City of Long Beach
Working Together to Serve

Memorandum

Date: March 5, 2019

To: Patrick H. West, City Manager

From: Alejandrina Basquez, Director Human Resources Department

For: Mayor and Members of the City Council

Subject: **Review of City's Efforts to Improve the Turnaround Time for Hiring New Employees**

At its September 18, 2018 meeting, the City Council directed the City Manager to provide a review of the efforts to review and improve the turnaround time for hiring new employees. In addition, Councilmember Mungo requested data on the department vacancies.

Improving the hiring process has been a top priority for the City Manager, the Human Resources Department, and the Civil Service Department. Over the past year, the City brought on dedicated resources with the help of the FUSE fellow to perform an in-depth review of the hiring process, interview stakeholders, review data, held workshops with departments to generate ideas for improvements, review best practices from other cities, and made iterative changes along the way to implement ideas for change. This has been a collaborative process, taking a "no blame" approach to really focus on systemic change, and focusing on the user experience of the hiring system.

Significant improvements have occurred thus far, including creating a fully electronic requisition workflow; changing processes to allow positions to be filled earlier in the event of expected vacancies and retirements; shortening internal recruitment timelines; receiving City Council authorization for a modified step placement exemption; changing several positions to an "open continuous" Civil Service testing model; increasing the role of departments in the hiring process; releasing entire banded lists to departments; adding online montage interviews where appropriate; reorganizing Occupational Health under Personnel Operations rather than Risk Management; streamlining Civil Service Commission processes, and creating unclassified positions for more difficult and temporary hard-to-fill positions. These are just a few of the innovations identified, and more are underway.

The Human Resources Department collaborated with the Civil Service Department to address these inquiries above from the City Council. Recently the City Manager held a conference with the Long Beach Management Team and created the attached PowerPoint to discuss the hiring process (Attachment A). The PowerPoint provides an overview of the following topics:

- City Manager's Approach for Long Beach Hiring
- Overview of the City's Hiring Process

- Review of Data
- Fuse Fellow Key Findings
- Workforce Challenges
- Streamlining Efforts
- Upcoming Innovations

Also attached is a report on vacancies that was requested (Attachment B). The City continues to make progress to improve the City's hiring process and working collaboratively to address workforce challenges.

If you have any questions regarding this matter, please contact me at (562) 570-6140. Please contact David Honey, Executive Director of Civil Service, at (562) 570-6163 for questions related to Civil Service.

AB
R:\ADMINISTRATION\DIRECTOR OF HR\TFFs\2019

ATTACHMENT A – HIRING PROCESS POWERPOINT
ATTACHMENT B – REPORT ON VACANCIES

CC: CHARLES PARKIN, CITY ATTORNEY
TOM MODICA, ASSISTANT CITY MANAGER
KEVIN JACKSON, DEPUTY CITY MANAGER
REBECCA GARNER, ADMINISTRATIVE DEPUTY TO THE CITY MANAGER
DAVID HONEY, EXECUTIVE DIRECTOR CIVIL SERVICE
MONIQUE DE LA GARZA, CITY CLERK (REF. FILE #18-0798)
DEPARTMENT HEADS

CITY OF LONG BEACH

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Hiring Process

Introduction

Defining the Problem

- Hiring consistently listed by the management team as one of the City's biggest challenges
- Management Survey Results:
  - The City has efficient procedures in place to hire qualified people
    - Agree: 27%
    - Disagree: 54%
- Management team is recognizing some of the process
  - Up from 18% agree in 2017
- Risk adverse position leads to a complex hiring process

A Blameless Approach

- To enact lasting permanent change, we need to recognize that this is all our responsibility
- Placing blame leads to entrenched positions
- A collective problem:
  - Departments
  - Finance
  - Human Resources
  - Civil Service
  - City Manager
- Essential to avoid the blame game, and encourage real systemic change

Our Approach

- Collaborative approach
- Embracing new leadership in Civil Service and Human Resources
- Inviting in an outside perspective (FUSE)
- Engaging stakeholders who are in the trenches
- Engaging top leadership
- A focus on the user (the prospective employee)
- Mapping of the current system
- Celebrate the victories
- Recognition that change to an 80-year old system will take time

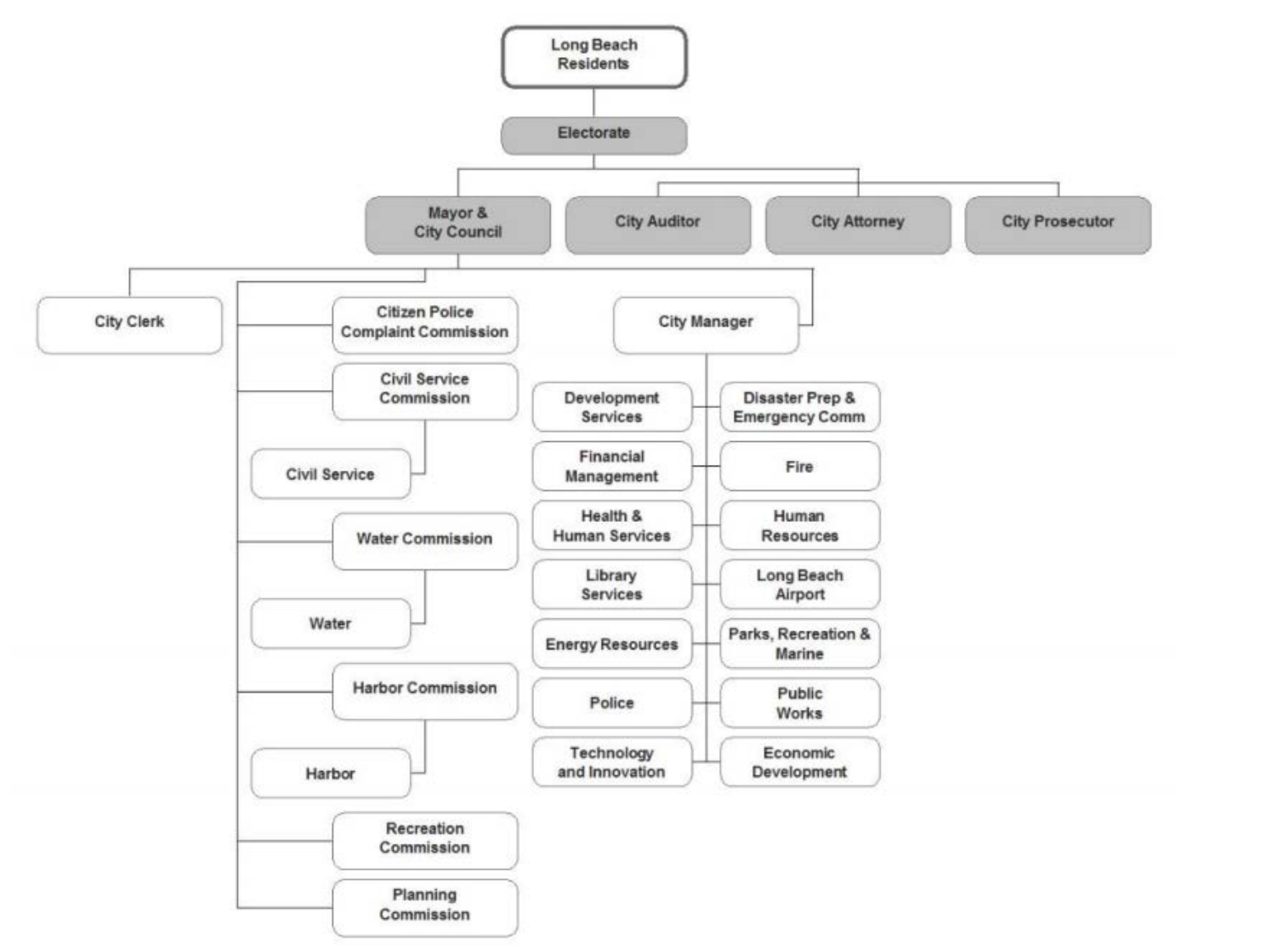
The City Manager's Approach for Hiring in Long Beach

- Adopt an "Apply Today" approach for new employees
- Use user-centered design principles to focus on the applicant's experience
- Move to an "Open Continuous" application system
- Utilize Online Testing
- Utilize Technology
- Additional streamlining of Civil Service Commission processes
- Departments to take on more responsibility for hiring
- Support Departments to facilitate hiring with the hiring Department
- Streamline Onboarding and Occupational Health
- Streamlining policies and practices
- Give Departments entire banded lists and pursue broad banding of classifications where applicable

Today's Agenda

- Review of the data
- Workforce Challenges
- Hiring Workflow
- Streamlining Efforts
- Case Studies of Successes
- Innovations Yet to Come

LONG BEACH AT- A- GLANCE



- Total Departments- 30

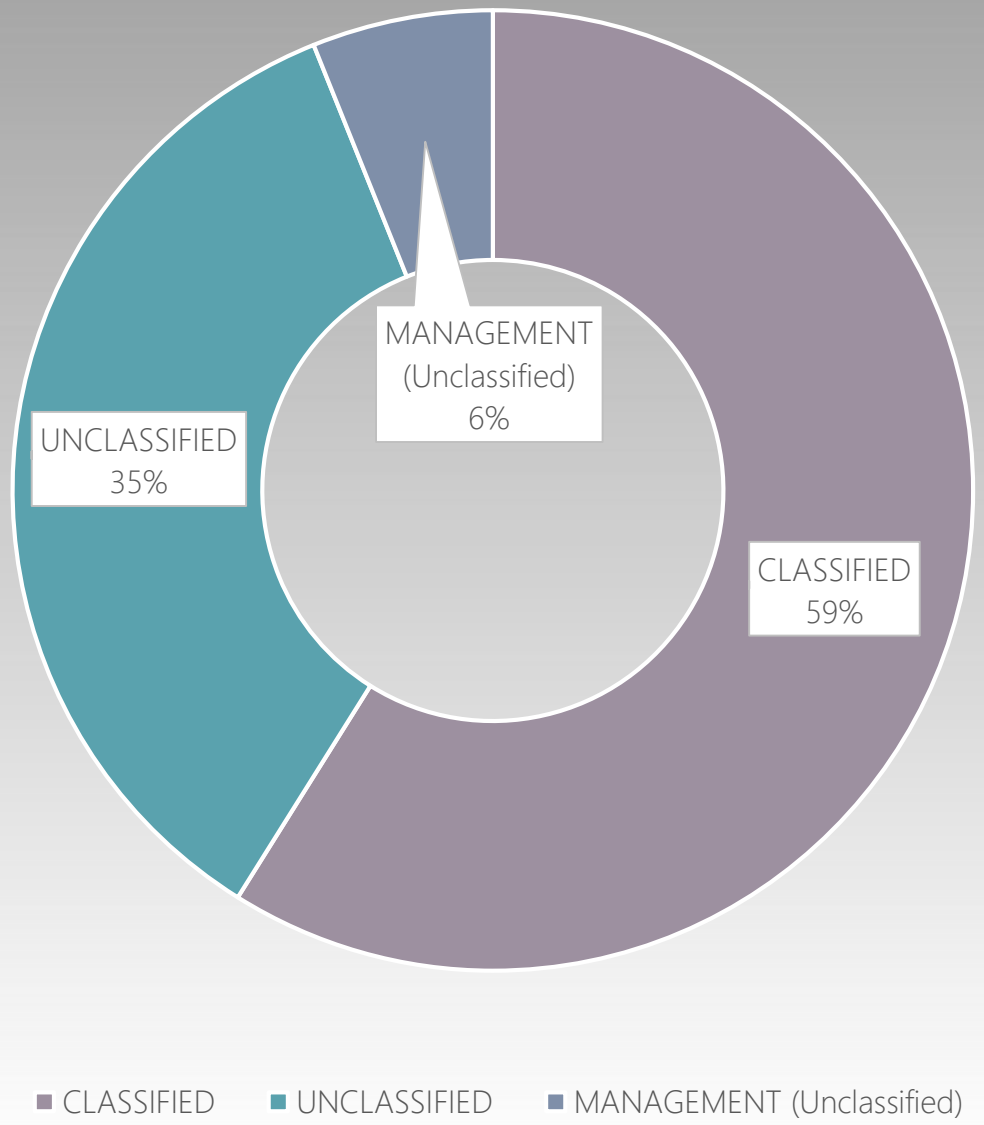
  11 Elected Offices

  15 City Manager Departments

  1 City Clerk Department

  3 Commission-led Departments:
  - Civil Service
  - Water
  - Harbor

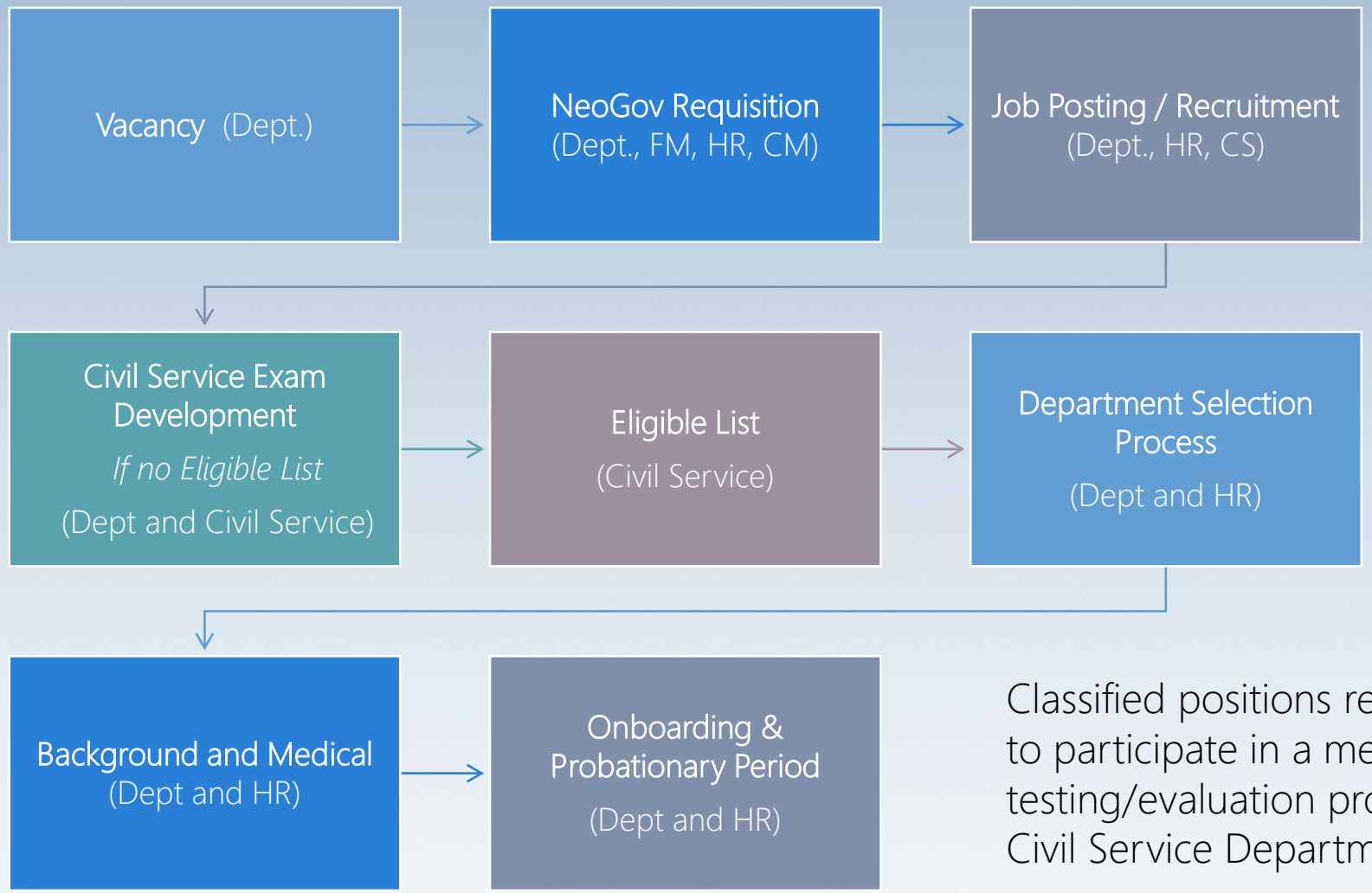
TYPES OF EMPLOYMENT



Classified	3,639
Unclassified	2,162
Management (Unclassified)	376
Total	6,177

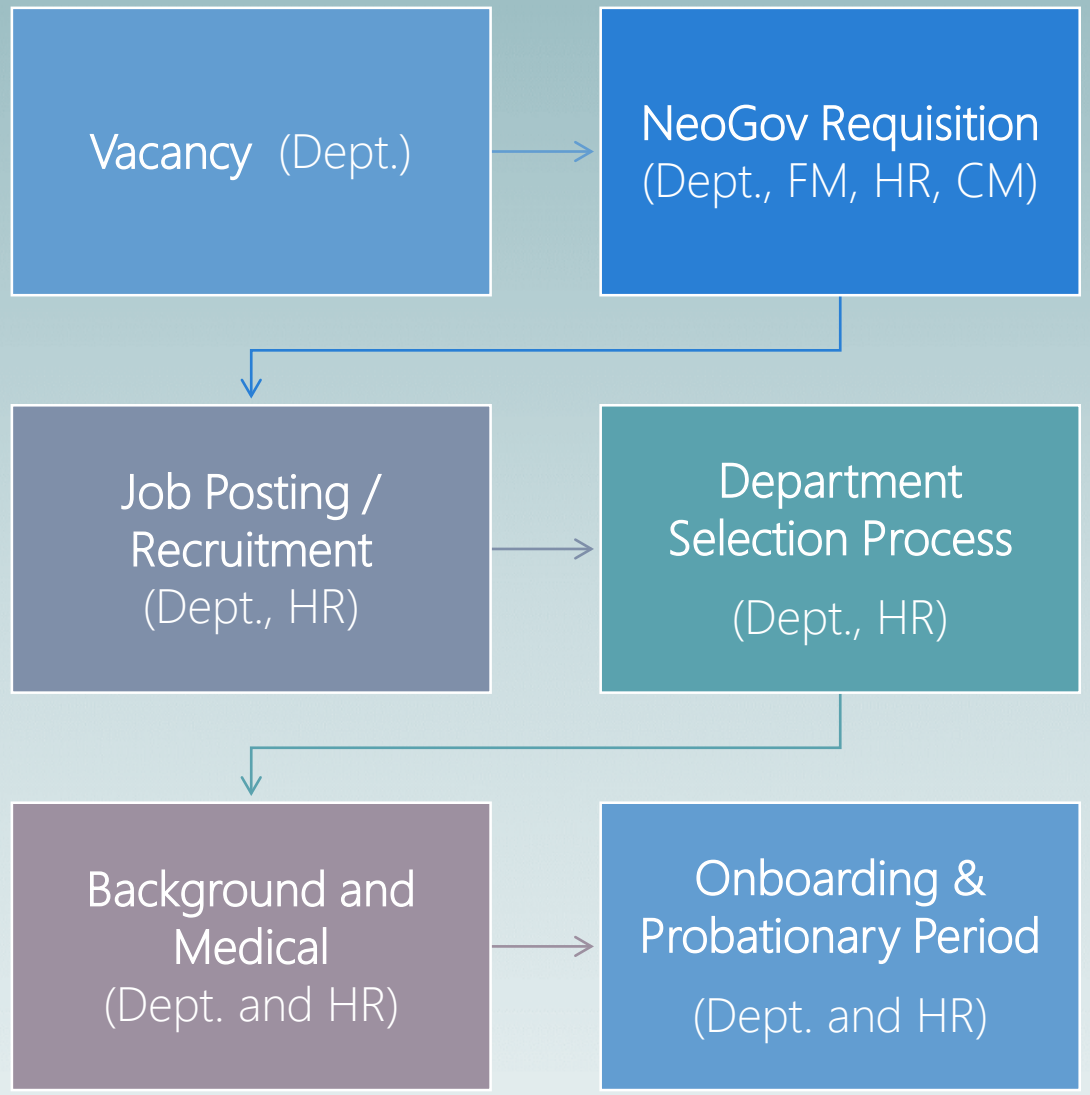
*As of 12-13-18

HIRING PROCESS- CLASSIFIED

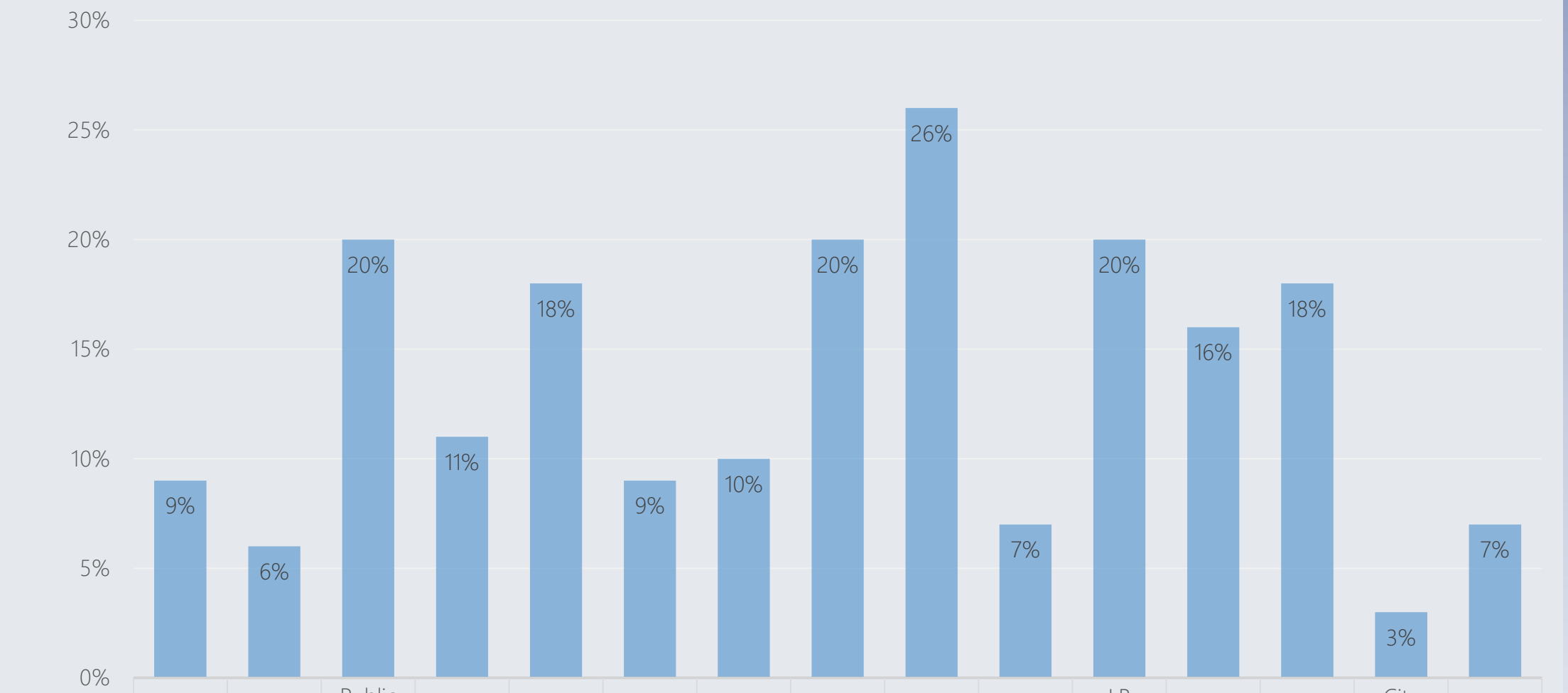


Classified positions require applicants to participate in a merit-based, testing/evaluation process with the Civil Service Department.

HIRING PROCESS- UNCLASSIFIED/MANAGEMENT

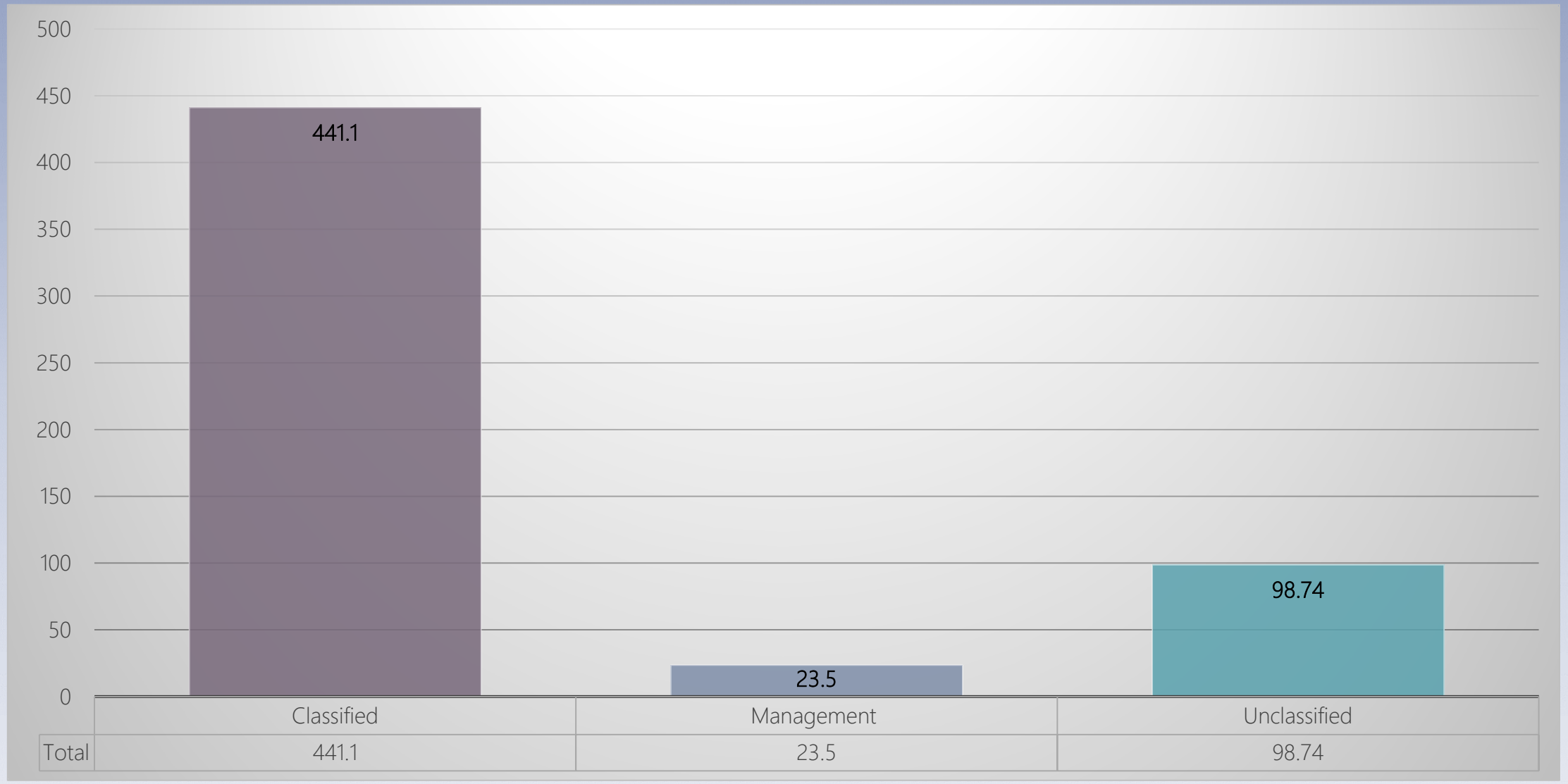


VACANCY RATE BY DEPARTMENT

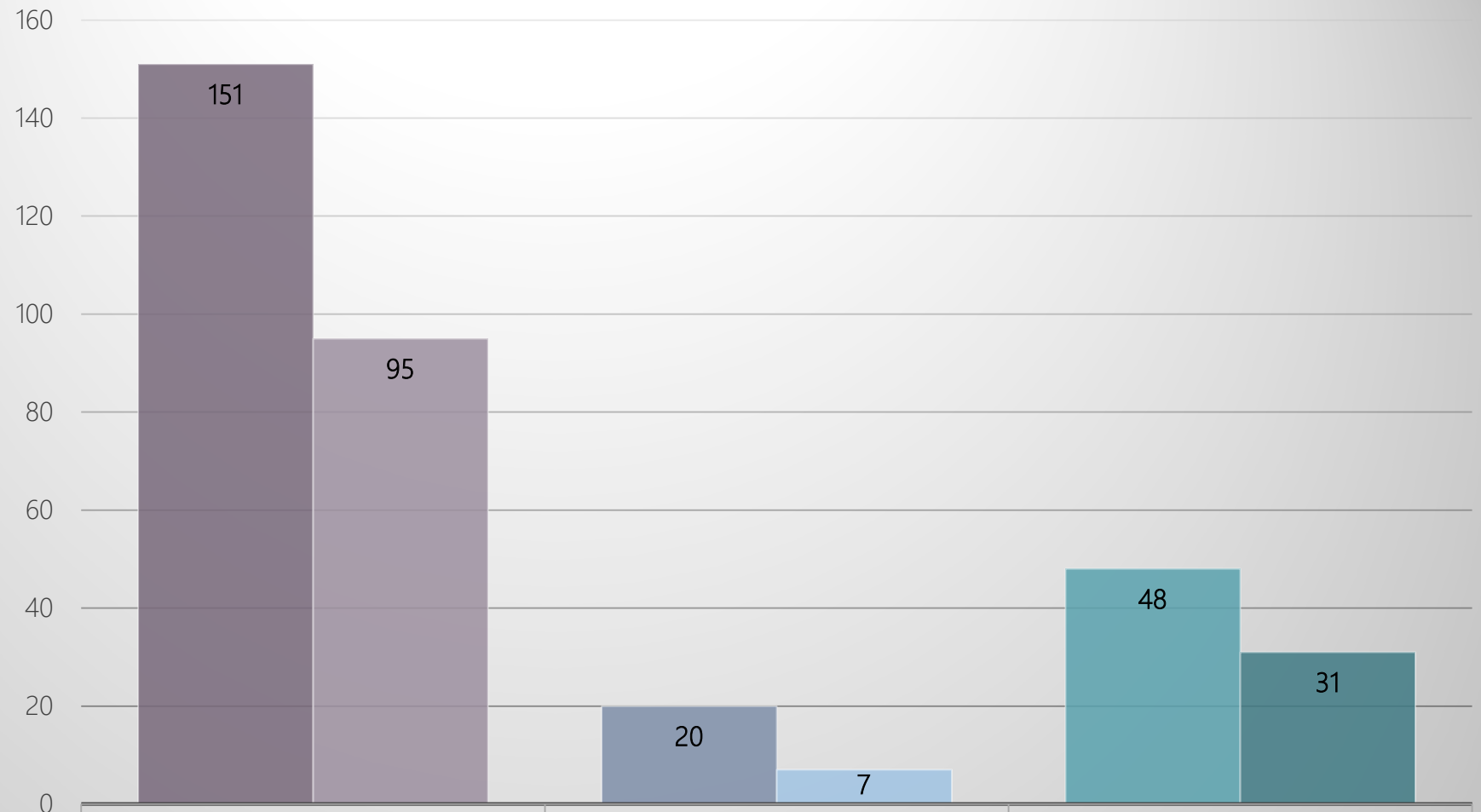


	Police	Fire	Public Works	PRM	Health	FM	ER	DV	TI	Library	LB Airport	DPEC	Eco.Dev	City Manager	HR
% Unfilled	9%	6%	20%	11%	18%	9%	10%	20%	26%	7%	20%	16%	18%	3%	7%

NUMBER OF POSITIONS VACANT



VACANCIES BY CLASSIFICATIONS



	Classified	Management	Unclassified
Sum of Classifications with Vacancies	151	20	48
Current Eligible Lists/Recruitments	95	7	31

Reasons for Vacancies:

- 1.5% Budget Vacancy Factor
- Some positions are newly added positions to the Budget
- Some positions intentionally held vacant by Departments
- Status of the Economy / Compensation Issues
- Some positions hard to fill
- Internal hiring and promotion leads to continuous vacancies
- Length of hiring process
- Some Civil Service lists not available

WORKFORCE CHALLENGES

EXTERNAL

- Competitive Labor Market
- Recruitment Tools (technology and speed)
- Shrinking Candidate Pools
  - Low unemployment rate (4.1%)
- Workforce Trends
  - Retention / Training / Turnover
  - "The new normal is for Millennials to jump jobs four times in their first decade out of college."*

*CNN Money

INTERNAL

- Hiring Process (time & effort)
- Internal competition for talent (transfers)
- Hard to fill positions
- Turnover (retirements, promotions, transfers and resignations)
- Salary & Benefits
- Risk Adverse

FUSE CORPS EXECUTIVE FELLOW

Key Findings – Review of City Hiring Process

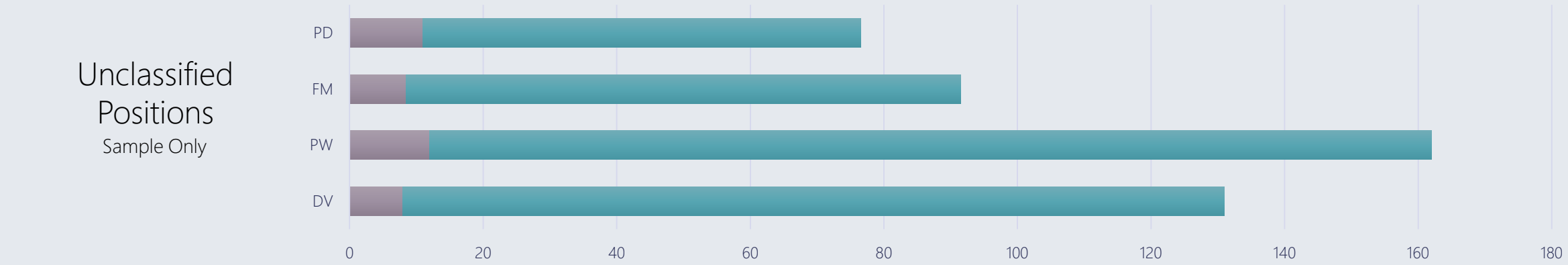
- City has antiquated systems and selection processes
- Need additional staff to expedite hiring process
- Need to update hiring process to attract candidates
- Backlog in civil service exams
- Non-classified recruitment process also challenged with lengthy timeframes
- Communication with candidates during selection process needs improvement
- City offers a valuable opportunity for those who want to make Long Beach a better place to live and make a difference.

FUSE PROJECT - METHODOLODY

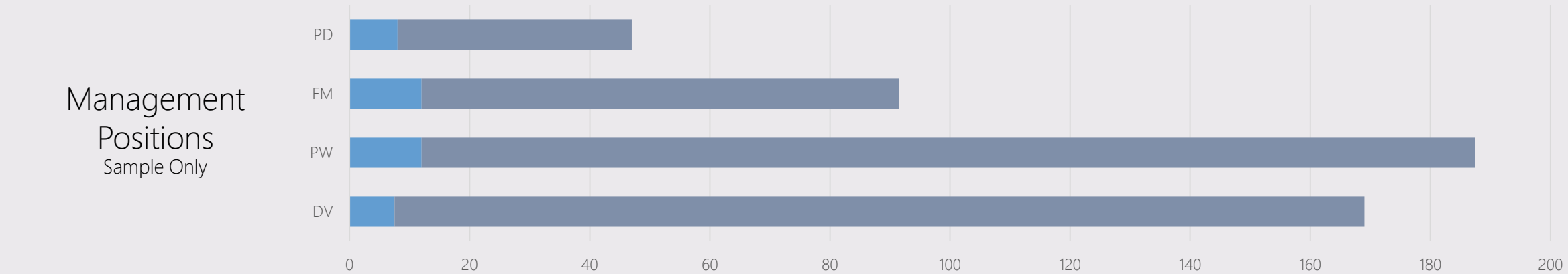
Overall methodology for collecting data and information for the project:

- Conducted interviews with various stakeholders:
  - City employees
  - Commissioners and Department Directors
  - AOs, AAs and Subject Matter Experts
- Reviewed data and written documents
- Observation of steps in the recruiting, exam development and hiring processes in Civil Service
- Reviewed random samples of recruitments and tracked timelines
- Mapped hiring process and workflow

HIRING WORKFLOW COMPARISON (Unclassified Positions)



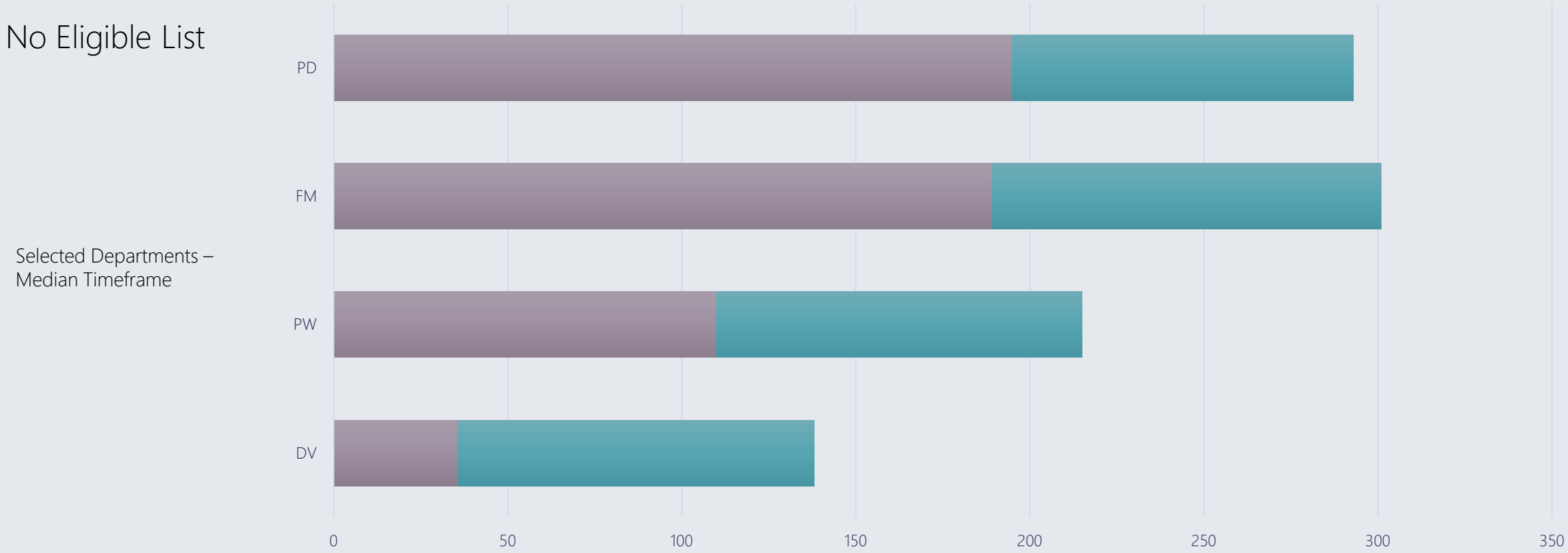
	DV	PW	FM	PD
Median # Days for req. Approval	8	12	8.5	11
Median # Days from CM Req. Approval to Hire	123	150	83	65.5



	DV	PW	FM	PD
Median # Days for req. Approval	7.5	12	12	8
Median # Days from CM Req. Approval to Hire	161.5	175.5	79.5	39

*From Fuse Corps Executive Fellow 9-21-18

CIVIL SERVICE WORKFLOW EXAMPLES (Classified Positions)

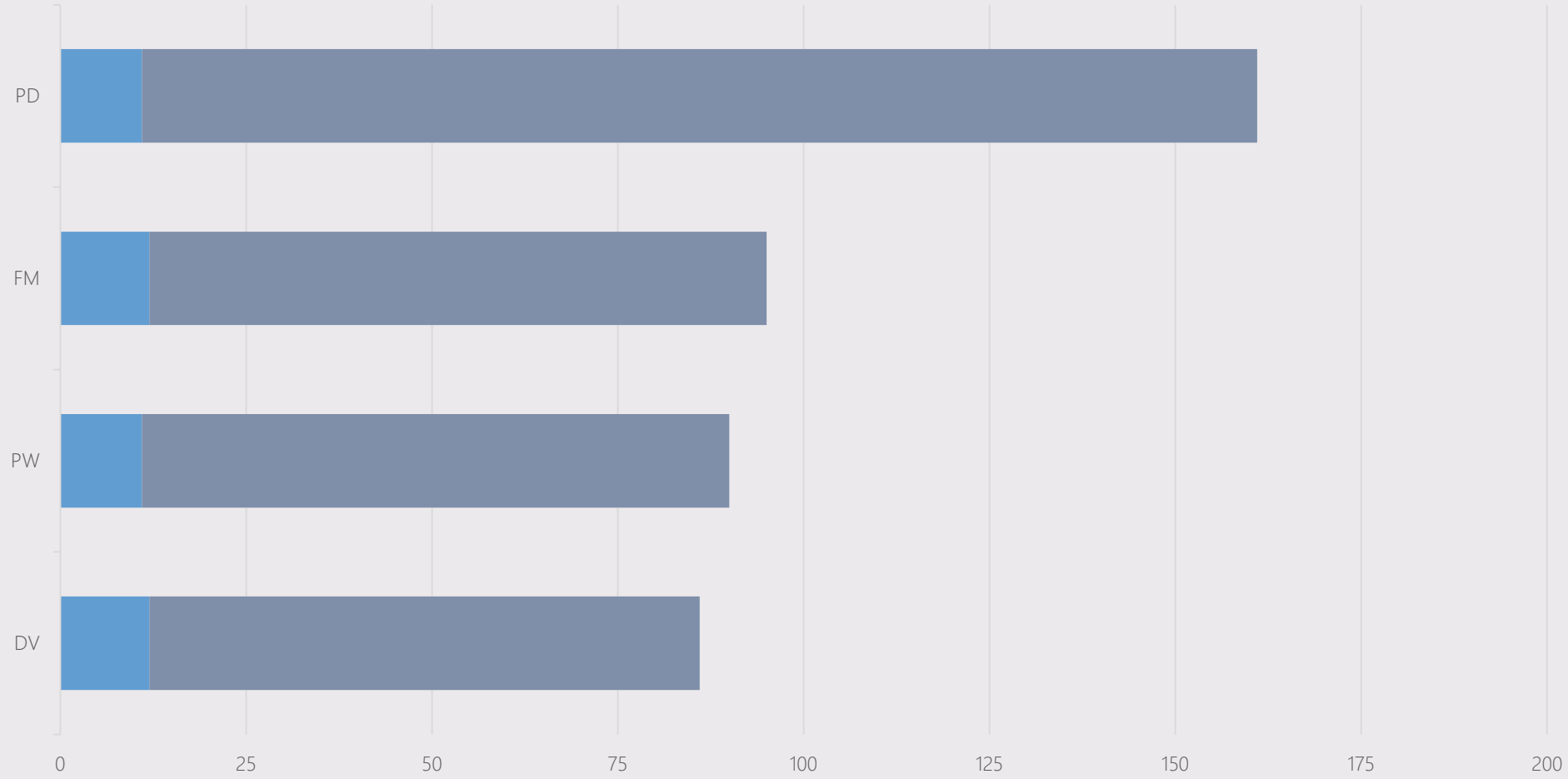


	DV	PW	FM	PD
Median # Days From Req to Assignment	35.5	110	189	195
Median # Days From Assignment to Eligible List	102.5	105	112	98

*From Fuse Corps Executive Fellow 9-21-18

HIRING WORKFLOW EXAMPLES (Classified Positions)

Eligible List in Place



Selected Departments - Median Timeframe

	DV	PW	FM	PD
Median # Days for req. Approval	12	11	12	11
Median # Days from CM Req. Approval to Hire	74	79	83	150

*From Fuse Corps Executive Fellow 9-21-18

OPTIONS FOR FILLING VACANCIES

UNCLASSIFIED- MANAGEMENT

- Direct Appointment
- Expedited Recruitment
- Internal Recruitment Only

CLASSIFIED

- Provisional Appointments
- Overfill- Underfill
    - High Turnover Positions
- Reassignment for Training
- Alternate List Certification

STREAMLINING EFFORTS

Requisition Approvals

- Requisitions on NEOGOV
  - Eliminated paper requisition process
  - Shorter Approval Process (10.5 working days)

- Better Workforce Succession Planning (Future Vacancies)
  - Departments can submit requisitions before separation of employee
    - Improves transition and allows for job shadowing

STREAMLINING EFFORTS

Civil Service

- Online Applications
  - Kiosks available in Civil Service & Library
- Increased Continuous Recruitments
- Online Testing
- Performance Exams and Interviews Conducted at the Department Level
- Increased flexibility using Qualified Lists vs. Banded Lists
- Use of Montage Interviews
- Changes to Civil Service Commission Meetings
  - Placing routine items on Consent Calendar

STREAMLINING EFFORTS

Department Hiring Process

NEOGOV provides additional tools for department hiring process:

- Use of Auto Score and other features in NEOGOV to decrease time spent on application review
- Applicant screening questions- supplemental questions
- Use email notification to effectively and timely communicate with applicants
- Use automatic interview scheduling
- NEOGOV manuals available on HR intranet

STREAMLINING EFFORTS

Medical – HR

- Working with departments to facilitate scheduling for large recruitments
- Contracting with other medical providers for overflow
- Email notification on status update
- Reorganize from Risk Management to Employee Benefits to focus less on Risk and more on the service to the employee

STREAMLINING EFFORTS

New Employee Onboarding

- Automated onboarding process- Sterling One.
- New Employment Orientation (NEO) – offered every other month

NEXT STEPS

Continue collaboration between Departments, HR and Civil Service to measure hiring process

Department Hiring Guide / NEOGOV Training

RFP Broad-based Testing

New City Hall- Increased Capacity for Computer-based Testing

LBCOAST - Implementation

Conclusion: What We've Accomplished

- Fully electronic requisition workflow
- Allow early fill / overlap
- Shorten internal recruitment
- Step Placement exemption
- Open continuous process: Analyst
- Greater Department role in hiring process
- Release of banded lists to Departments
- Montage interviews
- Reorganization of Occupational Health
- Streamline Civil Service Commission Approvals
- Unclassified positions for hard to fill positions

Conclusion: Financial Investment Made

- FUSE Fellow
- Hiring people to hire people
- Hearing Officers to streamline Civil Service Commission workload
- RFP for reviewing Civil Service testing
- New City Hall testing facilities
- NeoGov implementation
- Funded dedicated Civil Service interns
- LB COAST

Conclusion: Innovations Yet to Come

- Extending electronic workflow to Civil Service process
- RFP for broad-based Civil Service testing
- Additional delegation to Civil Service Director
- Additional online testing
- Additional unproctored exams
- Review of staffing needs
- Onboarding Audit
- Review of probationary period
- Meet and Confer improvements
- City Hall facilities for testing
- Online Performance Evaluations (LB COAST)
- LB COAST

Conclusion:

- Dedicated effort underway to enact systemic change
- Thankful for the continued support of departments, HR and Civil Service
- Significant improvements already in place, more to come
- Systemic change takes time and dedicated collaborative effort

CITY OF LONG BEACH

Attachment B

DEPARTMENT VACANCIES REPORT (AS OF OCTOBER 2018)

Department	FY 19 Budget	Positions Vacant	Positions Filled	% Unfilled	Factors Contributing to Vacancies
Airport	113.0	23.0	90.0	20%	Airport's 2019 Budgeted vacancies are primarily in our Airfield Operations and Maintenance Divisions and were newly budgeted for the fiscal year. These vacancies are in active recruitment and many have been filled. The reasons for the vacancies are as follows: 1. High turnover rate in the Operations Division, 2. Maintenance Division gradually ramping up staffing levels to meet the increased demand in a measured way to maintain stability, 3. Waiting on CS Eligible Lists.
Development Services	212.8	43.0	169.8	20%	The October 2018 vacancy report for Development Services shows 43 vacant positions in a department of 212 employees, for a 20-percent vacancy rate. A number of factors contribute to this higher than average vacancy rate. One, is the addition of 23.5 full-time equivalents (FTES) as part of the FY 17, 18 and 19 budget adoptions, of which 6.45 were added in FY 19. To fill these new positions and vacancies in existing positions, Development Services made 47 hires in FY 18 and another 42 hires in FY 17, for a total of 89 hires in two years. Nearly 45 percent of the hires during this period were internal promotions, creating vacancies in entry-level and journeyman positions. When these vacancies are within allied classifications like Senior Combination Building Inspector (CBI), CBI and CBI Aides, at least three separate recruitments must be held. Hiring management positions can have a chain reaction as well. For example, the Director of Development Services was filled by an internal candidate; the vacated position (bureau manger) was then filled by an internal candidate (officer); and now the department is holding final interviews to fill the officer position. The department is also feeling the effects of retirements and the competitive job market; 31 FTEs have left the department and the City over the last two years. As management and mid-level positions stabilize, Development Services expects the vacancy rate to decrease as lower level vacancies are filled. In fact, the department has filled 16 positions since October 1, 2018, which is faster rate than the prior two fiscal years.
Disaster Preparedness & Communications	89.3	14.3	75.0	16%	As of October 2018, the Department of Disaster Preparedness and Emergency communication had an unfilled (vacancy) rate of 13%. The unfilled rate includes 11 Public Safety Dispatchers (PSDs) and 2 vacancies in the Disaster Preparedness Bureau (Dprep). There are many factors that affect the vacancy rate of the PSDs including: Peace Officer's Standing Test (POST), background investigations, the complex work required of a dispatcher, and the one year probation period. To address hiring challenges, the Department has focused on contracting with the National Testing Network, working with Civil Service to have continuous open recruitment, looking at lateral recruiments and transfer for training opportunities.
Economic & Property Development	87.0	16.0	71.0	18%	All but two of the noted 16 vacant positions are budgeted in the Workforce Development Bureau. Workforce vacancies are filled only when grant funding becomes available. These positions are budgeted based on potential funding, and are retained to facilitate rapid hiring if/when funding is available. Additionally, only three positions that are both budgeted and funded are unfilled in the Workforce Development Bureau, and these are expected to be filled shortly. Interviews for one are being conducted next week, and another requisition is already approved. The two vacant positions in the Real Estate Development Bureau, one vacated by a promotion, are also expected to be filled shortly. Excluding the 11 reserve vacant positions in Workforce, 5 of 76 positions are unfilled for a vacancy rate of approximately 6.5%, and are expected to be filled as soon as possible.
Energy Resources	233.4	22.5	210.9	10%	The Energy Resources Department reported a 10% vacancy rate in mid-October of 2018. The 10% vacancy rate is a result of natural attrition for the Department, which historically over the last two fiscal years has experienced an average 10.5% vacancy rate as a result of retirements, resignations, transfers and/or dismissals. The Department currently has 26.5 vacancies and has submitted requisitions for all but one vacancy. The Department is in the process of onboarding 8 new employees across several bureaus and has initiated recruitment and selection processes for the remainder of the vacancies.

Department	FY 19 Budget	Positions Vacant	Positions Filled	% Unfilled	Factors Contributing to Vacancies
Financial Management	259.3	24.5	234.8	9%	Financial Management's (FM) current vacancy rate is 10% or 24 vacancies. Some positions can be filled more quickly than others. Factors for FM vacancies include; waiting to fill two key vacancies until a new bureau manager could be hired; promotions and retirements; terminations; the absence of available eligible list; some new FY 19 budgeted positions. Summary of vacancies: • 2- waiting hire of new bureau manager • 7- promotions and retirements • 2- terminations • 13- no available eligible lists (4 FM/9 Fleet) • 4- new FY 19 budgeted positions.
Fire	530.9	32.8	498.2	6%	Regarding the attached vacancy numbers for Fire, the Department has hired additional personnel since the data was collected in October and currently has 26.28 vacancies for a 4.6% vacancy rate. These numbers are better than all but one of the last five years at this point in the year. The existing vacancies are primarily due to natural attrition, retirements, and transfers to other departments. We also have multiple ongoing recruitments or recruitments planned for the near future that will continue to address these vacancies.
Health & Human Services	414.2	74.4	339.8	18%	Vacancies in the Health and Human Services tend to come from: •Difficulty competing and recruiting and high turnover of Nurses, Public Health Nurses and Nurse Practioners compared to the surrounding public health jurisdictions and the private health industry. • Waiting for a certified list (e.g., Assistant Admins Analyst; Admins Analyst, etc.) •Reduced or lack of grant funding to fund the position • Utilizing salary savings to meet other needs • Non-Career vacant positions of 12.75 FTEs due to difficulty in maintaining the staff. High turnover rate due to people wanting and seeking full time position elsewhere.
Human Resources	45.0	3.0	42.0	7%	Selection process in progress for Officer positions. Analysts positions are vacant due to pending Civil Services exam for Personnel Analyst and Administrative Analyst.
Library	128.1	8.5	119.6	7%	The Department of Library Services currently has eight vacant positions. Three positions will be filled closer to the opening of the new Main Library since the current facility closed January 19th. Three positions are in the process of being filled. One position is on hold (Administrative Analyst) until Civil Service provides a new eligibility list and the last vacancy needs approval from both Civil Service and Human Resources to create a new Library Assistant classification.
Parks, Recreation & Marine	438.4	48.9	389.6	11%	With regard to PRM's vacancy analysis, of the 50.84 vacancies in the Department, approximately 35% have requisitions submitted and approved which are awaiting Civil Service Recruitments. Approximately 40% of the listed vacancies are positions with approved requisitions which require the scheduling of interviews. Efforts to fill are ongoing. 13% have completed interviews and selections are either pending or candidates are onboarding, and the remainder are awaiting requisitions to be submitted by hiring Divisions or are temporarily halted for other budget concerns. With a new analyst having started in October in the Personnel & Training Division, the pace of the recruitments is greatly enhanced and we anticipate making much progress in 2019 toward reducing the number of vacancies.
Police	1,241.90	107.8	1,134.1	9%	The vacancies listed for the Police Department were a mix of sworn and non-sworn openings. The count was just prior to the start of an academy consisting of 68 officers. The non-sworn positions were either in the process of being filed at the time of this list or the Police Department was waiting for a specific eligibility list to be released by Civil Service. Currently the Police Department's vacancy rate is 7.8%.

Department	FY 19 Budget	Positions Vacant	Positions Filled	% Unfilled	Factors Contributing to Vacancies
Public Works	500.6	101.2	399.4	20%	The Department of Public Works has 125 vacancies, which includes new FY 19 positions. At present, the Department has 42 candidates in pre-employment processing for an adjusted vacancy count of 83. Over the past three years, an average of 56 employees per year have separated from the Department. Of those employees, the majority, 28 on average, have resigned to pursue other employment, with most having relatively short tenure with the City. At present, of the Department's 83 adjusted vacancies, there are 65 vacancies encompassing 20 separate job classifications that Public Works requires a Civil Service eligible list for. The Department is working to resolve the delay in generation of Civil Service eligible lists by providing Public Works staff assistance to conduct Civil Service exams and hiring two Administrative Analyst II Non-Careers to conduct Civil Service exams. Recruiting qualified candidates is challenging. Both the economy and the job market are strong and the emergence of new technology and career paths makes attracting candidates to public service difficult.
Technology & Innovation	159.0	42.0	117.0	26%	TI is in a period of significant transformation, and the vacancy rate reflects this fact. First, the City has made new technology investments (Fiber, CRM, EDMS, City Hall equipment, etc.) and TID received new positions in the budget to support these technology investments. Second, due to past budget cuts, TID did not have the administrative capacity to recruit and staff up, but has taken recent steps to improve in this area with the addition of two new administrative analysts focused on hiring and other HR duties. Third, TID has a new director who is focused on strengthening the organization, including having a stronger emphasis on performance management, and the department has recently experienced a number of retirements and some attrition so these positions need to be refilled in order to support core functional areas. While the vacancy rate is higher than expected, TID is currently heavily relying on a series of ad-hoc, as-needed contractors and consultants to complete critical projects and provide needed support. As internal positions are filled, associated consultants will no longer be needed.
	3,040.3	408.8	2,631.5	13%	