection of user charges for water and sewer including the registration and connection of new customers and coordination of the meter reading process
- Billing and collecting of business license, meals tax and other receivables
- Interface with County's billing and collection of Town's real and personal property tax
- Delinquent account collection
- Daily reconciliation and deposit of receipts

The Department is responsible for financial accounting functions for the Town, both General Fund and Utility Funds, as well as non-accounting functions such as budget preparation, execution and analysis, issuance of debt and oversight of conversion to and daily management of new accounting software (MUNIS). Customer service functions are assigned via billing area (Business, Professional, Occupational Licenses, utility bills and a range of other direct citizen contact functions.

Department Staffing

The Department's personnel consist of a/an:

- Director who provides department oversight and management, serves as the Munis/ERP Project executive sponsor, oversees financial administration and coordination with the Town's financial advisors who assist in providing long term fiscal planning and credit ratings, manages treasury management and investment oversight management;
- Assistant Director who provides management for the Town's revenue team, supports the Department Director, serves as the Munis/ERP Project Manager and performs revenue analysis;
- a Senior Accounting Technician who works with utility billing and account management, serves as Munis Utility Billing Administrator and provides customer service while serving as customer operations lead;
- an Accounting Specialist who serves as Business License Lead and the Town's Munis Business License Administrator, while providing tax research and adjustments support and customer service;
- two (2) Accounting Technicians who provide customer service and front desk support, manage meals tax and serve as miscellaneous receivables lead, provide records management functions, ensure payment and invoice processing is completed in a timely manner, provide vendor account maintenance and payment distribution;
- a part-time Procurement Specialist who ensures compliance with Town Procurement Policy and the Public Procurement Act, manages formal solicitation processes, serves as the Munis Procurement Administrator, provides procurement support to all departments and manages all purchase orders;
- a Financial Analyst who serves as a staff lead on the process for budget and CIP development, provides financial analysis, serves as Munis Budget Administrator and prepares and submits the annual Town budget document for GFOA review and recognition;
- Accounting Manager who manages the Departments' accounting team and Munis Accounting, Open Finance and Human Resources/Payroll systems serving as lead administrator, oversees general ledger management, manages the Town's annual audit, CAFR preparation and GFOA award submissions and provides financial analysis, particularly for the Town's CIP;
- Accounting Technician who conducts invoice processing, ensures vendor account maintenance and payment distributions;
- a Payroll Specialist who provides payroll processing, serves as Munis HR/Payroll Implementer, supports accounts payable, fixed asset inventory and database Procurement backup.

<u>Purcellville Finance Department Staffing</u>	<u>Full-Time Positions</u>
Director of Finance	1.0
Assistant Director of Finance	1.0
Senior Accounting Technician	1.0
Accounting Specialist	1.0
Accounting Technicians	1.6
Procurement Specialist	0.5
Financial Analyst	1.0
Accounting Manager	1.0
Accounting Technician A/P	0.6
Payroll Specialist	1.0
Total	9.7

Overtime Use

The Town's Finance Department used 443 hours of overtime in FY2022 with 65% dedicated to performance of core duties and 28.5% dedicated to meetings and special events. With the number of staff eligible for overtime, the amount incurred does not appear to be excessive.

Comparative Data

The data below details the number of FTEs in each Finance Department that was benchmarked.

Town of Purcellville Finance Department Staffing Comparisons				
	<u>Population</u>	<u>FTE</u>	<u>FTE/1,000 population</u>	<u>Number of Residents/FTE</u>
Ashland	7,225	1.5	0.21	1/4,817
Berryville	4,185			
Culpeper	20,493	12	0.59	1/1,708
Front Royal	16,155	11	0.68	1/1,469
Leesburg	42,616	22	0.52	1/1,937
Vienna	16,329	13.25	0.82	1/1,232
Warrenton	10,109	9.82	0.98	1/1,029
Benchmark Average	18,821		0.62	1/1,623
Purcellville	9,160	9.7	1.05	1/944

Outcomes and Results		
Desired Outcome	Strategic Initiatives	Results
Receive (1) the GFOA Certificate of Achievement for Excellence in Financial Reporting; and (2) the GFOA Distinguished Budget Presentation Award.	PGG	Improves the quality of financial reports and fiscal planning activities and key credit rating criterion
Maintain real property tax collection rate of at least 98% and personal property tax collection rate of at least 97% for accounts over 365 days in age.	FTF	Real Estate collection rate for FY2021 was over 99% and Personal Property collection was at 97% for accounts over 365 days in age. Met or exceeded desired outcome. Personal Property collections for FY22 estimated to be delayed due to post-pandemic collection conditions.
Maintain utility bill revenue collection rate of at least 98% annually.	FTF	Utility bill collection rate for FY2021 was 98% which meets benchmark but is down 1% from prior years due to COVID moratorium lag in collections in FY2021.
Town-wide Operating Efficiencies	PGG	Annual P-Card Rebate- \$5,700 (Oct. 21) Finance assumed Town Hall phone and mail responsibilities-FTE savings Munis AP invoice workflow and approvals Align Town Tax Ordinances with County- consolidate taxpayer bills 2022 Paperless records- business license, cashiering Remote Operations Plan- continuity of operations during pandemic
ERP Software Implementation & Upgrades	PGG	LIVE Spring 2017 - Property Tax Module LIVE Spring 2017 – Tyler Cashiering LIVE October 2017 - Financials Module LIVE February 2018 - Business License Module LIVE February 2019 - Meals Tax Module LIVE September 2019- Munis 11.3 upgrade LIVE October 2019 – Tyler Transparency Portal LIVE January 2020- HR/Payroll Module LIVE March 2020- Integrated BOA P-Card system with Munis LIVE April 2020- Utility Billing System LIVE May 2020- Employee Self Service and electronic timesheets <u>Future Enhancements:</u> Cashiering Upgrade- underway, Target Dec 21 (LeMarr) Software Upgrade v. 2019.1- Testing Jan-Mar 22 (Bohince/LeMarr) Debtbook Software- Target Winter 22 (Paula) General Billing Module- Target Winter 22 (LeMarr)

		Contract Management Database- underway, Target Winter 22 (Elgin) Citizen Self-Service Phase 1- Target Spring 22 (LeMarr)
Top Ten Projects	Strategic Initiatives	Results
ARPA Spending Plan	FTF	See Administration Department. Finance supports accounting, budget, investment, reporting and single audit activities associated with management of federal ARPA funds.
ARPA Broadband Services	PCEW	See Administration Department.
CIP Funding for Hirst reservoir and repair of stand pipe and valves	PCEW	See Administration Department.

Performance Data

The following represents key measures to determine Finance’s workload factors and performance:

Workload Factors	Strategic Initiatives	Actual FY 2021	Estimated FY 2022	Projected FY 2023
Number of Utility Bills Issued	FTF	17,983	18,120	18,125
Number of Real Estate Bills Issued	FTF	6,338	6,345	6,350
Number of Personal Property Tax Bills Issued	FTF	8,841	8,850	8,900
Number of Business License Issued (calendar year)	FTF	854	855	860
Number of capital projects managed	PGG	22	25	22
Number of new debt issuances managed	FTF	1	0	1
Number of loans managed	FTF	8	7	8
Number of AP transactions per year	PGG	6,293	6,500	7,000
Number of W-2's issued per year	PGG	120	125	125
Number of Systems Managed	PGG	80	86	107
Performance Measures	Strategic Initiatives	Actual FY 2021	Estimated FY 2022	Projected FY 2023
GFOA budget award	PGG	Yes	Yes	Yes
GFOA financial reporting award	PGG	Yes	Yes	Yes
CAFR Received unmodified opinion from auditor	PGG	Yes	Yes	Yes
Number of days for AP to process department payment requests	PGG	10	10	10
Percentage of bank accounts reconciled within 30 days from statement receipt	PGG	100%	100%	100%

Percent of utility bill revenue collected	FTF	98%	99%	99%
Percent of real estate tax collections (+365 days)	FTF	99%	99%	99%
Percent of personal property tax collections (+365 days)	FTF	97%	95%	97%

Finance Recommendations:

The Town of Purcellville’s Finance Department is adequately staffed and comparable to other benchmarked departments in its staffing ratios. New Munis software and the various financial modules that are being utilized have been helpful in allowing staff to provide more detailed financial information in a much quicker fashion. The Department recognizes that with the transfer of tax billing and collection functions to the County, new efficiencies have been gained and the Department has dedicated time to improving services to the Town’s citizens.

The Town’s procurement specialist continues as part-time, is eligible for retirement and works remotely 100% of the time.

1. **Recommendation** – In conjunction with the Novak Organizational Assessment plan’s recommendations, the Town should provide funding for the procurement position on a full-time basis beginning in FY2024.

2. **Recommendation** - Benchmarks identified by the department are clear, but comparisons are difficult since the various communities which provided benchmark information all report differently due to differing organizational structures and focus. For future reference, it is recommended that the Town select key operational indicators for the department which are consistent with those of benchmark communities to ensure external data is a component of the Department’s evaluation of its internal operations.

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Information Technology

Department Description

The Town's Information Technology (IT) Department is responsible for ensuring efficient departmental operations for the Town's government by providing computer, hardware, software and telephone services to all Town departments. The department also identifies technological solutions to improve operational efficiencies for staff and citizens.

The Director is also called upon as a technical resource for a number of projects related to town-wide services such as improvement of wireless capabilities and expansion of broadband services for citizen and business use. Recognizing the growing importance of technology to the Town, a new position, Systems Analyst, was funded in the FY2023 budget. The IT Department is responsible for the Town's purchase, installation, maintenance and helpdesk support related to the following items:

- Computer equipment
- Communications technology equipment
- Software
- Town of Purcellville website
- Project Management – Town IT Infrastructure and Communication Projects

Department Staffing

Staffing for Purcellville's IT Department reflects the Town's emphasis on technology to improve processes and assist in improving overall operational efficiency. Staffing for the Department includes a:

- Information Technology (IT) Director who coordinates and manages current and future IT needs for all Town departments, prepares and implements project plans for new and/or upgraded systems, performs incident troubleshooting, diagnosis and repairs;
- Network Administrator who manages the Town's network, active directory, email and phone environment, performs incident troubleshooting, carries out diagnosis and repair of end user issues, monitors, troubleshoots and repair infrastructure issues;
- Information Technology Specialist, who serves as a help desk and performs incident reporting, diagnosis and troubleshooting functions and maintains an asset inventory and manages website updates;
- Systems Integrator who performs systems analysis, project management, software development, system maintenance and design and ensures application security is maintained.

Overtime Usage

Overtime usage in Purcellville's Information Technology Department was nominal with only 60.75 hours of paid overtime incurred in FY2022. Of this, about two-thirds was dedicated to coverage of Council meetings.

Comparative Data

Town of Purcellville Information Technology Staffing	
Information Technology Director	1.0
Network Administrator	1.0
Information Technology Specialist	1.0
Systems Integrator	1.0
Total	4.0

The benchmark communities of Culpeper, Front Royal, Leesburg, Vienna and Warrenton all house an IT Department in their local government structure. The chart below shows the staffing comparisons for each of these locations that had published information technology position details.

Town of Purcellville Information Technology Staffing Comparisons				
	<u>Population</u>	<u>FTE</u>	<u>FTE/1,000 population</u>	
Ashland	7,225	0.25		Deputy TM manages/oversees contracts for Town-wide IT and GIS
Berryville	4,185	No Response		
Culpeper	20,493	4	0.20	
Front Royal	16,155	2	0.12	
Leesburg	42,616	11	0.26	Supervised by Finance
Vienna	16,329	4.5	0.28	
Warrenton	10,109	5	0.49	
Benchmark Average	18,821		0.26	
Purcellville	9,120	4	0.44	

The following represents key measures to determine Information Technology’s workload factors and performance:

Workload Factors	Strategic Initiatives	Actual FY 2021	Estimated FY 2022	Projected FY 2023
Number of servers supported	PGG	23	22	20
Laser fiche records management system scanners	PGG	12	12	12
Number of personal computers supported	PGG	132	132	142
Percent of PCs and laptops over 4.5 years old	PGG	10%	11%	12%
Number of Town buildings connected to the Town network	PGG	10	13	13
Number of subscribers to the Town online notice system, Notify Me	SCP	1100	1100	1071
Performance Measures		Actual FY 2021	Estimated FY 2022	Projected FY 2023
Percent of website requests posted within one day of receipt	SCP	99%	99%	99%
Percent of IT operating budget allocated to third party support	PGG	6%	6%	6%
Percent of IT user troubles calls resolved within one day of receipt	PGG	95%	95%	95%

Outcome and Results		
Desired Outcome	Strategic Initiatives	Results
Assist with communicating public information by increasing total number of subscribers to the online notification system	SCP	Subscribership decreased slightly in 2021
Ensure operational efficiency by resolving all IT user trouble calls within one day of receipt	PGG	95% of 928 Tickets were closed within a 24 hour period
Improved communications with Town residents and the Town business community	SCP	Implementing an auto-attendant to improve the routing of calls, increasing efficiency and citizen experience.
Improve connectivity of Town sites.	SCP, PGG	Added a VoIP system allowing all Town facilities and departments to use extension dialing and add phones to buildings that previously had none.

Top Ten Projects	Strategic Initiatives	Results
ARPA Broadband Services	PCEW	See Administration Department Narrative.

Information Technology Recommendations:

1. **Recommendation** – It is recommended that the Department report the number of technical service complaints received and time to respond in future benchmarking reports.
2. **Recommendation** – As the Town of Purcellville highly values transparency for citizens and businesses, and because of the complexity of the multiple pieces of hardware in the Council Chambers, it is recommended that the IT Department provide technical support at Town Council and Planning Commission meetings to ensure high quality transmission of designated meetings. This could be achieved by budgeting for approximately 72 hours of overtime per year or by flexing an employee’s time, depending upon the Department’s workload.
3. **Recommendation** – With the addition of a Systems Analyst in FY2023, staffing levels generally appear to be working at an acceptable level and no staffing changes are recommended.

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Engineering, Planning and Development

Department Description

In March 2020, the Town's Community Development Department was merged with the Public Works and Engineering Division to create the Engineering, Planning and Development Department. The department is an important feature of Town government as the Town places a high value on good planning, sound administration of existing land use and regulatory ordinances, and strong project management as it continues to improve the quality of life for current and future residents. A unique feature of the department is the combination of planning and economic development functions, which typically lead to smoother permitting processes for those businesses seeking to grow or locate in the community; a positive asset if managed properly. The combination of functions and points of emphasis are unique in their combination, but not unusual as efficiencies are gained in communication and supervision when the three functions are closely aligned. The grouping does present some challenges for benchmarking and comparative purposes, but each division is reported separately for purposes of this report.

The Engineering, Planning and Development Department consists of the following divisions:

Administrative Management

Director of Engineering, Planning and Development, with oversight of the full department;

Director of Planning and Economic Development, with oversight of a:

- Senior Planner
- Permit & Code Enforcement Coordinator
- Internships
- Planning Consultants

- Capital Projects Coordinator. The Capital Projects Coordinator manages capital projects for the Town, especially those with VDOT or Federal funding which includes: submitting reimbursement requests, as needed, and tracking projects from concept to construction and completion. The workload is considered to be a heavy one given the Council's continuing requests for information and reports, the introduction of new, unplanned projects and the unexpected infusion of federal funding through ARPA;
- GIS and Special Projects Coordinator. Works on providing GIS mapping to all departments. Through a unique arrangement developed by the Town Manager with Loudoun County the Town's GIS services will be uniquely aligned with the County allowing the coordinator to focus on other duties including: research of deeds and easements, especially for water/sewer line work in cooperation with Public Works maintenance staff, a quicker and more detailed review of plans, especially fence permit applications and, limited Capital Project management;
- Site Inspector. Is responsible for inspection of water, sewer, and roadway infrastructure for both private and public projects, working with Utilities staff to carry out grease and grit policy tracking and enforcement as needed as well as managing the Town's Cross Connection Control program, tracking all cross connections and enforcement of violations, as needed, The Site Inspector also works closely with Public Works staff on right-of-way

permit review, tracking, inspection and coordination of road projects with applicants and contractors and oversees, with the Department's Director the Town's street paving and replacement program;

- Asset Management Coordinator who works closely with Public Works and Utilities staff and has responsibility for assessment of all of the Town's physical assets, assigning life expectancies to all Town physical assets:
 - Facilities Specialist

With the reorganization, the Director of Engineering, Planning and Development has six (6) direct reports, which is within accepted span of control practices for administrative best practices.

The Engineering, Planning and Development Department is responsible for:

- Managing Capital Projects, from inception through design and construction;
- Practicing project administration for Capital Projects, including Requests for Proposals, Requests for Bids, Contract Documents, Change Orders, Payment Applications, and Funding Reimbursement Requests (as applicable);
- Ensuring compliance with applicable standards and requirements;
- Processing and reviewing all EP and Department land development applications and projects;
- Ensuring compliance with the Purcellville Zoning Code;
- Providing staff support to Town Boards and Commissions (Planning Commission, Board of Architectural Review, Board of Zoning Appeals, Economic Development Advisory Committee);
- Inspection of all water, sanitary sewer, storm sewer, roadways, sidewalks that are associated with land development and Capital Projects; and,
- Guiding revisions to the Purcellville Zoning Ordinance based on the vision and recommendations identified in Purcellville's 2030 Comprehensive Plan.

Administration

Project management is performed in the Administrative Division and is an important and highly visible component of the Department of Engineering, Planning and Economic Development in the Town of Purcellville, which is engaged with numerous projects ranging from those in the Town's utility system to construction and improvement of transportation and recreational assets which will maintain or improve the quality of life for the Purcellville community. Project management efforts in the Town focuses on a process that works to ensure public funds dedicated to capital projects are spent efficiently and result in the outcome anticipated; an important feature of Purcellville as the Town has twelve (10) projects under construction and five (5) in design with twenty-eight (28) projects identified for consideration in the Town's FY 2023-2028 Capital Improvement Plan.

Within the localities benchmarked, not all dedicate specific team or staff resources to project management functions. Those that do not typically use other staff who have primary duties in day to day departmental operations and/or contract out project management services from vendors, selected through a competitive process, to provide support. This type of usage is typically used in

many communities who may not experience a large number of projects annually and do not wish or be able to increase staff and incur continuing overhead costs.

In the Town of Purcellville, three (3) staff, two (2) with shared responsibilities including department management, are engaged in project management functions. The Town's project management staff is highly visible, workload is considered to be heavy and has become more pressure driven with the introduction of ARPA funding and the deadlines for expenditure of those funds. Under the leadership of the current Director, the Town is considered to have a sound and mature process for managing projects but occasionally the department struggles with the volume of projects.

The Department staff have no administrative support resulting in the Director and other Administration staff preparing their own correspondence and reports, scheduling meetings, copying, filing and performing routine administrative tasks typically carried out by administrative support personnel; which is time better spent in direct project administration.

To assist in meeting current workload requirements, the Director is in the process of soliciting proposals and selecting outside project management consulting assistance, and given the demands of day to day duties, such support is warranted.

Asset Management

The Town created an asset management function during its most recent reorganization as a recommendation of the Novak Organizational Assessment Study. The asset management function with fully dedicated staff are difficult to segregate in benchmark organizations due to the multiple functions carried out by benchmarks staff which are not clearly delineated in data obtained. The asset management function in Purcellville has been established to evaluate all Town assets, assess their usable life and develop a plan with assigned costs for their maintenance and replacement.

Positions and Staffing Analysis

As noted, the Town's Department of Engineering, Planning and Development has been divided into several functional categories for the purposes of this report. Staff for the Administration/Project Management and the Town's Asset Management section include:

Administration/Project Management

- Director who has day to day oversight for operations and overall management and coordination responsibilities for the department, manages certain capital projects, prepares grant applications for VDOT Revenue Sharing, Loudoun County capital projects grants and federal funding with assistance from CP management;
- Capital Projects Coordinator who manages capital projects, especially those with VDOT or Federal funding, submits reimbursement requests as needed, tracks projects throughout, from concept to construction and final completion;

- GIS and Special Projects Coordinator who coordinates updates to the Town’s GIS, as needed provides mapping assistance and GIS assistance to department as needed, researches deeds and easements, especially for water/sewer projects in cooperation with Public Works maintenance, reviews plans, especially fence permit applications, and performs limited Capital Project management;
- Site Inspector who inspects water, sewer, and roadway infrastructure for both private and public projects, performs grease and grit policy tracking and enforcement, as needed, performs Cross Connection control tracking and enforcement, as needed conducts Right-of-Way permit reviews, tracking, inspection, coordination with applicants and carries out paving replacement program coordination.

Town of Purcellville Division of Engineering and Administration/Project Management Staffing	
Director of Engineering, Planning and Development	1.0 (0.5 assigned to project management)
Capital Projects Coordinator	1.0
GIS and Special Projects Coordinator	1.0 (0.5 assigned to project management)
Site Inspector	1.0
Total	4.0 (3.0 used for analysis)

Asset Management

The assessment management function for the Town is staffed by two (2) positions who include an:

- Asset Management Coordinator who evaluates assets at all Town facilities in cooperation with Public Works Director and Superintendents, assign values, useable life, time for replacement and estimated costs for all Town assets, works with department management to repair/replace assets, tracks the replacements and keeps the asset management listing up to date, serves as backup to the Site Inspector as necessary and develops a capital asset replacement plan for all infrastructure, facilities and assets;
- Facilities Specialist who repairs/replaces and assists in identification of needs at each of the Town facilities and assists with inspections from outside sources as needed to identify needs and costs.

Asset management functions in many communities are not as focused as in the Town of Purcellville and are not clearly delineated by a large enough sample of benchmark communities to obtain a meaningful comparison for staffing analysis purposes.

Overtime Use

Overtime use for the Department was not analyzed at the sub-department (division) level. However, for eligible employees in the Department as a whole, a majority of overtime used appeared to fall in the areas of facilities repair and care during the pandemic, project management

and CCB and public meetings. The amount charged for FLSA eligible employees does not seem to be impactful and warrant additional staff.

Performance Measures

Performance measures for analyzing staff workloads for comparative purposes is difficult to acquire due to various approaches to capital budgeting and timing of projects utilized by communities.

Town of Purcellville Engineering, Planning and Economic Development Comparisons Administration/Project Management Staffing Comparisons					
	<u>Population</u>	<u>FTE</u>	<u>FTE/1,000 population</u>	<u>Notes</u>	<u>Number of FTE's/ Resident</u>
Ashland	7,225	N/A			
Berryville	4,185	N/A			
Culpeper	20,493	N/A			
Front Royal	16,155	N/A			
Leesburg	42,616	7	0.16		1/6,088
Vienna	16,329	2	0.12		1/8,165
Warrenton	10,109	4	0.40	3 ARPA funded	1/2,527
Benchmark Average	18,821		0.19		1/5,312
Purcellville	9,120	3.5	0.38		1/2,606

PERFORMANCE DASHBOARD

The following represents key measures to determine Engineering, Planning, & Development's workload factors and performance measures:

Workload Factors	Strategic Initiatives	Actual FY 2021	Estimated FY 2022	Projected FY 2023
Capital Projects construction	FTF	5	5	4
Capital Projects under Design	FTF	8	10	10
Over-the-counter permits and development plan applications processed	PGG	425	450	450
In-person counter customer service requests	PGG	n/a due to COVID	n/a due to COVID	Unknown
Customer Service Inquiries (phone calls, e-mails, letters)	PGG	Not tracked	Tracking beginning 01/2022	Tracking beginning 01/2022

Code enforcement correction notices issued	PGG	1. 10	1. 10	1. 10
1. Courtesy Letter		2. 3	2. 3	2. 3
2. Preliminary Determination Letter		3. 2	3. 2	3. 2
3. Notice of Violation				

Performance Measures	Strategic Initiatives	Actual FY 2021	Estimated FY 2022	Projected FY 2023
Code Violations Resolved	PGG	13	13	13
Capital Projects operating budget to total yearly CIP expenditures (<i>includes project management cost in the operating cost</i>)	FTF, PGG	7.2%	6.5%	6.0%
Number of Projects in Design	FTF	8	12	12
Number of Projects under Construction	FTF	4	7	8
Percentage pavement with a pavement condition index of 60 or better	PGG, FTF	57%	52%	45%
Number of permits processed for small projects (e.g. decks, sheds, signs, fence, occupancy and use permits)	PGG	442	450	450
Number of zoning violations processed	PGG	15	20	25
Asset Management System Inventory %age of assets completed with data	PGG, FTF	N/A	12-24%	25-50%

Outcomes and Results		
Desired Outcome	Strategic Initiatives	Results
Begin comprehensive zoning code update	PCEW	Complete Planning Commission review of the zoning code update and forward to Town Council for review and adoption.
Protect the character and quality of the Town's commercial and residential neighborhoods through enforcement of Town, ordinances.	PCEW, PGG	Preserved the historic, small-town character of Purcellville through judicious and appropriate code enforcement and professional best practices for land-use development and administration.

Top Ten Projects	Strategic Initiatives	Results
ARPA Spending Plan	FTF	See Administration Department Narrative.
Water Facilities	PCEW, FTF	See Water Department Narrative.
Asset Management Plan	FTF	Community Garden Site - This site will be included in a cost center for the Village Case property. FY22 Budget Amendments may include estimates for short term projects (tree removal, security/stabilizing the remaining buildings, pond aerator). Longer term projects will be described in the cost center for the property as part of the FY23 budget.
CIP Funding for Hirst reservoir and repair of stand pipe and valves	PCEW, PGG	See Administration Department Narrative.

Engineering, Planning & Development Recommendations:

1. **Recommendation** - Due to the aggressive nature of the ARPA program and the program’s deadlines for expenditure of funds, the Town should recruit and hire an additional Project Coordinator to ensure that project deadlines are met. If ARPA funds are available, they should be considered for use in funding the position.

2. **Recommendation** - The Town should continue to utilize outside professional resources for project management to supplement current staff and to ensure project deadlines, particularly ARPA’s, are met.

3. **Recommendation** - Given the Director’s workload and the department’s lack of administrative support, the department should hire an Administrative Assistant in FY2024 to relieve the Director of daily clerical/administrative duties freeing up Director’s time for management and project management related duties.

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Planning and Economic Development

Town of Purcellville’s Planning and Economic Development Division is small division housed in the Department of Engineering, Planning and Development, which is highly active and oversees administration of the Town’s zoning, subdivision codes and development related ordinances and manages both short- and long-range planning functions for the Town. In addition, the department interacts with regional planning bodies and serves as the clearinghouse for citizen questions related to land use, planning and non-planning related issues. As such, the department and its staff are in constant contact with citizens and non-citizens in regard to a wide variety of planning and non-planning related issues.

The Division also provides support to the Planning Commission, Board of Architectural Review, Board of Zoning Appeals and Economic Development Advisory Committee; with the Planning Commission scheduled for meetings twice per month and the BAR and EDAC meeting monthly. Due to the Planning Commission being charged with management of a rewrite of the Town’s zoning ordinance, the frequency of meetings often extends significantly beyond those scheduled on a monthly basis.

Housed in the Planning and Economic Development Division of the Town assigned staff include the:

- Director who works with the Senior Planner to coordinate with developers, promote economic development within the Town and performs reviews of site plans;
- Senior Planner who conducts plan reviews, Comprehensive Plan coordination, works on zoning and other ordinance revisions and serves as liaison for designated CCB’s;
- Planning Operations Coordinator who provides administrative support for assigned CCB’s, attending their meetings and preparing their agendas and minutes, and provides customer service and general administrative assistance for the department;
- Permit and Code Enforcement Coordinator who receives permit applications, sends applications to reviewers including outside referral agencies, tracks review comments and coordinates with applicant and the Planning and Zoning Director.

The following charts below reflect the Fiscal Year 2022-2023 staffing for the Planning/Zoning Department as compared to the benchmark locations.

Purcellville Planning and Economic Development Staffing	Full-Time Positions
Planning and Economic Development Director	1.0
Senior Planner	1.0
Planning Operations Coordinator	1.0
Permit and Code Enforcement Coordinator	1.0
Total	4.0

Town of Purcellville Planning and Economic Development Staffing Comparisons					
	<u>Population</u>	<u>FTE</u>	<u>FTE/1,000 population</u>	<u>FTE/1,000 citizens</u>	<u>Notes</u>
Ashland	7,225	5	0.69	1/1,445	Includes ED
Berryville	4,185				
Culpeper	20,493	11	0.54	1/1,863	
Front Royal	16,155	6	0.37	1/2,693	TM serves as ED Director
Leesburg	42,616	28	0.61	1/1,522	Planning, Plan Review (9) and ED factored in (45) for comparative purposes
Vienna	16,329	10	0.61	1/1,633	Economic Development (2)
Warrenton	10,109	10.36	1.03	1/978	All planning and code enforcement staff. Includes 1 Visitor Center staff. No ED staff
Average of Benchmarks	18,821		0.62	1/1,605	
Purcellville	9,120	4.0	0.44	1/2,280	Includes, planning, economic development, engineering/project management

Performance Measures – See above.

Planning & Economic Development Recommendations:

- 1. Recommendation** – Code and Zoning Enforcement is a function which is not clearly defined and has been controversial. It is recommended that the Department add a Code Enforcement and Zoning Officer in FY2024.
- 2. Recommendation** – For analytical and comparative purposes, it is recommended that planning, zoning and regulatory functions be separated from those of the Engineering Division.

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Parks and Recreation

The Purcellville Parks and Recreation Division, under the supervision of the Director of Administration, is an atypical recreation department in that the division provides typical core services for a wide range of programs and participants and is entrepreneurial in the development of programs that benefit a wide range of users from both within and outside the Town. The division provides residents of all ages and abilities, through a variety of quality activities, facilities and services adjusting to the changing needs of the community.

The Division operates with two (2) full-time employees who utilize seven (7) parks, trails and building facilities for providing programs. The last full-time staff addition was provided to the Department in 2019. Division staff also serve as staff liaison to the Parks and Recreation Advisory Board, the Tree and Environment Sustainability Committee, the Purcellville Arts Council, and the Train Station Advisory Board to review, plan, implement, and manage projects and initiatives that provide Town residents and visitors both in-person and virtual recreational offerings related to the Town's parks, trails, and events. Programs are developed around a focus on cultural, environmental, and historical features in Purcellville. Staff is working with the committees to establish two-year plans to focus and guide efforts and work collaboratively with various Town departments and citizens groups. The Division Manager has developed an annual work plan to plan and track event milestones to ensure deadlines for different stages of planning and implementation of events are maintained.

The Department is currently working:

- with the Engineering, Planning & Development Department to establish a multi-use path through the Suzanne R. Kane Nature Preserve;
- to enhance the Fireman's Field Complex to make it a more vibrant and active park in Town. The efforts, which will be planned and managed jointly with the Engineering, Planning & Development Department, Public Works, and the Purcellville Parks and Recreation Advisory Board, include establishing and implementing rates and procedures for people to rent the pavilion in Dillon's Woods, building an outdoor stage in Dillon's Woods that can be used for Town events and rented by others for performances, adding a handicap accessible ramp to the pavilion, adding additional electricity, extending the split rail fence, and installing signage for Dillon's Woods;
- in support of the Engineering, Planning and Development Department to enhance the Town's Community Garden property with a phased approach that will include installing an aerator for the pond to improve water quality, removing the foundations of the buildings that were taken down in Fiscal Year 2022, removing trees that are threatening the remaining buildings, and installing doors and windows to the horse barn;
- to continue to host a combination of virtual and in-person events and activities to keep the community engaged and connected;
- to manage and coordinate the process to issue Special Events permits;
- In calendar year 2021, three new events were established that will likely become annual occurrences and are added to the twenty-eight (28) currently scheduled in FY2023.

Position Staffing and Analysis

Comparing staffing levels for Parks and Recreation services is complicated by the wide variation in services offered by the benchmark departments and by the use of volunteers. The comparisons made in this study tried, to the extent possible, mitigate these differences. This was done by using comparisons based on variety of measures including staffing levels in the Park and Recreation Departments in the towns of Ashland, Culpeper, Leesburg, Vienna and Warrenton and comparison with the National Recreation and Park Association 2020 per capita medians (the most recent year data is available.)

- The Division Manager, who serves as staff liaison to five (5) Committee, Commissions & Boards, performs event management and is responsible for grant writing and grant management'
- Events Specialist who performs events planning, execution and management, solicits and coordinates volunteer participation and serves as liaison to outside organizations who work with the Parks and Recreation Division and the sponsored events.

Purcellville Parks and Recreation Staffing	Full-Time Positions
Division Manager	1.0
Events Specialist	1.0
Total	2.0

Overtime Use

The Parks and Recreation Division incurred 322 hours of overtime use in Fiscal Year 2022 with only 36.5 hours being dedicated to core duties and the remainder being expended on meeting and event attendance. Being that events planned by the Division typically occur beyond normal working hours (nights and weekends) 322 hours of overtime for two (2) employees is considered an above average number of hours to work.

Position Staffing Analysis

The staffing levels for the Purcellville Parks and Recreation Division and responding benchmarks were evaluated based on:

- FTE/1,000 Population
- Employees/ resident
- Total Expenditures/Capita

Town of Purcellville Parks and Recreation Comparisons						
<u>Town</u>	<u>Population</u>	<u>FTE</u>	<u>FTE/1,000 population</u>	<u>Employees/Resident</u>	<u>Per Capita Expenditure</u>	<u>Notes</u>
Ashland	7,225	3	0.42	1/2,408	\$17.03	Supervised by PW/Operates pool/Pool Manager/ Asst included/2 PT Farmers Market staff included Coordinator funded by ARPA budget
Berryville	4,185	No response				
Culpeper	20,493	4	0.20	1/5,123	\$36.94	Special events and Park Maintenance Programs only
Front Royal	16,155					Relies upon Warren County
Leesburg	42,616	34	0.80	1/1,253	\$144.04	
Vienna	16,329	25	1.53		\$187.83	Includes Community Center (5) teen center (2)parks maintenance (12)
Warrenton	10,109	21.48	2.12	1/471	\$180.52	Includes Aquatics Center
Average	96,772	87.48	1.10	1/1,106	\$104.22	
Purcellville	9,120	2	0.22	1/4,560	\$40.09	

The Purcellville Park and Recreation Division had one (1) FTE/per 4,560 residents in 2022. The FTE/resident population in the park and recreation departments in the comparison benchmarked towns varied from 1/471 in Warrenton, which has invested heavily in an indoor aquatics center, to employee per 5,123 residents in Culpeper with an average of 1 employee per 1,106 residents. The Purcellville Parks and Recreation Division had the second lowest staffing level of the comparison towns. The Town spent \$40.09 per capita the third from the lowest of those benchmarked communities providing recreational programs and 44% of the National Parks and Recreation Associations 2020 published data for all departments nationally and 67.5% for communities with departments employing less than ten (10) employees.

Only Ashland and Front Royal spent less per capita on park and recreation personnel and operate either fee based or cooperative programs with other jurisdictions. Purcellville' expenditures/per capita for park and recreation was approximately 38.5% of the average expended by peer towns.

In reviewing departmental functions of the various parks and recreation departments, it should be noted that Purcellville's department operates differently than most of those in the comparison group due to types of facilities managed, how facilities are maintained and maintenance staff assigned and what types of programs are offered. In Purcellville, active sports and recreation

programs are offered by the County or recreational leagues and associations and are not offered by the town. This is not to diminish the work of the staff who has significant liaison responsibilities with a variety of Town appointed committees, commissions and boards all of which provide programs which enjoy a wide range of public support and serve to provide enhancements to the quality of life in the community. But it does make comparisons of staffing requirements more challenging. In reviewing staffing levels in Purcellville, direct staff comparisons were made with the other benchmarks that operate programs because all are recreation oriented.

As noted earlier in this section, Purcellville is a town which is an event-oriented program provider. In developing programs, particularly in a community like Purcellville, development of a quality product (event) is highly important which requires significant time in planning and coordination of activities to participant ensure citizen expectations are met. It is recognized that the Department staff regularly plans and participates in twenty-eight (28) events annually and three (3) more are being added to the schedule. Coupled with liaison responsibilities, which added 324 hours of extra time annually, or twenty-seven (27) hours monthly for current Town employees who staff the assigned CCB's and coordinate other events which is considered to be a heavy workload.

Parks and Recreation Recommendations:

- 1. Recommendation** - The staffing level comparison of the Purcellville Parks and Recreation Department demonstrate a statistical need for additional staff when compared with towns utilized as benchmarks to have staff resources equivalent to the comparable towns. However, recognizing that the department is an events-oriented department and a probable thirty-one (31) events will be on the department's calendar going forward one (1) additional position is recommended for funding in FY2025.

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Police Department

Department Description

The Town of Purcellville Police Department provides typical Town municipal law enforcement functions enforcing laws and ordinances and providing a wide range of law enforcement related services. The Department provides community policing, patrol, investigation (minor-major investigations conducted by Loudoun County or outside agency), traffic safety, crime prevention, child sex crimes and drug interaction functions. Proactive efforts by the Department to implement a community oriented policing function have led to the Town being recognized as the third safest town in Virginia by Safewise in 2022, a ranking the Town has maintained over the years by various rating groups.

The Department, consisting of twenty-three (23) staff with twenty-one (21) sworn for law enforcement purposes, is accredited under Virginia Law Enforcement Professional Standards Commission (VLEPSC) and operates on a twelve (12) hour shift schedule for sworn personnel. The Department operates with seven (7) more staff than it had in Fiscal Year 2014.

The Department continues to work toward a reduction of reported crimes and is seeing a reduction to that of similar sized towns in Virginia, a trend that has proven consistent for more than a decade. Due to retirements and officers moving to larger departments for career advancement opportunities, the Department has become a training ground for other departments. The Department uses typical crime reporting software and is operational with mobile data terminals and in car cameras.

Purcellville's Police Department is well-organized around traditional police functions and its command structure is relatively simple and highly effective. It remains in rented/leased facilities which is undergoing a major expansion to better house the Department's staff and functions and continues to participate in discussions related to construction of a new Town-owned Police facility which meets all department needs.

Department Staffing

The Purcellville Police Department operates with a typical law enforcement structure tailored to meet the needs of the Purcellville community. Positions include:

- Chief of Police who oversees daily administrative and operations functions of the department, creates and maintains cooperative relationships with Town personnel, surrounding agencies, school's administration and the public and ensures the Department's mission is achieved;
- Deputy Chief of Police who administers the departmental budget, oversees administrative investigations in conjunction with personnel and operations, exercises supervision of all personnel and has oversight of capital projects;
- Lieutenant, Operations who manages daily operations of all patrol functions and patrol personnel, ensures officer safety, manages Infectious Disease Control Program and serves as on-call Operations Commander;
- Lieutenant, Administration who oversees records management and accreditation for the Department, shares on-call duties for operations with the Operations Lieutenant, oversees and serves as property and evidence manager, performs Quartermaster functions, conducts

recruitment, hiring and training, conducts internal investigations, manages the Police facilities and security systems and oversees the Department’s in-car camera program;

- Sergeants (4) who each manage a patrol shift and serve as patrol shift supervisors, perform criminal investigations, serve as mentors to Corporals and Patrol Officers performing audits of officers’ performance, and serve as fleet management coordinators, firearms instructor and armorer, while ensuring officer safety;
- Corporals (4) who perform initial investigations, serve as CEW Instructors, Training coordinators, answer calls for service, perform traffic management and enforcement and serve to provide street level community outreach and engagement;
- Officers (9) serve as front line staff along with Sergeants and Corporals and answer calls for service, perform traffic management and enforcement functions, provide field training for new Officers, conduct criminal investigations and provide community outreach and engagement;
- Records Coordinator who maintains office operations including budget tracking and supply management, manages and inputs records into the records keeping system for the Department ensuring IBR compliance and plans and coordinates community outreach programs and events;
- Accreditation Coordinator who manages the state accreditation program and ensures Departmental compliance, reviews, creates and edits the Department’s general orders and policies and assists with providing public information and social media.

<u>Purcellville Police Department</u> <u>FY2023 Staffing</u>	<u>Full-Time</u> <u>Positions</u>
Chief	1.0
Deputy Chief	1.0
Lieutenant Operations	1.0
Sergeant	4.0
Corporal	4.0
Patrol Officers	9.0
Lieutenant Administration	1.0
Records Coordinator	1.0
Accreditation Coordinator	1.0
Total	23.0

Use of Overtime

As evidenced in earlier sections of this report, the Department utilizes a significant amount of overtime annually, much of which is devoted to working on core duties, shift coverage, special assignments, customary training, court appearances and police related duties and activities. Of the Department’s 3,475 hours of overtime logged in during Fiscal Year 2022, 89% was related to the various categories above, with the remainder being allocated to special events and public meeting attendance outside normal shift hours.

TOWN OF PURCELLVILLE POLICE DEPARTMENT PERFORMANCE INDICATORS¹:

ACTIVITY	FY2011	FY2012	FY2013	FY 2014
Homicide and Deaths Investigations*	12	7	2	55
Assault Investigations*	66	82	34	34

*Information is provided on a calendar year, and as such, is not available for FY2022.

Notes: 1. Source of Performance Indicators - Annual Budget for Fiscal Year 2023

Staffing Analysis

The Police Department staffing levels for the Town of Purcellville were compared to the staffing levels in the Police Departments in the Towns of Ashland, Culpeper, Front Royal, Leesburg, Vienna and Warrenton. These towns were chosen because the communities they serve provide similar services to those provided by the Purcellville Police Department:

- Population/Sworn Officer
- Population/FTE
- Land Area/Sworn Officer
- Housing Units/Sworn Officer
- Calls for Service
- Violent and Property Crime/Sworn Officer

The Purcellville Police Department had approximately 434 residents/sworn officer in 2022. The residents/sworn officer in the comparison towns varied from approximately 268 residents/sworn officer in Ashland to approximately 472 residents/sworn officer in Leesburg with an average of approximately 420 residents/sworn officer. Only the Leesburg, Culpeper and Front Royal Police Departments had greater population/sworn officer than the Purcellville Police Department.

Population/sworn officers in the Purcellville Police Department was 3.3% less than the average of the Police Departments in the comparison towns. The Purcellville Police Department had 431 residents/FTE which includes all employees of the department. The population/FTE in the comparison town's police departments varied from 241 residents/FTE in Ashland to 395 residents/FTE in Leesburg with an average of 314 residents/FTE.

None of the police departments had a greater population/FTE than the Purcellville Police Department. Residents/FTE for the Purcellville Police Department was 16% greater than the average in the Police Departments in the comparison towns. Staffing in the Purcellville Police Department at the average level of the police departments in the comparison towns would be 22 sworn officers and 27 total FTE. These staffing levels are shown in the table below.

Purcellville Police Department Comparisons

	<u>Population</u>	<u>Total Police Personnel FTE</u>	<u>Police Sworn Officers</u>	<u>Population/FTE</u>	<u>Population/Sworn Officer</u>	<u>Land Area (Square Miles)</u>	<u>Land Area/Sworn Officer</u>
Ashland	7,225	30	27	1/241	1/268	7.13	0.26
Berryville	4,185		No response				
Culpeper	20,493	54.8	46	1/374	1/445	6.72	0.15
Front Royal	16,115	53	36	1/304	1/448	9.24	0.26
Leesburg	42,616	108	90	1/395	1/474	12.39	0.14
Vienna	16,329	51	41.5	1/320	1/393	4.41	0.11
Warrenton	10,109	32.16	28	1/314	1/361	4.5	0.16
Average	18,814	54.8	44.75	1/343	1/420	7.4	0.17
Purcellville	9,120	23	21	1/397	1/434	3.15	0.15

Town of Purcellville Public Safety (Police) Comparisons

	<u>Population</u>	<u>FTE</u>	<u>FTE/1,000 population</u>	
Ashland	7,225	30	4.15	27 sworn 3 civilians
Berryville	4,185			No response
Culpeper	20,493	54.8	2.67	46 sworn
Front Royal	16,329	53	3.25	
Leesburg	42,616	108	2.54	
Vienna	16,329	51	3.13	Includes animal control (1); communications (10)
Warrenton	10,109	32.16	3.18	
Purcellville	9,120	23	2.52	

The Purcellville Police Department covered 0.15 sq. mi./sworn officer in 2022. The area in square miles covered per sworn officer in the comparison cities varied from 0.11 sq. mi./sworn officer in Vienna to 0.26 sq. mil./sworn officer in Ashland and Front Royal with an average of 0.17 sq. mi./sworn officer. Only the Vienna Police Department covered less area/sworn officer than the Purcellville Police Department. Area covered in sq. mi./sworn officer in Purcellville was just below the average for comparison towns. Staffing in the Purcellville Police Department at the average area/sworn officer would be comparable to current levels.

Town of Purcellville Police Department Housing Units Comparison			
	<u>Housing Units</u>	<u>Police Sworn Officers</u>	<u>Housing Units/Sworn Officer</u>
Ashland	3,151	27	116.7
Berryville	No Response		
Culpeper	6,551	46	142.4
Front Royal	6,335	36	176
Leesburg	18,610	90	206.8
Vienna	5,653	41.5	136.2
Warrenton	4,161	28	148.6
Average	7,410	44.75	1/165.6
Purcellville	3,115	21	148.3

The Town of Purcellville’s Police Department has fewer housing units per sworn officer than all but two of the Town’s benchmark group, and sworn officers cover 89.4% of those of the benchmark average.

Town of Purcellville Violent and Property Crime Comparisons, 2020							
	Ashland	Culpeper	Front Royal	Leesburg	Vienna	Warrenton	Purcellville
Population	7,225	20,493	16,115	42,616	16,329	10,109	9,120
Sworn Officers	27	46	36	90	41.5	28	21
Violent Crime Reported	16	38	35	113	10	13	4
Violent Crime/Officer	0.59	0.82	0.97	1.26	0.24	0.46	0.19
Violent Crime/1,000 population	2.22/1,000	1.85/1,000	2.17/1,000	2.65/1,000	0.61/1,000	1.28/1,000	0.44/1,000
Property Crime Reported	134	323	293	544	225	135	45
Property Crime/Sworn Officer	4.96	7.02	8.14	6.04	5.42	4.82	2.14
Property Crime/1,000 population	18.5/1,000	15.95/1,000	18.19/1,000	12.7/1,000	13.77/1,000	13.37/1,000	4.93/1,000

Source: FBI, 2020 Crime Reports

Town of Purcellville Violent and Property Crime Comparisons, 2020

	Ashland	Culpeper	Front Royal	Leesburg	Vienna	Warrenton	Purcellville
Population	7,225	20,493	16,115	42,616	16,329	10,109	9,120
Violent Crime	16	38	35	113	10	13	4
Property Crime	134	323	293	544	225	135	45
Violent Crime/1,000 population	2.22/1,000	1.85/1,000	2.17/1,000	2.65/1,000	0.61/1,000	1.28/1,000	0.44/1,000
Property Crime/1,000 population	18.5/1,000	15.95/1,000	18.19/1,000	12.7/1,000	13.77/1,000	13.37/1,000	4.93/1,000

Source: FBI, 2020 Crime Reports

Recent data indicates that the Town of Purcellville experienced the lowest rate of violent and property crime per 1,000 residents and the lowest rate of violent and property crime per sworn officer of those communities benchmarked.

2020 Traffic Violations

	Ashland	Culpeper	Front Royal	Leesburg	Vienna	Warrenton	Purcellville
Population	7,225	20,493	16,115	42,616	16,329	10,109	9,120
Sworn Officers	27	46	36	90	41.5	28	21
Traffic Stops	3,209	6,442	6,246	6,597	8,026	2,620	2,268
Traffic Stops/Sworn Officer	118.9	140.0	173.5	73.3	193.4	93.6	108.0
Citations	2,170	2,945	3,287	4,511	4,772	1,327	1,767
Citations/Sworn Officer	80.4	64.02	91.3	50.1	115.0	47.4	84.1

Source: Department of Criminal Justice Services, 2021 Uniform Crime Reporting, Section 52-30.2 Code of Virginia

The Town of Purcellville has an active traffic enforcement program based upon the data provided above. It should be noted, however, that traffic enforcement activity is typically not carried out by upper level command structure within a department, so traffic enforcement may be impacted by the configuration of the department reporting. For example, some departments have dedicated enforcement units whose primary responsibility is traffic enforcement. Smaller departments such as Purcellville do not have the resources in numbers to dedicate to specific areas of enforcement

and adjust their focus and resources as needs are identified. In addition, other factors including volume of traffic, types of streets and roads, departmental emphasis on traffic control, higher levels of police focus in other areas of enforcement and other factors impact the level of traffic activity. Considering these factors, the Town's Police Department carries out a relatively aggressive program of traffic enforcement for serious traffic offenses.

Overtime Use

The Purcellville Police Department is a well-trained, community-policing focused police department where sworn officers perform multiple functions due to the limited areas of specialization allowed within the staffing structure. The department operates on a typical twelve-hour shift schedule and because of limited staffing utilized 3,360 hours of overtime/compensatory time, equating to 1.6 positions in 2022 based upon a 2,080-hour work year.

Overtime usage, according to information provided, is based on typical uses such as training, court time, late calls received and provision of coverage due to absence of officers (training, sick and annual leave, etc.). Without reductions in service and a possible corresponding decrease in activity it is doubtful overtime use could be avoided and/or reduced at current level of staffing and community expectations.

Police Department Recommendation:

- 1. Recommendation** - Based upon the analysis of the data above and a review of the Novak report, it is recommended that the Police Department staffing levels be increased by two (2) patrol officers in FY2026.

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Public Works and Utilities

Department Description

The Public Works Department is responsible for overseeing four (4) divisions which include Streets/Maintenance, Utility Infrastructure/Utility Maintenance, Water, and Wastewater. For purposes of this report, the four (4) divisions will be discussed separately for comparative purposes. Staffing for all Public Works and Utility functions as provided in the FY2023 budget for the Town of Purcellville indicate a net decrease of two (2) staff in Public Works functions from 2014 to 2023 and a net increase of one (1) position in Utilities since 2014.

Responsibilities of the four (4) divisions include department administration, water resource development, treatment of water produced from surface water (Hirst Reservoir) and wells and distribution of water to 2,989 customer accounts inside and outside Purcellville's corporate limits; wastewater collection and treatment; improving and maintaining the Town's streets, public facilities, parking lots and utility infrastructures. The Department is unique in that a considerable amount of cross-training and job responsibilities between utilities and public works staff occurs particularly in the maintenance of water and sewer lines and snow removal.

The four (4) divisions of Public Works and Utilities are described in detail below:

Administrative Management

- Generally, manages all public works and utilities functions on a daily basis;
- Provides administrative/support and direction for the Public Works and Public Utilities Department staff;
- Serves as point of contact for communications with public works operations and manages internal customer service issues related to public works operations for all Town Departments;
- Manages the Town's Residential and Commercial Refuse and Recycling program.
- The Public Works Director serves as the point of contact for almost all departmental issues;
- The Maintenance Superintendent oversees both street and General Fund infrastructure maintenance as well as utility line and related system maintenance;
- The Public Works Coordinator assists the Director with scheduling, project tracking, and budget management, serves as the initial point of contact and fields and resolves customer complaints, and assists in fleet management and maintenance scheduling and operations, often working with Plant Superintendents in filing of required monthly reports.

Department Staffing

The Public Works Department is led by an administrative staff comprised of:

- Director of Public Works who is the Department's primary liaison for Town Office, Council, Mayor and residents, attending various meetings as the Department's representative, assuming responsibility for all daily operations, budget development and

tracking, and ensuring quality assurance/control for all departmental services and programs;

- Maintenance Superintendent who oversees utility infrastructure maintenance, upgrades and repairs, oversees fleet purchases and repairs, maintains the beehive work order system, manages buildings and ground maintenance and repair activities, and checks projects for progress and conformance to work plans and orders;
- Public Works Coordinator who assists the Director with scheduling, project tracking and budget management, fields and resolves citizen/customer complaints and assists in fleet management and maintenance scheduling and operations.

Purcellville Public and Utilities and Street Maintenance - Administration Staffing	Full-Time Positions
Director	1.0
Public Works Coordinator	1.0
Maintenance Superintendent	1.0
Total	3.0

The Department focuses on the following areas with significant crossing of functional boundaries which are not traditionally crossed in localities, and providing an end product which is reflected in the Town’s appearance and high level of services enjoyed by Town residents. It is observed that the system works well with current staffing numbers due to the dedication of the employees and their willingness to learn and perform what may be considered non-traditional departmental functions with high degrees of cross-training employed. Key areas of focus for the Department include:

Public Works and Utilities Infrastructure Maintenance

Provides comprehensive maintenance and operations of the Town’s owned streets, facilities and other infrastructure necessary to provide service the Town’s residents. The Maintenance Division provides maintenance and service of the Town’s water distribution system that includes fifty-three (53) miles of water mains, 1,865 water valves, 475 fire hydrants and 3,030 water meters. Infrastructure maintenance staff also provides maintenance, repair and inspection functions of the wastewater collections system that includes thirty-six (36) miles of various sized sewer mains, inspection and repairs of 1,020 manholes and assisting the wastewater treatment plant staff with routine maintenance of seven (7) wastewater pump stations. In addition, the department performs maintenance on 24 miles of various sized storm water collection lines, conducts general maintenance and repairs and performs snow removal for 57 lane miles of roadways, repairs and maintains over 1,000 street signs and cares for four (4) public parking lots. The Maintenance Division also provides general maintenance for town-owned facilities (buildings) including Town Hall, Bush Tabernacle and the Train Station and continues to mow and bush hog approximately forty (40) acres of yards, fields and easements. Staff allocations for maintenance operations are shown on the various tables which follow:

Purcellville Public Street Maintenance - Staffing	Full-Time Positions
Team Lead, Streets and Maintenance	1.0
Maintenance Mechanic	1.0
Maintenance Technicians	2.0
Total	4.0

The Team Lead for Street Maintenance supervises a team responsible for repairs and maintenance of streets; landscaping and mowing contract management and manages three (3) employees who include:

- a Maintenance Mechanic who maintains town vehicles and equipment, supports utility and street crews, when needed and performs snow removal;
- two (2) Maintenance Technicians who maintain Town easements and rights of way. Staff also mows, trims and landscapes Town facilities and VDOT rights of way and perform snow removal, when needed.

Utilities

Utilities Lines Maintenance

Purcellville Utilities Maintenance - Repair and Maintenance Staffing	Full-Time Positions
Team Lead, Utilities	1.0
Maintenance Technicians	3.0
Total	4.0

The Team Lead for Utilities has duties similar to those carried out by the Team Lead, Street Maintenance supervising a team of three employees (Maintenance Technicians) responsible for installation, repair and maintenance of the Town's water distribution and sewage collection system. The Team Lead also and assists with repairs to the water distribution and sewage collection systems and develops plans for preventative maintenance. Crossover work assisting with street maintenance particularly during snow and ice events is a routine occurrence and expectation for the staff. The duties of the employees supervised by the Team lead include:

- The Town's three (3) Maintenance Technicians work to maintain the water transmission and sewer collection lines, performing preventative maintenance, fixing line breaks and maintaining utility easements. In addition, the staff cleans storm drains and catch basins

as part of the Town’s stormwater management program and performs snow removal, when required.

Utilities Maintenance - Meters and Systems

Purcellville Utilities Maintenance - Meters - Staffing	Full-Time Positions
Meter Technician	1.0
Utility Maintenance Technician	1.0
Total	2.0

Directly managed by the Maintenance Superintendent are two (2) employees who perform routine maintenance on meters and on the utility systems equipment. The two employees’ duties include:

- a Meters Technician who installs and repairs the Town’s water meters, reads those meters who are not part of the Town’s automated system for billing purposes and turns customers water service on and off;
- a Utility Maintenance Technician who performs preventative maintenance on facility equipment, repairs equipment, when possible and performs maintenance cost tracking for utility systems equipment.

Water Production and Treatment

Purcellville Utilities Water Treatment Plant - Staffing	Full-Time Positions
Water Superintendent	1.0
Senior Hydrogeologist	1.0
Water Operators	6.0
Utility Maintenance Technician	1.0
Total	9.0

Staff for the water production and treatment division receive general guidance from the Public Works Director. Daily management for water production and treatment staff is overseen by the Water Superintendent who oversees a staff of eight (8) employees who ensure state and federal regulations and testing requirements are met on a daily, monthly and annual basis for treatment of surface and well water resources. The Water Superintendent also plans, organizes and directs the operation of the water treatment plant and related facilities, preparing, monitoring and administering the division’s annual operations budget and assists in planning and implementing capital projects related to the plant while ensuring plant efficiency on an annual basis. Due to permit requirements requiring minimum levels of staffing, cross-training of utility operators (water

and wastewater) took place during the pandemic to ensure continuous operation of water production and sewage treatment functions.

Staff for the Water Production Division include:

- a Senior Hydrogeologist who manages regulatory compliance of Water Treatment Plant operations, sampling programs and permits; tracks and interprets regulatory changes and manages surface water and groundwater sources. The position is also responsible for maintaining budgets, staff schedules, and setting priorities for operational adjustments;
- Six (6) Water Operators of various state classifications who operate the water treatment plant, which treats water from the Town’s reservoir, operate and manage the Town’s well facilities which supplement surface water sources and collect and performing tests on water samples to ensure compliance with state and federal permit requirements. Water Operators also ensures the water plant is in compliance with permit requirements by making chemical adjustments to the treatment process;
- a Utility Maintenance Technician who maintains water production facilities and grounds and is cross trained to serve as back up for Water Treatment Plant Operators.

Wastewater Treatment

Purcellville Utilities Wastewater Treatment Plant - Staffing	Full-Time Positions
Wastewater Superintendent	1.0
Lab Technicians	2.0
Operators	5.0
Total	8.0

Staff for the Wastewater Treatment Division receive general guidance from the Public Works Director. Daily management for wastewater treatment staff is overseen by the Wastewater Superintendent who oversees a staff of seven (7) employees who ensure state and federal regulations and testing requirements are met on a daily, monthly and annual basis for treatment of the Town’s wastewater. The Wastewater Superintendent plans, organizes and directs the operation of the wastewater treatment plant and related facilities. The Superintendent also plans, prepares, monitors and administers the division’s annual operations budget and assists in the wastewater treatment plants capital projects budget. The Superintendent also ensures plant efficiency and prepares and submits monthly and annual operational reports.

Staff for the Wastewater Treatment Division include:

- Senior Laboratory Technician who analyzes all permitted samples, prepares and maintains technical reports on results of laboratory analyses conducted on wastewater samples, ensures all compliance and quality assurance standards are met, develops laboratory budget and orders necessary supplies for both, the wastewater treatment plant and laboratory, performs routine chemical, biological and physical analysis of wastewater samples to ensure compliance with permitting requirements, trains and certifies all staff on laboratory

testing and maintains barcode asset inventory for the wastewater treatment plant and laboratory items;

- a Laboratory Technician who performs routine chemical, biological and physical analysis of wastewater samples, manages and assumes responsibility for the plant’s Chemical Safety Data Sheet (SDS) program, performs routine chemical, biological and physical analysis of wastewater samples, performs and records chemical lot verifications, thermometer accuracy checks, pipette accuracy checks;
- Five (5) Wastewater Treatment Plant Operators of various levels of certification who ensures operational compliance of the wastewater treatment plant and solids handling processes, prepare operational reports, oversee monthly operational training sessions, maintains the asset management /maintenance program, orders chemicals and assist in preparing the plants chemical budget, mentors operators, operate the facility and solids handling facility, performs process laboratory testing, make process control adjustments and perform maintenance/ recovery cleans on membranes.

Staffing Analysis

The Town of Purcellville’s Public Works/Utility operations are unusual for a community the size of Purcellville due to the cross-training efforts and the flexibility of staff and work which crosses over between traditional General Fund (streets and building maintenance) and Enterprise (utility) operations (snow removal, event participation, some maintenance functions). The table below provides a summary of total department employees.

<u>Purcellville Public Works and Utilities Cumulative - Staffing</u>	
Purcellville Public and Utilities and Street Maintenance - Administration – Staffing	Full-Time Positions
Director	1.0
Public Works Coordinator	1.0
Maintenance Superintendent	1.0
Total	3.0
Purcellville Public Street Maintenance - Staffing	Full-Time Positions
Team Lead, Streets and Maintenance	1.0
Maintenance Mechanic	1.0
Maintenance Technicians	2.0
Total	4.0

Purcellville Utilities Maintenance - Staffing	Full-Time Positions
Team Lead, Utilities	1.0
Maintenance Technicians	3.0
Total	4.0
Purcellville Utilities Maintenance - Meters and Systems Staffing	
Meter Technician	1.0
Utility Maintenance Technician	1.0
Total	2.0
Purcellville Utilities Wastewater Treatment Plant – Staffing	Full-Time Positions
Wastewater Superintendent	1.0
Lab Technicians	2.0
Operators	5.0
Total	8.0
Purcellville Utilities Water Treatment Plant - Staffing	Full-Time Positions
Water Superintendent	1.0
Senior Hydrogeologist	1.0
Water Operators	6.0
Utility Maintenance Technician	1.0
Total	9.0
Total Public Works and Utilities – Administration Staffing	3.0 FTE
Total Operations and Maintenance Staffing	27.0 FTE
Total Public Works and Utilities Staffing	30.0

Town of Purcellville Public Works Maintenance Comparisons				
	<u>Population</u>	<u>FTE</u>	<u>FTE/1,000 population</u>	
Ashland	7,225	16.5	2.28	Extracted four (4) positions assigned to project management. Solid Waste/Recycling contracted.
Berryville	4,185	No response		
Culpeper	20,493	23.3	1.13	Extracted 5 positions; 1 Project Manager and 4 sanitation positions
Front Royal	16,115	23	1.41	Extracted 13 positions; 1 Construction Inspector and 12 sanitation positions
Leesburg	42,616	58	1.36	Extracted 7 positions for Project Management. Sanitation/Recycling contracted.
Vienna	16,329	32	1.96	Exclude sanitation positions (17)
Warrenton	10,109	27.99	2.77	Extracted 6 sanitation positions
Purcellville	9,120	7	0.77	
Total	112,887	180.79		
Average	18,814	31.3	1.60	

Includes Public Works personnel dedicated to Public Works Administration and support, direct street, street related maintenance, traffic engineering, grounds and facilities care and management. In Purcellville, due to shared duties (utilities and public works) half-time allocations are assigned to the Director of Public Works, Maintenance Superintendent, Public Works Coordinator and Maintenance Mechanic. Full-time allocations are allocated to the Team Lead, Streets and Maintenance, Maintenance Technicians (2).

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Public Works Benchmarks					
	<u>Public Works Staff</u>	<u>Lane Miles Maintained</u>	<u>Lane Miles Maintained/Employee</u>	<u>Square Miles</u>	<u>Square Miles/Employee</u>
Ashland	16.5	82.64	5.01	7.13	0.43
Berryville		No Response			
Culpeper	23.3	138.95	5.96	6.72	0.29
Front Royal	23	143.74	6.25	9.24	0.40
Leesburg	58	268.61	4.13	12.39	0.19
Vienna	32	133.16	4.16	4.41	0.14
Warrenton	27.99	93.15	3.38	4.5	0.16
Total	187.79	860.25		44.39	0.24
Average	31.3	143.75	4.58		
Purcellville	6	54.78	9.13	3.15	0.53
		<i>Source: VDOT</i>		<i>Source: Community Website Info.</i>	

The Town of Purcellville’s Public Works Department maintains the highest number of lane miles maintained/per employee for the benchmarked jurisdictions and is significantly above other benchmarked communities. The Town staff also covers the highest square miles of land area per employee also in excess of the square miles of community overseen by the Department in comparison to the Town’s benchmarks.

PERFORMANCE DASHBOARD

The following represents key measures to determine Public Work’s workload factors and performance measures:

Workload Factors	Strategic Initiatives	Actual FY 2021	Estimated FY 2022	Projected FY 2023
Number of emergency call outs	PGG	25	25	25
Number of reportable overflow or backups	PGG	5	5	5
Performance Measures		Actual FY 2021	Estimated FY 2022	Projected FY 2023
Percent of water breaks repaired within 24 hours	PGG	100%	100%	100%

Public Works Staffing Analysis

One of the difficulties in comparing towns is that no two towns are exactly alike in the way they are organized; the demand for services by citizens and in the way they deliver services. This required the comparison of staffing levels in these towns to be broken into components. Project management functions and assigned employees, typically housed in public works departments, and employees who performed sanitation and recycling collection services were extracted from public works employee totals for comparative purposes. Project management staff were utilized for comparative purposes in the Engineering, Planning and Development and sanitation and recycling employees were not counted and utilized for purposes of comparison to the Town of Purcellville's staffing levels.

For purposes of comparison, public works departments were noted to conduct motor pool, street and right of way maintenance, stormwater maintenance, buildings and grounds maintenance as core functions once operational components identified above were extracted and/or assigned to other departments.

Due to a lack of or varying levels of performance measures and comparative data reported, major service areas were aggregated and their staffing levels compared based on miles of streets maintained, total land area and population. A comparison of staffing levels based on miles of streets maintained, which is a good measure because the quantity of streets drives service needs, shows that the average staffing level in the comparison towns is 4.58 miles of streets/FTE. and the average square miles/FTE is 0.24. The Purcellville Public Works Department had 9.13 miles of streets/FTE. Public Works employees covered 0.53 square mile/employee which is more than the average for all communities (0.24 square mile/employee). A final indicator utilized was overtime requirements which indicate if significant additional hours are required to perform departmental functions. The Public Works Department utilized 683 hours for maintenance functions or about an additional one third of a standard position; not an unusual amount for a municipal function.

The data above indicates that, on the surface, the Public Works Department is staffed appropriately for current responsibilities.

Public Works - Administration Recommendation:

- 1. Recommendation** – No changes in staffing levels are recommended for Public Works functions under current conditions.

Utilities - Water Production and Wastewater Treatment

The benchmark communities chosen for the study resulted in a smaller pool for comparative purposes due to the Town of Ashland having utility services provided by Hanover County and the Town of Vienna purchasing water and sending wastewater to other entities for treatment purposes. Vienna is utilized for comparative purposes in line maintenance functions only. The general profiles of the systems benchmarked follows:

Utilities	Total Customers	Water Production Average MGD Produced 2021	WWT Plant Average MGD Treated 2021	Water and Sewer Miles Maintained
Ashland	None			
Berryville	No reply			
Culpeper	7,588 water 7,257 wastewater	2.06 MGD	3.6MGD	105 miles w/750 fire hydrants/95 miles sewer lines
Front Royal	5,000+	1.78 MGD	2.51 MGD	82 miles water/65 ww
Leesburg	16,000 w	4.27 MGD*	3.875 MGD	240 miles of water lines/2,900 fire hydrants (21 water quality report) 185 miles sewer lines, 5,500 manholes *Leesburg water provides significant service outside of town
Vienna	9,462 water 9,300 sewer			No treatment facilities. 134 miles water lines; 83 miles sewer lines
Warrenton	4,857	1.3MGD	1.8 MGD	85 miles water/66 sewer lines maintained
Purcellville	3,126 water	.583 MGD	.628 MGD	53 miles water lines/475 hydrants/36 miles sewer lines

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**Town of Purcellville Total Utility Staffing Comparisons
Administration, Line Maintenance, Water Production and Wastewater Treatment Staff**

	<u>Population</u>	<u>FTE</u>	<u>FTE/1,000 population</u>	
Ashland	7,225	0		Utilities provided by Hanover County
Berryville	4,185			No Response
Culpeper	20,493	40	1.95	18 water/22 ww
Front Royal	16,115	32.5	1.99	Director shared with Public Works
Leesburg	42,616	101	2.37	
Vienna	16,329	21.50	1.32	No ww/w PLANTS
Warrenton	10,109	32	3.17	Director shared with Public Works
Purcellville	9,120	18	1.97	Director shared with Public Works

Utility Line Maintenance

Purpose for the Division

The Town of Purcellville’s water distribution system has fifty- three (53) miles of pipeline and thirty-six (36) miles of sewer line. Staff performs routine maintenance and repair service on the water systems valves, meters, lines and equipment as well as the manholes, pump stations and force mains and gravity fed lines of the wastewater collection system. Staff is subject to call out for emergency repairs and works in a variety of weather conditions and physical environments.

Staffing for the Division includes:

- Team Lead Utilities who supervises a team of three (3) Maintenance Technicians responsible for installation, repair and maintenance of the Town’s water distribution and sewage collection system, assisting with repairs and performing preventative maintenance and project planning;
- Maintenance Technicians who maintain the Town’s water and sewer distribution collection lines, maintain easements and clean storm drains and catch basins on a regular basis. Maintenance Technicians also perform snow removal tasks when needed.

Benchmarked data:

	<u>Staff (FTE)</u>	<u>Miles of Water lines</u>	<u>Miles/FTE</u>	<u>Miles of Sewer lines</u>	<u>Miles/FTE</u>
Ashland	N/A				
Berryville	N/A				
Culpeper	15.0	131	8.73	83	5.5
Front Royal	7.0	82	11.7	65	9.3
Leesburg	26.0	240	9.2	185	7.1
Vienna	7.5	134	17.9	83	11.1
Warrenton	7.0	85	12.1	66	9.4
Total	62.5	672	10.8	482	7.7
Purcellville	4.5	53	11.8	36	8.0

The number of staff employed in the comparison towns for the maintenance of water lines, based on FTE's per miles of water lines maintained, ranged from a low of 8.73 miles/FTE to a high of 17.9 miles/FTE, with an average of 10.8 Miles/FTE. Purcellville had a slightly higher FTE/miles-maintained ratio of 11.8 miles/FTE indicating the Town is slightly above the average of Miles/FTE of waterline maintained for staffing purposes.

The number of staff employed in the comparison towns for the maintenance of sewer lines based on FTE's per miles of sewer lines maintained ranged from a low of 5.5 Miles/FTE to a high of 11.1 Miles/FTE, with an average of 7.7 Miles/FTE. Purcellville also had a slightly higher average of miles of sewer line maintained per FTE than the benchmarked average. Given the dual roles for utility line maintenance personnel it appears that additional staff are required to ensure adequate maintenance of water and sewer lines in Purcellville.

Public Works – Maintenance Recommendations:

- 1. Recommendation** - The Town should add one (1) Maintenance Technician Mechanic for line maintenance purposes in Fiscal Year 2026.

Utilities Maintenance - Meter and Systems Staffing

Purpose for the Division Reporting to the Maintenance Superintendent the two (2) employees perform maintenance and repairs of 3,030 Advanced Metering Infrastructure (AMI) water meters, interacts with customers, read and analyze Town daily water consumption. In addition staff performs routine utility maintenance functions on fire hydrants, valves and laterals, performs maintenance and repairs at the wastewater treatment plant and assists wastewater treatment plant with routine maintenance of seven (7) wastewater pump stations.

Staffing for the Division includes:

- Meter Technician who installs and repairs water meters, reads meters for billing purposes, performs routine software and hardware related work for the automated read system and turns service on and off;
- Utility Maintenance Technician who performs preventative maintenance on the Town's water and wastewater treatment facility and all equipment, repairs equipment and performs maintenance cost tracking for plant repairs.

Staffing Analysis

Information received from benchmarks indicates that some divisions utilize positions with mixed job functions which create difficulties in performing a head to head analysis of jobs dedicated to a particular function. In analyzing similar functions performed in three (3) reporting jurisdictions it appears that the Town of Purcellville is adequately staffed in this area given the shared job functions of several positions and the movement to AMI.

Public Works – Utilities Recommendations:

1. **Recommendation** – No staffing recommendations are provided for this function.
2. **Recommendation** - It is recommended that additional benchmarking criteria be considered for these functions which include specific targets for functions identified for the positions.

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Water Treatment Division

Description of the Water Treatment Division's Operations

The Water Treatment Division contains 9.0 FTEs including the Water Treatment Superintendent, who is a 'working' superintendent. Water staff are responsible for providing the Town's water supply from a local reservoir as well as a number of wells. Water from the reservoir is treated at the Town's water treatment plant, while water sourced from wells is treated on-site at each well. These water sources provide the Town with a maximum water production capacity of 697,000 gallons per day. In 2021, average daily production amounted to 582,885 gallons per day, nearly 83.6% of available supply. Water Division staff monitor the performance of the Town's water treatment facility and wells; maintain the treatment facility's structures, pumps, and components; and mow grass on Water facility grounds. The plant is licensed and regularly inspected by the Virginia Department of Health and routinely meets drinking water standards as outlined in the system's permit. The plant is operated at the minimum staffing level approved by the Virginia Department of Health and all operators are properly licensed by the Commonwealth.

Staffing for the Water Treatment Division include:

- Water Superintendent who plans, organizes, direct and ensures plant efficiency for the operation of the Water Treatment Plant and related facilities, monitors and administers the division budget; prepares annual operations budget and assists in preparing the capital projects budget ensures plant efficiency;
- Senior Hydrogeologist who manages regulatory compliance of water treatment plant operations, sampling programs and permits, tracks and interprets regulatory changes; manages surface water and groundwater sources and is responsible for maintaining budgets, staff schedules, and setting priorities;
- Water Treatment Operators who operate the Town's surface water treatment plant and well facilities, collecting and performing testing on water samples and ensure the water plant in compliance with state and federal regulations by making chemical adjustments. Operators are at differing levels of certification based on experience and training.
- Utility Maintenance Technician who maintains the water treatment facilities and grounds and is cross trained to serve as back up for operators.

Purcellville Utilities Water Treatment Plant - Staffing	Full-Time Positions
Water Superintendent	1.0
Senior Hydrogeologist	1.0
Water Operators	6.0
Utility Maintenance Technician	1.0
Total	9.0

It is important to note that although this plant operates on a 24/7 365 basis, there is no staff assigned to the Water Plant on weekdays from 8:00pm to 5:00am and on weekends from 5:00pm to 5:00am.

Comparative Staffing and Position Analysis

Comparative Staffing Water Treatment Operations					
	<u>Population</u>	<u>Operations Staff</u>	<u>Operations Staff/Population</u>	<u>MGD Produced (average)</u>	<u>Operations Staff/MGD</u>
Ashland		N/A			
Berryville		N/A			
Culpeper	20,493	9.0	1/2,277	2.06	0.22
Front Royal	16,115	12.0	1/ 1,343	1.78	0.15
Leesburg	42,616	28.0	1/1,522	4.2	0.15
Vienna		N/A			
Warrenton	10,120	7.0	1/1,446	1.3	0.19
Average	22,336	14.0	1/1,595	2.34	0.17
Purcellville	9,120	9.0	1/1,103	0.580	0.06

PERFORMANCE DASHBOARD

The following represents key measures to determine Water Fund’s workload factors and performance measures:

Workload Factors	Strategic Initiatives	Actual FY 2021	Estimated FY 2022	Projected FY 2023
Total number of official system bacteriological samples collected and analyzed within regulatory timeframe	PGG	120	120	120
Total number of Drinking Water Notices of Violation	PGG	0	0	0
Number of documented water operator training hours each employee	PGG	10	10	10
Performance Measures	Strategic Initiatives	Actual FY 2021	Estimated FY 2022	Projected FY 2023
Percentage of bacteriological water system samples within full regulatory compliance	PGG	100%	100%	100%
Percentage of E2 environmental compliance items completed and tracked	PGG	100%	100%	100%
Percentage of operators that achieved a minimum of 10 hours of operator training	PGG	100%	100%	100%
Fines assessed to Town from regulatory agencies	PGG	\$0	\$0	\$0

Staffing Analysis

Minimum staffing levels for water treatment operations are generally established by the Virginia Department of Health and as noted previously the Town's staffing levels have been set at minimum state standards for the hours of operation required. Water production staff utilized 584 hours of overtime in 2022, which equates to approximately one fourth ($\frac{1}{4}$) of a staff person and is not deemed excessive on an individual employee basis. In addition, it should be noted that the Division currently is meeting established performance measures. However, it should be noted that certified water operators are in high demand by other public and private utility systems and building and maintaining a stable complement of staff is a priority for most utility departments.

Overtime Use

The Town's water treatment operations division incurred 711 hours of overtime in Fiscal Year 2022 with 471 hours (66%) expended on core duties and 214 hours (30%) incurred for emergency call ins. The remainder of hours expended were primarily for staffing events, meetings and training.

Public Works – Water Plant Recommendations:

- 1. Recommendation** - Maintain current staffing levels by maintaining competitive pay and benefits and by offering continuous training for all staff.

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Wastewater Treatment Division

Description of the Wastewater Treatment Division's Operations

The Town's Wastewater Treatment Division provides safe, efficient treatment of all wastewater generated within the Town of Purcellville limits in a cost-effective manner to meet or exceed strict Federal, State and Local requirements. The Wastewater staff works in the Basham Simms Wastewater Facility built in 2002 and upgraded/expanded in 2010. The Town of Purcellville has approximately (36) miles of sewer lines including 2.5 miles of force mains, six (6) town-maintained pump stations. The treatment process includes coarse screening, grit removal, primary clarification, fine screening, enhanced nutrient removal in a membrane biological reactor, and ultraviolet radiation disinfection.

- The Supervisory Control and Data Acquisition (SCADA) system for the Wastewater Treatment Facility will be updated during FY23 using ARPA funding. This upgrade will replace the currently obsolete SCADA system. SCADA allow for access to critical technology which provides instant access to information and data necessary for monitoring and control of the treatment process.
- In 2021, the Town Wastewater Plant treated approximately 306,000 gallons of Inflow & Infiltration (I&I). I&I is clean storm and/or groundwater that enters the sewer system through cracked pipes, leaky manholes, or improperly connected storm drains, down spouts and sump pumps. Most inflow comes from storm water and most infiltration comes from groundwater. While the Town must treat I&I as a wastewater product and receives no revenue for I&I. When this extra water is introduced into the pipe there is potential for a surcharge of the wastewater line, eventually pushing back into basements or up through manholes. Town staff continues to work to identify the areas in town where I&I is most problematic.
- The Virginia Department of Environmental Quality (DEQ) requires Wastewater plants to monitor their operations sixteen (16) hours a day, seven (7) days a week when the plant reaches an average of 750,000 gallons per day (gpd) over a three (3) month period; an increase from the current operational monitoring schedule of 12 hours a day, 7 days a week. Once this tier is reached, the Wastewater Department will require an additional three (3) to four (4) employees to comply with DEQ's requirements. Currently, the Town of Purcellville Wastewater plant averages 627,500 gpd annually; however, usage has been as high as 787,400 gpd in a one (1) month period.
- Historically, the Town of Purcellville's wastewater treatment plant with changes in regulatory requirements and increased demands operates today with fewer staff than it did in 2008. Pre-2008 the wastewater treatment plant operated with six (6) operators and one (1) Laboratory Technician. At this time wastewater sampling was conducted three (3) days per week and the Town was in the initial stages of operating a state certified laboratory for wastewater testing which allowed for reduced staffing and testing requirements. Also, Pre-2008 the wastewater plant was a simpler operation with no solids handling facilities and secondary clarifiers resulting in operator staffing requirements of twelve (12) hours per day during the workweek and eight (8) hours per day during the weekend.

Post-2008 and in to today, the wastewater treatment plant operates under a higher level of operational and testing requirements from the state due to an upgrade in wastewater treatment capacity (to 1.5 MGD), additions of equipment for enhanced nutrient removal and a membrane bioreactor and state certification of the laboratory. These additions require additional staff time for care for the membranes, which includes maintenance and recovery cleans, attention to solids handling through operation of a belt press and mechanical thickening of solids and an increase in waste sampling requirements from the previous three (3) to five (5) days a week. In addition, due to state permitting requirements during the post-2008 period, Operators must be on-site twelve (12) hours per day during weekdays and ten (10) hours per day on weekends, which are mandated increases for staff hours.

During this period, an Operators position was lost and the wastewater plant currently operates with five (5) Operators and two (2) Laboratory Technicians, resulting in significant amounts of uncovered time.

Newer requirements for the Town's Wastewater Discharge Permit originally required Operators to be on duty sixteen (16) hours per day during the work week and twelve (12) hours per day on weekends and holidays. The hours have been negotiated to require Operators to be on duty twelve (12) hours during weekdays and holidays and ten (10) hours on weekends when the wastewater treatment plant averages 750,000 gallons of flow per day for three (3) consecutive months. This is a savings in staff time overall, but still leaving the plant short an Operator on Monday and Tuesday and a half day on Wednesday due to current staffing levels and required weekend coverage. Under current staffing levels, this has left wastewater operations short by two (2) or more employees 110 days in 2020 and 82 days in 2021 indicating additional staffing needs.

Staffing for the Wastewater Treatment Division

Staffing in the Wastewater Treatment Division include:

- Wastewater Superintendent who plans, organizes and directs the operation of the Town's wastewater treatment plant and related facilities, prepares and submits operational reports, monitors and administers the division budget; prepares annual operations budget and assists in the capital projects budget, while ensuring plant efficiency;
- Senior Laboratory Technician who analyzes all permitted samples, prepares and maintains technical reports on results of analyses conducted, ensures all compliance and quality assurance standards are met, develops laboratory budget and orders necessary supplies for both plant and laboratory, performs routine chemical, biological and physical analysis of wastewater samples to ensure compliance with permitting requirements, trains and certifies all staff on laboratory testing and maintains barcode asset inventory for wastewater treatment plant and laboratory items;
- Laboratory Technician who performs routine chemical, biological and physical analysis of wastewater samples, prepares and is responsible for plant Chemical Safety Data Sheet (SDS) program, performs routine chemical, biological and physical analysis of wastewater samples, performs and records chemical lot verifications, thermometer accuracy checks and pipette accuracy verification;
- Operators (5) who perform a variety of duties dependent upon certification level ranging from ensuring operational compliance of the wastewater treatment plant and solids

handling processes, preparing operational reports, overseeing monthly operation training sessions, maintaining the asset management /maintenance program to complex operations and laboratory testing.

Purcellville Utilities Wastewater Treatment Plant - Staffing	Full-Time Positions
Wastewater Superintendent	1.0
Lab Technicians	2.0
Operators	5.0
Total	8.0

It is important to note that although this plant operates on a 24/7 365 basis, there is no staff assigned to the Wastewater Plant on weekdays from 6:00pm to 6:00am and on weekends from 4:00pm to 6:00am.

Town of Purcellville Wastewater Treatment Operational Staffing					
	<u>Population</u>	<u>Operations Staff</u>	<u>Ave. Daily MGD Treated</u>	<u>Operations Staff/ MGD</u>	<u>Operations Staff/ 1,000 Population</u>
Ashland		N/A			
Berryville		N/A			
Culpeper	20,493	16	3.6	1/225,000	1.28
Front Royal	16,115	12	2.51	1/209,167	1.34
Leesburg	42,616	28.5	3.875	1/135,965	1.49
Vienna		N/A			
Warrenton	10,120	10	1.8	1/180,000	1.01
Average	22,236	16.6	2.95	1/187,533	1.28
Purcellville	9,120	8	0.628	1/78,500	0.88

Both the wastewater and water plant operations are challenged, as are all utility operations, in retaining and recruiting new employees, particularly new operators and a shortage of quality operators is developing. In addition, given the regulatory requirements for operations and minimum staffing levels required the wastewater division is challenged to maintain minimum operational requirements.

Overtime Use

The Town’s wastewater operations division incurred 993 hours of overtime in FY2022 with 469 hours (47%) expended on core duties and 365 hours (37%) incurred for emergency call ins. The remainder of the hours expended were primarily for staffing events, meetings and training.

PERFORMANCE DASHBOARD

The following represents key measures to determine Wastewater’s workload factors and performance:

Workload Factors	Strategic Initiatives	Actual FY 2021	Estimated FY 2022	Projected FY 2023
Daily Average number of gallons treated	PGG	627,500	652,000	650,000
Total number of work orders completed	PGG	4,903	4,152 (10 months of data)	5,000
Performance Measures	Strategic Initiatives	Actual FY 2021	Estimated FY 2022	Projected FY 2023
Percentage of Months without Permit Violations	PGG	100%	100%	100%
Percentage of Months without fines assessed to the Town from regulatory Agencies	PGG	100%	100%	100%
Number of CARP items replaced during Fiscal Year	FTF	2	4	3
Number of permit samples analyzed	PGG	2135	2135	2135
Percentage of Passing Quality Control standards in Final Effluent testing	PGG	99.5%	99.5%	99%

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Outcomes and Results		
Desired Outcome	Strategic Initiatives	Results
Satisfy permit and regulatory requirements through accreditation from the Virginia Environmental Laboratory Accreditation Program	PGG	Achieved
Promote environmental management systems and pollution prevention, green initiatives for recycling and energy conservation	PGG	Achieved
Maintain wastewater facilities to ensure a safe working environment and compliance with State standards	PGG	Achieved

Outcomes and Results		
Desired Outcome	Strategic Initiatives	Results
Satisfy permit and regulatory requirements through accreditation from the Virginia Environmental Laboratory Accreditation Program	PGG	Achieved
Promote environmental management systems and pollution prevention, green initiatives for recycling and energy conservation	PGG	Achieved
Maintain wastewater facilities to ensure a safe working environment and compliance with State standards	PGG	Achieved

Outcomes and Results		
Desired Outcome	Strategic Initiatives	Results
Inspect at least 20% of the sewer collection system in a year	PGG	Inspected 18.7% of the collection system
Perform the UDF program	PGG	UDF program was completed in the Spring
Repair major water line breaks within 24 hours	PGG	All water line breaks were repaired in 24 hours or less
Town's Top Ten Projects	Strategic Initiatives	Results
n/a	n/a	n/a

Staffing Analysis

The number of staff employed based per MGD of wastewater treated ranged from 1/135,900 MGD/FTE in Leesburg to 1/225,000 MGD to FTE in Leesburg. The average was 2.95 MGD/FTE.

Also analyzed was the ratio of staff to population with a low range of 1.01 FTE per 1,000 population in Warrenton to a high 1.49 FTE per 1,000 population in Leesburg. Based on these communities and existing ratios the Purcellville wastewater treatment plant appears to be adequately staffed. Purcellville also falls below the averages for both standards which do not take into account minimum staffing requirement of the Commonwealth which raises Purcellville's numbers of staff to the minimum level required.

Public Works – Wastewater Plant Recommendations:

- 1. Recommendation** - Based upon analysis of minimum operational standards and data presented above, recruit and hire a licensed operator in FY2025 to serve as a floater between shifts augmenting minimum staffing requirements when necessary.

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Summary and Five-Year Staffing Plan

The Town of Purcellville is an evolving community that has demonstrated a willingness to address the future and to objectively discuss staffing needs, hoping to develop a plan which will address current and future staffing needs.

The Town, like many changing communities, has adjusted staffing patterns and its organizational structure to meet service demands as growth has occurred within the Town. As requests have been made by various departments or as needs have arisen, an analysis of staffing or service requests has often taken place in relationship to the fiscal impact of the request without a clear understanding of the impact of the change on the organization and its internal relationships. In addition, as staff and programs have been added and efficiencies have been gained by an increased use of technology, no firm evaluation mechanism has been developed and utilized which triggers additions or reductions to staff based upon consistent and objective performance measures.

The study that has been completed, identifies a number of staffing recommendations; some which may have been offered in prior studies for change pertaining to not only staffing needs, but also process improvement and organizational restructuring. The study reflects recommended changes in departments throughout the Town and considers, where warranted, changes in staffing levels. As such, the report identifies where additional staff may be required to meet current and future demands and lays the groundwork for a more logical process of staffing in the future. If the Town chooses to implement and follow the staffing and operational recommendations noted, it is believed the Town will operate more efficiently and will better meet the needs of the Town's citizens now and in the future.

Positions in the table below reflect entry level salaries for an entire year, utilizing the Town's compensation schedule presented as of September 2022, plus a factor of 25% for benefits.

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Town of Purcellville Five Year Staffing Plan					
Department	<u>FY2023</u>	<u>FY 2024</u>	<u>FY 2026</u>	<u>FY 2027</u>	<u>FY 2028</u>
Town Manager					
Finance				Procurement Officer (full-time) \$45,500 (assumes an additional 20 hours per week bringing position to full-time)	
Town Attorney		Legal Assistant \$74,858			
Human Resources					
Information Technology					
Parks and Recreation			Events Specialist \$67,889		
Engineering, Planning and Development	Project Manager (ARPA) (1) \$39,076*	Administrative Assistant \$74,858 Code and Zoning Enforcement Officer \$90,990			
Police				Police Officer (2) \$142,588	
Public Works - Administration					
Utilities and Street Maintenance			Street Maintenance Technician \$52,581		
Wastewater Treatment Plant		Operator (Floater) \$71,294			
Water Treatment Plant					
Financial Impact Salary/Benefits	\$39,076*	\$312,000	\$120,470	\$189,088	

*Amount represents six month cost for position given that this report is presented five (5) months into the current fiscal year.

As always, it has been a pleasure to work with the Town of Purcellville.

REVISED

Town of Purcellville Five Year Staffing Plan					
Department	<u>FY2023</u>	<u>FY 2024</u>	<u>FY2025</u>	<u>FY 2026</u>	<u>FY 2027</u>
Town Manager					
Finance		Procurement Officer (full-time) \$45,500 (assumes an additional 20 hours per week bringing position to full-time)			
Town Attorney		Legal Assistant \$74,858			
Human Resources					
Information Technology					
Parks and Recreation			Events Specialist \$67,889		
Engineering, Planning and Development	Project Manager (ARPA) (1) \$39,076*	Administrative Assistant \$74,858 Code and Zoning Enforcement Officer \$90,990			
Police				Police Officer (2) \$142,588	
Public Works - Administration					
Utilities and Street Maintenance				Utility Maintenance Technician \$52,581	
Wastewater Treatment Plant			Operator (Floater) \$71,294		
Water Treatment Plant					
Financial Impact Salary/Benefits	\$39,076*	\$286,206	\$139,183	\$195,169	

*Amount represents six month cost for position given that this report is presented five (5) months into the current fiscal year.