



TITLE

Human Resources Annual Presentation and Vacancy Report

RECOMMENDATION

Receive and file a report on City workforce trends and demographics, and the annual vacancies report from the Human Resources Division of the City Manager's Office.

CONTACT

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BACKGROUND & ANALYSIS

The Human Resources Division of the City Manager's Office is staffed by (1) Human Resources Manager, (1) Human Resources Analyst I and (1) part-time Office Assistant with general executive oversight by the Assistant City Manager. The Division is responsible for attracting, retaining, and developing a highly qualified and diverse City workforce, and implementing organizational policies and procedures. In addition to overall Human Resources and Risk Management administration, staff provides the following key services: recruiting, classification and compensation, risk management, workers compensation administration, retirement and benefits coordination, safety and staff development training, policy review and development, and labor/employee relations.

In 2025, Human Resources

- Deployed the NEOGOV Learning and Performance modules across the organization as the primary training and accountability platform.
- Sponsored in-person all-staff harassment prevention and ethics training.
- Instituted the Safety & Risk Committee with representation from each work area to increase internal discussion and focus on safety and claims management.
- Continued to support participation in the Napa Valley Regional Training Consortium with the Centre for Organization Effectiveness in partnership with other Napa County agencies, offering a five-level progressive training program focused on excellence in public service. The City enrolled 13 employees in Foundations in Excellence, 15 in the Supervisor Transition and Readiness Training Program, 2 in the Supervisor Academy, 2 in the Management Academy, and 1 in the Leadership Academy.
- Navigated a recruiting environment roiled by growing economic uncertainty and employment

sector shifts that resulted in a marked increase in applications from former federal workers and a decrease in applications for entry level construction and maintenance positions.

In the rest of this report, we provide an overview of our recruitment activity, workforce demographics, trends related to employee separations and retirements, an analysis of employee hours worked, and a look at what lies ahead in 2026. The figures shown in Attachment 1 provide a graphical representation of the data described below.

Retaining Employees

For the second year in a row, the City experienced a below average number of employee separations in 2025. Since 2017, the City averages about 10 separations per year. In 2025, 6 employees departed - 4 retired and 2 sought other career opportunities. The average tenure of the separating staff (11.37 years) was above the historic average (9.63 years). (Attachment 1, Figure 1).

Most employees who separated did so due to retirement after fairly long careers with the City. The number of retirements is very close to the historic average per year, but an uptick from recent years in which only 1 or 2 employees retired. We'll discuss later the retirement exposure the City faces in the next 5 years.

Recruiting Top Applicants

The City experienced two significant dynamics in the recruitment arena in 2025:

- Full implementation of part-time to full-time career pipelines particularly in the Service Worker/Maintenance Worker and the Office Assistant/Administrative Clerk job families. This promoted an increase in internal recruitments and helped decrease the overall number of applications received.
- The City recruited more skilled technical workers during a time of economic uncertainty. There was a decrease in the overall number of applications for full-time recruitments, an increase in applications from dislocated federal workers, and a significant decline in applications for entry level Service Worker openings.

Human Resources conducted 14 recruitments in 2025, consistent with the average of 15 annual recruitments during the past five years. Of the 14 recruitments, 5 were internal promotional recruitments reflecting maturity in the strategy of hiring and developing part-time staff members better prepared to promote into a full-time position.

Overall, the City received about 560 applications, about half the number received in 2024. For the 7 full-time open recruitments, the City received an average of 65 applications per recruitment, exceeding the historical average of 46 per recruitment. These open recruitments were Plant Maintenance Mechanic, Environmental Specialist, Senior Budget Analyst, Accounting Assistant, Communications and Engagement Supervisor, Recreation Coordinator and Chief Plant Operator. Hiring managers continue to review full slates of final applicants that exceed minimum qualifications, usually in education, experience and job-knowledge, for each recruitment. The

applicant pools are well-stocked with highly qualified local residents who want to serve their community and eliminate commutes into the greater Bay Area, though Human Resources noted an increase in applicants from the greater Northern California region and beyond. (Attachment 1, Figures 2-4)

American Canyon continues to be well-positioned in the recruitment marketplace. Our positions are attractive to job applicants and our organization is well-regarded as an employer of choice. We continue to monitor and utilize new recruitment features NEOGOV implements to leverage AI in expanded job matching and marketing tools.

Hiring Quickly

A key metric in a highly competitive hiring market is time-to-hire, which measures how long it takes to recruit and hire a new employee. This can be measured in several ways:

- Time-to-Offer - the amount of time lapsed between an application submitted and offer letter accepted
- Time-to-Start - the time between an application submittal and the employee's first day on the job
- Time-to-Fill - the time between the Department submitting a requisition and the employee's first day on the job

Human Resources uses the Time-to-Fill metric.

Public agencies similar to American Canyon took 234 days to fill vacancies, according to NEOGOV. American Canyon takes 61 days - 3.5 times faster than peer agencies.

Since staff began tracking this metric, Human Resources has focused on trimming excess time out of all processes to complete hires as quickly as possible without jeopardizing the integrity of our processes. Our average time-to-hire performance has been

- 2021 - 174.3 days
- 2023 - 133.1 days
- 2024 - 78 days; 67 days for positions with continuous recruitments
- 2025 - 61 days

Applicant Pool Diversification Continues

As we continue to focus on the diversity of our workforce, we're aware that is only possible if we can attract a diverse pool of applicants.

Between 2017 and 2025, the number of non-White applicants has increased from 54% to 74%. The greatest increases are among applicants identifying as Hispanic and African-American (Attachment 1, Figure 5).

Over this 9-year measurement period, the average applicant pool is 34% White, 25% Hispanic, 16% Asian, 12% African-American, 9% Two or More Races, 3% Pacific Islander and 1% Native American.

Workforce Demographics

Diversity of the workforce is a multi-faceted dynamic that can be indicated by factors such as racial/ethnic identity, gender, age, tenure and location of residence. Staff began collecting and analyzing City workforce demographic data in 2021. Since then, the full-time workforce has become more diverse and is consistently locally oriented.

Gender

Since 2021, the workforce is 1% more female (See Figure 6 in Attachment 1). Recent gains in the number of women in the workforce reversed in 2025 as women who separated from the workforce were replaced by men. In the overall American Canyon community, the binary gender split is 50% male and 50% female, according to U.S. Census data.

NEOGOV provided the City with the opportunity to collect non-binary gender identity information, which is beginning to appear in our applicant pool particularly among younger applicants.

Age

The average age of the full-time City workforce is 44.68 years, a decrease from the 45.52 years reported in 2024 (see Figure 7 in the Attachment 1). The majority of the workforce (52%) is between 40 and 59 years of age, an 6% decrease from 58% in 2024. This is consistent among men and women. Overall, men in our workforce tend to be slightly older than women.

CalPERS retirement age is 55 for employees covered by the Classic plan and 62 for employees covered by the PEPRA plan. Currently, 68% of the City's workforce is covered by the PEPRA plan.

Tenure

Given the age of the City workforce, it is worthwhile to examine the tenure, or length of service, of our employees (see Figure 8 of Attachment 1).

Half of the City workforce has been employed by the City for less than 5 years. The other groups breakdown as

- 18% between 5-10 years
- 11% 10-15 years
- 13% 15-20 years
- 8% more than 20 years

Since 2021, we've consistently retained employees for the first 10 years of employment and exceeding 15 years. In 2025, we saw an uptick in the number of retained employees in the 10-15-year range.

Even as the City sees turnover in the workforce, newer employees are hired in a variety of age ranges, indicating that the City remains attractive to mid-career workers, which tend to have a higher level of experience and professional proficiency.

Place of Residence

A consideration when evaluating how well the full-time City workforce reflects the overall American Canyon community is the location where City employees choose to live. It is reasonable that one method of helping to ensure the workforce better reflects the community is to hire more employees who live in the community.

According to City payroll data, 86% of full-time employees live in Napa and Solano counties, a decline of 3% compared to 2024. Overall, 52% of full-time employees live in Napa County, and 37% live in American Canyon (see Figure 9 in Attachment 1). We do see an increasing number of employees living in other counties and commuting to American Canyon to work.

Race/Ethnicity

Staff asks all newly hired employees to provide this information about how their ethnic identification, which the City is required to maintain by the federal Equal Employment Opportunity Commission.

Below are the year-to-year results for the past four years:

Racial/Ethnic Identity of City of American Canyon Employees

Group	2021	2022	2023	2024	2025	5-Year Change
Asian	4%	4%	4%	5%	5%	+1%
Black	1%	6%	8%	11%	12%	+11%
Hispanic	15%	18%	24%	25%	27%	+12%
Native Hawaiian/Other Pacific Islanders	9%	7%	5%	5%	5%	-4%
Two or more	18%	13%	9%	9%	10%	-8%
White	53%	51%	49%	45%	42%	-11%

While most (42%) of the City’s full-time workforce identifies as White, 58% identifies as another ethnic group. This trend also is present in the diversity of the applicants seeking to work for the City.

The table below presents the racial/ethnic identities of American Canyon residents as captured in the annual American Community Survey Data collected by the US Census Bureau.

Racial/Ethnic Identity of American Canyon Residents

Group	Percent of Total
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Asian	33%
Native American/Alaskan	1%
Black	7%
Hispanic	31%
Native Hawaiian/Other Pacific Islanders	1%
Two or more	7%
White	20%

This data indicates that 20% of City residents identify as White while 80% identify as another ethnic group. These broad snapshot measures indicate that the City's full-time workforce is racially diverse, but not as diverse as the overall community. The City has recruited a diverse group of local residents representing every major ethnic/racial grouping (See Figure 10 in Attachment 1). Staff will continue to monitor recruitment trends to identify any systemic barriers preventing certain ethnic groups from progressing to hire.

Retirement

When reviewing a workforce, it can be helpful to consider future retirement.

In the next six years, it is likely that the workforce will continue to lose senior members as employees age and become eligible for retirement. Currently, 15% of the workforce is eligible for full CalPERS retirement having reached age 55 for Classic employees or 62 for PEPRA employees. By 2031, that number is expected to increase to 31%. (See Figure 11 in the attachments).

While many of these employees will work well past their minimum retirement age, there will need to be an increased focus on succession planning and leadership development with each passing year. Key staff departures have highlighted the importance of continual review of our overall staffing needs, as well as cross-training and succession planning to improve organizational resilience.

In light of this, the City is participating in the Napa Valley Regional Training Consortium with the Centre for Organizational Effectiveness and continuing to support the professional development of all staff members.

Annual Vacancy Report

Effective January 1, 2025, Government Code section 3502.3 was added to the Meyers-Milias-Brown Act (the "MMBA") by AB 2561. The MMBA authorizes local public employees, as defined, to form, join and participate in the activities of employee organizations of their own choice for the purpose of representation on matters of labor relations. In adopting AB 2561, the State Legislature found a statewide interest in ensuring that public agency operations are appropriately staffed and that high vacancy rates do not undermine public employee labor relations. The law requires public agencies

present the following information in a public presentation to the governing board once per fiscal year prior to the adoption of a new fiscal year budget:

- the status of vacancies
- recruitment and retention efforts, and
- any necessary changes to policies, procedures, and recruitment activities that may lead to obstacles in the hiring process.

If the vacancy rate of any bargaining unit is 20% or more of its membership or higher, the agency is required to provide additional more detailed information. Preparing this report is an affirmative obligation of the public agency. An employee organization does not need to request its presentation. The City notified Teamsters Local 315 of this presentation and its opportunity to present additional information to the City Council regarding these matters.

Vacancies

In 2025, the City experienced an average monthly vacancy rate of 6.2% (down from 7.0% in 2024) across all positions in full-time classifications. The lowest monthly rate was 3.4% (down from 4.7% in 2024) and the highest monthly rate was 9.5% (the same as in 2024). The table below provides detailed information on a monthly basis.

2025	Jan	Feb	Mar	Apr	May	Jun	July	Aug	Sep	Oct	Nov	Dec
Vacancies	0	2	2	4	0	0	7	0	1	1	0	1
Filled Vacancies	0	4	1	5	1	0	5	2	4	0	0	0
Remaining Vacant	8	6	8	6	5	5	7	6	3	3	3	4
Budgeted FTEs	84	84	84	84	84	84	89	89	89	89	89	89
% Vacancies	9.5%	7.1%	9.5%	7.1%	6.0%	6.0%	7.9%	6.7%	3.4%	3.4%	3.4%	4.5%

Recruitment Process

The purpose of the City's recruitment process is to hire the most qualified and superior applicants through an open competitive process based on the knowledge, skills and abilities required for the job classification. Recruitment policies and procedures are described in the Human Resources Policies and Practices Manual and the Employee Selection Handbook. The recruitment process is summarized in the table below.

Recruitment / Hiring Process Step	Description
Vacancy Created	Voluntary Separation, Retirement, Involuntary Separation, Internal Movement, Newly Budgeted Position
Recruitment Requisition	Department submits recruitment requisition to fill vacancy, City Manager approves requisition for HR to process

Determine Recruitment Activity Type	Utilize existing eligibility list/ongoing recruitment, open recruitment, or internal promotional recruitment
Job Posting	Advertise job opening and recruitment on websites and agency social media
Application Screening	Pass applicants that meet minimum qualifications
Candidate Examination	Pass candidates scoring 80% or more on written/practical exam or pass subject matter expert oral exam
Place Candidate on Eligibility List	HR places qualifying applicants on eligibility list and recommends top qualifiers for interview
Candidate Internal Panel Oral Exam	Approve candidates to eligibility list that pass internal panel oral exam
Select Candidate	HR recommends hire of top candidate to Manager, Manager approves recommendation
Conditional Job Offer	City Manager authorizes HR to make conditional job offer to selected candidate
Pre-Placement Process	Selected candidate accepts conditional job offer, HR processes background check and physical
Job Placement	Selected candidate passes background check and physical, selected candidate is given an employment start date

In 2025, the City filled 22 vacancies:

- 17 through internal promotional recruitments
- 7 through open competitive recruitments
- 1 through an existing eligibility list

The average number of days between a vacancy occurring and when it was filled was

- 55 for internal promotional recruitments
- 126 for open competitive recruitments
- 101 for an existing eligibility list

Obstacles to the Hiring Process

Staff reviewed City hiring policies and procedures, and the results of these recruitments to identify potential obstacles to the City's hiring process. We noted the following:

- Vacancies create opportunities to evaluate organizational efficiencies and staffing pivots. These assessments and deliberations can take time.
- Communication lapses between Human Resources and hiring Departments can lead to gaps in the hiring process.
- A lack of awareness by the hiring department about its options to fill a vacancy can cause delays.

To address these, the City has

- Designated recruiting as the primary work for a Human Resources analyst.
- Human Resources staff has improved the frequency and quality of hiring discussions with Departments.

Some of these delays do not lend themselves to quick fixes because

- Organizational assessments take time to complete, particularly when budgetary decisions are required.
- Departments sometimes need time to determine whether the vacancy can be filled using existing temporary staff resources or whether external recruitments are necessary.

Retention Statistics

Staff reviewed the primary drivers behind the 18 vacancies created in 2025:

- 39% (7 vacancies) were from newly budgeted positions or staff growth
- 28% (5 vacancies) were from internal promotions or transfers
- 22% (4 vacancies) were from retirements
- 11% (2 vacancies) were from voluntary separations

The City experienced no involuntary separations in 2025.

Bargaining Group Impacts

AB2561 requires the City to perform an analysis of the impact of ongoing vacancies on each bargaining group to determine if any group experienced a vacancy rate of 20% or more. If that threshold is met, the City is required to provide additional information for each impacted group. The City has two bargaining groups: the General Unit representing hourly employees and the Mid-Management Unit representing supervisors and managers.

For the General Unit, there were 2 vacancies representing 3.6% of its represented membership of 56:

- Engineering Technician
- Plant Operator

For the Mid-Management Unit, there were 0 vacancies in its membership of 19.

COUNCIL PRIORITY PROGRAMS AND PROJECTS

Organizational Effectiveness: "Deliver exemplary government services."

FISCAL IMPACT

None.

ENVIRONMENTAL REVIEW

15378(b) - The action is not a "Project" subject to the California Environmental Quality Act ("CEQA") because it does not qualify as a "Project" under Public Resources Code Sections 21065 and 21080 and in Section 15378(b) of Title 14 of the California Code of Regulations.

COMMUNICATION

Level 0: No Further Public Communication Needed

ATTACHMENTS:

1. [Presentation Exhibits](#)