

# Staff Accountability Overview

## City of Dallas' FY05-06 Workforce Outlook

City Council Briefing  
September 21, 2005

# Purpose

- **Present an analysis of the City's Workforce and a baseline for employee development and succession planning.**
- **Review the results of the 2005 Performance Appraisal System.**
- **Present the results of the Civil Service/Human Resources Task Force recommendations.**
- **The City Manager and Uniform Associations requests that the City Council inform the Civil Service Board of the goal to transfer duties from Civil Service to the Human Resources Department such as:**
  - *Civil Service testing, validation, uniform & civilian recruitment, applicant process' and background checks duties.*

# In 2000 Governing Magazine Graded Human Resources with a “C”.

*Government Performance Project (GPP)*

## Criteria Comparison for Human Resources Departments

*Criterion 1: Government conducts strategic analysis of present and future human resources needs.*

*Criterion 2: Government obtains a skilled workforce.*

*Criterion 3: Government maintains an appropriately skilled workforce.*

*Criterion 4: Government motivates the workforce to perform effectively in support of the government's.*

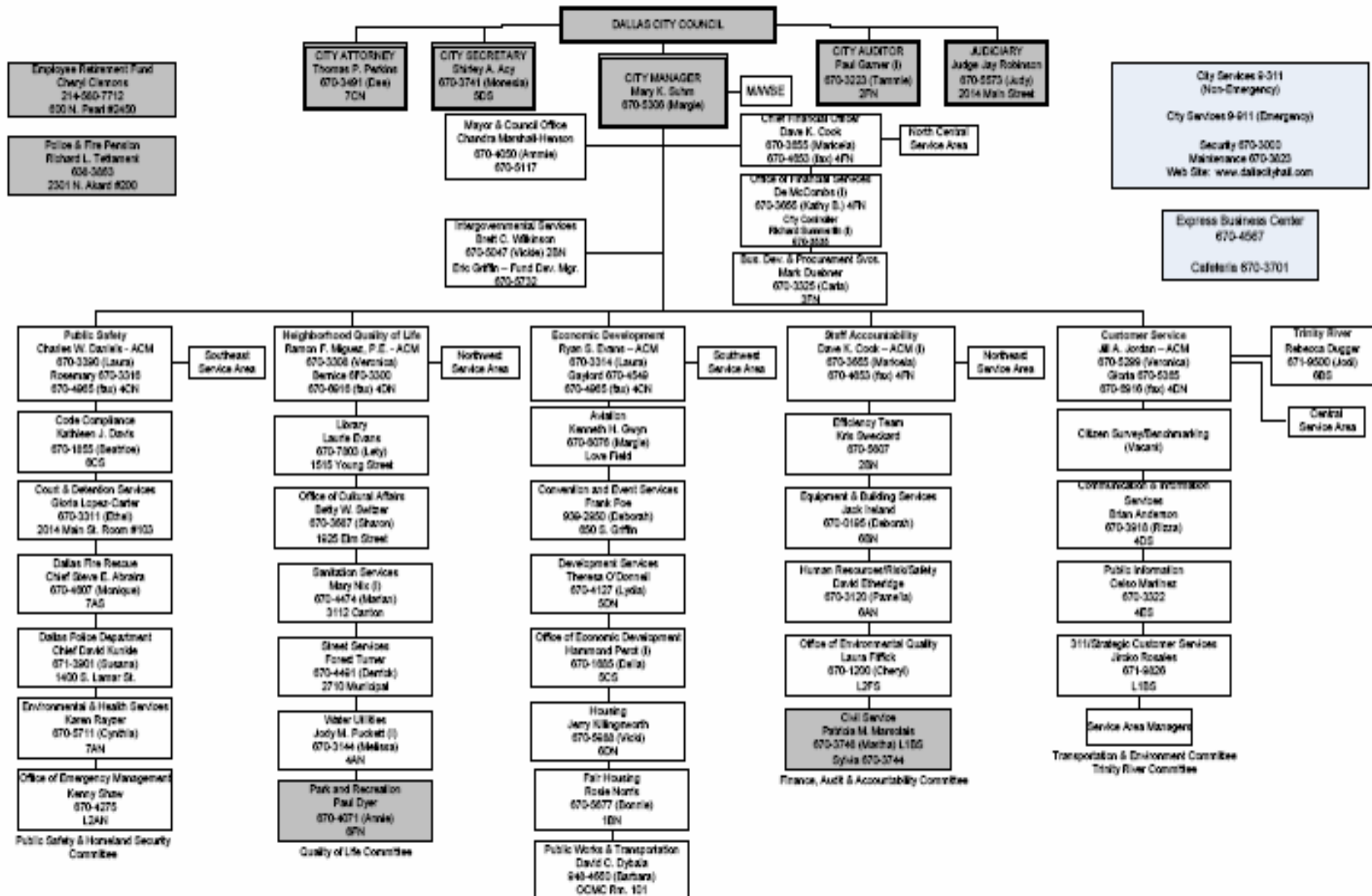
*Criterion 5: Government structures the workforce.*

# In 2000 Governing Magazine Graded Human Resources with a “C” based on the five criteria.

**Governing Magazine evaluated 47 municipalities and dubbed the City of Dallas as having a “Peculiar Human Resources System.”**

- Two departments share overall responsibility for recruitment and hiring (Civil Service and Human Resources).
- Applicants seeking City employment have to go through two different hiring departments.
- Some Succession Plans are in place but not equal to a grade “A” Level
- Supervisors need training in the performance review process to avoid the “Everyone is Above Average Syndrome.”

# City of Dallas Organization Structure as of June 2005



# City of Dallas

## Strategic Analysis of City's Human Capital

### Civilian Employees

*eligible to retire as of October 1, 2005*

**Current Headcount**                      **7,718**

30+ years of svc	172
60+ years of age	328
Rule of 78	<u>359</u>
<b>Total</b>	<b>859</b>

**11.12% eligible**

**There are an additional 1,222 civilian (15.8%) employees with 20-29 years of service eligible to retire with a reduced monthly pension (penalty).**

### Uniformed Employees

*eligible to retire as of October 1, 2005*

**Current Headcount**                      **4,598**

Age 50 with 5 yrs	94
Age 45 with 5 yrs	241
20 years of svc	<u>1689</u>
<b>Total</b>	<b>2,024</b>

**44% eligible**

# City of Dallas

## Strategic Analysis of City's Human Capital

• <b><u>Employees Years of Service (Average)</u></b>	<b><u>13.3 years</u></b>
– Administrative Support/Officials/Clerical	11.5
– Officials and Administrators	16.2
– Paraprofessionals	11.3
– Professionals	11.3
– Protective Service Workers	15.8
– Service-Maintenance	8.8
– Service Skilled Workers	13.3
– Technicians	14.7

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• Average Age	43.8 (age)
• Average Annual Salary	\$46,951
• Average Hourly Rate of Pay	\$21.87

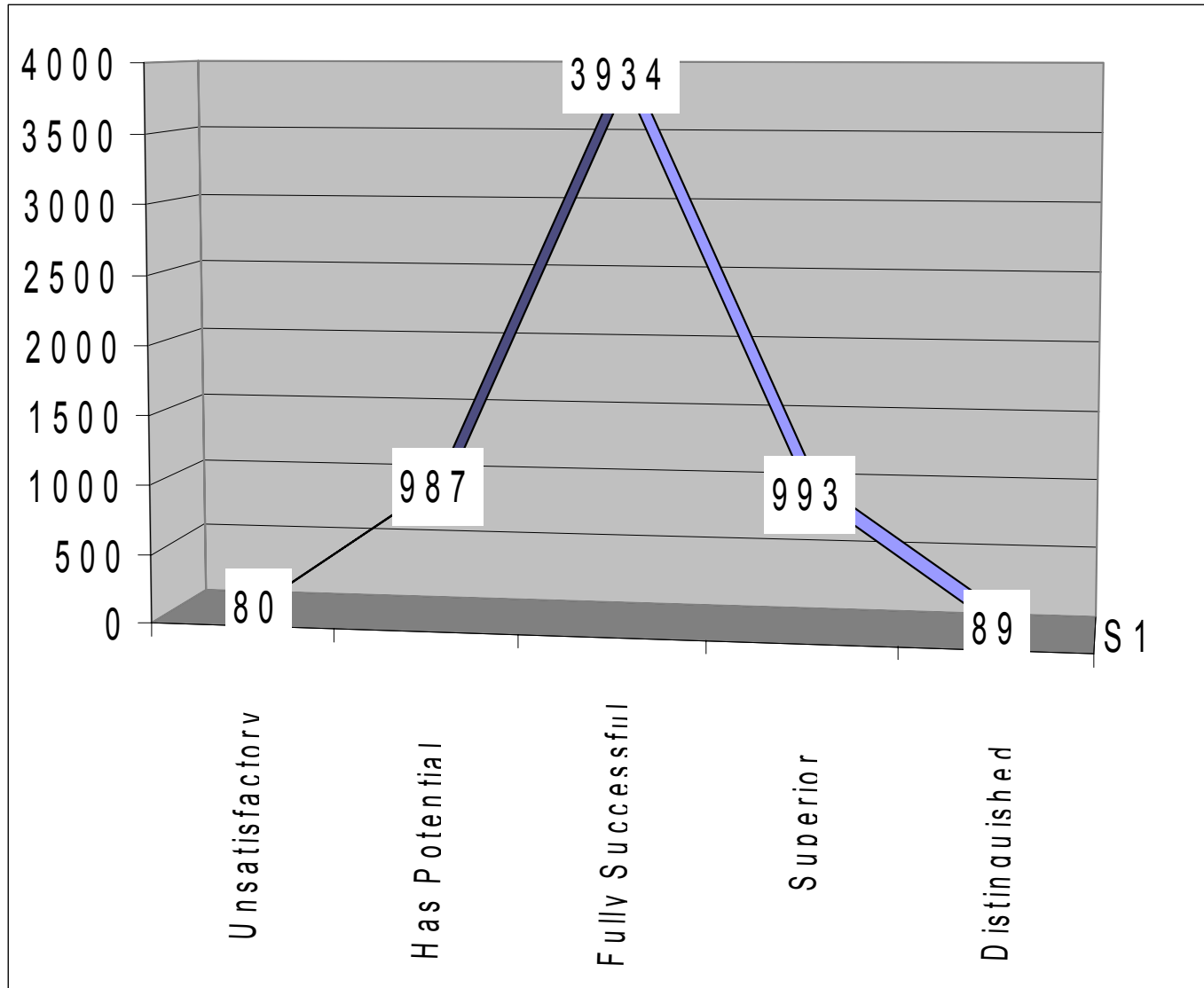
# The City's Performance Appraisal System

**“A workforce motivation & measuring tool supporting the Five Key Focus Areas”**

- The City Manager implemented the new Performance Appraisal System April 2005 to include the following:
  - Performance appraisal and employee management training provided by Dick Grote to 1,000 employees November 04-February 05.
  - Among the civilian staff 6,083 non-uniform employees were evaluated by managers and supervisors. The Police and Fire continue to maintained their existing performance appraisal system.
  - The goal to achieve the “Bell Curve Result” was accomplished. It reveals that the City does not have the “Everyone is Above Average Syndrome”.



# Performance Appraisal Results - 2005



# Current Civil Service & Human Resources

## Major Department Responsibilities

### Civil Service Department

- Employee Civil Service Board, Trial Board and Administrative Law Judge hearings
- Employment Center operations – screening & evaluating applications for 400+ job titles
- Written exam development for competitive uniformed & civilian job titles (28)
- Assessment center development & administration for Police & Fire promotional ranks (11)
- Physical Abilities Testing for entry-level firefighter applicants
- Criminal background checks for new civilian hires
- Motor vehicle checks for primary drivers
- Reduction-in-force (all layoff & outplacement activities)
- Open record requests regarding applicant testing and employment hearings
- Enforce Civil Service Rules

### Human Resources Department

- Departmental Support (Generalists)
  - Employee Relations
  - Investigations
  - FMLA administration
- Employee and retiree benefit programs:
  - Health, Life Insurance
  - Voluntary Benefits
  - Contract Administration
- Departmental Payroll (all departments)
- HRIS management
- Performance Management
- Compensation
- Employee development/training
- Executive recruitment & labor hiring
- Employee records
  - Open records request
  - EEOC responses
  - Citywide Personnel records
- New hire physical exam & drug testing
- Risk Management
- Unemployment claims
- Worker's Compensation

# Citywide Disciplinary Statistics

## October 2002 - June 2005

- During the snapshot period of October 2002 - June 2005 there were 1,063 disciplinary actions Citywide.
- The disciplinary actions were aggregated as follows:

<b>///Reprimands</b>	<b>467</b>
<b>///Suspensions</b>	<b>384</b>
<b>///Terminations</b>	<b>207</b>
<b>///Demotions</b>	<b>2</b>
<b>///Retirement in lieu of termination</b>	<b><u>3</u></b>
<b>Grand Total</b>	<b>1,063</b>

# Disciplinary Actions Outcome

- During the snapshot period of October 2002 - June 2005 there were 1,063 disciplinary actions.
- Among the actions 790 (74%) of the cases were not appealed to the CMO.
- Assistant City Manager's reviewed 273 appeals and the results were

» ACM Upheld	131 (48%)
» Reduced	70 (26%)
» Overturned	24 (8.7%)
» Pending	42
» Withdrawn	5
» <u>Increased Action</u>	<u>1</u>
<b>Total number of appeals</b>	<b>273</b>

- Only terminations and demotion grievances may be appealed to the Civil Service Board. Of the 131 cases 23 were submitted to the Trial /ALJ Board. Results for the period were as follows:

» Upheld (Sustained)	8 (34.7%)
» Reduced (Modified)	2 (8.6%)
» Overturned (Reinstated)	10 (43%)
» Settled	<u>3</u>
	<b>23</b>

- Civil Service upheld 35% of the the cases reviewed.

Of the 1,063 disciplinary actions reviewed for this period, only 128 (12.%) cases were overturned by the Assistant City Managers or the Civil Service Board.

# Civil Service/HR Efficiencies Task Force

established August 2004

## **Objectives:**

- To seek employee input regarding two-department system via employee survey and contacts with employee associations and department directors.
- To identify & compare City's organizational structure to those in other similar Texas & U.S. municipalities.
- To consider the impact of consolidating the two departments, ensuring employment based on "merit" principles and quality performance by reviewing current staffing, performance management, disciplinary and training activities.
- To identify pertinent rules & regulations that may require amendment, i.e., City Charter Code, Personnel Rules and Civil Service Rules.

# Task Force Findings:

as of January 2005

- Confusion as to which department has jurisdiction over various personnel functions:
  - Job applications accepted and pre-screened by both departments for different job titles.
  - Job titles and compensation plans developed by Human Resources with minimum job requirements independently developed by Civil Service.
  - Two departments requiring two separate executive staffs, splitting Human Resources Analysts between the two departments.

# Task Force Findings: Employee Input

## as of January 2005

- Employee Associations (both uniformed and civilian)
  - Main concerns about any changes to Civil Service protections:
    - Loss of right to an independent employee hearing process
    - Loss of seniority considerations on assignments & layoffs
- Employee Survey results
  - 854 responses from 12,169 employees (7%)
  - 87% indicated that “an independent hearing process” was important for City employees
  - 56% did not know the correct location to apply for specific positions
  - 62% commented on the proposed consolidation of the two departments, with the greatest concerns involving:
    - Loss of appeal rights
    - Gain or loss of efficiency or communication channels
    - Inadequate staffing/training with potential job cuts

# City Council Briefing—February 16, 2005

- Results of Civil Service/Human Resources Task Force efforts presented to Council, including:
  - Task Force recommendations
  - City Manager recommendations
- City Council directed staff to begin implementation of task force recommendations, particularly related to disciplinary/appeal process and employee training



# Task Force Recommendations

presented at the City Council Briefing February 6, 2005

1. Provide a streamlined, equitable employee hearing process:

a. Limit appeals for reprimands to issuing department director

b. Discontinue CMO hearings on reprimands

*Exception: If Department Director issues reprimand, employee can appeal to Assistant City Manager*

c. Limit overall number of appeals, up to a maximum of four (including Department Director, CMO & Civil Service level, if eligible).

# Task Force Recommendations

presented at the City Council Briefing February 6, 2005

## 2. Provide sufficient employee training:

- a. Require all 1600 executive, management & supervisory personnel to complete extensive training in leadership, coaching, & progressive discipline within 24 months by funding existing “Coaching for Leadership & Organizational Effectiveness” training program PLUS require Customer Service training for the remaining 11,000+ City employees.
- b. Provide copy of *Personnel Rules* (in Spanish and English) to all City employees.
- c. Produce & present video review of City’s “Rules of Conduct” with Q&A session to all City employees.

# Implementation Steps— Recommendation #2

presented at the City Council Briefing February 6, 2005

- Increased supervisory training efforts already underway
  - Performance appraisal and employee management training provided by Dick Grote to 1,000 employees November 04-February 05
- City University concept in development
  - Concept creates opportunities for position-appropriate learning for employees
  - Includes supervisory & management training
- Communication of rule/ordinance changes (including Spanish version) to be done in FY 05-06 (Recommendation #2b)

<b><u>Taskforce Timeline</u></b>						
<b><i>Personnel Rules Changes</i></b>				<b><u>Date</u></b>	<b><u>Complete</u></b>	
	Prepare draft			4/26/2005	√	
	CAO review			5/13/2005	√	
	Civ Svc review			5/13/2005	√	
	Discuss w/Police & Fire			6/24/2005	√	
	Finalize proposed changes			7/5/2005	√	
	Send to CAO for ordinance preparation			7/7/2005	√	
	Council Agenda 9 05			9/21/2005	To be determined by CAO	
	CMO Small Group review			To be determined		
	Department Directors			To be determined		
	Employee communication			To be determined		
<b><i>Civil Service Rule Changes</i></b>						
	Civil Service Board Rules Committee meeting			10/3/2005		
	Revised Civil Service Rules drafted by the CAO			10/15/2005		
<b><i>DPD &amp; DFR Internal Rules Changes</i></b>						
	Discuss w/Police & Fire			6/24/2005	√	
	Draft wording			7/15/2005		
	Finalize changes			9/16/2005		
	Employee communication			10/1/2005		
<b><i>Supervisory Training</i></b>						
	911/311, EHS, Code, Water (partial)			Completed		20
	Sanitation, Aviation			In progress currently		
	Completion of all departments			3/1/2007		

# City Manager's Recommendations

Presented at the City Council Briefing—February 16, 2005

- Adopt recommendations of the Task Force regarding the streamlining of the appeals process and improved training for supervisors & managers.
- Retain the Civil Service Board and Secretary to the Board to provide an independent employee hearing process (discipline and testing) for Civilian & Uniformed employees currently covered by Civil Service Rules.
- Transfer identified functions, i.e., recruitment, application processing, testing, minimum qualifications, background checks, plus associated Civil Service staff into the Human Resources Department within 90 days of Council approval.

# City Manager's Recommendations

## City Council Briefing—February 16, 2005

### **Benefits of transferring functions to Human Resources department:**

- Eliminates confusion for public and employees regarding recruitment.
- Improves communication between recruitment staff and departmental generalists on staffing needs and succession planning.
- Improves coordination between job classification and development of minimum qualifications.
- Allows the Civil Service Board to provide a neutral disciplinary action and test appeal process that will help the City to retain employees.
- Retains an independent hearing process that provides an avenue to resolve issues without more costly mediation, litigation or involvement from federal agencies.
- Changes to Civil Service Rules would be required by the Civil Service Board and approved by City Council to implement the transfer of duties.

# Uniform Associations Recommendations July-August 2005

**“Maintaining and motivating a skilled workforce.”**

- Uniform Associations have submitted letters to support the City Manager’s recommendation to transfer duties of the Civil Service department to the Human Resources Department.  
Those Associations include: *Dallas Police Association, Dallas Fire Fighters Association, Dallas Hispanic Fire Fighters Association.*
- Other uniform associations have expressed concerns regarding the lack of Rules for a Test Appeal Process and they include: *Black Fire Fighters Association and the Fraternal Order of Police.*

# Uniform Associations Seek Test Appeals

## at the September 12, 2005 Civil Service Board Meeting

- During the Task Force discussions the Employee Associations (both uniformed and civilian) expressed the following main concerns about any changes to Civil Service protections:
  - Loss of right to an independent employee hearing process
  - Loss of seniority considerations on assignments & layoffs
- The Taskforce research identified that most Texas municipalities offer a “Check and Balance System” for discipline and testing appeal process. Both appeal process are clearly outlined within governing procedures.
- Currently, the City of Dallas Civil Service Rules regarding the Examination Process does not outline an appeal process for uniform or non-uniform employees (review Civil Service Rules: VI, VII, VIII, IX or X).



# **Proposed Implementation Schedule to Modify Rules and Transfer Duties September – December 2005**

- **Request an official opinion from the City Attorney’s Office to change Civil Service Rules and the necessity to change the Charter regarding reassignment of duties from Civil Service to Human Resources.**
- **Civil Service Board approved the establishment of a committee to recommend revisions to Civil Service Rules VI, VII, VIII, IX and X that includes test appeal process and transfer of duties recommendation. (completed September 12, 2005)**
- **The Committee should include Civil Service Staff, Association Leaders, Human Resources Staff and the City Attorney’s Office.**
- **Revise the Civil Service Rules that establishes the Civil Service Board Secretary as the Chief Examiner responsible for managing the appeal process for disciplinary and testing.**
- **Revise the rules that establish the Human Resources Department as the managing team for all Civil Service the testing, validation, uniform & civilian recruitment, applicant process’ and background checks.**
- **The “Change of Rule” - XXI of Civil Service Rules should be implemented within the next thirty days based on the previously mentioned recommendation.**

# Staff Accountability - Next Steps

- **Schedule of presentations regarding Taskforce Recommendations:**
  - Taskforce Recommendations presented to City Council : February 2005
  - Civil Service and Human Resources Staff met to revise Personnel Rules: April 2005
  - Human Resources Staff presented Taskforce Update to Civil Service Board: May 2005
  - Human Resources Staff presented Taskforce Update to Civil Service Board: June 2005
  - Human Resources Staff submit Proposed Rule changes to City Attorney’s Office: July 2005
  - Fire Association present “Testing Appeal Concerns” to the Human Resources: July 2005
  - Human Resources Staff meet with Uniform Associations: July 2005
  - Human Resources Staff meet with Uniform Associations: August 2005
  - Human Resources Staff meet with Uniform Associations: September 2005
  - Human Resources Staff presented Taskforce update to Civil Service Board: September 2005
- **Proposed Next Steps for Staff Accountability :**
  - Present Personnel Rules drafted by the City Attorney’s Office to City Council: October 2005
  - Civil Service Board Rules Committee Meeting: October 2005
  - City University presentation at City Council Briefing: October 2005
  - Present Proposed Civil Service Board Rules changes to Board: October 2005
  - Submit Civil Service Rule Changes to the City Attorney’s Office: October 2005
  - Civil Service Board host employee hearing for Civil Service Rule Changes: November 2005
  - City Attorney Office present Civil Service Rules changes to City Council: December 2005