CITY OF OAKLAND

CIVIL SERVICE BOARD MEETING AGENDA

Date: March 16, 2023

OPEN SESSION 5:30 p.m.

City Hall, One Frank H. Ogawa Plaza, Hearing Room 1

BOARD MEMBERS:	**Chairperson Yvonne Hudson- Harmon; Lauren Baranco; Michael Brown; Brooke Levin; Beverly A. Williams**
STAFF TO THE BOARD:	**Ian Appleyard, HRM Director/Secretary to the Board**
	Tina Pruett, Human Resources Manager/Staff to the Board
	Marijess De Guzman, Human Resource Technician/Staff to the Board
	Malia McPherson, Attorney to the Board

The following options may be available to observe this meeting:

- Online video teleconference (via ZOOM): Click on the link to join the webinar:https://us02web.zoom.us/j/82966362668?pwd=V1p2T2J1TWhjTTZIR3M5VGZWTEhIdz09
  Passcode: CSB316

  Please note: the Zoom link and access number are to view/listen to the meetings only, not for participation.

- Telephone: Dial (for higher quality, dial a number based on your current location): US: +1 669 444 9171 or +1 669 900 6833 or +1 253 205 0468 or +1 253 215 8782 or +1 346 248 7799 or +1 719 359 4580 or +1 689 278 1000 or +1 929 205 6099 or +1 301 715 8592 or +1 305 224 1968 or +1 309 205 3325 or +1 312 626 6799 or +1 360 209 5623 or +1 386 347 5053 or +1 507 473 4847 or +1 564 217 2000 or +1 646 931 3860
  Webinar ID: 829 6636 2668
  Passcode: 564102
  International numbers available: https://us02web.zoom.us/u/kdRhrGtjHP

OPEN SESSION AGENDA

ROLL CALL

1) **OPEN FORUM**

2) **APPROVAL OF THE MARCH 16, 2023 CIVIL SERVICE BOARD MEETING AGENDA**   ACTION

3) ELECTION OF BOARD MEMBERS AS CHAIR AND VICE CHAIR   ACTION

4) UPDATES, SECRETARY TO THE BOARD   INFORMATION

5) CONSENT CALENDAR: ACTION

    a) Approval of Provisional Appointment (1)

- Violence Prevention Department

    b) Approval of Employee Requests for Leave of Absence (3)

- Oakland Finance Department (1)
- Oakland Police Department (1)
- Oakland Public Works Department (1)

    c) Approval of Revised Classification Specifications

- There are no revised classifications specifications this month

6) OLD BUSINESS:

    a) Approval of February 16, 2023 Civil Service Board Meeting Minutes   ACTION

    b) Determination of Schedule of Outstanding Board Items   INFORMATION

    c) Informational Report on the Status of Temporary Assignments for Temporary Contract Service Employees (TCSEs) and Exempt Limited Duration Employees (ELDEs) Including a Report of the Names, Hire Dates, and Departments of all ELDE's and TCSEs in Accordance with the Memorandum of Understanding Between the City and Local 21   INFORMATION

    d) Quarterly Update Regarding Measure Q Hiring Efforts   INFORMATION

- Request from Secretary to the Board to discontinue Quarterly Measure Q Updates

7) NEW BUSINESS:

    a) Approval of New Classification Specification for Tree Trimmer Crew Leader   ACTION

    b) Presentation of December 2022 Semi-Annual Staffing Report   INFORMATION

8) <u>ADJOURNMENT</u>

NOTE: The Civil Service Board meets on the 3rd Thursday of each month. The next meeting is scheduled to be held on Thursday, April 20, 2023. All materials related to agenda items must be submitted by Thursday, April 6, 2023. For any materials over 100 pages, please also submit an electronic copy of all materials.

Submit items via email or U.S. Mail to:

> City of Oakland - Civil Service Board
> 150 Frank H. Ogawa Plaza, 2nd floor
> Oakland, CA 94612
> civilservice@oaklandca.gov

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或致電 (510) 238-3112 或 (510) 238-3254 TDD/TTY

DATE: February 17, 2023

TO: The Honorable Civil Service Board **FROM:** Mary Ann Gonzales
Senior Human Resources Analyst

THROUGH: Ian Appleyard, Director of Human Resources Management
Secretary to the Board

THROUGH: Amber Lytle, Human Resources Manager or Tina Pruett, Human Resources Manager

SUBJECT: Request for Provisional Appointment in Classification of **Violence Prevention Services Supervisor** to be ratified at Civil Service Board Meeting of March 16, 2023 (*Civil Service ID)*

Attached is a request from the Department of Violence Prevention to make a provisional appointment to a Violence Prevention Services Supervisor vacancy. The basis for this request is detailed in the attached Provisional Appointment Form as supporting documentation.

A Violence Prevention Services Supervisor provides day-to-day supervision and general guidance for Direct Service staff to carry out their duties and support their clients in achieving successful outcomes; oversees intensive relationship building and provide support to group/gang involved individuals on probation or parole in Oakland's most violent communities; and provides conflict resolution guidance between staff, participants, and participant's families; intervention and mediation services to assist in defusing and/or diverting any immediate crises

The minimum qualifications for A Violence Prevention Services Supervisor are: **Education**: An Associate's degree from an accredited college or university in public or business administration, human services, health services, sociology, psychology, counseling or a closely related field. **Experience**: Three (3) years of experience providing direct services (such as housing, employment, and support services/referrals) to individuals at high-risk who are impacted by violence, including individuals who are survivors of gender-based violence or who are gang-involved and are on probation or parole. One (1) year of experience providing lead direction is highly desirable. Past personal and professional experience relevant to communities in Oakland impacted by high levels of violence and applied violence reduction strategies is highly desirable.

The selected candidate meets the minimum qualifications of a Violence Prevention Services Supervisor. Their background includes over ten years of experience providing direct services to individuals at high-risk who are impacted by violence.

Recruitment and Classification is in the process of administering a Civil Service Examination to permanently fill this vacancy within 120 days. Since this is a new job specification, the job announcement will post as soon as the salary range is approved by City Council in May.

I recommend that the Civil Service Board ratify the provisional appointment to this Violence Prevention Services Supervisor in the Department of Violence Prevention beginning on February 18, 2023 and ending on or before, June 18, 2023.

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OAKLAND CIVIL SERVICE BOARD
PROVISIONAL APPOINTMENT REQUEST

</div>

SCHEDULED MEETING DATE FOR CONSIDERATION: March 16, 2023

AREA REQUESTED

POSITION: Violence Prevention Services Supervisor
DEPARTMENT: Violence Prevention
APPOINTMENT DURATION: 120 days maximum

STATUS OF RECRUITMENT AND EXAMINATION PROCESS

DATE ELIGIBLE LIST EXPIRED OR WAS EXHAUSTED: No eligible list existed as this is a new job specification.

DATE PERSONNEL REQUISITION RECEIVED: February 13, 2023
CURRENT STATUS OF EXAMINATION: Since this is a new job specification, the job announcement will post as soon as the salary range is approved by City Council in May.

JUSTIFICATION:

Reason Needed: This provisional appointment is needed to fill one current vacancy. The requisition requesting a provisional appointment was approved on February 24, 2023. A provisional appointment will allow the work to be performed while an eligibility list is being developed.

Other Alternatives Explored and Eliminated: Consideration was given for allowing the position to go unfilled until and eligibility list is established, however, the work to be completed is considered critical and urgent and could not wait until completion of a recruitment and examination.

IMPACT IF REQUESTS ARE NOT APPROVED (i.e., services, fiscal, other):

This position is responsible for the day-to-day supervision and general guidance for Direct Service staff to carry out their duties and support their clients in achieving successful outcomes; overseeing intensive relationship building and provide support to group/gang involved individuals on probation or parole in Oakland's most violent communities; and providing conflict resolution guidance between staff, participants, and participant's families; intervention and mediation services to assist in defusing and/or diverting any immediate crises. If the position is not filled, critical job duties will not be performed, and critical services would not be provided to Oakland residents.

Attachments:

Recruitment and Classification Staff Recommendation, including following pertinent information:
- Summary of Application Qualifications **X**
- Current Residency Status: Oakland Resident
- Current Employment Status: Current City of Oakland exempt employee

DATE: March 16, 2023

TO: The Honorable Civil Service Board

FROM: Ian Appleyard, HRM Director / Secretary to the Board

SUBJECT: Request Authorization for Employee Requests for Leave of Absence

HRM is in receipt of three (3) Unpaid Leave of Absence requests pursuant to Personnel Manual Section 8.07 Miscellaneous Leaves of Absence.

Herbelin, Sarah	Assistant to the Director	Oakland Finance Department	February 14, 2023-Indefinite	CSR 8.0(c)
Basurto, Anna	Police Evidence Technician	Oakland Police Department	February 27, 2023-June 30, 2023	CSR 8.07 (c)
Sahandy, Shabnam	Program Analyst II	Oakland Public Works Department	March 06, 2023-April 07, 2023	CSR 8.07(c)

RECOMMENDATION:

Staff recommends that the Civil Service Board approve the requested Leave of Absence forms.

Unpaid Leave of Absence

CITY OF OAKLAND

Leave Type:

☐ FCL - Family Care Extended
☐ FDN - Family Death (no pay)
☐ MNP - Military Leave (no pay)
☐ SLV - Sick Leave (no pay)
☐ ANP - Miscellaneous (no pay)
☐ Parental Leave (no pay)

Employee's Name **Sarah Herbelin**   Employee's ID **15322**   Today's Date **2/14/22**

Department/Division **Finance**   Employee Job Title Management Assistant to Assistant to the Director

☑ Request: **All**   ☐ Days ☐ Hours   From **2/14/23**   To **Indefinite**
No. of Days or Hours   Select Days or Hours

Unpaid Leave Taken This Year? ☑ Yes ☐ No   If yes, what type of leave **ANP**
(Write appropriate code)

Comparison of Different Leave Types

Leave Type	Maximum Duration	Keep Accrued Seniority?	Seniority?	Keep Health Benefits?	Other
FCL	4 mos*	Yes	No	Depends*	Comb. of paid & unpaid leave
FDN	5 days	Yes	No	Yes	Family death leave (paid) exhausted
MNP	1 year	Yes	Yes	For 5 mos*	For military training and service
SLV	1 year	Yes	No	No*	Sick leave (paid) exhausted
ANP	1 year	Yes	No	No*	Miscellaneous leave (no pay)
PNP	1 year	No	No	No *	Parental Leave (no pay)

* Additional Information

Employees on ANP, MNP, SLV or PNP may continue to participate in a City group health plan under COBRA at their own cost.

Family Care Extended Leave allows employees to use a combination of paid and unpaid leave. Employees using paid leave keep their health benefits, while employees on unpaid leave for this category are entitled to extend their coverage under COBRA at their own cost. If the leave is unpaid parental, an employee may take up to a maximum of 5 months leave.

SEHerbelin
Employee's Signature   2/14/2023   Date

Civil Service Board Approval   Date

[signature]
Department Head Approval   Feb 23, 2023   Date

City Manager Approval   Date

Note: Civil Service Board approval is required for leave of 5 days or more for classified employees. City Manager approval is required for leave of 5 days or more for exempt employees.

Distribution: Original to DHRM Admin., Copy to HRIS Operations, Dept., and Employee

Unpaid Leave of Absence

CITY OF OAKLAND

Leave Type:

- [X] FCL - Family Care Extended
- [ ] FDN - Family Death (no pay)
- [ ] MNP - Military Leave (no pay)
- [ ] SLV - Sick Leave (no pay)
- [ ] ANP - Miscellaneous (no pay)
- [ ] Parental Leave (no pay)

Employee's Name: **BASURTO, Anna**   Employee's ID: **9228**   Today's Date: **14 FEB 23**

Department/Division: **OAKLAND POLICE DEPARTMENT**   Employee Job Title: **POLICE EVIDENCE TECHNICIAN**

- [X] Request: **92**   No. of Days or Hours
- [X] Days [ ] Hours   Select Days or Hours
- From **27 FEB 23** To **30 JUN 23**

Unpaid Leave Taken This Year? [X] Yes [ ] No   If yes, what type of leave **FMLA** (Write appropriate code)

Comparison of Different Leave Types

Leave Type	Maximum Duration	Keep Accrued Seniority?	Seniority?	Keep Health Benefits?	Other
FCL	4 mos*	Yes	No	Depends*	Comb. of paid & unpaid leave
FDN	5 days	Yes	No	Yes	Family death leave (paid) exhausted
MNP	1 year	Yes	Yes	For 5 mos*	For military training and service
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Employee's Signature   Date: **14 FEB 23**

Civil Service Board Approval   Date

Department Head Approval   Date: **2/27/23**

City Manager Approval   Date

Unpaid Leave of Absence

CITY OF OAKLAND

Leave Type:

✓ FCL - Family Care Extended	☐ SLV - Sick Leave (no pay)
☐ FDN - Family Death (no pay)	☐ ANP - Miscellaneous (no pay)
☐ MNP - Military Leave (no pay)	☐ Parental Leave (no pay)

Employee's Name **Shabnam Sahandy**   Employee's ID **26641**   Today's Date **2/26/23**

Department/Division **Public Works**   Employee Job Title **Program Analyst II**

☑ Request: **25 days**   ☑ Days ☐ Hours   From **3/6/23**   To **4/7/23**

No. of Days or Hours   Select Days or Hours

Unpaid Leave Taken This Year? ☑ Yes ☐ No   If yes, what type of leave **PDL**
(Write appropriate code)

Comparison of Different Leave Types

Leave Type	Maximum Duration	Keep Accrued Seniority?	Seniority?	Keep Health Benefits?	Other
FCL	4 mos*	Yes	No	Depends*	Comb. of paid & unpaid leave
FDN	5 days	Yes	No	Yes	Family death leave (paid) exhausted
MNP	1 year	Yes	Yes	For 5 mos*	For military training and service
SLV	1 year	Yes	No	No*	Sick leave (paid) exhausted
ANP	1 year	Yes	No	No*	Miscellaneous leave (no pay)
PNP	1 year	No	No	No *	Parental Leave (no pay)

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Shamie Sahandy   2/26/23
Employee's Signature   Date

_____   _____
Civil Service Board Approval   Date

_____   _____
Department Head Approval   Date

_____   _____
City Manager Approval   Date

Note: Civil Service Board approval is required for leave of 5 days or more for classified employees. City Manager approval is required for leave of 5 days or more for exempt employees.

CITY OF OAKLAND

Date: February 16, 2023

Open Session: 5:30 p.m.

Location: Via Zoom

BOARD MEMBERS: Chairperson, Yvonne Hudson-Harmon; Vice Chair, Carmen Martinez; Lauren Baranco; Michael Brown (Absent); Brooke Levin; Beverly A. Williams

STAFF TO THE BOARD: Ian Appleyard, HRM Director/Secretary to the Board
Tina Pruett, Human Resources Manager/Staff to the Board
Marijess De Guzman, Human Resource Technician/Staff to the Board
Malia McPherson, Attorney to the Board

Pursuant to California Government Code section 54953(e), Civil Service Board Members, as well as City staff, will participate via phone/video conference, and no physical teleconference locations are required.

PUBLIC PARTICIPATION
The public may observe and/or participate in this meeting many ways.

OBSERVE:
•   To observe the meeting by video conference, please click on this link: https://us02web.zoom.us/j/84940089936?pwd=THIvbEYvRGUwWGMrUzBHQW5WMk01UT09 at the noticed meeting time. Instructions on how to join a meeting by video conference is available at: https://support.zoom.us/hc/en-us/articles/201362193 - Joining-a-Meeting
Webinar ID: 849 4008 9936 (Note: Password: "**Passcode: CSB216" may be required to connect.)**
•   To listen to the meeting by phone, please call the numbers below at the noticed meeting time:
Dial (for higher quality, dial a number based on your current location):
    US: +1 669 900 6833 or +1 346 248 7799 or +1 253 215 8782 or +1 929 205 6099 or +1 301 715 8592 or +1 312 626 6799
Webinar ID: 849 4008 9936   Passcode: 371327
If asked for a participant ID or code, press #. Instructions on how to join a meeting by phone are available at: https://support.zoom.us/hc/en-us/articles/201362663 - Joining-a-meeting-by-phone.

COMMENT:
DUE TO THE SUSPENSION OF THE SUNSHINE ORDINANCE AND COUNCIL'S RULES OF PROCEDURES, ALL PUBLIC COMMENT ON ACTION ITEMS WILL BE TAKEN AT THE BEGINNING OF THE MEETING UNDER ITEM 1. COMMENT FOR ITEMS NOT ON THE AGENDA WILL BE TAKEN UNDER OPEN FORUM AT THE END OF THE MEETING.

There are two ways to make public comment within the time allotted for public comment on an eligible Agenda item.

• To comment by Zoom video conference, click the "Raise Your Hand" button to request to speak when Public Comment is being taken on an eligible agenda item at the beginning of the meeting. You will then be unmuted, during your turn, and allowed to participate in public comment. After the allotted time, you will then be re-muted. Instructions on how to "Raise Your Hand" is available at: https://support.zoom.us/hc/en-us/articles/205566129 - Raise-Hand-In-Webinar.

• To comment by phone, please call on one of the above listed phone numbers. You will be prompted to "Raise Your Hand" by pressing "*9" to request to speak when Public Comment is being taken on an eligible agenda Item at the beginning of the meeting. You will then be unmuted, during your turn, and allowed to make public comments. After the allotted time, you will then be re-muted. Instructions of how to raise your hand by phone are available at: https://support.zoom.us/hc/en-us/articles/201362663 - Joining-a-meeting-by-phone.

If you have any questions, please email Ian Appleyard, Human Resources Director at IAppleyard@oaklandca.gov. – Human Resources Management Department.

OPEN SESSION AGENDA

ROLL CALL

1) **PUBLIC COMMENT:**

   COMMENT ON ALL ACTION ITEMS WILL BE TAKEN AT THIS TIME. COMMENTS FOR ITEMS NOT ON THE AGENDA WILL BE TAKEN DURING OPEN FORUM.

2) **APPROVAL OF THE FEBRUARY 16, 2023 CIVIL SERVICE BOARD** ACTION
   MEETING AGENDA

   45183 **A motion was made by Member Baranco and seconded by Vice Chair Martinez to approve the February 16, 2023 Civil Service Board Meeting Agenda with the removal of item 5e Quarterly Update Regarding Measure Q Hiring Efforts item and to be added to March Meeting Agenda.**

   Votes: Board Member Ayes: – Hudson-Harmon, Baranco, Levin, Martinez
   Board Member Noes: None
   Board Member Abstentions: None
   Board Members Absent: Brown, Williams

3) **UPDATES, SECRETARY TO THE BOARD** INFORMATION

4) **CONSENT CALENDAR:** ACTION

a) Adopt A Resolution Renewing And Continuing The Civil Service Board's Determination That Conducting In-Person Meetings Of the Civil Service Board Would Present Imminent Risks To Attendees' Health, And Electing To Continue Conducting Meetings Using Teleconferencing In Accordance With California Government Code Section 54953(e), A Provision Of AB-361

b) Provisional Appointments (1)

- Human Services Department

c) Approval of Employee Requests for Leave of Absence (3)

- Oakland Fire Department
- Oakland Police Department
- Oakland Public Works Department

d) Approval of Revised Classification specifications (0)

- There are no revised classifications specifications this month.

45184 **A motion was made by Vice Chair Martinez and seconded by Member Williams to approve the February 16, 2023 Consent Calendar.**

Votes: Board Member Ayes: – Hudson-Harmon, Baranco, Levin, Martinez, Williams
Board Member Noes: None
Board Member Abstentions: None
Board Members Absent: Brown

5) OLD BUSINESS:

a) Approval of January 19, 2023 Civil Service Board Special 5:15 P.M.   ACTION
Meeting Minutes

                                                                          ACTION

45185 **A motion was made by Member Williams and seconded by Vice Chair Martinez to approve the January 19, 2023 Special 5:15 PM Meeting Minutes.**

Votes: Board Member Ayes: – Hudson-Harmon, Martinez, Williams
Board Member Noes: None
Board Member Abstentions: Baranco, Levin
Board Members Absent: Brown

b) Approval of January 19, 2023 Civil Service Board Regular 5:30 P.M.
   Meeting Minutes

45186 A motion was made by Member Williams and seconded by Member Baranco to approve the January 19, 2023 Regular Meeting Minutes.

   Votes: Board Member Ayes: – Hudson-Harmon, Baranco, Martinez,
   Williams
   Board Member Noes: None
   Board Member Abstentions: Levin
   Board Members Absent: Brown

   c) Determination of Schedule of Outstanding Board Items   INFORMATION

   d) Informational Report on the Status of Temporary Assignments for   INFORMATION
      Temporary Contract Service Employees (TCSEs) and Exempt Limited
      Duration Employees (ELDEs) Including a Report of the Names, Hire
      Dates, and Departments of all ELDE's and TCSEs in Accordance with the
      Memorandum of Understanding Between the City and Local 21

   ~~e) Quarterly Update Regarding Measure Q Hiring Efforts~~   ~~ACTION~~

          • ~~Request from Secretary to the Board to discontinue Quarterly~~
            ~~Measure Q updates.~~

6) NEW BUSINESS:

   a) Approval of New Classification Specification for Head Start Program   ACTION
       Operations Manager

45187 A motion was made by Vice Chair Martinez and seconded by Member Williams to approve the New Classification Specification for Head Start Program Operations Manager

   Votes: Board Member Ayes: – Hudson-Harmon, Baranco, Levin, Martinez,
   Williams
   Board Member Noes: None
   Board Member Abstentions: None
   Board Members Absent: Brown

b) Approval of Request for Exemption from Civil Service and Approval of New ACTION
    Classification Specification for Manager, Training and Organizational
    Development

**45188   A motion was made by Vice Chair Martinez and seconded by Member
Levin to approve the request for Exemption from Civil Service and to approve
the New Classification Specification for Manager, Training and Organizational
Development.**

Votes: Board Member Ayes: – Hudson-Harmon, Baranco, Levin, Martinez,
Williams
Board Member Noes: None
Board Member Abstentions: None
Board Members Absent: Brown

7) OPEN FORUM

8) ADJOURNMENT

**45189   A motion was made by Member Williams and seconded by Member Levin to
adjourn the meeting.**

Votes: Board Member Ayes: – Hudson-Harmon, Baranco, Levin, Martinez, Williams
Board Member Noes: None
Board Member Abstentions:
Board Members Absent: Brown

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 或致電 (510) 238-3112 或 (510) 238-3254 TDD/TTY

CIVIL SERVICE BOARD
APPEALS & HEARINGS CALENDAR
PENDING LIST – March 16, 2023

1. OPEN

Case Number	Classification	Dept.	Action Pending	Hearing Date	Notes/Next Steps
PBD-2022-AP01	Planner IV	Planning & Building Department	10.03 – Appeal of Disciplinary Action	Withdrawn 2/21/2023	Referred to Hearing Officer
PBD-2022-AP02	Specialty Combination Inspector	Planning & Building Department	10.03 – Appeal of Disciplinary Action	TBD	Referred to Hearing Officer
OPD-2022-AP01	Police Officer	Oakland Police Department	10.03 – Appeal of Disciplinary Action	TBD	Referred to Hearing Officer

2. OTHER PENDING ITEMS

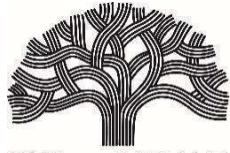| Date Requested	Subject	Report From	Date Due

3. CLOSED

Case Number	Classification	Dept.	Action Pending	Date Received	Notes

4. UNDER REVIEW

Case Number	Classification	Dept.	Action Pending	Action Date	Notes

03/16/2023

STAFF REPORT

CITY OF OAKLAND

DATE: March 16, 2023

TO: THE HONORABLE CIVIL SERVICE BOARD

FROM: Ian Appleyard, Human Resources Director & Secretary to the Board

SUBJECT: TEMPORARY EMPLOYEES – Informational Report on the Status of Temporary Assignments for Temporary Contract Service Employees (TCSEs) and Exempt Limited Duration Employees (ELDEs) Including a Report of the Names, Hire Dates, and Departments of All ELDEs and TCSEs in Accordance with the Memorandum of Understanding Between the City and Local 21

SUMMARY

Staff has prepared this report to provide the Civil Service Board with an update on compliance with the Civil Service Rules related to temporary employees since the last report at the February 16, 2023 meeting. This report focuses on temporary employees in the categories of Exempt Limited Duration Employees (ELDEs) and Temporary Contract Service Employees (TCSEs), who are currently employed in the City of Oakland.

A total of one hundred eleven (111) employees were in the TCSE (24), TCSE/Annuitant (19), and ELDE (68) categories as of pay period ending February 24, 2023. Of the those, zero (0) assignment is reported as non-compliant with Rule 5.06.

Reports showing all the temporary assignments discussed in this report are included in a list *(Attachment A)* and a chart of trends *(Attachment B)* attached to this narrative report to provide a snapshot of the overall changes month to month.

BACKGROUND

The use of temporary employees is allowed under Civil Service Rule 5 (Certification and Appointment) in recognition that standard Civil Service employment practices can be cumbersome when a time-sensitive assignment arises or existing resources do not fit a specific need. Pursuant to the Civil Service Rules, Section 5.06 governing temporary assignments, ELDE assignments may not exceed one year and TCSE assignments may not be "ongoing or repetitive."

STATUS OF NON-COMPLIANT ASSIGNMENTS

Of the one hundred eleven (111) temporary assignments, there is zero (0) reported as out of compliance with Rule 5.06.

RECOMMENDATION

Staff recommends that the Civil Service Board accept the monthly report on temporary assignments for Temporary Contract Service Employees (TCSEs) and Exempt Limited Duration Employees (ELDEs).

For questions regarding this report, please contact Human Resources Director Ian Appleyard at (510) 238-6450.

Attachments:
A. TCSE/ELDE Report: For Payroll Period Ending February 24, 2023.
B. TCSE/ELDE Compliance Trend Chart.

DEPT	LAST_NAME	FIRST_NAME	ORG	JOB_DATE	TYPE	HOURS	NOTES	STATUS
CLOSED THIS PERIOD (1)								
VIOLENCE PREVENTION	Haywood	Leonard	70111 - Violence Prevention Administration	2/19/2022	ELDE		Providing assistance as Case Worker	COMPLIANT
NEW THIS PERIOD (14)								
CPRA	McBride	Dominique	66311 - Inspector General	2/18/2023	ELDE		Assist the IG in strategic planning development, staff training, project priorities and OIG management	COMPLIANT
FINANCE	Atkins	Laurence	08431 - Business License Tax Unit	2/4/2023	ELDE		Provides assistance to Business Tax division	COMPLIANT
FINANCE	Randolph	Camille	08431 - Business License Tax Unit	2/4/2023	ELDE		Provides assistance to Business Tax division	COMPLIANT
FINANCE	Gastelum Reyes	Oralia	08431 - Business License Tax Unit	2/4/2023	ELDE		Provides assistance to Business Tax division	COMPLIANT
FINANCE	Gebreysus	Helena Giday	08121 - Finance and Management: Payroll	2/4/2023	TCSE		Provides assistance to Payroll dept.	COMPLIANT
ITD	Messac	Patrick	46531 - Public Safety Applications	2/18/2023	TCSE		Coordinate delivery of intensive services.	COMPLIANT
PLANNING AND BUILDING	Chen	QiaoFeng	84111 - Admin: Planning, Building & Neighborhood Preserv	2/4/2023	ELDE		Provides administrative support	COMPLIANT
PLANNING AND BUILDING	Khatoon	Alia	84111 - Admin: Planning, Building & Neighborhood Preserv	2/18/2023	ELDE		Assist with System Configuration	COMPLIANT
POLICE	Dixon Jr.	Leonard Alfred	103242 - Records & Warrants	2/4/2023	ELDE		Completing overdue Public Records request	COMPLIANT
POLICE	Kong-Sanders	Kiley Racquel	103242 - Records & Warrants	2/4/2023	ELDE		Provides support in Performance Appraisals	COMPLIANT
PUBLIC WORKS	Ferguson	David	30111 - Director and Human Resources Unit	1/31/2023	TCSE	75	Direct and monitor the city's design and construction, project management and maintenance	COMPLIANT
PUBLIC WORKS	Hutchins	Thomas Lee	30652 - Landscape Maintenance	2/18/2023	TCSE		Assist Park and Tree services unit	COMPLIANT
VIOLENCE PREVENTION	Liboiron-Cohen	Zachary Charles	70111 - Violence Prevention Administration	2/4/2023	ELDE		Support the implementation and coordination of Town Nights	COMPLIANT
VIOLENCE PREVENTION	Medina	Laura	70111 - Violence Prevention Administration	2/4/2023	ELDE		Coordinate delivery of intensive services.	COMPLIANT
COMPLIANT (96)								
ANIMAL SERVICES	Huang	Tracy	62111- Animal Services	9/17/2022	TCSE	176	Provide support to the department	COMPLIANT
CITY ADMINISTRATOR	Caban	Jennifer	66311- Inspector General	7/23/2022	ELDE		Oversee Early Education and Oakland Promise Programs	COMPLIANT

DEPT	LAST_NAME	FIRST_NAME	ORG	JOB_DATE	TYPE	HOURS	NOTES	STATUS
CITY ADMINISTRATOR	Carney	Patrice Lorraine	02151 - City Administrator Call Center	1/21/2023	ELDE		Provide assistance to OAK311 Call Center	COMPLIANT
CITY ADMINISTRATOR	Smith	Jalilah Amirah	02151 - City Administrator Call Center	12/10/2022	ELDE		Provide assistance to OAK311 Call Center	COMPLIANT
CITY ADMINISTRATOR	Tcruz	Rudi A	02112 - Communications & Media	1/21/2023	TCSE		Assist Communications and Media Division	COMPLIANT
CITY AUDITOR	Edmonds	Michael	07111 - City Auditor Unit	5/29/2021	TCSE/ Annuitant	510.5	Assistant City Auditor; temporary assistance in peer review preparation and training staff	COMPLIANT
CITY CLERK	Mekki	Ihsan	03121 - City Clerk Unit	8/10/2020	TCSE	0	Temporary Reception Coverage/Assistance	COMPLIANT
CPRA	Morris	Shayleen	66311 - Inspector General	7/23/2022	ELDE		Conduct impartial, objective performance audits and compose reports	COMPLIANT
DEPT. OF TRANSPORTATION	Amate	David	35224 - Great Streets Maintenance Concrete and Guardrails	12/10/2022	TCSE/ Annuitant	220.5	Develop and monitor maintenance management program	COMPLIANT
DEPT. OF TRANSPORTATION	Krohn	Jeffrey S	35219 - Structures & Emergency Response	1/7/2023	TCSE	90	Serves as project manager for public improvements projects	COMPLIANT
DEPT. OF TRANSPORTATION	Neary	Michael	35211 - Department of Transportation	5/21/2018	TCSE/ Annuitant	0	Temporary assistance to develop, manage and implement the GoPort Program (transportation improvement)	COMPLIANT
DEPT. OF TRANSPORTATION	Wlassowsky	Wladimir	35219 - Structures & Emergency Response	11/13/2021	TCSE/ Annuitant	489	Assist in the Great Streets Division during process of hiring and on-boarding a new division manager	COMPLIANT
ECONOMIC & WORKFORCE DEVELOPMENT	Acebo	Regina	85511 - Cultural Arts & Marketing	1/22/2022	TCSE	437	Continue to administer the neighborhood voices- festival	COMPLIANT
ECONOMIC & WORKFORCE DEVELOPMENT	Luna Torio	Kathleen	85611 - Special Activities	11/12/2022	ELDE		Assist in the special event permitting policies approved by City Council	COMPLIANT
FINANCE	Bhatnagar	Amit	08211 - Accounting Administration Unit	4/2/2022	ELDE		Temporary project to develop Oracle Business Intelligence Applications.	COMPLIANT
FINANCE	Fong	Douglas	08721 - Treasury Operations Unit	12/24/2022	ELDE		Provide support to Treasury and Retirement unit	COMPLIANT
FINANCE	Lu	Jason	08721 - Treasury Operations Unit	12/24/2022	ELDE		Provide support to Treasury and Retirement unit	COMPLIANT
FINANCE	Nguyen	Hang Thanh	08721 - Treasury Operations Unit	12/10/2022	ELDE		Provide support to Treasury and Retirement unit	COMPLIANT
FINANCE	Quintanilla	Jennifer	08121 - Finance and Management: Payroll	10/3/2022	TCSE	131.5	Assist department with data entry	COMPLIANT
FINANCE	Treglown	Donna	08111 - Finance/Controller	6/18/2018	TCSE/ Annuitant	526.0	Temporary assistance to complete Capital projects and end of year fiscal reconciliations.	COMPLIANT

DEPT	LAST_NAME	FIRST_NAME	ORG	JOB_DATE	TYPE	HOURS	NOTES	STATUS
FIRE	Armas	Jazziree	20914 - MACRO	3/21/2022	ELDE		Pilot program to provide assistance to low level emergency and non - emergency calls	COMPLIANT
FIRE	Barral	Joseph	20914-MACRO	4/18/2022	ELDE		Pilot program to provide assistance to low level emergency and non - emergency calls	COMPLIANT
FIRE	Cedeno III	Raul	20914- MACRO	6/11/2022	ELDE		Pilot program to provide assistance to low level emergency and non - emergency calls	COMPLIANT
FIRE	Chow	Daniel	20351- Engineering Unit	3/5/2022	ELDE		Providing support to Fire dept.	COMPLIANT
FIRE	Farinacci-Magee	Kathryn	20914-MACRO	4/4/2022	ELDE		Pilot program to provide assistance to low level emergency and non - emergency calls	COMPLIANT
FIRE	Fitzsimmons	Rick David	20914-MACRO	4/2/2022	ELDE		Pilot program to provide assistance to low level emergency and non -	COMPLIANT
FIRE	Freeman	Jacqueline Doyle	20914 - MACRO	1/7/2023	ELDE		Pilot program to provide assistance to low level emergency and non -	COMPLIANT
FIRE	Hanna	Robert Shaun	20914-MACRO	4/16/2022	ELDE		Pilot program to provide assistance to low level emergency and non - emergency calls	COMPLIANT
FIRE	Harvey	Mariah	20914 - MACRO	3/21/2022	ELDE		Pilot program to provide assistance to low level emergency and non - emergency calls	COMPLIANT
FIRE	Hayes	Joshua	20914 - MACRO	3/21/2022	ELDE		Pilot program to provide assistance to low level emergency and non - emergency calls	COMPLIANT
FIRE	Hellige	Scott	20813 - Fire Boat	8/12/2019	TCSE/ Annuitant	56	Temporary project to train current staff and possible expand the limited use of the Sea Wolf fire	COMPLIANT
FIRE	Lam	Ly Ly	20351 - Engineering Unit	8/22/2022	ELDE		Assistance in Fire Protection Engineer Unit	COMPLIANT
FIRE	Ramirez	Francesca	20914 - MACRO	3/21/2022	ELDE		Pilot program to provide assistance to low level emergency and non - emergency calls	COMPLIANT
FIRE	Riley	Destiny	20914 - MACRO	3/21/2022	ELDE		Pilot program to provide assistance to low level emergency and non	COMPLIANT
FIRE	Schutz	Cora	20914 - MACRO	3/21/2022	ELDE		Pilot program to provide assistance to low level emergency and non -	COMPLIANT
FIRE	Skillern	Sheryl	20331- Inspectional Services Unit	5/28/2022	TCSE	685	Reviews and approves permits and business plans; conducts all hazardous materials inspections	COMPLIANT
FIRE	Thompson	Michael	20914- MACRO	6/11/2022	ELDE		Pilot program to provide assistance to low level emergency and non -	COMPLIANT
FIRE	Tran	Tony	20914- MACRO	7/9/2022	ELDE		Pilot program to provide assistance to low level emergency and non - emergency calls	COMPLIANT
FIRE	Watson	Emmanuel	20331 - Inspectional Services Unit	5/28/2022	TCSE/ Annuitant	755	Assistant Fire Marshall	COMPLIANT

DEPT	LAST_NAME	FIRST_NAME	ORG	JOB_DATE	TYPE	HOURS	NOTES	STATUS
HCD	Leshin	Maryann	89919 - Admin: Housing & Community Development	11/26/2022	TCSE/ Annuitant	162	Facilitates extensive interaction with Mayor, Council, community leaders, and other City departments	COMPLIANT
HCD	Pretto	Allison	89969 - Residential Rent Arbitration	8/1/2022	ELDE		Assistance with Rent Registry Database	COMPLIANT
HCD	Tran	Joseph	89929- Housing Development	5/14/2022	ELDE		Program support in Housing Unit	COMPLIANT
HUMAN RESOURCES	Look	Daryl	05211 - Employment & Classification Unit	1/3/2021	TCSE/ Annuitant	422	Recruitment support for HSD	COMPLIANT
HUMAN SERVICES	Flores	Annabella	78411 - Community Housing Services	10/1/2022	ELDE		Provide intensive relationship building and support to individuals living in homeless encampments	COMPLIANT
HUMAN SERVICES	Gomez	Guadalupe	78231 - HS Classroom & Seasonal	2/22/2020	TCSE	778	HS Classroom support	COMPLIANT
HUMAN SERVICES	Hatcher Jr.	Lucius	78231 - HS Classroom & Seasonal	10/15/2022	TCSE	442.75	Provide specialized assistance and/or work direction in a wide variety of general finance ops	COMPLIANT
HUMAN SERVICES	Bonnema	Kim	78231 - HS Classroom & Seasonal	1/7/2023	ELDE		Supervise Early Childhood Center Directors in day-to-day center operations	COMPLIANT
HUMAN SERVICES	Jacobs	Jacqueline	78362 - CSBG - Programs	10/29/2022	TCSE	285.01	Assists in the development and implementation of program strategies	COMPLIANT
HUMAN SERVICES	Longo	Danielle	78411 - Community Housing Services	10/1/2022	ELDE		Provide support to Community Housing	COMPLIANT
HUMAN SERVICES	Luong	Michelle Ngoc Man	78231 - HS Classroom & Seasonal	11/26/2022	ELDE		Provide suppport to the department	COMPLIANT
HUMAN SERVICES	Maxwell	Dorris	78231 - HS Classroom & Seasonal	10/1/2022	TCSE	485.5	Clean, maintain, check and inspect City vehicles/Deliver vehicles for upkeep and repair as need.Assist	COMPLIANT
HUMAN SERVICES	Medina	Maria	78231 - HS Classroom & Seasonal	4/16/2022	ELDE		Support the Social Service Coordinator	COMPLIANT
HUMAN SERVICES	Perry	Milehannah	78231- HS Classroom & Seasonal	5/14/2022	TCSE	872.5	Pick up, sort and distribute materials	COMPLIANT
HUMAN SERVICES	Pollock	Shuxuan	78231 - HS Classroom & Seasonal	8/20/2022	ELDE		Review health assessments & provide feedback and resources to families as needed.	COMPLIANT
HUMAN SERVICES	Poston	Dorothy	75631 - Senior Center Unit	2/8/2020	TCSE/ Annuitant	581.5	Project Assistance in the Senior Services Section	COMPLIANT
HUMAN SERVICES	Shelton	Susan	78411 - Community Housing Services	6/25/2022	TCSE/ Annuitant	320.7	Provide support to Community Housing	COMPLIANT
HUMAN SERVICES	Simmons	Sabina	75621- Oakland Paratransit for the Elderly and Disabled Unit	5/14/2022	ELDE		Assist with providing training and program orientation to seniors	COMPLIANT
HUMAN SERVICES	Urdaneta-Cassoma	Jennifer	78411 - Community Housing Services	4/16/2022	ELDE		Provide support to Community Housing	COMPLIANT
HUMAN SERVICES	Ochoa	Antonia	78231 - HS Classroom & Seasonal	4/30/2022	ELDE		Provide case management services for families	COMPLIANT
ITD	MacLeod	Robert	46341 - Application Development	10/30/2021	TCSE/ Annuitant	578	Assistance with Police/FIRE CAD and Records Management	COMPLIANT
PARKS AND RECREATION	Zarate	Jovita	501210 - Budget and Fiscal	12/10/2022	TCSE	154	Assist department in processing accounts payable invoices	COMPLIANT
PLANNING AND BUILDING	Dharnidharka	Anita Shirish	84111 - Admin: Planning, Building & Neighborhood Preserv	12/10/2022	ELDE		Administrative support	COMPLIANT
PLANNING AND BUILDING	Kato	Janice	84421 - Engineering: Permit Center	10/15/2022	TCSE	222	Respond to inspection questions from permit infor and permit questions portal	COMPLIANT
PLANNING AND BUILDING	Mason	Melvin	84412 - Admin: Building Inspection	10/15/2022	ELDE		Support Permit Services counter	COMPLIANT

DEPT	LAST_NAME	FIRST_NAME	ORG	JOB_DATE	TYPE	HOURS	NOTES	STATUS
PLANNING AND BUILDING	Rex	Diana	84111 - Admin: Planning, Building & Neighborhood Preserv	10/29/2022	TCSE	343.25	Develop policy and procedures for permit and fiscal operations.	COMPLIANT
PLANNING AND BUILDING	Vo	Minh	84452 - Inspections: Residential Building	10/15/2022	ELDE		Inspect building and structure for code compliance	COMPLIANT
POLICE	Bermudez	Ariana	103242 - Records & Warrants	10/29/2022	ELDE		Complete public records request	COMPLIANT
POLICE	Gahrahmat	Dahrian	106210 - Police Personnel	10/29/2022	ELDE		Administrative support	COMPLIANT
POLICE	Harris	Regina	103310- Communications Unit	3/19/2022	TCSE	41	Create a comprehensive improvement plan for the communication division	COMPLIANT
POLICE	Johnson	Carmen	106610 - Background & Recruiting	1/18/2014	TCSE/ Annuitant	739.5	Per MOU Agreement; TCSE/ Annuitant supporting OPD backgrounding	COMPLIANT
POLICE	Jones	Tracey	106410 - Police Information Technology	7/8/2022	ELDE		Assisting with NSA-related tasks and projects.	COMPLIANT
POLICE	Lighten	Ronald	106610 - Background & Recruiting	9/23/2013	TCSE/ Annuitant	630	Per MOU Agreement; TCSE/ Annuitant supporting OPD backgrounding.	COMPLIANT
POLICE	Marshall	LaRajia	106510- Fiscal Services	5/14/2022	ELDE		Assist with developing and administering budgets	COMPLIANT
POLICE	Miles	Esandra Kay	101130 - Office of the Inspector General	12/24/2022	ELDE		Completing overdue Public Records Request to become compliant	COMPLIANT
POLICE	Nettles	Rechelle	103110 - Bureau of Services - Administration Unit	10/29/2022	ELDE		Develop comprehensive health and wellness program for OPD employees	COMPLIANT
POLICE	Pressnell	Edward	100610 - Background & Recruiting	9/23/2013	TCSE/ Annuitant	573.5	Per MOU Agreement; TCSE/ Annuitant supporting OPD backgrounding	COMPLIANT
POLICE	Smith	Amina Mariama	101120 - Internal Affairs	12/24/2022	ELDE		Provide Administrative support	COMPLIANT
POLICE	Snowden	Sarah	103242 - Records & Warrants	10/29/2022	ELDE		Complete public records request	COMPLIANT
POLICE	Taflya	Aleksandr	102610 - Criminalistics Unit	2/5/2022	TCSE	517.5	Providing support in Crim Lab Firearms Unit	COMPLIANT
POLICE COMM	Anderson	Leigh	66311- Inspector General	4/16/2022	ELDE		Assist in the strategic planning of conducting independent police audits and reviews	COMPLIANT
POLICE COMM	Sanchez	Marubeth	66311- Inspector General	6/25/2022	ELDE		Administrative Support	COMPLIANT
POLICE COMM	Yun	Kelly	66111 - Police Commission	8/20/2022	ELDE		Prepare long-range plans in coordination with other agencies and stakeholders re NSA and	COMPLIANT
PUBLIC ETHICS COMMISSION	King-Bailey	Colin	65111- Public Ethics Commission	5/14/2022	TCSE	227	Assist with creating digital campaign	COMPLIANT
PUBLIC WORKS	Barr	Adam	30682- Env Svcs Recycling & Solid Waste	4/2/2022	ELDE		Oversee the recycling hotline	COMPLIANT
PUBLIC WORKS	Foster	Frank	30673 - Graffiti Abatement & Rapid Response	4/30/2022	TCSE	305.5	Prepare review plans for specifications	COMPLIANT
PUBLIC WORKS	Kattchee	Susan	30611 - Facilities & Environ Asst. Director's Office	3/19/2022	TCSE/ Annuitant	220	Provide assistance in managing Public Works dept.	COMPLIANT
PUBLIC WORKS	Lewis	Christopher	30232 - Construction Management and Material Testing	2/19/2022	TCSE/ Annuitant	0	Providing assistance to construction supervisor unit	COMPLIANT

DEPT	LAST_NAME	FIRST_NAME	ORG	JOB_DATE	TYPE	HOURS	NOTES	STATUS
PUBLIC WORKS	Vargas Jr,	Abel	30541 - Equipment Services Administration	3/5/2022	TCSE/ Annuitant	997.5	Assist with Equipment Services unit	COMPLIANT
PUBLIC WORKS	Vaughan	Richard	30541 - Equipment Services Administration	4/30/2022	TCSE	830	Assist with Equipment Services unit	COMPLIANT
PUBLIC WORKS	Weed	Jonelyn	30111 - Director & Human Resources Unit	11/1/2021	TCSE/ Annuitant	184.5	Assistance in the OPW Training Program	COMPLIANT
VIOLENCE PREVENTION	Bradford	Harris	70111- Violence Prevention Administration	5/14/2022	ELDE		Case Management support	COMPLIANT
VIOLENCE PREVENTION	Caplan	Gillian	70111 - Violence Prevention Administration	10/12/2022	ELDE		Assist department with program planning,research, analysis and development	COMPLIANT
VIOLENCE PREVENTION	Dillon	Kelli	70211 - Oakland Unite	4/30/2022	ELDE		Providing support to case management	COMPLIANT
VIOLENCE PREVENTION	Gladney	Rodney	70111 - Violence Prevention Administration	3/5/2022	ELDE		Providing assistance as Case Manager	COMPLIANT
VIOLENCE PREVENTION	Jackson- Jasper	Sholanda	70111 - Violence Prevention Administration	3/19/2022	ELDE		Providing assistance as Case Manager	COMPLIANT
VIOLENCE PREVENTION	Muhammad	Cyril	70111 - Violence Prevention Administration	4/30/2022	ELDE		Providing support to case management	COMPLIANT
VIOLENCE PREVENTION	Upshaw	Shawn	70111 - Violence Prevention Administration	4/16/2022	ELDE		Working with Case Managers within DVP's triangle response strategy for 24/7 gun violence response	COMPLIANT
VIOLENCE PREVENTION	Webster	Destiny	70111 - Violence Prevention Administration	4/30/2022	ELDE		Providing support to develop and administer programs	COMPLIANT
VIOLENCE PREVENTION	Jackson- Jasper	Sholonda	70111 - Violence Prevention Administration	3/19/2022	ELDE		Providing assistance as Case Manager	COMPLIANT
VIOLENCE PREVENTION	Muhammad	Cyril	70211 - Oakland Unite	4/30/2022	ELDE		Providing support to case management	COMPLIANT
VIOLENCE PREVENTION	Upshaw	Shawn	70211 - Oakland Unite	4/16/2022	ELDE		Working with Case Managers within DVP's triangle response strategy for 24/7 gun violence response.	COMPLIANT
VIOLENCE PREVENTION	Webster	Destiny	70211 - Oakland Unite	4/30/2022	ELDE		Providing support to develop and administer programs	
NON-COMPLIANT (0)								

TCSE/ELDE Rules Compliance
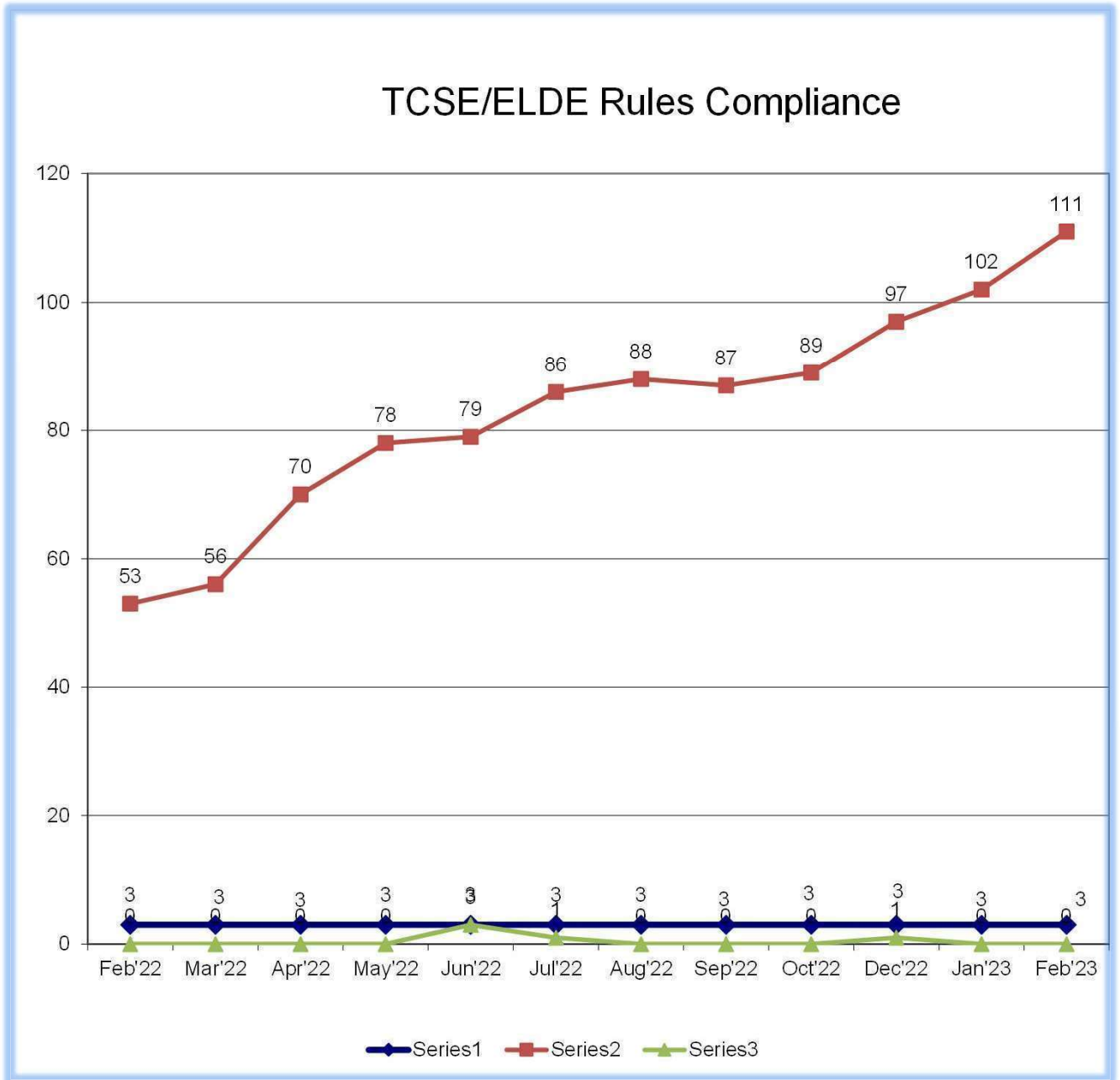
*** The November 2022 meeting was canceled.

MEMORANDUM

CITY OF OAKLAND

DATE: March 16, 2023

TO: The Honorable Civil Service Board **FROM:** Ian Appleyard
Director of Human Resources Mgmt.

SUBJECT: Request to Discontinue the Quarterly Measure Q Update

Attached you will find a recent report that was prepared for the Parks and Recreation Advisory Commission (PRAC). This information was originally provided in response to the need to track hiring in Measure Q positions funded by the parcel tax that was approved in March 2020. The identified positions primarily provide direct support to parks and related facilities in terms of maintenance and cleaning. However, PRAC no longer specifically tracks hiring into Measure Q positions.

The Civil Service Board requested that staff provide monthly Measure Q tracking reports in line with the updates that were being provided at PRAC meetings. In early 2022, the Board agreed to reduce the frequency from monthly to quarterly. The hiring reports demonstrated, over time, that all the positions had been hired into at least once. At this point, attrition is occurring and efforts are underway to re-fill the vacancies that are beginning to occur.

There is no longer a pressing need provide this hiring data. Staff respectfully request that the Civil Service Board discontinue Measure Q quarterly updates. Please let us know if you have any questions about this request.

Attachment: PRAC Meeting Hiring Report

Count of Positions by Workgroup and Funding Source

Funding Source ● Comprehensive Cleanup Fund ● Facilities ● LLAD ● Measure Q

Classification / # Positions

- Custodian: 50, 5
- Gardener II: 4, 31
- Gardener Crew Leader: 2, 26
- Tree Trimmer: 5, 3
- Park Equipment Operator: 7
- Park Supervisor I: 1, 6
- Custodian, PPT: 6
- Park Attendant, PPT: 4
- Park Supervisor II: 1, 2
- Administrative Analyst II: 1, 1
- Tree Worker: 1, 1
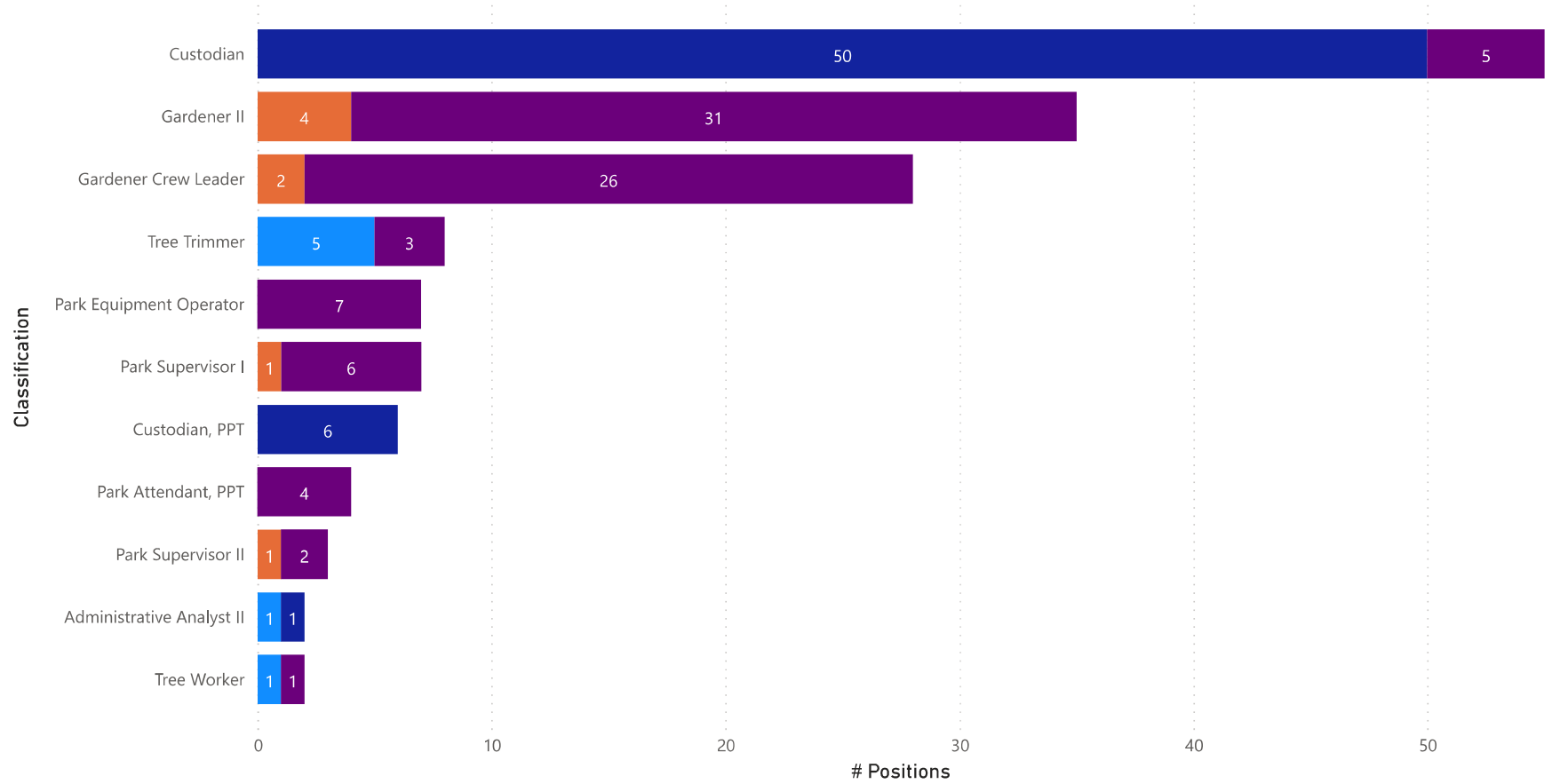
FY20-21	FY21-22	FY22-23

Filled & Vacant Positions With Vacancy Trend

Legend ● Filled ● Vacant ● % Vacant

Current Month's Hiring Data

Workgroup	Classification	#Filled	#Vacant
Facilities	Custodial Services Supervisor I	4	
Facilities	Custodian	49	6
Facilities	Custodian Supervisor		1
Facilities	Custodian, PPT	4	2
Parks	Gardener Crew Leader	28	
Parks	Gardener II	21	14
Parks	Irrigation Repair Specialist	4	
Parks	Manager, Park Services	1	
Parks	Park Attendant, PPT	1	3
Parks	Park Equipment Operator	6	1
Parks	Park Supervisor I	4	3
Parks	Park Supervisor II	3	
Trees	Administrative Analyst II	2	
Trees	Tree High Climber		2
Trees	Tree Supervisor I	1	
Trees	Tree Supervisor II	1	
Trees	Tree Trimmer	6	2
Trees	Tree Trimmer Crew Leader		1
Trees	Tree Worker	1	1
Total		**136**	**36**
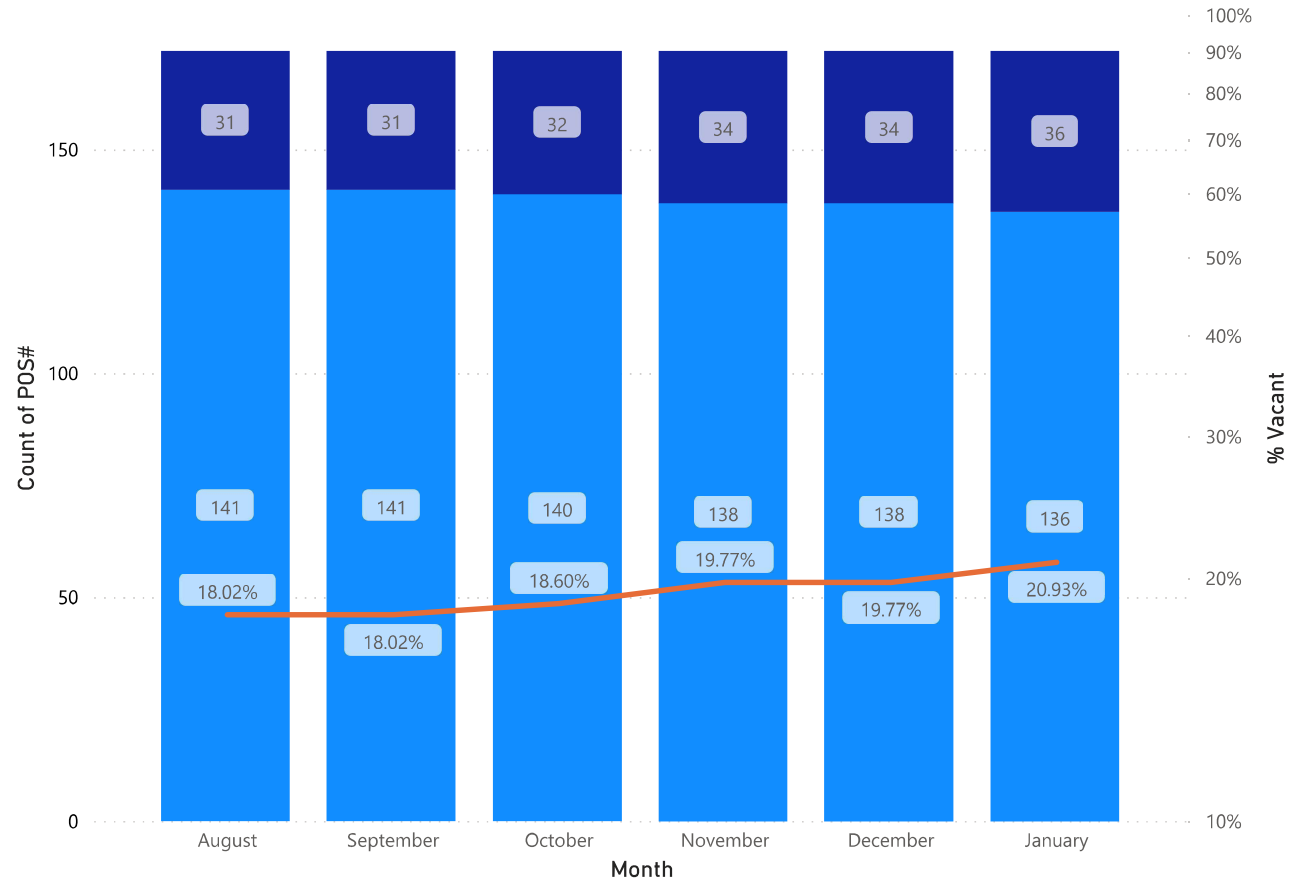
DATE: March 16, 2023

TO: The Honorable Civil Service Board   **FROM:** Jaime Pritchett
Principal Human Resource Analyst

THROUGH: Tina Pruett, Human Resources Manager, Recruitment & Classification

THROUGH: Ian Appleyard, Director of Human Resources Management
Secretary to the Board

SUBJECT: Approval of New Classification Specification for Tree Trimmer Crew Leader

Based upon a classification review requested by the Oakland Public Works (OPW) Department, Human Resources Management (HRM) has proposed the creation of a new classification specification titled **Tree Trimmer Crew Leader**.

OPW has identified the need for a lead position over tree crews. The leader level already exists among other OPW crews performing street and sewer maintenance. These lead levels serve a critical role in providing lead direction and oversight at multiple work sites. The City of Oakland is invested in "growing our own," and this presents a brand new, promotional opportunity for existing Tree Trimmer incumbents who would like to elevate in their job series.

The proposed duties of the new classification are as follows:

> The incumbent is responsible for using a full range of technical skills to serve as a mobile crew leader performing a variety of tree maintenance duties, which involve climbing trees up to fifty-five (55) feet and working from a variety of lifts; correcting hazardous conditions caused by trees on City property, public right-of-way, and easements; providing technical direction to Tree Trimmers, Tree Workers, Park Attendants, and volunteers; and performing related duties as assigned.

There are two vacancies in this new classification. The approved classification specification will be used for the upcoming recruitment and selection process.

The Service Employees International Union (SEIU, Local 1021) was notified of the proposal to create this new classification. City and SEIU representatives discussed the items at multiple meetings starting in April 2021. Discussions slowed down by November 2021 and stalled completely in March 2022, as contract negotiations ramped up. Several sessions involved thorough discussion of a range of concerns, and language was removed/added through mutual agreement to ensure the most accurate reflection of the duties and responsibilities of the position. A considerable amount of time was spent defining the lead worker role and how it differs from the existing Tree Supervisor I classification. Accountability was of particular interest, and language was refined to specify the expectations of the new Tree Trimmer Crew Leader position.

A residual concern relates to the Tree High Climber classification. The City presently has two vacant Tree High Climber positions since both incumbents retired in recent months. As operational needs have changed over time, there is less demand for tree employees to perform

tree maintenance above heights of 55 feet. Rather than retain dedicated classifications for work that is infrequent, the Tree Division is interested in developing lead level tree workers. The new classification is pay neutral with Tree High Climber. OPW hopes to invest in their staff and expand the number of Tree Trimmer Crew Leader positions instead of filling outdated positions.

This job description has been in progress for nearly two years. This is a highly unusual circumstance, as classification discussions are typically fully resolved within a period of a few months. After multiple attempts to resume discussions, HRM determined that the delay has negatively impacted OPW's operations and decided to advance the item to the Civil Service Board for approval. SEIU was informed of this decision and is invited to attend the meeting on March 16, 2023. OPW is in dire need to conduct the recruitment and fill these necessary positions.

The new classification has already been added to the City's Salary Schedule. The salary ordinance amendment was approved by City Council in November 2021.

Staff recommends that the Civil Service Board approve the proposed new **Tree Trimmer Crew Leader** classification specification.

Attachment: Proposed new Tree Trimmer Crew Leader classification specification.

TREE TRIMMER CREW LEADER

DRAFT

Class Code: TR214 FTE   **Civil Service Classified**

DEFINITION

Under general supervision in the Oakland Public Works (OPW) Department, uses a full range of technical skills to serve as a mobile crew leader performing a variety of tree maintenance duties, which involve climbing trees up to fifty-five (55) feet and working from a variety of lifts; corrects hazardous conditions caused by trees on City property, public right-of-way, and easements; provides technical direction to Tree Trimmers, Tree Workers, Park Attendants, and volunteers; and performs related duties as assigned.

DISTINGUISHING CHARACTERISTICS

This is a dual concept classification. Incumbents may be assigned as mobile crew leaders responsible for directing a small crew that performs tree maintenance on City property, public right-of-way, and easements. This classification is distinguished from the lower level Tree Trimmer in that the Tree Trimmer Crew Leader provides lead direction to a small crew. It is distinguished from the higher level Tree Supervisor I which is a first level supervisory classification that organizes, directs, and implements tree maintenance programs and handles complaints.

The incumbent receives general supervision from a Tree Supervisor I and may provide technical or lead direction to Tree Trimmers, Tree Workers, Park Attendants, and volunteers.

EXAMPLES OF DUTIES - *Duties may include, but are not limited to, the following:*

Direct, train, and assign the work of a crew of one or more subordinate staff; assist with scheduling the use of vehicles and equipment; transport personnel to and from project site; determine on-site work activities and duties and delegate worksite tasks to crew members.

Assist supervisor with coordinating service requests and work orders with the use of automated asset management software, computer, mobile phone, and other digital devices.

Provide reporting and updates to supervisor in a timely manner to reflect and document work progress, activities, accidents, and incidents; may collect witness statements related to incidents and accidents.

Climb trees using rope, saddle, spurs, lowering devices, specialized rigging devices or hydraulic equipment to trim, reshape, and strip trees.

Operate and use aerial trucks such as knuckle boom-crane, tower, brush, and chipper trucks exceeding 26,000 lbs. gross vehicle weight rating; drive trucks to and from project sites; tow tree maintenance equipment not exceeding 10,000 lbs. gross vehicle weight rating.

Perform tree maintenance; stake, tie, strap, and install tree guards; cut down trees; remove tree hazards; salvage fallen timber; cut and remove stumps, roots, trunks, and limbs; rake, clear, and sweep ground surrounding trees.

Perform tool maintenance duties with equipment such as power saws, chain saws with six-foot bar, pruning hooks, and other specialized trimming tools; service and inspect tools and equipment for safety and mechanical defects; maintain and perform minor repairs to chain saws; manage crew member tools and equipment.

Identify and report hazardous tree conditions; spot climbers for safety hazards.

Identify occupational hazards on the work site; develop and execute work safety plans at job sites in accordance with safety regulations and standards; ensure that job sites and crew operations meet applicable safety regulations and standards.

Provide technical direction to crew members including guidance on complex tasks involving tree climbing, tree rigging, tree pruning, root pruning, stump grinding, tree removals, tree planting, tree maintenance, and other tree maintenance duties.

Provide technical direction and training to staff on the safe use of tools, equipment, and machinery and monitor and address safe usage while in the field.

Interact with members of the public at worksites to answer their questions and concerns related to tree work; assist with responding to public inquiries.

KNOWLEDGE AND ABILITIES

Knowledge of:

- Safe work procedures; tree climbing safety practices; traffic control; worksite set-up; safe use of tools, equipment, and machinery while in the field.
- Regulations, policies, procedures, protocols, and practices related to safety including American National Standards Institute (ANSI) and Occupational Safety and Health Administration (OSHA).
- Methods and equipment used in tree trimming.
- Rigging methods and equipment; climbing techniques; tying rigging and climbing knots.
- Tree growth characteristics, identification, and planting procedures.
- Methods and equipment used to prune, trim, top and remove trees and branches.
- Basic mathematics.
- Training and lead direction including roles and responsibilities.
- Computer systems and software applications.

Ability to:

- Assist supervisor with scheduling and posting of assignments.
- Direct and train assigned personnel including volunteers.
- Identify tree species and their defects.
- Climb and work in trees up to 55 feet in height.
- Utilize specialized rigging devices, rigging systems, lowering devices, and snatch block.
- Use and maintain power saws, chainsaws with six-foot bar, climbing spurs, and other specialized tree trimming tools and related equipment.
- Provide lead direction to assigned staff.
- Respond to emergency work requests.
- Operate a knuckle-boom crane.

- Operate a large truck and trailer.
- Lift and carry equipment weighing up to 50 lbs.
- Perform work requiring physical strength and agility in various weather conditions.
- Operate trucks exceeding 26,000 lbs. Gross Vehicle Weight Rating, various types of power and hand tools, and other equipment.
- Read and comprehend printed materials including power equipment manuals, Material Safety Data Sheets (MSDS), and applications of potentially toxic chemicals (including disinfectants).
- Perform simple mathematical calculations used in measurement, preparation, and performance of tree work.
- Prepare brief and accurate oral and written reports relating to work performed, accidents, and incidents; collect witness statements related to incidents and accidents.
- Use independent judgment and initiative in daily work activities.
- Follow and provide oral and written directions.
- Utilize a computer system, software applications, and other digital devices.
- Perform data entry into an automated work management system.
- Establish and maintain effective working relationships with those contacted in the performance of required duties including community members and volunteers.

MINIMUM QUALIFICATIONS

Any combination of education and experience that is equivalent to the following minimum qualifications may be acceptable:

Education:

High school diploma or equivalent.

Experience:

Two (2) years of experience as a Tree Trimmer in the City of Oakland or three (3) years of comparable tree climbing experience in private or public practice.

LICENSE OR CERTIFICATE

Possession of a valid California Driver's License, Class B, with the ability to drive vehicles with air brakes and a tank endorsement, must be maintained throughout employment with the City of Oakland. License requirements are subject to changes in State and Federal law, and the City of Oakland must comply with mandated changes at all times.

Certification as "Arborist" or "Tree Worker" by the International Society of Arboriculture is desirable.

OTHER REQUIREMENTS

Depending on nature of assignment, candidates who receive offers of employment may be required to pass a thorough background investigation, submit fingerprints, and undergo a criminal record clearance if the assignment requires working in proximity to children or vulnerable populations.

DEPT. OF HUMAN RESOURCES MANAGEMENT USE ONLY

Established: /   /   CSB Resolution #:   Salary Ordinance #:
Exempted: Y ☐ N ☐   Exemption Resolution #:

Revision Date: /   /   CSB Resolution #:
Re-titled Date: /   /   CSB Resolution #:   Salary Ordinance #:

(Previous title(s):   )

AGENDA REPORT

CITY OF OAKLAND

TO: Civil Service Board

FROM: Ian Appleyard
Human Resources Director

SUBJECT: Abbreviated Semi-Annual Staffing
Report from December 2022

DATE: March 16, 2023

EXECUTIVE SUMMARY

This informational report provides an update on city-wide staffing as of October 17, 2022. There was a total of 5,004.84 Full-Time Equivalent (FTE) budgeted positions with 951.41 FTE positions vacant, resulting in a 19.00 percent vacancy rate. Significantly, 277.04 positions were added to the Position Control Report between May 2022 and October 2022, representing the largest increase in over 15 years.

As of October 17, 2022, there were 144.20 frozen positions, which are unavailable to be filled. Removing the frozen positions reduces the vacancies to 807.21 FTE and the vacancy rate to 16.13 percent.

As of October 17, 2022, there were 951.41 FTE positions vacant citywide with 116.06 FTE encumbered as described below. Removing the encumbered positions reduces the vacancies to 835.35 FTE and the vacancy rate to 16.69 percent.

Removing both the encumbered and frozen positions reduces the vacancies to 691.15 and the vacancy rate to 13.81 percent.

The Department of Human Resources Management's (DHRM) recruitment priorities are coordinated with City departments and, on occasion, set by the City Administrator's Office. In some instances, high-priority recruitments do not correlate to high-volume recruitments and may not reduce the overall vacancy rate.

BACKGROUND / LEGISLATIVE HISTORY

DHRM provides this semi-annual report to the Finance and Management Committee. This report is an abbreviated version for the Civil Service Board and it examines full-time and permanent part-time vacancy data, as provided by departments, as of October 17, 2022. Additionally, this report analyzes several key organizational staffing elements, including recruitment process improvements, community recruitment efforts, unemployment rates, retention rates, and employee tenure.

ANALYSIS AND POLICY ALTERNATIVES

Vacancies

For the purposes of this report, vacancies are described as **non-encumbered** and **encumbered.** A non-encumbered position is available to be filled and not linked for any other purpose. An encumbered position is linked to other funding, such as overtime, temporary staffing, or acting assignments.

As of October 17, 2022, there were 951.41 FTE positions vacant citywide with 116.06 FTE encumbered as described above. Removing the encumbered positions reduces the vacancies to 835.35 FTE and the vacancy rate to 16.69 percent.

As of October 17, 2022, there were 144.20 frozen positions, which are also unavailable to be filled. In November 2021, the number of frozen positions was 149.80. Removing both the encumbered and frozen positions reduce the vacancies to 691.15 and a vacancy rate of 13.81 percent.

Budgeted Vacancy Rate for Fiscal Year 2022/23

The "budgetary vacancy factor," is distinct from the "vacancy rate." The "budgetary vacancy factor" is a negative percentage applied to all positions, which reduces the cost of each, to account for cost savings that are anticipated from vacant positions through the fiscal year. The "budgetary vacancy factor is fixed in the Adopted Budget and applied to the various departments. Historically, the budgeted vacancy factor has been 4.0% for most departments. In the 2022-23 Adopted Budget, however, the Citywide vacancy factor was set at 10.25% for most City Departments to account for the anticipated vacancies over the Fiscal Year.**Vacancy Rates of All City Departments**

Table 1 below shows all vacant positions (encumbered and non-encumbered), which results in the current 19.00 percent vacancy rate. **Table 2** shows only non-encumbered positions, resulting in a 16.69 percent vacancy rate.

Table 1: Citywide Vacancy Summary			
Type	**All Positions**	**Vacant**	**% Vacant**
Total Sworn	1599.00	143.00	8.94%
Total Miscellaneous	3405.84	808.41	23.73%
Total	**5004.84**	**951.41**	**19.00%**

Table 2: Citywide Vacancy Summary (Non-Encumbered)			
Type	**All Positions**	**Vacant**	**% Vacant**
Total Sworn	1599.00	119.00	7.44%
Total Miscellaneous	3405.84	716.35	21.03%
Total	**5004.84**	**835.35**	**16.69%**

Table 3 shows the historical vacancy rates, for both all vacancies and non-encumbered vacancies since May 2012. Since 2013, the City has added an **average of 80.48 FTE every fiscal year**. For the **fiscal year 2022, 277.04 positions were added to the Position Control Report**. This large increase in budgeted positions has significantly impacted the current vacancy rate for all positions.

Table 3: Historical Vacancy Rates					
Report Date	# of budgeted positions	# non-encumbered vacancies	Non-encumbered % Vacant	All Vacancies	All Vacancies % Vacant
12/13/2022 Positions added:	5,004.84 +277.04	835.35	16.69%	951.41	19.00%
5/2/2022	4,727.80	736.14	15.57%	772.14	16.33%
11/2/2021 Positions added:	4,704.43 +118.42	566.05	12.03%	584.25	12.42%
5/4/2021	4,586.01	471.27	10.27%	542.92	11.83%
12/1/2020 Positions added:	4,589.43 +57.91	584.02	12.72%	686.52	14.96%
5/12/2020	4,531.52	496.16	10.95%	564.56	12.46%
11/12/2019 Positions added:	4,533.21 +78.04	535.73	11.82%	595.83	13.14%
5/14/2019	4,455.17	556.85	12.50%	645.66	14.49%
11/13/2018 Positions added:	4,447.67 +164.7	522.25	11.74%	742.37	16.69%
4/24/2018	4,282.97	419.50	9.79%	652.60	15.24%
11/14/2017 Positions added:	4,279.22 +92.38	406.70	9.50%	621.30	14.52%
10/24/2016 Positions added:	4,186.84 +35.06	377.07	9.00%	554.45	13.24%
10/5/2015 Positions added:	4,151.78 +214.52	432.72	10.42%	502.53	12.10%
9/22/2014 Positions added:	3,937.26 +123.87	341.01	8.66%	489.40	12.43%
5/20/2013 Positions added:	3,813.39 +16.86	295.88	7.75%	427.82	11.22%
5/14/2012	3,796.53	259.88	6.88%	366.40	9.65%

When departments submit vacancy information, standard descriptors are available from which to choose that identify the status of the vacancy. **Table 4** below is a summary of the vacancy status throughout all departments.

Table 4: Summary of Vacancy Status	
FTE	**Vacancy Status**
143.69	Dept. Interview Process (Eligible List Available)
25.00	Recruitment Open (Application intake)
171.21	Requisition Pending Approval
64.00	Eligible List Available
135.25	Recruitment Plan in Progress
47.00	Recruitment Closed (HRM screening apps/ HRM Assessment & Scoring)
116.06	Encumbered
87.20	Not Under Active Recruitment
20.00	On Hold (Job spec revisions)
9.00	On Hold (by Dept.)
39.00	Approved (pending HR assignment)
94.00	Pending Hire Approvals (Job offer extended)
951.41	TOTAL

Table 5 shows the total vacancy rate by department sorted from high to low percentage. As noted above, some vacancies are encumbered and may not translate into service delivery impacts.

Table 5 Vacancy Rates by Department			
City of Oakland Departments	**No. of Authorized positions (FTE)**	**No. of vacant positions (FTE)**	**Vacancy Rate**
Police Commission	26.00	17.00	65.38%
Violence Prevention	35.80	19.00	53.07%
DWES	20.00	10.00	50.00%
Race & Equity	5.00	2.00	40.00%
Transportation	409.15	131.50	32.14%
Human Services	246.11	75.46	30.66%
Economic & Workforce Dev	62.50	19.10	30.56%
Planning & Building	210.00	62.00	29.52%
Public Ethics Commission	7.00	2.00	28.57%
City Auditor	11.00	3.00	27.27%
Human Resources	58.00	15.00	25.86%
Housing & Community Dev	78.50	20.00	25.48%
City Administrator	69.10	16.60	24.02%
Fire	765.88	173.00	22.59%
Public Works	709.23	156.60	22.08%
Finance	162.80	33.00	20.27%
Information Technology	89.00	15.00	16.85%
Parks, Recreation & Youth Dev	232.24	32.25	13.89%
Animal Services	35.00	4.50	12.86%
City Attorney	85.00	9.00	10.59%
Library	266.61	27.40	10.28%
Mayor	12.00	1.00	8.33%
Police	1359.50	105.00	7.72%
City Clerk	17.50	1.00	5.71%
City Council	31.92	1.00	3.13%
Citywide Vacancy Rate	5,004.84	951.41	19.00%

Hiring Efforts

There were 430 full-time and permanent part-time hires during FY 2021-22, which is an 86% increase from FY 2020-21. Promoting existing City staff continues to be an organizational goal and 53.6% were filled with current City employees during the above timeframe. For comparison, in FY 2020-21, 58% of positions were filled with existing City staff. This means that over half of the City hires result in another vacancy. At the same time, during FY 2021-22, there was a 48% increase in separations of City employees (see **Figure B** below).

The Vacancy Rates of Regional Local Public Entities

Table 6 are surveys of regional comparator jurisdictions from May 2022 and December 2022. During that time, San Jose, Richmond, Berkeley, and Fremont experienced a similar vacancy rate increase to Oakland while Hayward, Concord, and Vallejo experienced a slight decrease in their vacancy rates. In terms of the percentage of vacancies, San Francisco and Richmond have a similar vacancy rate to Oakland.

Table 6: Regional Vacancy Rates December 2022								
	San Jose	SF	Berk	Concord	Hayward	Fremont	Richmond	Vallejo	Oakland
Overall Vacancy Rate	15.21%	18.32%	17.85%	11.63%	14.16%	12.56%	20.19%	26.75%	19.00%
Regional Rates May 2022								
Overall Vacancy Rate	13.20%	NA	16.21%	13.69%	14.80%	11.49%	16.15%	28.48%	16.33%

The Status Of Human Resources And Workforce Development Partnerships With Non-Profits To Recruit Oakland Residents For City Of Oakland Jobs

DHRM and the Economic and Workforce Development Department (EWDD) are working together to recruit and retain Oakland residents for City of Oakland jobs more effectively. The Workforce Development Division of EWDD has launched "Oakland Forward," a year-round youth and young adult employment program to increase employment and develop public service career pathways. While the program is not solely focused on City of Oakland jobs, this new, state-funded program will focus on the areas of public safety and climate resilience. Through the Oakland Forward program, Workforce Development staff are also working closely with the Department of Violence Prevention (DVP), Oakland Public Works (OPW), and the Oakland Police Department (OPD) to increase employment opportunities for young people ages 16-30. Funding support will go towards salary for 10 OPD cadets, a pilot training and employment program for OPW that supports new positions with their Safety and Training department, and an estimated 20 youth positions in DVP through their Career Exploration and Education programming. The success of these investments will support the expansion of these efforts to other City departments, including DHRM, in the upcoming year.

In addition to the above, Oakland Public Library (OPL) applies a Race and Equity lens when recruiting and hiring Temporary Part-Time Library Aides. This classification is the entry-level position for the library system and requires a High School Degree or equivalent. Temporary

Part-Time positions are not subject to the rigorous civil service hiring process, which enables greater flexibility in screening and placing applicants.

Library Aide recruitments are promoted online, at libraries in zip codes ranking high on equity indicators, and through social media networks. The screening process focuses on the following criteria:
- Cultural and Racial competency and diversity
- Bi-lingual language skills
- Recent OUSD graduates or other "youth intern" placements
- Reside in zip codes in Oakland scoring high on Equity Index
- Demonstrated community service, volunteerism, identification, or experience with disadvantaged or marginalized populations (foster youth, LGBTQ, formerly incarcerated, etc.)

These efforts create a pipeline of talent that reflect the Oakland community and the patrons served by OPL. Once hired into the Temporary Part-Time classification, these employees are eligible to apply for permanent city positions through "restricted" recruitments, which prioritizes current City employees. Over time, permanent positions are filled with individuals who have deep community ties, who racially and culturally reflect Oakland's diverse population, and who serve library patrons with a passion born from their knowledge and experience.

The Analysis Of The City Workforce And Recruitment Conditions

1. **DHRM Staffing Update**: In recent months, Human Resources hired two Human Resources Managers in Recruitment and Classification, which is a new organizational structure for the department. Although the department was successful in hiring two managers, Human Resources is not immune to the impacts of the difficult job market. There are currently fifteen (15) vacancies in the Recruitment Unit: Eleven (11) existing positions and four additional funded positions, including both recruitment supervisors (two), a Senior HR Analyst, and an HR Analyst since July 2022. It is anticipated these vacancies will be filled by March 2023, depending on the recruitment pool. The vacancies in the Human Resource Technician and Analyst classifications have a direct impact on the number of recruitments being conducted citywide.

2. **Strategies for Filling Positions:** With the hiring of the two new Human Resources Managers, a continuous improvement process has begun. DHRM and the City Administrator's Office are conducting stakeholder meetings with each department, which are expected to conclude in December 2022. These meetings are providing department heads, and their staff involved in hiring, the opportunity to provide input and insights into challenges and delays. Several process changes have been implemented, including:

   - Implementing a completely **revamped job announcement** that highlights the City of Oakland brand, the benefits of working for the City of Oakland, and reasons why candidates would be attracted to a particular position.
   - **Launching integrated testing software**, eliminating data entry, and reducing the number of administrative steps in scheduling, scoring, and analyzing Civil Service multiple-choice exams.
   - **Revising the Pre-Recruitment Checklist** to prompt departments with equity considerations in planning the hiring process.

- **Reducing and eliminating some redundant approvals** to speed up the review process for requisitions.
- **Expanding the use of video interviews** with the eventual use of one-way interview technology. This has preset questions that a candidate can answer at their convenience. It is also a more consistent interview process across the board to ensure equitable hiring practices.
- Clarifying requirements when using the same eligible list for additional vacancies on the same team to **avoid redundant interviews or duplicate requisition forms.**
- Implementation of **new project management software** to improve recruitment and classification analytics and metrics, which will include time-to-hire data.
- Multiple day training of DHRM and Department "Single Point of Contact" (SPOC) staff to improve recruitment coordination and processes.
- New Job Analysis training is planned for early 2023, which will improve examination efficiencies and reliability.

Further, DHRM is preparing to launch a request for proposal for software that enables interviews and other exam processes to be conducted online. The software will provide more flexibility in the process for both applicants and assessors, which DHRM anticipates will reduce no-show rates for applicants and address the challenges the City faces in finding qualified assessors in a timely fashion. Finally, DHRM and the City Administrator's office are planning to launch a comprehensive process mapping and LEAN-style process improvement initiative in 2023.

Ultimately, the goal is to improve hiring metrics (i.e., bench-marking), retain current talent, leverage available technology, including automating the employee performance management process, and advance the City of Oakland brand as an employer of choice.

3. **National and Regional Market Conditions**: According to the latest Bureau of Labor Statistics report, the nation's unemployment rate is 3.7% as of October 2022 and the Oakland-Hayward- Fremont regional unemployment rate is 3.2% as of August 2022. The California unemployment rate is 4% as of October 2022 according to the California Employment Development Department. While these rates have increased over the past year, the competitive labor market is a significant factor when recruiting qualified and diverse candidates. According to a recently published report from the Mission Square Research Institute, "State and Local Workforce 2022," from December 2021 – May 2022, state and local government job opening rates have remained at the highest level in over 20 years. Quit rates spiked to recent historic highs starting in mid-2021, and continuing through early 2022, while other separations (including retirements) reached a 20-year high in the summer of 2020, at almost twice the typical rate (see ***Attachment C***).

4. **Reduced Number of Applicants:** The trend of decreased applicants for public-sector positions locally, regionally and nationally has continued. In Oakland, DHRM received 17% fewer applications from Calendar Year (CY) 2020 to CY 2021. However, projections for CY 2022 applications appear to be on pace to return to pre-pandemic levels. It is also anticipated to increase as the economy and technology sector slow. The impacts of fewer applicants include:

- Extended job announcement periods
- Delayed testing
- Eligible lists with fewer candidates than the number of vacancies
- Recruitment announcements extended or posted continuously to allow for more applicants
- Newly created eligible lists exhausted before all vacancies can be filled

Overall, recruitments for certain classifications need to occur more frequently. **Table 7** shows the number of applicants received by regional county governments. This is further supported by the attached report "Top 10 Public Sector HR Trends for 2022" published by NEOGOV *Attachment D*, which states that "the number of applications per job has dropped 21% between 2015 and 2021."

Table 7: Regional Number of Applicants					
	2017	2018	2019	2020	2021
County of Alameda	21,709	25,579	22,502	15,132	10,800
County of Contra Costa			33,048	32,769	33,260
County of Santa Clara		112,923	101,232	97,000	86,164
County of San Mateo	17,025	19,538	18,117	13,510	13,198
City of Oakland	15,206	14,904	13,984	11,441	9,481
County of Napa	7,911	6,396	6,493	4,382	5,488

5. **Non-responsive Candidates:** In addition to an overall reduced number of applicants, there is a notable increase in candidates not responding to examination invitations, not attending scheduled examinations, not responding to requests for hiring interviews, or not attending interviews after confirming availability. This issue exacerbates the ability to produce robust eligible lists and fill vacancies.

6. **Difficult to Fill Classifications**: Some classifications remain difficult to fill despite combined efforts between Human Resources and the hiring department(s). Examples of these classifications and the number of current vacancies include Accountant III (8), Assistant Engineer II (17), Civil Engineer (9), Police Officer/Trainee, and Specialty Combination (Building) Inspector (12). Human Resources continues to coordinate with departments to increase the number of applicants for these important positions. DHRM and the departments are exploring new recruitment approaches that shorten the hiring timeline and reduce any unnecessary barriers to employment.

   On a positive note, as of November 28, 2022, 699 of 726 sworn positions are filled and 66 of 76 Police Communications Dispatchers are filled.

7. **Additional Recruitment Support:** The City's recruitment consultant, CPS HR Consulting (CPS), a self-supporting public agency, has been instrumental in assisting departments with both recruitment and classification projects. Since the beginning of FY 20/21, CPS has assisted with recruitments for approximately 52 classifications, which is over 100 recruitments because of the requirement to conduct internal, external, and, on occasion, bilingual recruitments. They are currently assigned several exams including

Tree Worker, Carpenter, Senior Hearing Officer, Crime Analyst, Real Estate Agent Supervising, and various other recruitments.

8. **Recruitment & Selection Process Overview:** There are many steps involved in hiring new employees. Many are required by Civil Service Rules, labor agreements, federal guidelines, and position/budget controls. DHRM continues to carefully analyze this process to seek improvements. In 2018, an evaluation process resulted in a reduction from 52 steps to 32 steps

   Below is a summary of the steps that Human Resources Management conducts for full recruitment:

   - Review of Job Specification
   - Personnel Requisition
   - Pre-Recruitment Checklist: Job Analysis
   - Exam Plan Meeting & Exam Development
   - Job Posting (Application Filing Period)
   - Review Application for Minimum Qualifications
   - Supplemental Questionnaire (SQ) Review or Exam
   - Competitive Examination
   - Preference Points
   - Eligible List Established
   - Notification to Candidates of Exam Results
   - Referrals & Departmental Interviews Initiated

   DHRM continues to carefully analyze this process to seek improvements.

9. **The Great Resignation:** In 2021, a record number of American workers (47 million) quit their jobs, according to data from the U.S. Bureau of Labor Statistics. Historically high levels of voluntary turnover have continued into 2022, with 4.5 million people leaving their job in the month of March alone. **Attachment E**, "Retaining My Generation," is a comprehensive assessment of the state of public sector recruitment and retention.

   The article states, "Staff retention is a critical factor in the success of federal agencies and their ability to serve the public. Given the record-high attrition rates affecting the national labor force, now is an especially important time for leaders in the executive branch and Congress to consider how federal agencies can better retain high-quality staff to ensure uninterrupted mission delivery and avoid the high costs of hiring, onboarding and training new employees." This statement also applies to the City of Oakland. Retention of current employees is critical to organizational success.

WORKFORCE ANALYSIS

1. **Oakland Staffing Levels:** In tracking full-time employees over time, the City of Oakland staffing as of November 2, 2022, was 4,120. This is represented in both **Table 8** and in **Figure A** below. This also represents the historic high of staffing levels in the last 10 years.

Table 8: FTE Staffing Levels

Date	Staffing Levels FTE
11/2/2022	4,120
12/1/2020	3,903
8/12/2019	3,967
11/13/2018	3,705
11/14/2017	3,658
10/24/2016	3,632
10/5/2015	3,649
9/22/2014	3,448
5/20/2013	3,386
5/14/2012	3,430

Figure A: FTE Staffing Levels
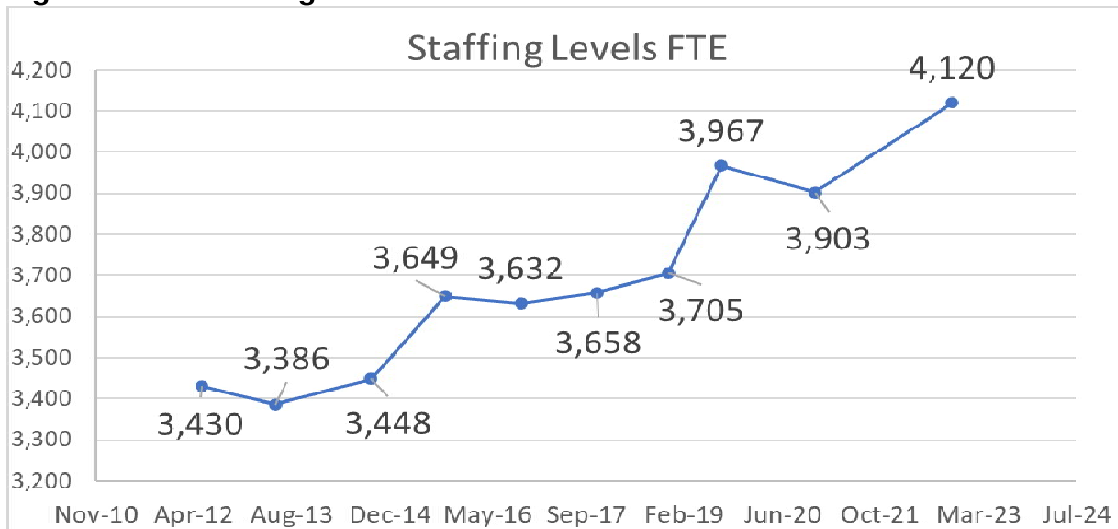
2. **Separations and Hires**: To reduce the overall vacancy rate, city hiring needs to outpace separations. As demonstrated in **Figure B** below, over the last four years, the number of separations has closely tracked the number of hires. It is expected the number of separations will decrease as the economy slows down and the number of eligible retirees decreases.

Figure B: Hires and Separations by Fiscal Year
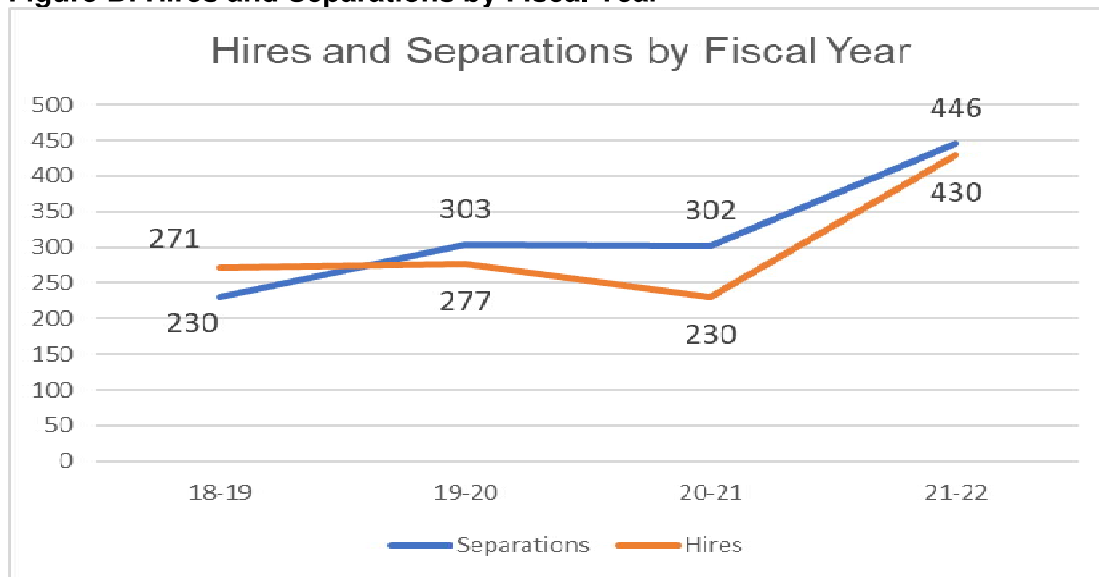
Table 9 shows the reasons for the separation of full-time City employees since the Fiscal Year 2013-14.

Table 9: Reasons for Separations			
FY	Resign	Retire	Other	Total
21-22	242	135	69	446
20-21	140	123	39	302
19-20	146	96	61	303
18-19	111	78	41	230
17-18	117	110	34	261
16-17	106	131	39	276
15-16	98	113	36	247
14-15	80	108	43	231
13-14	73	100	33	206

3. **Tenure of Separations**: According to the Bureau of Labor Statistics, the national rate of tenure with a public-sector employer is 6.5 years (the private sector is 3.7 years), which includes all separations. Over the last nine years, all separated full-time City of Oakland employees averages 12.84 years of service, far surpassing the national average. This is detailed in **Figure C** below.

Figure C: Separations and Hires by Fiscal Year
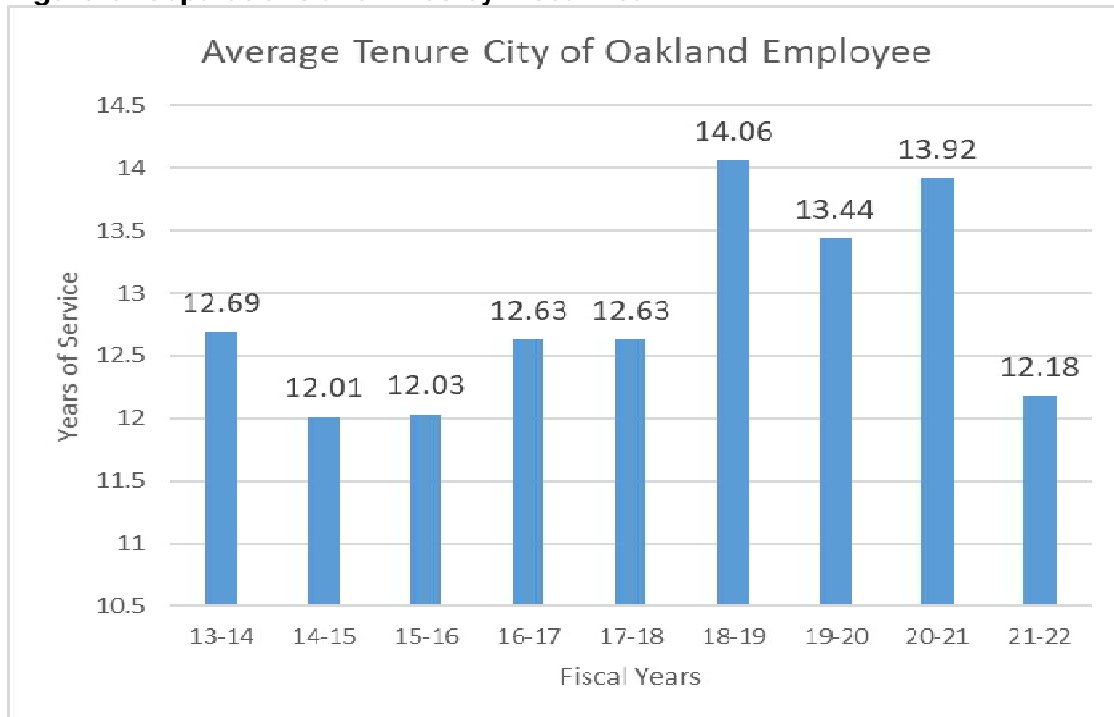
4. **Separations by Department**: While the tenure of separating employees is above the national average, rates of separation vary by department. **Table 10** shows the number of separations, including retirements and resignations in six of the largest city departments. Of note, Oakland Police Department experienced 86 resignations in FY 2021-22 and 66 in FY 2020-21.

Table 10: Largest Department Separations, Retirements, and Resignations				
Department	**Total Department FTE FY 21-22**	**FY 21-22**		
		Total Separations	**Retirements**	**Resignations**
Police	1269.5	138 (10.9%)	34 (2.7%)	86 (6.8%)
Public Works	690.23	55 (8%)	25 (3.6%)	18 (2.6%)
Fire	696.08	41 (5.9%)	20 (2.9%)	19 (2.8%)
Transportation	382.15	31 (8.1%)	12 (3.1%)	10 (2.6%)
Library	265.11	32 (12%)	9 (3.4%)	23 (8.7%)
Human Services	234.67	27 (11.5%)	8 (3.4%)	18 (7.7%)
Planning & Building	201.5	12 (5.9%)	4 (2%)	8 (4%)

For questions regarding this report, please contact IAN APPLEYARD, HUMAN RESOURCES DIRECTOR, at (510) 238-6450.

Respectfully submitted,

IAN APPLEYARD
Human Resources Director
Department of Human Resources
Management

Attachments (5)
    A: Mission Square Research
    B: NEOGOV 10 Trends 2022
    C: "Retaining My Generation"

Survey Findings

State and Local Workforce 2022
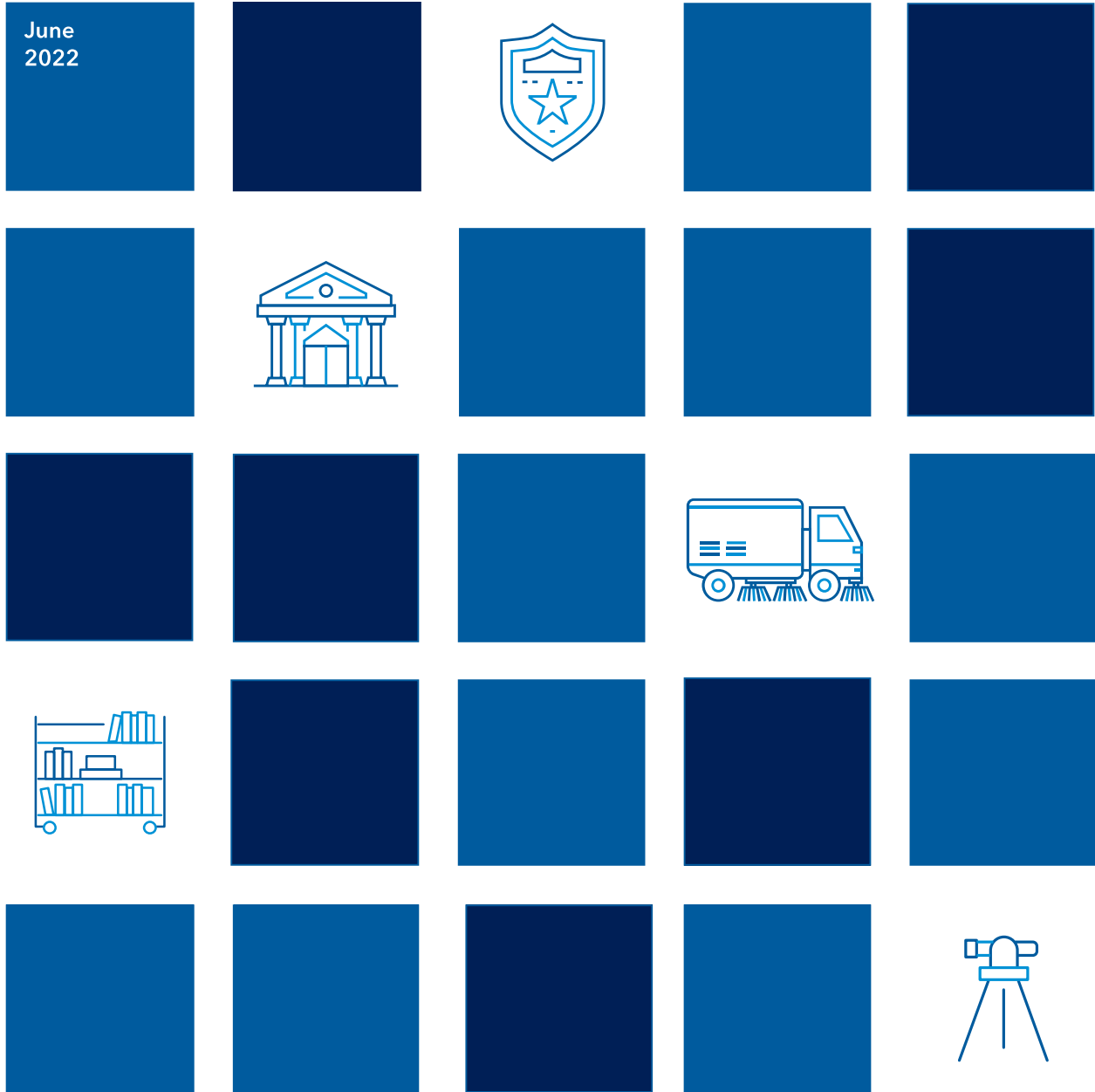
June
2022

Acknowledgements

Executive Summary

MissionSquare Research Institute has been partnering with the International Public Management Association for Human Resources (IPMA-HR) and the National Association of State Personnel Executives (NASPE) to conduct an annual workforce survey since 2009. This survey of human resource professionals tracks key challenges facing state and local governments in the recruitment and retention of talented employees and the strategies being employed to manage and compensate those staff.

This report discusses data from the 2022 state and local government workforce survey along with related data from prior surveys in the series.

The survey was conducted from March 3 to April 24, 2022, with a total of 319 state and local government respondents.

Among the key survey highlights:

55% of respondents hired more full-time staff in 2021 than they did in 2020 (see Figure 5).

65% or more identified a list of 10 key positions as hard to fill. Seven of those ten positions had fewer than 10% of respondents reporting them as hard to fill in 2015 (see Figure 8).

Although there has been some decline in telework in 2022, **54% provide for regular hybrid staffing**, and new policy approaches are supporting that with an emphasis on remote employee engagement, mentoring, and performance appraisal (see Figures 12 and 27).

53% report that employees are accelerating their retirement plans, while 41% say the largest wave of retirements is coming in the next few years (see Figure 17).

Only **41% feel their employees are financially prepared for retirement** (see Figure 19).

Respondents report progress on achieving **greater balance between their workforce diversity and the communities they serve** (see Figure 25).

Top recruitment method: Social media (59%; see Figure 11).

Top exit interview response: Compensation not competitive (51%; see Figure 24).

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naspe

Survey Results

Overall Workforce Conditions

To set the hiring market picture for this report, consider that overall employment had declined from the declaration of the COVID-19 public health emergency to June 2020 by 8.5% for local government and 4.4% for state government. Half or more of that decline was reversed in the 18 months that followed, such that net losses through February 2022 are 4.3% for local government and 1.3% for state government (see Figure 1).

By comparison, the lowest state and local job totals during the Great Recession were not felt for more than 4-6 years, with a return to prerecession levels not occurring until mid

to late 2019—approximately 11 years since the previous employment peak.

While job totals have grown since mid to late 2020, state and local government remain vulnerable to potential longer-term revenue disruptions, such as may come from decreased commercial real estate appraisals; instability in restaurant, retail or hotel taxes; or discontinuation of COVID-related federal funding support, as well as increased competition for labor with the private sector during the ongoing Great Resignation.

Figure 1 **State and local employment since February 2020**
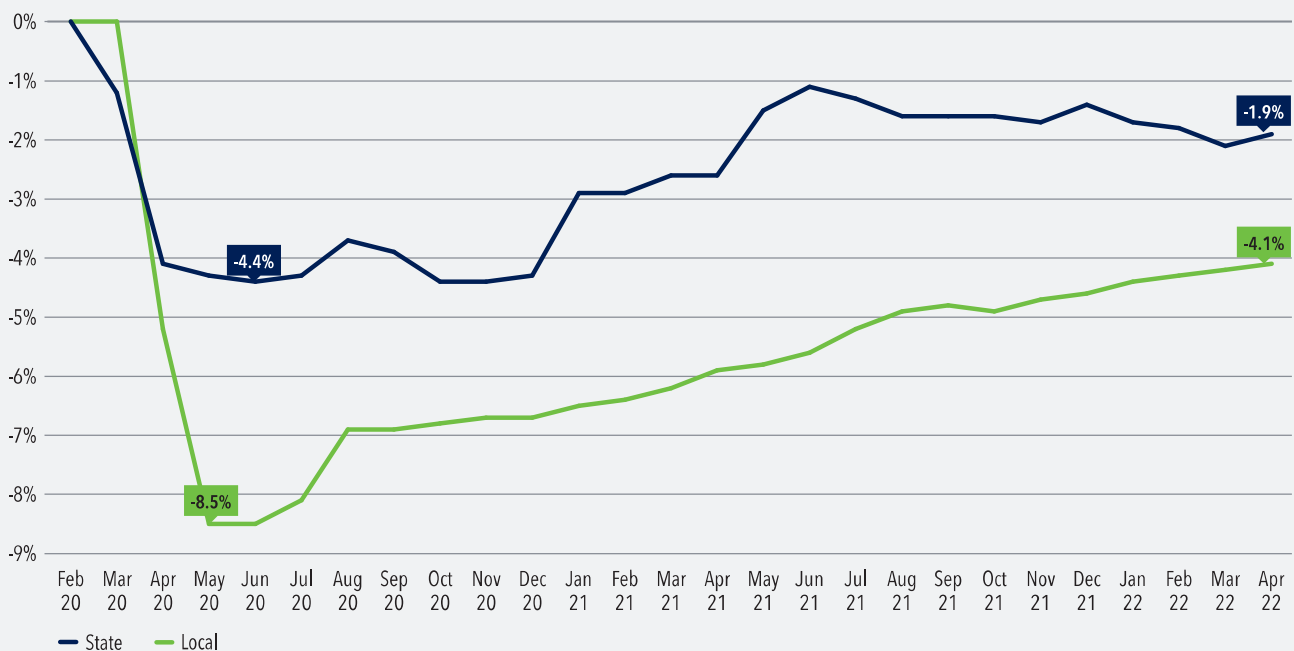
Source: U.S. Bureau of Labor Statistics, Current Employment Statistics

Respondents

There were 319 total respondents to this year's survey, of which 83% were in local government (including cities, counties, towns, villages, or special districts) and 17% were in state government.

The breakdown of respondents by number of full-time equivalent (FTE) employees reflects the fact that most of the respondents were local governments, which include both large cities and counties, but also many smaller communities.

Figure 2 **Survey respondents (n = 319)**

- **83%** Local government
- **17%** State government
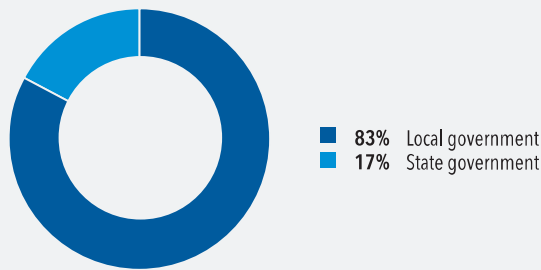
Figure 3 **Number of full-time equivalent employees (n = 251)**

- **53%** Under 500
- **23%** 500–2,499
- **10%** 2,500–9,999
- **3%** 10,000–19,999
- **8%** 20,000 or more
- **2%** Don't know
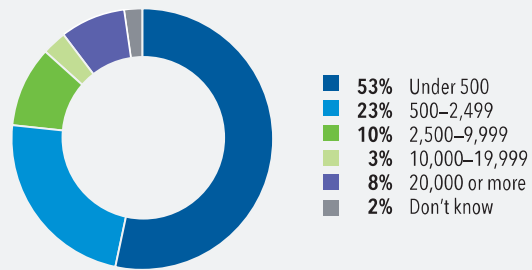
Workforce Changes

The survey asked both about the nature of changes in the workforce in the past year as well as their scope. Figure 4 displays the 2022 data, including 81% hiring new employees, 37% hiring temporary staff or contractors, and 25% rehiring retirees.

Figure 4 **Which of the following workforce changes has your government implemented over the past year? (Check all that apply) (n = 318)**

Hired employees	81%
Broad-based pay increases	38%
Hired temporary or contract employees	37%
Updated job specs for minimum education/skills	31%
Permanent/long-term telework options	25%
Travel or training restrictions	25%
Re-hired (at least part-time) staff that retired from your government	25%
Narrow, position-specific pay increases	21%
Offered hiring bonuses (position-specific, e.g., public safety/health)	19%
Reduced or restructured services to match available workforce	11%
Hired staff to work exclusively off-site	7%
Hiring freezes	7%
Furloughed staff returned to active employment	6%
Offered hiring bonuses (general)	6%
Early retirement incentives	5%
None of the above	5%
Furloughs	4%
Layoffs	4%
Pay freezes	3%
Pay cuts	1%

Figure 4b **Percentage reporting workforce changes 2018-2022**
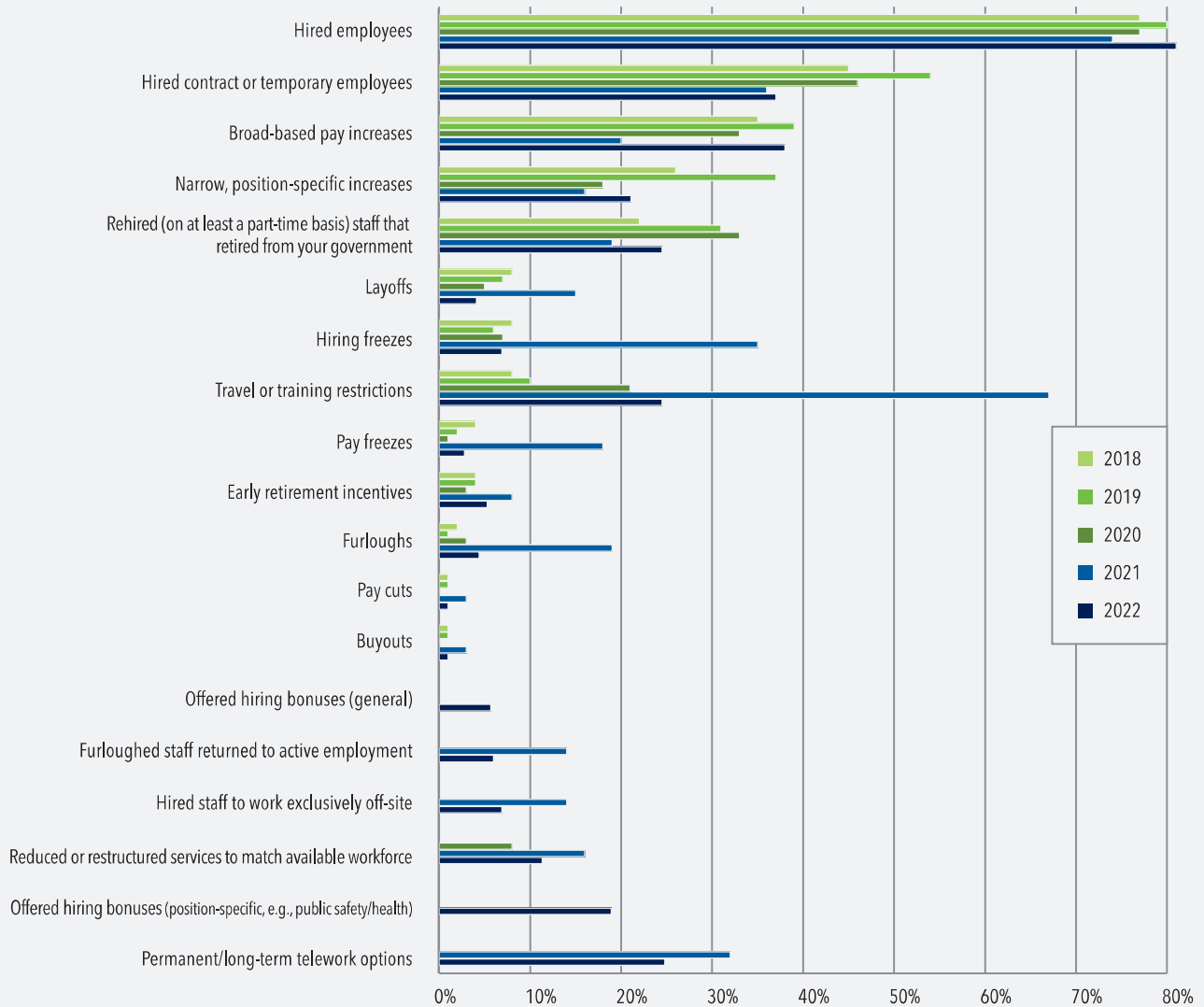
NOTE: None of the responses were 0. Where data are not shown in a prior year, the question had not yet been added to the survey.

As position-specific recruiting problems arise (e.g., police, fire, corrections, health, or other areas of severe staff shortage), 21% have offered permanent pay increases for those jobs, while 19% have offered targeted hiring bonuses. Hiring bonuses have also been offered by 6% in a more general or across-the-board manner.

Comparing jurisdiction types, state governments were more likely to report permanent, long-term telework (44%) or rehiring of retired staff (35%) than were local governments (21% and 23%, respectively). Local governments were somewhat more likely to offer position-specific bonuses (20%) than were state governments (12%).

To see how the state and local workforce has changed year to year, it is instructive to view Figure 4B as well. For example, in the 2018-2020 surveys, just 6-8% of respondents reported instituting hiring freezes over the past year. In the 2021 survey, that total rose to 35%, before returning to 7% in 2022. The actions displayed on the lower portions of this graph are those which had less of a change from 2021 to 2022 (e.g., early retirement incentives) or for which this year's response was significantly higher (e.g., broad-based pay increases, which rose from 20% in 2021 to 38% in 2022).

Figure 5 **Regarding changes in the size of your government's workforce in the past year… (n = 293)**

	Higher than in 2020	Same as in 2020	Lower than in 2020
Quits (voluntary, non-retirement separations) were:	69%	26%	5%
Retirements were:	60%	32%	8%
Full time employees hired were:	55%	32%	14%
Part-time employees hired were:	31%	52%	17%
Layoffs (excluding terminations for cause or during probationary periods) were:	6%	52%	41%

■ Higher than in 2020   ■ Same as in 2020   ■ Lower than in 2020
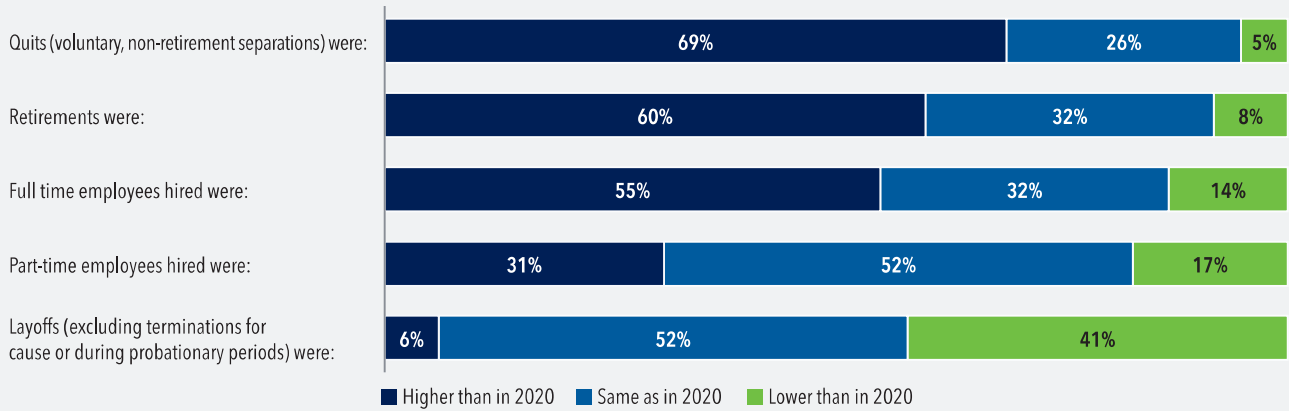
NOTE: Some figures may not sum to 100% due to rounding.

However, while 81% of respondents reported hiring new employees, they also may have seen other changes that were impacting their total employment. Figure 5 shows that despite 55% seeing more full-time employees hired in the past year than in 2020, 69% said there were more employees quitting, while 60% said more were retiring.

Indeed, from December 2021 to February 2022, the state and local government job opening rate was the highest it has been in over 20 years.[1]

Looking at how that translates to total employment in each jurisdiction, Figure 6 shows that 38% saw an increase in full-time staffing, while 27% saw a decrease.

Comparing the data from the 2021 and 2022 surveys to the change after the last recession, the shares of respondents indicating their overall employment had declined from 2008 to 2012 was far greater than the share indicating a decline in either of the past two years (see Figure 6B). This may be related to a hesitance among some government employers to cut staff in their 2020 budgets when the impacts of the pandemic were still uncertain; the rehiring of furloughed staff (resulting in the high percentage reporting no net change); or to the multiyear impact of the last recession, touching small business, housing, Wall Street, and governmental sectors.

One more way to look at the size of the workforce is to consider whether employers were substituting gig or temporary staffing in place of full-time staff. As shown in Figure 4B above, the percentage that hired temporary or contractual staff was higher prepandemic than it was in

Figure 6 **Please indicate how, if at all, the size of your full-time workforce changed over the last year (n = 316)**

■ 38% Increased
■ 33% No change
■ 27% Decreased
■ 3% Don't know
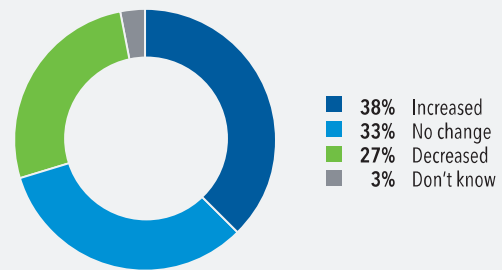
NOTE: Some figures may not sum to 100% due to rounding.

Figure 6b **Overall change in workforce 2008-2012 (2012 survey, n = 320), and change in full-time workforce in the last year (2021 survey, n = 269, and 2022 survey, n = 316)**
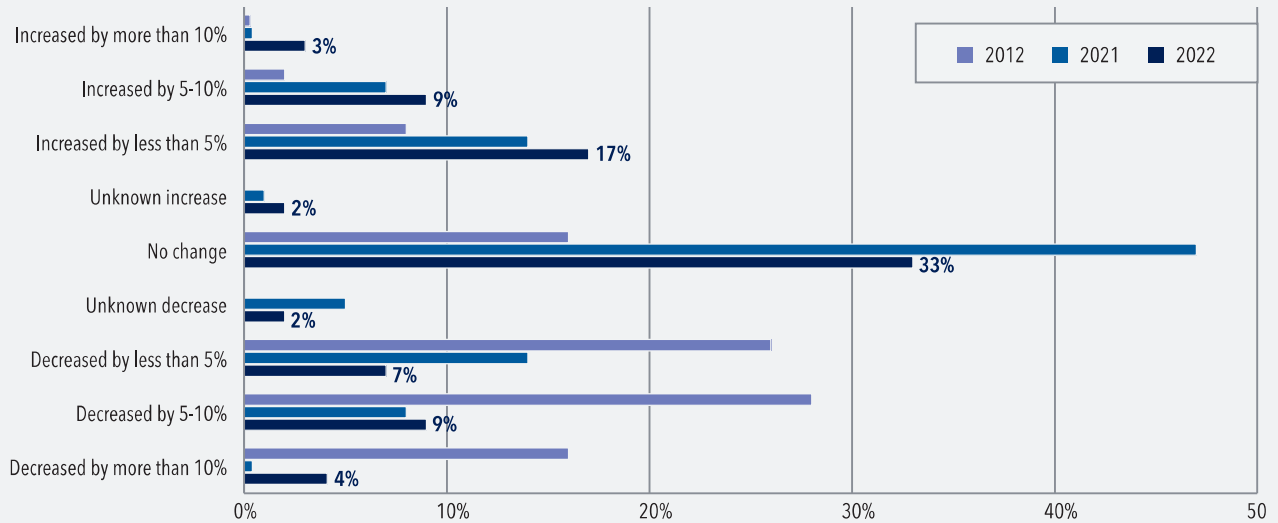
either the 2021 or 2022 surveys. In addition, Figure 7 shows that the portion of the workload being met via gig hiring remains limited, with just 5% obtaining more than 5% of their workload via temporary staff.

There is a significant difference in this measure by type of government, with gig staffing representing 1% or more of the workload for 20% of local governments, compared to 47% of state governments.

This question was last asked in 2020, and the primary change since that time has been the increase in the share indicating no use of gig staffing (up from 26% to 45%).

Hard-to-Fill Positions

Given the high percentage of respondents who say they are hiring, combined with the high rates of resignations and retirements, the survey also asks if there are specific occupations that have been identified as hard to fill.

Figure 7 **What portion of your organization's workload would you estimate is being met via the gig economy?**

5%	More than 5%
19%	1–5%
21%	Less than 1%
45%	None
10%	Don't know
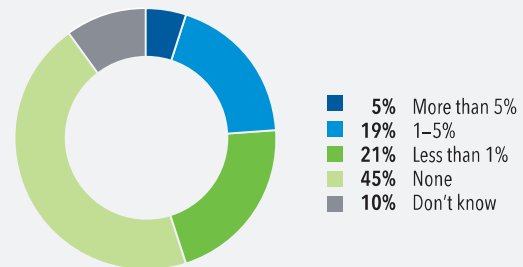
Figure 8 shows that many jurisdictions continued to struggle to fill a variety of positions over the past year. The bulk of the position types included in this question are common across state and local government. Some, however, are more typically found in more specialized agencies, such as county departments of health, local or state hospitals, or utilities. Smaller jurisdictions may also report fewer issues if they did not experience any vacancies for certain positions. In both cases, those who reported a position was not applicable or was not the subject of any recruitments in the past year were excluded from the graph.

Beyond the acute challenges in recruiting for health care (identified as hard to fill by 60-75% of respondents) and for corrections and policing (both 64%), other positions identified as hard to fill include skilled trades (57%) and engineering (52%)—fields where there is direct competition with private sector employment.

Seven of the ten positions most identified as hard to fill had fewer than 10% of respondents reporting that in 2015, with engineering, policing, and information technology in the range of 12-16%. While the Great Resignation had an impact on these positions, the share considering each of those ten hard to fill had at least doubled by 2019.

Figure 8 **Over the past year, what positions, if any, has the organization had a hard time filling? (Select all that apply) (n = 228)**

Position	Percent
Health care: Nursing	83%
Engineering	78%
Policing	78%
Dispatch	75%
Building permitting and inspections	73%
Corrections/jails	72%
Skilled trades (all types)	71%
Health care: Mental health professionals	69%
Information technology	69%
Driving/equipment operation (with commercial licenses)	67%
Automotive maintenance	63%
Transportation (including transit)	62%
Health care: Physicians	61%
Human and social services	61%
Building and grounds cleaning and maintenance	59%
Utilities: Other	59%
Maintenance work/labor	58%
Firefighting/emergency medical	54%
Planning	52%
Accounting	49%
Business and financial operations	47%
Management (executive level)	44%
Management (midlevel)	44%
Recreation programs	41%
Animal control	39%
Legal services	33%
Office and administrative support	31%
Utilities: Meter-reading	29%

Figure 8b **Hard-to-fill positions, by number of FTEs (n = 228)**

Maintenance work/labor	70% / 43%
Planning	65% / 42%
Utilities: Other	70% / 49%
Recreation programs	48% / 29%
Firefighting/emergency medical	64% / 46%
Building and grounds cleaning and maintenance	68% / 52%
Automotive maintenance	74% / 58%

■ Under 500   ■ 500 or more
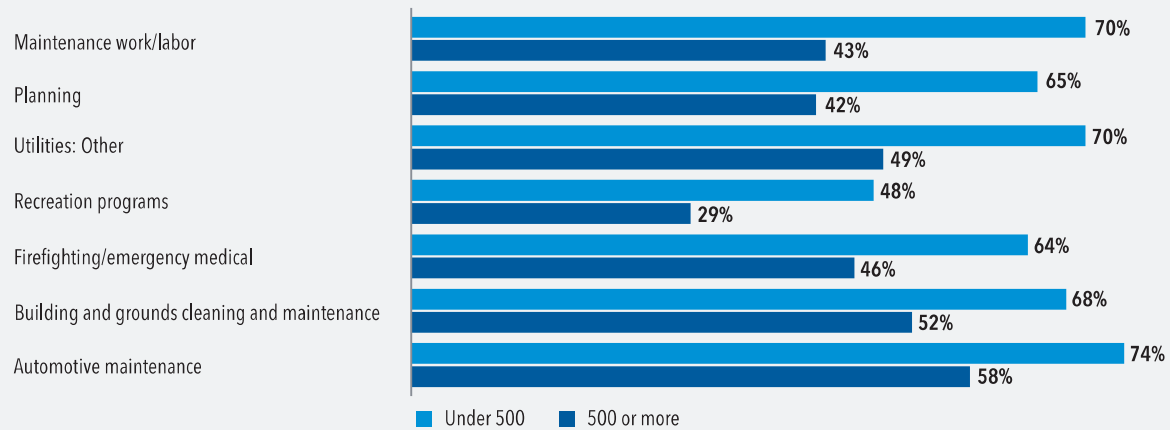
A higher percentage of jurisdictions with fewer than 500 full-time equivalent employees identify some positions as hard to fill, such as for maintenance work (a 27% difference from the responses of larger jurisdictions) and planning (a 23% difference; see Figure 8B).

By contrast, the share of those identifying other occupations as hard to fill is much more consistent, such as policing, which is identified as hard to fill by 76% of those with 500 or more FTEs and 79% of those with under 500 FTEs.

Figure 9 shows the extent of the difficulty in filling some of these positions. For example, among jurisdictions recruiting registered nurses, 94% indicated that they received fewer qualified applicants than available positions. While maintenance worker recruitments were slightly less likely to have fewer qualified applicants than available positions (72%), only 14% of respondents indicated that they received more than twice as many qualified applicants as they had vacancies.

Figure 9 **Number of applicants this past year compared to the number of positions available (n = 94 to 222)**

Registered nurses	94% ... 4%
Engineers	94% ... 4%
Police	77% ... 18%
Information technology employees	73% ... 23%
Maintenance workers	72% ... 20%

■ Fewer qualified applicants than available positions   ■ 0-50% more qualified applicants than available positions
■ 50-100% more qualified applicants than available positions   ■ More than twice as many qualified applicants as available positions
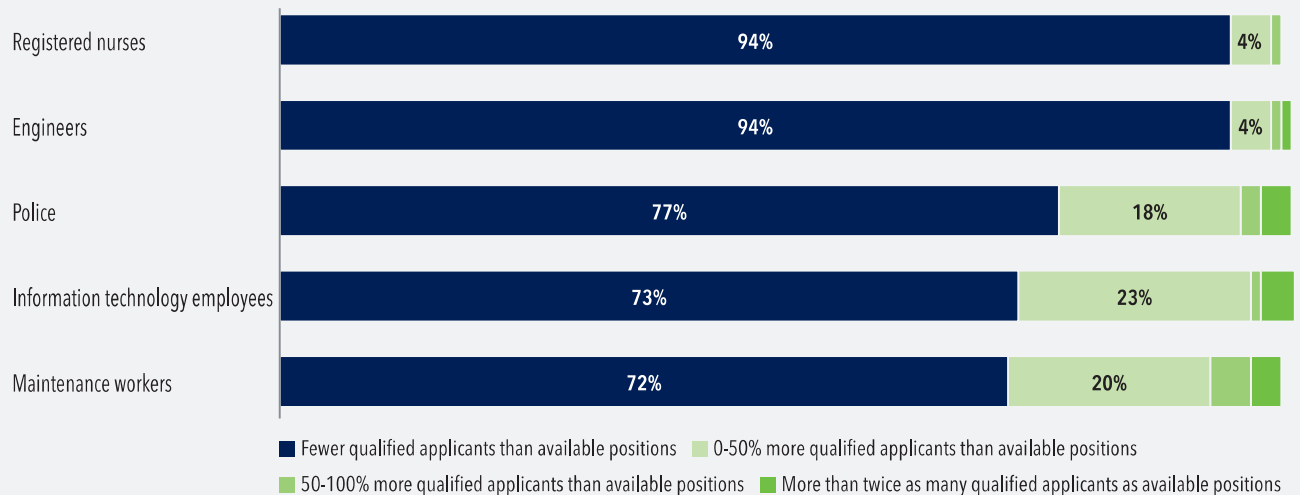
Skill Sets

Sought-after skills have been a survey topic since 2015. The most sought-after skills are analytical/critical thinking (78%) and interpersonal skills (64%; see Figure 10). While other skills like technology (52%) and social media (7%) are important as well, they may be regarded as more trainable rather than hiring prerequisites.

Recruitment

Methods of reaching prospective employees have evolved over the past few years, with social media, for example, increasing from 29% in 2015 to top the list for the first time in 2022 (Figure 11). More customized outreach is also taking place via college partnerships (27%) and neighborhood or demographic-specific outreach, such as through community groups or non-English language media (11%).

Figure 10 **Looking broadly at your workforce, what generalizable skill sets are most needed in new hires? (Check all that apply) (n = 270)**

Skill	Percentage
Analytical/critical thinking	78%
Interpersonal	64%
Management	53%
Technology	52%
Written communications	42%
Data management/data analysis	36%
Finance	19%
Other	18%
Public speaking/presentations	11%
Social media	7%
Language (other than English)	4%
Don't know	0%
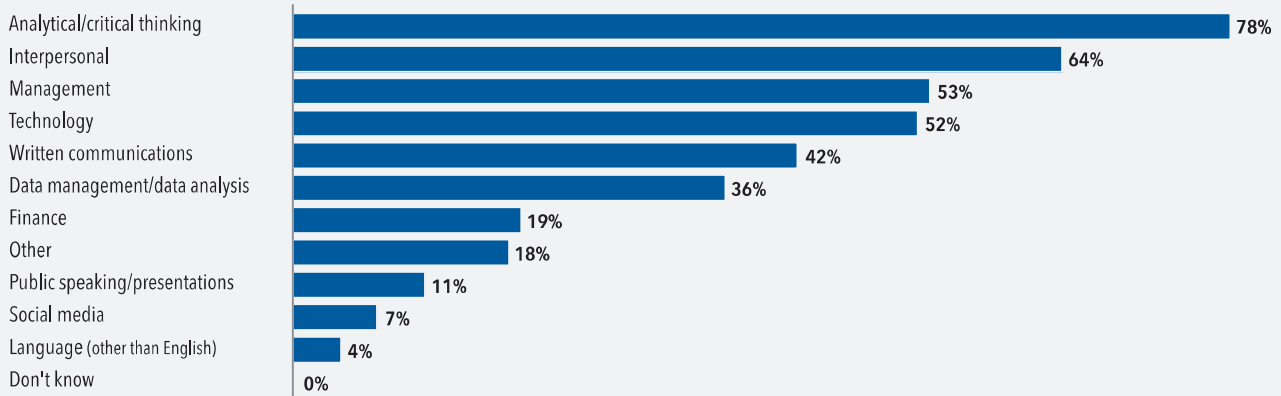
Figure 11 **What recruitment practices are most successful in reaching qualified candidates? (Check all that apply) (n = 261)**

Practice	Percentage
Social media	59%
Advertising: Government websites	57%
Employee referrals	56%
Advertising: Profession-specific media	45%
Advertising: Commercial websites	41%
College outreach/partnerships	27%
Job fairs	22%
Internships/apprenticeships	17%
Building a communications campaign around public service	14%
Outreach to specific neighborhoods or demographics	11%
Hiring bonuses	11%
Outreach to veterans or military family members	10%
Video campaigns	8%
Other	7%
K-12 outreach/civics curriculum	6%
Cooperative recruitment efforts with other governments	5%
Artificial intelligence (for application screening or video interviews)	4%
Don't know	0%

Campaigns built around public service (14%) can complement the mission-driven interests of many job candidates, such as the 59% of local government

employees in the Research Institute's COVID-related survey who said they value serving their community during this difficult time.[2]

Flexible Work Practices

Flexible work practices have been a part of this survey since 2016. This year's survey includes a new question about hybrid work arrangements, which was the most commonly cited program, by 54% of respondents (see Figure 12). At the same time, full-time telework declined from 53% reporting it in 2021 to just 22% in 2022.

The next most common type of flexible work practice is the adoption of a flexible schedule (54%), such as four 10-hour days—an arrangement that offers employees time to take care of personal priorities on a day that they would otherwise be at work. This is typically promoted to the public as a win-win, in that it extends office hours on the remaining days of the week to enable government business to be conducted earlier in the morning or later in the evening.

Regarding changes to flexible workplace policies, with the pandemic having progressed beyond its initial stages, for the first time the survey shows some governments (8-10%) decreasing the extent of their flexible work arrangements (see Figures 13 and 14). And while there are significantly lower percentages this year that report increasing the flexible work arrangement eligibility (75% in 2021 vs. 40% in 2022) or range of programs (72% in 2021 vs 41% in 2022), the higher baseline set in 2021 would indicate that even those simply not making any changes in their policies this year are still maintaining much of their COVID-driven expansion of those programs.

Regular hybrid work and full-time telework are more common among governments with 500 or more employees (70% and 36%, respectively) than among those with under 500 employees (38% and 10%, respectively).

Figure 12 **What flexible work practices does your organization offer? (Check all that apply) (n = 270)**

Regular hybrid scheduling for eligible positions	54%
Flexible schedule (e.g., 4 days, 10 hours ea.)	51%
Flexible work hours (e.g., around rush hour, personal appointments)	38%
No flexible work practices	25%
Regular full-time telework for eligible positions	22%
Job sharing within the organization	4%
Job sharing with other government agencies	1%
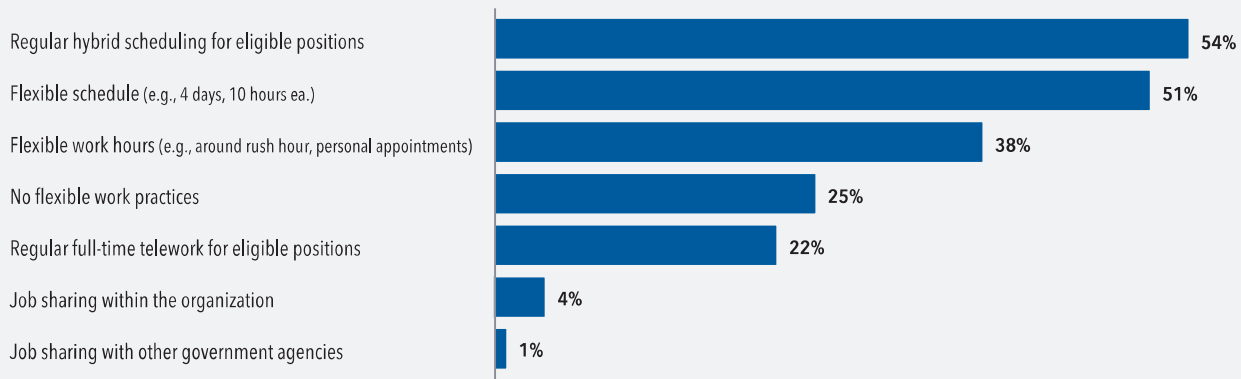
Figure 13 **For flexible work practices, what change, if any, occurred over the past year in the number of those eligible to participate? (n = 260)**

- **40%** Increased
- **32%** No change
- **8%** Decreased
- **20%** Not applicable
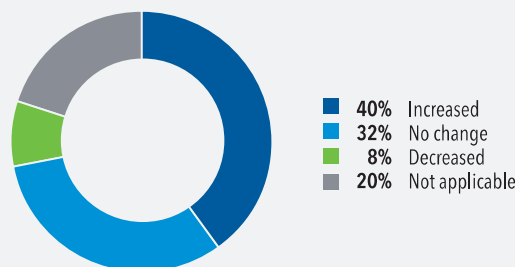
Figure 14 **For flexible work practices, what change, if any, occurred over the past year in the range of flexible work arrangements offered? (n = 261)**

- **41%** Increased
- **29%** No change
- **10%** Decreased
- **20%** Not applicable
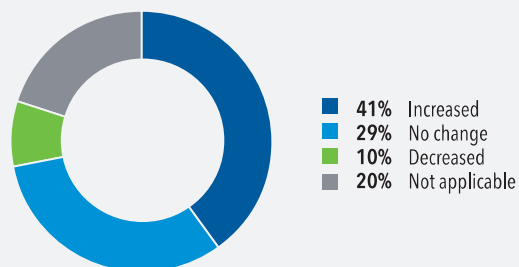
Retirement Plan Changes

State and local governments have taken a variety of approaches to managing their retirement benefits as a means of both contributing to long-term retirement plan funding and engaging employees in financial planning decisions and risk participation.

The most common response was that there were no changes to the retirement plans (77%; see Figures 15 and 16). Beyond that, for both current or new employees, the most common actions were to increase either the employer or employee contribution.

For further discussion on long-term trends, see also **Have Localities Shifted Away from Traditional Defined Benefit Plans?** and **Proactive Pension Management: An Elected Official's Guide to Variable Benefit and Contribution Arrangements**.

Figure 15 **Over the past year, what changes, if any, has your government made to the retirement benefits for current employees? (n = 248)**

No actions taken	77%
Increased employer contribution to pension plans	10%
Increased employee contribution to pension plans	6%
Reduced/eliminated cost-of-living adjustments	4%
Don't know	3%
Decreased employer contributions to defined contribution plans	2%
Increased pension eligibility requirements	2%
Instituted auto-enrollment in supplemental defined contribution plans	2%
Replaced a defined benefit with a hybrid plan (combination of a DB and DC plan)	1%
Required a choice between primary defined benefit and defined contribution plan	0%
Decreased pension benefits	0%
Replaced a defined benefits with a defined contribution plan	0%

Figure 16 **Over the past year, what changes, if any, has your government made to the retirement benefits for new hires? (n = 248)**

No actions taken	77%
Increased employer contribution to pension plans	9%
Increased employee contribution to pension plans	7%
Decreased employer contributions to defined contribution plans	4%
Reduced/eliminated cost-of-living adjustments	3%
Don't know	3%
Instituted auto-enrollment in supplemental defined contribution plans	2%
Increased pension eligibility requirements	2%
Decreased pension benefits	2%
Required a choice between primary defined benefit and defined contribution plan	1%
Replaced a defined benefit with a hybrid plan (combination of a DB and DC plan)	1%
Replaced a defined benefits with a defined contribution plan	0%

Retirement-Eligible Employees

One of the key factors in assessing the impact of retirement plan changes is the behavior of those who are eligible to retire. Will they take advantage of early-retirement incentives? Are they postponing retirement to meet short-term financial goals? The responses for 2022 are shown in Figure 17.

When this survey was first fielded in 2009, 44% of governments indicated that their retirement-eligible employees were postponing retirement—a recession-influenced peak (see Figure 17B). Now, influenced by the pandemic and the Great Resignation, 53% indicated that employees are accelerating their plans—the highest percentage to report that since the survey began. This finding is consistent with data from the Research Institute's surveys of public sector employees regarding COVID-19, which showed that as of October/November 2021, 33% were considering retirement, with 42% of those who were considering either retirement or leaving the workforce indicating burnout caused by the stress of doing their job during the pandemic as their top reason.

Figure 17 **Over the past year, what changes, if any, have your retirement-eligible employees made regarding their plans for retirement? (Check all that apply) (n =264)**
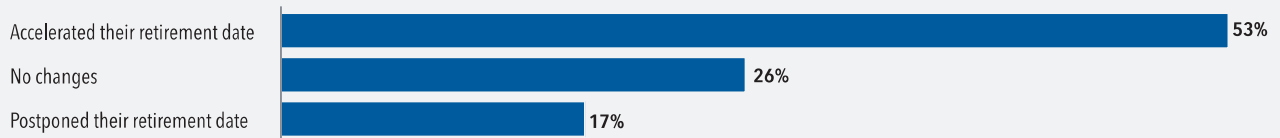
Figure 17b **Over the past year, what changes, if any, have your retirement-eligible employees made regarding their plans for retirement? (Detail, 2009-2022)**
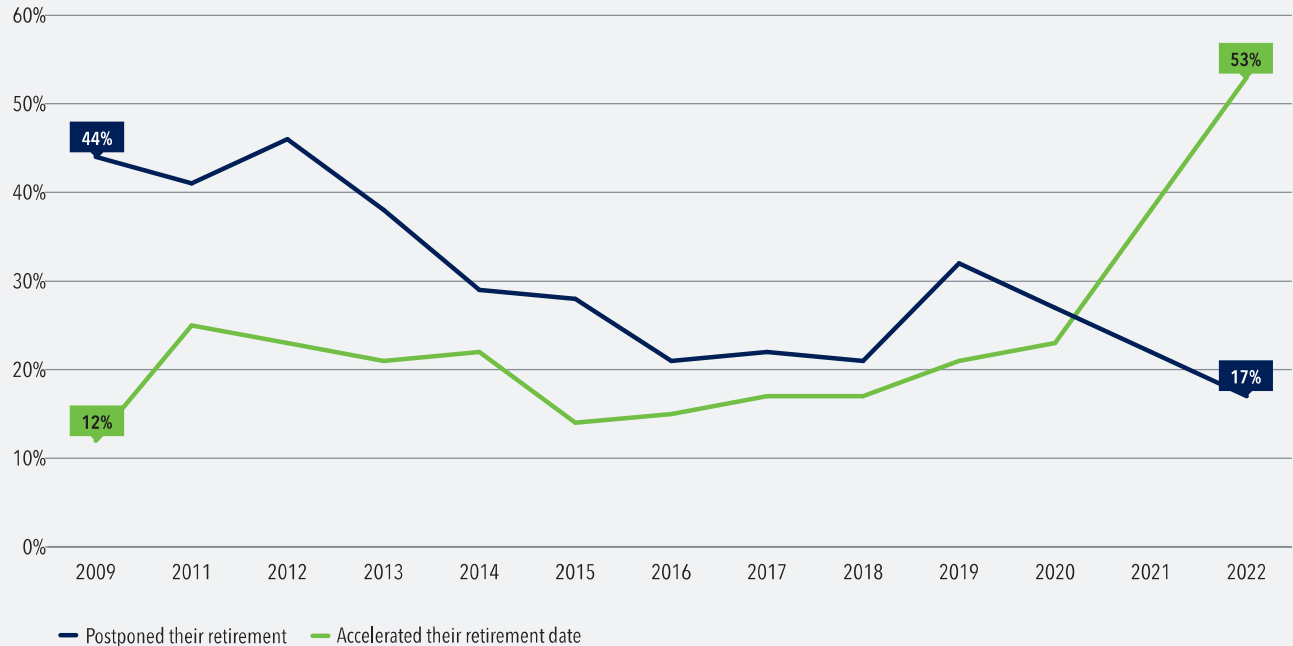
NOTE: Responses sum to more than 100% because some jurisdictions reported more than one type of action taken. This survey was not conducted in 2010.

The share of baby boomers having already retired stands at approximately 50%.[3] Since state and local government employees also tend to be older than private sector employees,[4] the survey included a question on the extent to which the impact of mass retirements has already been felt; is still anticipated; or perhaps for those jurisdictions that have a younger overall workforce, has not been and is not foreseen to be a significant factor. Figure 18 shows that 41% still see the largest portion of this wave of retirements hitting in the next few years, while only 16% see it as a non-issue or one that has already passed. The share saying the largest wave of retirements is happening now has increased from 17% in 2021 to 22% in 2022.

Figure 18 **How would you characterize the impact on your government of the departure of retirement-age baby boomer employees from the workforce? (n =264)**

NOTE: Some figures may not sum to 100% due to rounding.

- **41%** The largest anticipated number of potential retirements will take place over the next few years
- **22%** The largest anticipated number of potential retirements is taking place right now
- **16%** The largest anticipated number of potential retirements has already taken place
- **13%** No significant wave of retirements has happened or is anticipated over the next few years
- **9%** Don't know

The Wave is Building

As retirements increase, the large population of baby boomer employees toward the right side of Figure 18B is rolling into the "now" and "already taken place" columns.

Figure 18b **Largest wave of state and local retirements**

	Already taken place	Taking place now	In the next few years
2021	8%	17%	52%
2022	16%	22%	41%
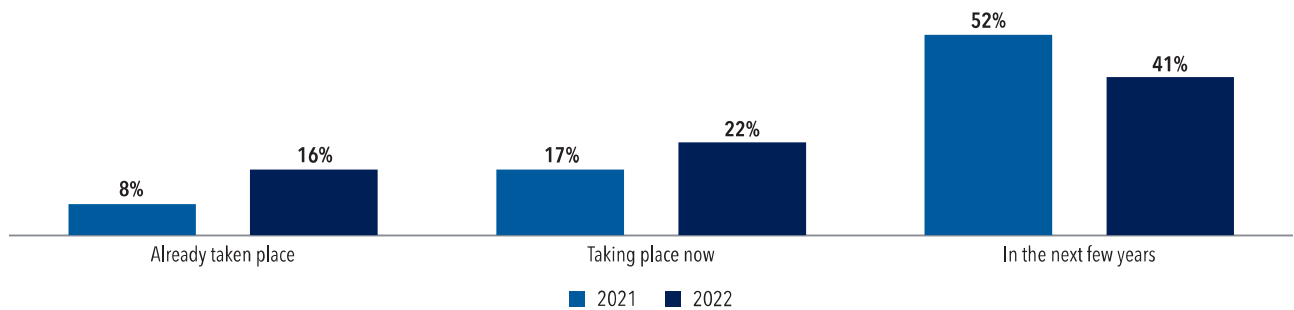
Retirement Preparedness

Only 41% of respondents offering an assessment feel their employees are financially prepared for retirement (see Figure 19). This total is down slightly from 2021 (45%), but still ahead of 2014-2020, when the percentage remained between 32-38%. Some retirement confidence may have returned with stronger financial market performance since mid-2020, or it may also reflect an increasing emphasis on pension and supplemental retirement funding or on employee financial wellness programs.

With one core element of preparedness being financial literacy, many public agencies have been prioritizing employee education, via a mix of static resources and more interactive or in-person options. For further information, see the Research Institute's related reports:

- A Focus on Public Sector Financial Wellness Programs: Employee Needs and Preferences

- Employee Emergency Savings Benefits Make Good Business Sense

- Case studies and fact sheets from the recent state and local government employee financial wellness grant program

Figure 19 **Do you feel your employees are prepared financially for their retirement? (n = 256)**

- 41% Yes
- 59% No

Health Care Plan Changes

As with retirement plans, the predominant response on health plans is that there were no changes implemented in the past year. Beyond that, the most common responses related to wellness programs or cost shifts to employees or retirees (see Figure 20).

Figure 20 **Over the past year, what changes, if any, has your government made to the health benefits provided to employees or retirees? (Check all that apply) (n = 246)**

Change	%
No changes to health benefits for either active employees or retirees	63%
Implemented wellness programs	16%
Shifted more health care costs from employer to employees (e.g., higher premiums, co-pays, and deductibles)	9%
Other	7%
Implemented chronic care management programs	6%
Shifted employees to high deductible plans with health savings account	5%
Set funds aside to cover future retiree health benefit costs	5%
Established a health reimbursement arrangement	4%
Shifted more health care costs from employer to retirees	3%
Don't know	2%
Introduced an individual Medicare marketplace approach for retiree healthcare	1%
Eliminated retiree health care	1%
Shifted from a traditional retiree health care model to a defined contribution health care model for new employees	1%
Shifted from a traditional retiree health care model to a defined contribution health care model for current employees	1%
Increased requirements (e.g., years to vest, age of eligibility) for retiree health benefits	1%
Shifted retirees to high deductible plans with health savings account	0%

Wage and Benefit Competitiveness

As governments attempt to compete with private sector employers, they are often constrained by their existing salary structures and the budget processes or other approvals that would be required to effect changes. Such limitations may appear much more pronounced in times of high demand for talent as well as high inflation.

The 44% rating wage compensation as competitive is the lowest percentage in the seven years this question has been asked. And while pensions and some other benefit offerings are still much more prevalent among public agencies than private,[5] the 85% rating benefits compensation as competitive is tied for the lowest rating over that same period.

The share who feel their wage compensation is competitive with the labor market is just 44%. By comparison, with pensions still much more prevalent among public agencies than private, 85% rate their benefits offerings as being competitive (see Figures 21 and 22).

Figure 21 **Do you feel the wage compensation you offer your employees is competitive with the labor market? (n = 252)**

- **44%** Yes
- **54%** No
- **2%** Don't know
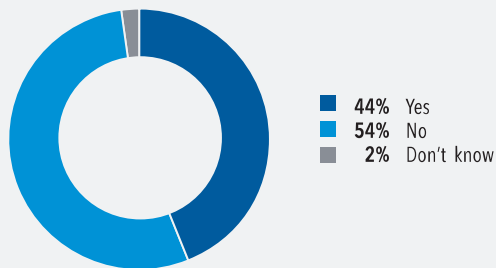
Figure 22 **Do you feel the benefits compensation you offer your employees is competitive with the labor market? (n = 252)**

- **85%** Yes
- **10%** No
- **5%** Don't know
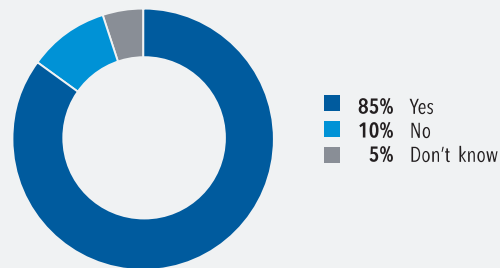
Employee Retention and Development

Employee assistance programs and mental health support (93%) remain the top retention and development program among respondents (see Figure 23). Among the more discussed strategies in the past year, 16% indicated that they offered their current employees bonuses (in addition to the 6% who said they added hiring bonuses in the past year; see Figure 4).

Paid family leave was reported by 37% of state and local governments, which exceeds the 26% of state and local government *employees* with access to that benefit.[6] Responses by size of the organization varied significantly, with paid family leave offered by 26% of governments with fewer than 500 FTEs and 49% of those with 500 or more FTEs.

Regarding onboarding, an average of 50% reported conducting such programs from 2018-2021. The question was clarified this year to ask specifically about programs that extend beyond a first-week orientation, such as those involving more frequent check-ins, reinforcement of organizational culture, or ongoing efforts to build a sense of belonging. Using this more limited definition, only 30% cited such a program in 2022.

Two other changes of note were in exit interviews (up 8% from 2021 to 83%) and mentoring (down 8% from 2021 to 7%). COVID may have had a particular impact on mentoring, as discussed further in the work environment section below.

Many of the other programs offered by the respondents to encourage employee retention and development relate to employee development, such as in-house training, tuition reimbursement, leadership development cross-training, or structuring of career paths.

Among the new topics included in this year's survey, 46% indicated they offer voluntary benefits, such as employee-prepaid legal, pet insurance, or other optional coverages.

Figure 23 **Which of the following programs does your organization currently use to encourage employee retention and development? (Check all that apply) (n = 254)**

Program	%
Employee assistance programs (EAPs)/mental health support	90%
Exit interviews	83%
Employee development: Funds/reimbursements for training/tuition	72%
Leave benefits: Sick leave banking/donations	67%
Employee development: In-house training	62%
Wellness programs: Informational	61%
Recognition program	56%
Leave benefits: COVID-related quarantine/isolation leave	55%
Employee development: Leadership development	52%
Voluntary benefits (e.g., employee-paid legal, pet insurance)	46%
Workplace diversity, equity, and inclusion training	44%
Employee development: Career paths/career ladders	40%
Employee development: Cross-training	40%
Employee satisfaction surveys	39%
Leave benefits: Paid family leave	37%
Leave benefits: Consolidated annual/personal/sick leave	37%
Wellness programs: Reimbursement (e.g., gym membership, smoking cessation programs)	31%
Onboarding program (beyond first week orientation)	30%
Wellness programs: On-site fitness facilities	29%
Financial literacy/financial wellness training	27%
Wellness programs: On-site clinics	25%
Other	18%
Bonuses (other than at hiring)	16%
Community engagement (support for volunteer involvement, matching donations)	15%
Employee skills assessments/personality inventories	13%
Collaborative/distributed leadership	12%
Stay interviews	11%
Transit benefits	9%
Employee affinity/resource groups (e.g., for underrepresented demographics)	9%
Financial assistance with student loan repayment	7%
Mentoring/intergenerational engagement	7%
Financial assistance with home purchases	2%
Job rotations	2%
Don't know	1%
Backup or emergency child care provider	0%

Regarding exit interviews, respondents were also asked which factors were among the top three reasons cited by those leaving their employment (see Figure 24). This year, retirement ceded the top spot (down from 51% in 2021 to 36%) to compensation not competitive (up from 30% in 2021 to 51%; see Figure 24). Advancement opportunities were the next most cited, either in terms of a lack of opportunities internally (33%) or in the availability of such opportunities elsewhere in public (29%) or private employment (28%).

Taken together, the data in Figures 21, 22, and 24 would seem to indicate that assuming that compensation and benefits were competitive, employees would prefer to continue a career in public service.

Diversity, Equity, and Inclusion

The 2021 iteration of this workforce survey indicated that 54% of respondents found their workforce to be reflective of the community regarding gender and 38% found that to be the case regarding race/ethnicity.

MissionSquare Research Institute conducted a standalone survey in 2021 that explored local government workforce diversity, equity, and inclusion (DEI) programs in greater depth, so questions about representation as well as strategies to implement DEI are part of a separate report (see: **Managing Workforce Diversity, Equity, and Inclusion in Local Government, Part 1 of 2: Survey Data**).

For 2022, this workforce survey instead focused on whether the upheavals of the pandemic had led to changes in overall representation within the workforce, such as due to large numbers of retirements, resignations, layoffs, or

Figure 24 **In exit interviews with departing employees, which of the following have been cited as among the top three reasons for leaving? (n = 199)**

Reason	%
Compensation not competitive	51%
Retirement	36%
Lack of internal advancement opportunities	33%
Other	31%
Advancement with another public employer	29%
Dissatisfaction with supervisors	28%
Advancement with a private employer	28%
Personal/ family priorities	20%
Change of career	14%
Workload/ burnout	11%
Relocation	10%
Dissatisfaction with the organization	9%
Physical / mental health	3%
COVID-related health/safety concerns	3%
Pursuing further education	2%
Dissatisfaction with co-workers	2%

Local government workforce DEI:

46% conduct regular review of **job specifications** to eliminate non-job-related education and experience standards

29% encourage **self-expression** (e.g., via preferred pronouns and acceptance of cultural/religious clothing and hair styles)

21% redact **names and other personal details** from initial applicant screening

Source: **Managing Workforce Diversity, Equity, and Inclusion in Local Government, Part 1 of 2: Survey Data**

an influx of new staff. As shown in Figure 25, the majority noted that there was no change in either the gender or racial/ethnic composition of the workforce since early in 2020. However, for those that did note a change, there was a greater likelihood that the last two years brought about a more representative workforce in terms of both gender (19% more representative vs. 10% less representative) and race/ethnicity (29% more representative vs 11% less representative).

These questions do not compare gender or racial/ethnic diversity to some arbitrary national standard, but rather to the locally available workforce or the residents in the jurisdiction's service area.

Such diversity is not simply an altruistic aspiration, but often a strategy paired with employee engagement, training, and resource groups to help new recruits feel welcome in the organization and meet long-term succession planning and workforce needs.[7] In addition, achieving and maintaining a more diverse workforce also has a positive impact on productivity, quality decision making, and financial results.[8]

Breaking down the results by the type and size of the organizations, gender representation increased regardless of workforce size and for both state and local government respondents. Racial/ethnic representation increased more significantly among larger organizations and states than among smaller or local governments (see Figure 25B).

Figure 25 **Since the onset of the pandemic, what impact, if any, has there been on how representative your workforce is compared to the community? (n = 247, n = 249)**
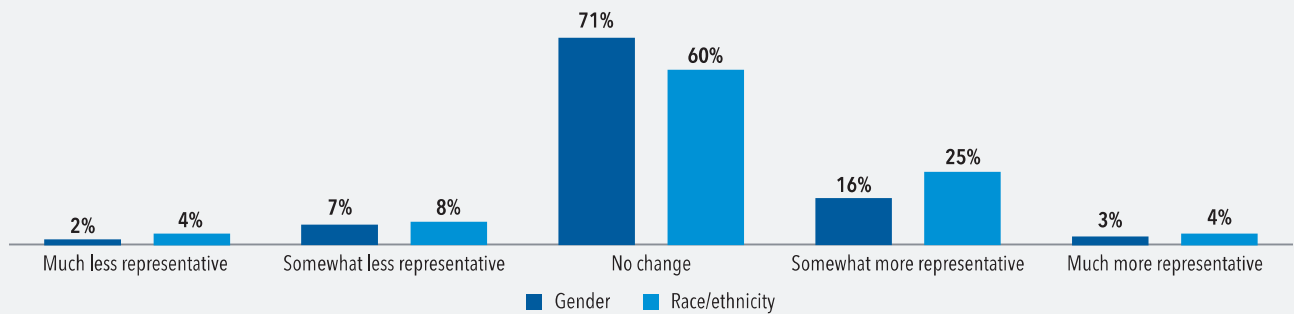
Figure 25b **Since the onset of the pandemic, what impact, if any, has there been on how representative your workforce is compared to the community? - By government type and size (n = 247, n = 249)**
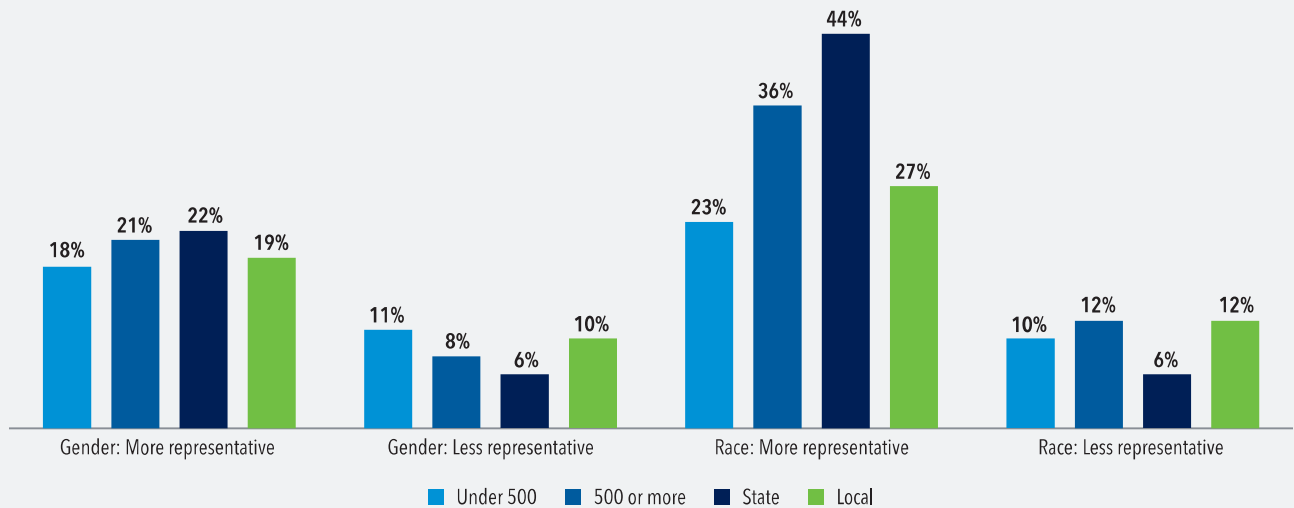
Work Environment

With the rise in remote and hybrid work, there have been changes to both the physical utilization of office space by state and local governments and to the ways in which staff interact in person or virtually.

For the majority, office space utilization has not changed, but where there had been some change, it was more likely to have involved a decrease in office space for larger organizations (27% saw a decrease vs. 13% with an increase) and more likely to have involved an increase in smaller organizations (6% saw a decrease vs. 14% that saw an increase; see Figure 26). These changes may stem from the implementation of greater social distancing, either among staff or between staff and the public, from more off-site staffing that required less of an office presence, from changed hiring patterns, or from some combination of such factors.

Under the retention program section above, mentoring was referenced as an initiative that may have required

some adaptation to the COVID work environment. As remote or hybrid workforces have become more common, some agencies have responded by considering those arrangements more formally within their employee engagement efforts (see Figure 27). Such efforts are still not common, with 50% or more indicating "none of the above." Where they do exist, those policies include remote work consideration in performance assessment, team building, and mentoring, with state governments two-to-four times as likely to have adopted them as local governments.

Another approach that's become possible via remote technology is full-time staffing based outside the metro area or state. As with the other programs, this involves a more intentional effort to find opportunities to build team cohesion, as well as reconsider residency requirements, tax withholding, or other administrative procedures.

Figure 26 **Since the start of the pandemic, what changes, if any, have there been in your organization's office space usage, such as due to distancing requirements or remote work, by number of FTEs (n = 242)**
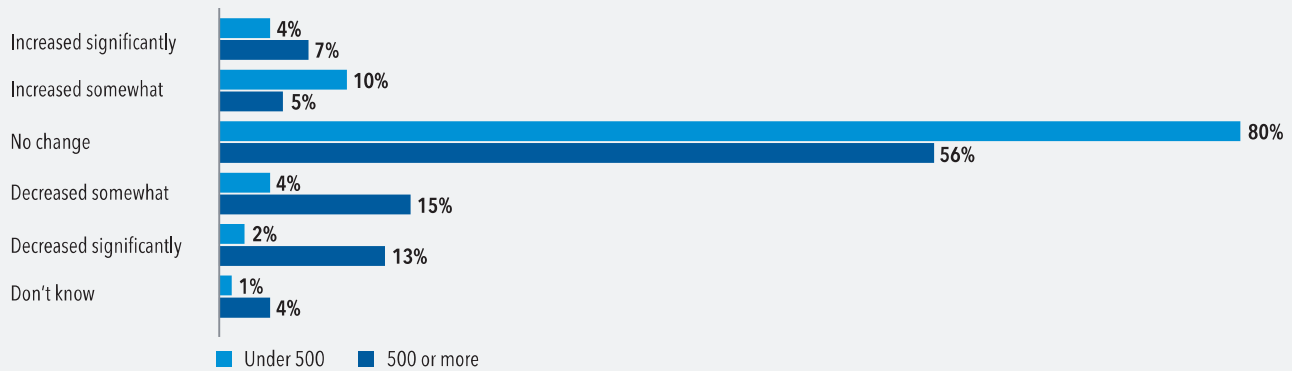
Figure 27 **Remote work: Which of the following is supported by a formal program or policy? (check all that apply) (n = 245)**
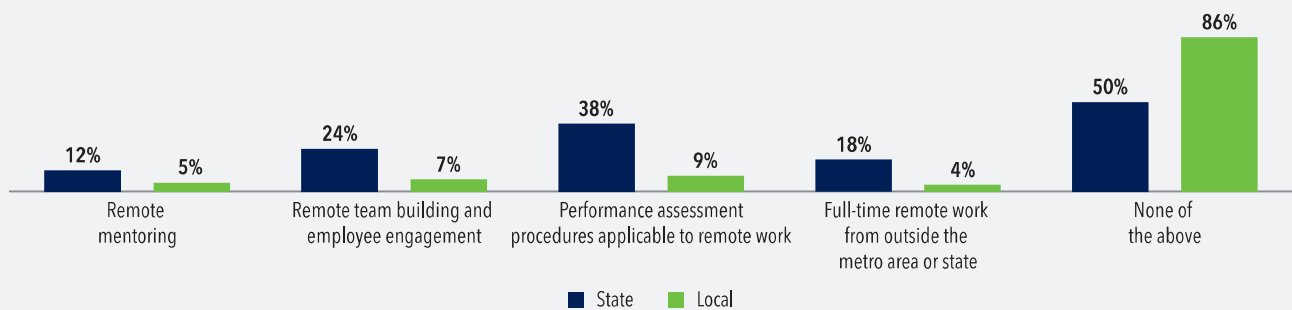
Future Priorities

Looking ahead, governments ranked the offering of a competitive compensation package as their highest priority (86% rank it as important), with an additional 41% indicating an intent to perform a job classification study (see Figure 28).

The most significant change from last year is in dealing with the challenge of turnover, which has risen from 44% identifying it as an important priority in 2021 to 67% in 2022. Leadership development also declined (from 74% important in 2021 to 65% in 2022), while workforce succession planning remained at 56% important. Another priority that has dropped in importance over many years is the public perception of government workers. This was a much higher priority in 2012 (74% important), but was ranked as such by just 38% in 2022.

The decline in rankings for some of these priorities may be a reflection of the relatively more pressing nature of the concerns about compensation and turnover.

Priorities around telework were lower in 2022, both for managing long-term/permanent telework (down from 31% to 20%) and creating a more flexible work environment (down from 44% to 37%).

Figure 28 **How important are the following workforce issues to your organization? (n = 251)**

Workforce issue	Important	Somewhat important
Competitive compensation package	86%	11%
Employee morale	77%	20%
Turnover	67%	24%
Employee engagement	66%	30%
Employee development: General	63%	30%
Employee development: Leadership	62%	31%
Equity: Workforce diversity, equity, and inclusion	59%	31%
Mental health in the workplace	57%	35%
Workforce succession planning	56%	34%
How to manage workload when current staff is at their limit and new staff cannot be hired	55%	31%
Equity: Racial and social justice (in service delivery and society)	49%	36%
Reducing employee health care costs	41%	36%
Performing a job classification study	41%	36%
Human resources information systems (HRIS) and data-driven decision-making	39%	42%
Public perception of government workers	38%	45%
Creating a more flexible workplace (e.g., job sharing, outsourcing, hiring retirees)	37%	39%
Impact of technology: Retraining staff	30%	40%
Employee financial literacy/financial wellness	28%	50%
Employee vaccinations: Mandated or incentivized	27%	29%
Reducing employee retirement plan costs	23%	38%
Internship/apprenticeship recruiting	20%	41%
Managing long-term/permanent telework (via policy and technology)	20%	29%
Impact of technology: Modifying or eliminating jobs	18%	35%
Managing contract personnel	8%	35%

Conclusion

This survey is intended to capture a current snapshot of the state and local government workforce, while also enabling year-to-year comparisons. It may also point to emerging priorities or policy approaches, such as the application of artificial intelligence to recruitment or planning for technological change that may impact workforce needs.

The data shown above captures the human resources perspective of the Great Resignation and how governments are working to respond to the challenges of recruitment

and retention. For related data from the perspective of local government employees, see also Survey Results: Continued Impact of COVID-19 on Public Sector Employee Job and Financial Outlook, Satisfaction, and Retention.

With the data provided above, the goal of the survey sponsors is to facilitate state and local governments identifying leading practices and adapting them to their own organizations' needs so that they may remain employers of choice and recruit, retain, and retire a talented workforce.

Related Resources

Managing Workforce Diversity, Equity, and Inclusion in Local Government, Part 1 of 2: Survey Data, MissionSquare Research Institute, June 2022.

Survey Results: Continued Impact of COVID-19 on Public Sector Employee Job and Financial Outlook, Satisfaction, and Retention, MissionSquare Research Institute, March 2022.

Benefits of State and Local Government Employees, MissionSquare Research Institute, February 2022.

Case Studies and Fact Sheets: Innovative Public Sector Employee Financial Wellness Programs, MissionSquare Research Institute, January-February 2021.

Diversity, Equity, and Inclusion in the Public Service Workforce, MissionSquare Research Institute, September 2021.

Employee Emergency Savings Benefits Make Good Business Sense, MissionSquare Research Institute, April 2021.

Endnotes

1. BLS Job Openings and Labor Turnover Survey

2. See Survey Results: Continued Impact of COVID-19 on Public Sector Employee Job and Financial Outlook, Satisfaction, and Retention, MissionSquare Research Institute, March 2022.

3. Richard Fry, "Amid the pandemic, a rising share of older U.S. adults are now retired," Pew Research Center, November 4, 2021.

4. See Employee Tenure Summary, U.S. Bureau of Labor Statistics, 2020, and Infographic: State and Local Workforce Trends, Center for State and Local Government Excellence, 2017.

5. See Benefits of State and Local Government Employees, MissionSquare Research Institute, February 2022.

6. Ibid.

7. See discussion of employee resource groups in Minneapolis and San Antonio in Workforce of the Future: Strategies to Manage Change, Center for State and Local Government Excellence and Kronos, October 2018.

8. Cheryl D. Orr and Marcia L. Conner, "The Path to Equity for Black Women in the Public Sector," Public Management, February 2021, and Paul Gompers and Silpa Kovvali, "The Other Diversity Dividend," Harvard Business Review, July-August 2018. See also Diversity, Equity, and Inclusion in the Public Service Workforce, MissionSquare Research Institute, September 2021.

MissionSquare Research Institute (formerly the Center for State and Local Government Excellence at ICMA-RC) promotes excellence in state and local government and other public service organizations so they can attract and retain talented employees. The organization identifies leading practices and conducts research on retirement plans, health and wellness benefits, workforce demographics and skill set needs, labor force development, and topics facing the not-for-profit industry and the education sector. MissionSquare Research Institute brings leaders together with respected researchers. For more information and to access research and publications, visit mission-sq.org/researchinstitute and follow on Twitter and LinkedIn.

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RESEARCH INSTITUTE

NEOGOV

TOP 10

PUBLIC SECTOR HR
TRENDS **FOR 2022**

MUCH LIKE 2020 BEFORE IT,

2021 HAS BEEN A WAKE UP CALL

FOR HR LEADERS AT PUBLIC SECTOR AGENCIES

From the continued impact of COVID-19 and calls for social justice, as well as a new job market that favors job seekers looking for career change and more flexibility, **government HR must evolve with the times to ensure that agencies that serve the people continue to be able to serve them despite rapidly changing times.**

To identify the biggest trends influencing government HR professionals in 2022 and beyond, NEOGOV surveyed over 800 HR professionals in the public sector to get a feel for what's top of mind for them. **Here are the top 10 takeaways:**

---

1   BRACING FOR THE FALLOUT OF
THE GREAT RESIGNATION

The so-called "Great Resignation" has sent shockwaves through the entire U.S. workforce, and the public sector is no different. In an industry that already suffers from a workforce that is disproportionately older, the Great Resignation presents potentially dire circumstances. Between retirements (both planned and early) and employees seeking a change after the impacts of COVID-19, vacancies are increasing rapidly.

Taking proactive steps to determine the primary reasons causing employees to vacate positions and addressing them will be critical in 2022 and beyond.

70%
of respondents leverage **exit interviews**

> *86% of government HR professionals reported a **moderate or significant increase in vacant roles** compared to last year.*
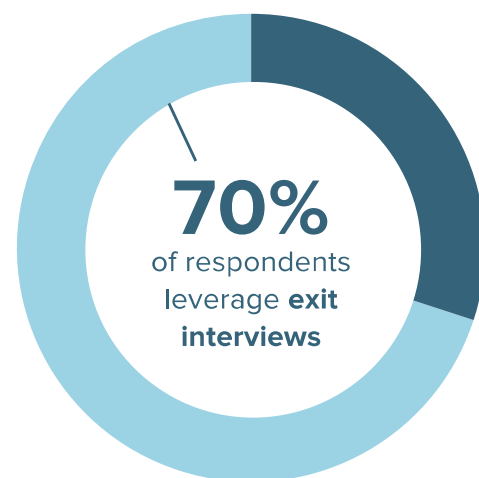
2

2 FEWER APPLICANTS
PER JOB

In addition to the loss of existing talent, government agencies are also noticing an alarming drop in applicants per job.

> *The number of applications per job*
> *has dropped 21% between 2015 and 2021.*
>
> Source: NEOGOV 2021 Job Seeker Report

As the gap between job openings and job applications continues to grow, government HR must consider how this could affect the overall quality of the services their agencies provide to citizens and communities.

Figure 1

Difference in % Applications per Job by Salary Range, 2015 vs 2021
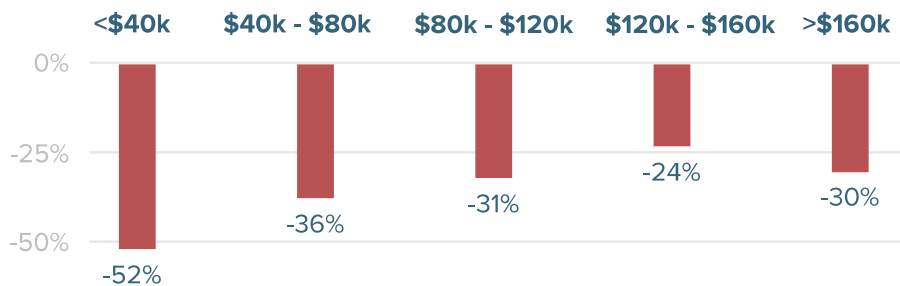
The above data taken from NEOGOV's 2021 Job Seeker Report shows that the decline in job applications per job over the last six years is being felt across all job types and salary levels. The hardest hit are jobs that pay below $40,000/year, which are frequently the jobs that interface with the public and community members the most. This may unfortunately lead to a decrease in the quality of services that agencies are able to provide due to being short staffed.

Taking a crucial look at things like how to better write the job requisitions and otherwise improve the attractiveness of jobs within the public sector will be important to try to close this gap. In addition, actively trying to reduce the already long public sector time-to-hire will be a priority in order to better compete with other government agencies, not to mention the private sector (where the average time-to-hire is just over a month, compared to 121 days in the public sector).
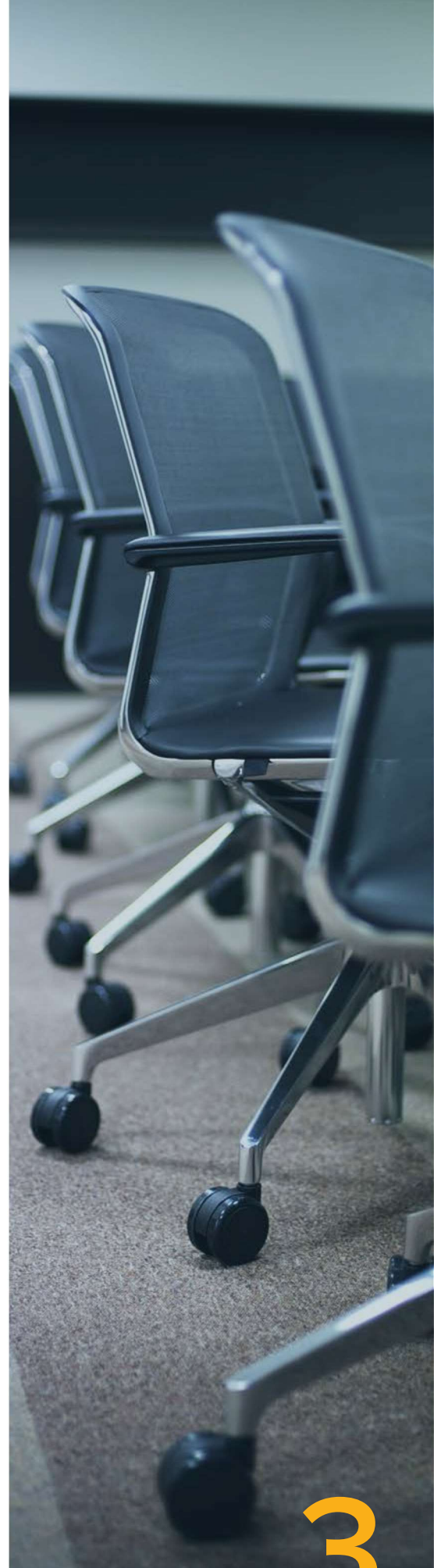
3 EXPANDING ACCESS TO
REMOTE WORK & FLEXIBILITY

One way public sector agencies are attempting to stop the bleeding from the Great Resignation and increase interest in vacancies is through becoming more flexible around remote and hybrid work.

> *45% of government agencies* will offer some employees the opportunity to work remotely permanently.

Additionally, 29% are considering enabling remote employment. Only about a quarter (26%) are unwilling to offer any remote employment moving forward.

61% of those surveyed said they felt that offering flexibility and remote work improved their candidate pool for open roles.

4 VIDEO INTERVIEWING
IS HERE TO STAY

Interacting with employees and candidates via video conference became a necessity in 2020, but many agencies have discovered that leveraging video interviewing in recruiting has benefits that will lead to its continued use in the future.

Some logistical concerns that video interviewing can solve for agencies and candidates alike include eliminating scheduling conflicts by using one-way interviews with preset questions that a candidate can answer at their convenience, and a more consistent interview process across the board to ensure equitable hiring practices.

72%
currently use
video interviews
for recruitment

During the recruitment phase 72% use video interviews, while only 11% definitively stated that they would no longer continue to do so post-pandemic.

4

5 ANALYZING DATA
TO INFORM & GUIDE DECISIONS

Leaning on data to make more informed decisions is a key focus for the public sector.

TIME-TO-HIRE

68% of agencies surveyed are tracking time to hire, and 55% of them believe they should be doing a better job of keeping an eye on it. 14% plan to start tracking it, leaving less than 20% that are not concerned with monitoring how long it takes candidates to go from being applicants to hires.

EQUITABLE RECRUITING

60% are tracking how diverse candidates progress through each phase of the recruitment process, and 19% plan to start monitoring it to help ensure equitable practices are being followed. Only 21% have not identified it as a need in their organizations.

BENCHMARKING

35% of agencies are consistently comparing themselves to other public sector organizations to see how they're doing. 25% plan to start benchmarking in the near future.
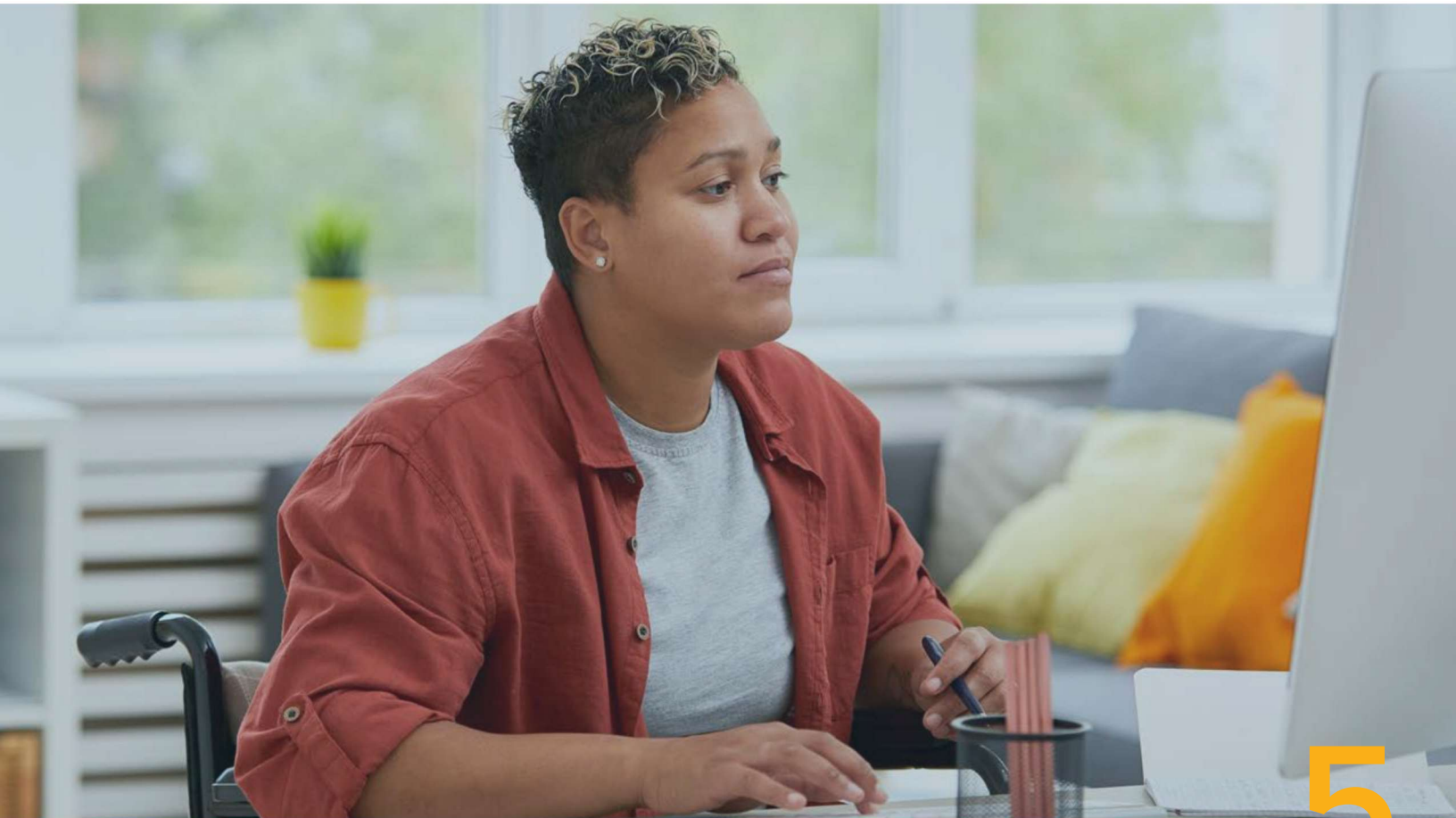
2020 and 2021 provided swift momentum for emphasizing diversity, equity, and inclusion efforts within the public sector, and that will continue into the future, according to survey respondents. **32% said that actively monitoring candidate pools for adequate diversity was a top priority.**

65%
say DEI efforts would benefit from **job boards that actively serve diverse job seekers**
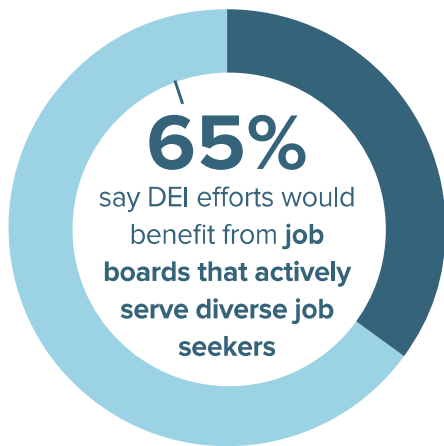
Additionally, **over two thirds of respondents stated that their organization is offering DEI training** on topics like unconscious bias to managers in hopes that it will improve diversity.

72%
felt their agency's DEI initiatives could use **moderate-to-high improvement**
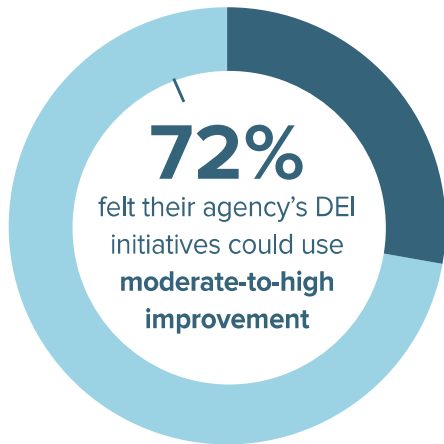
In addition to targeting diversity job boards, **establishing or refining the DEI section of the careers site** and **highlighting current diverse talent's stories** more prominently were cited as key concepts for DEI improvement by 50% and 54%, respectively.
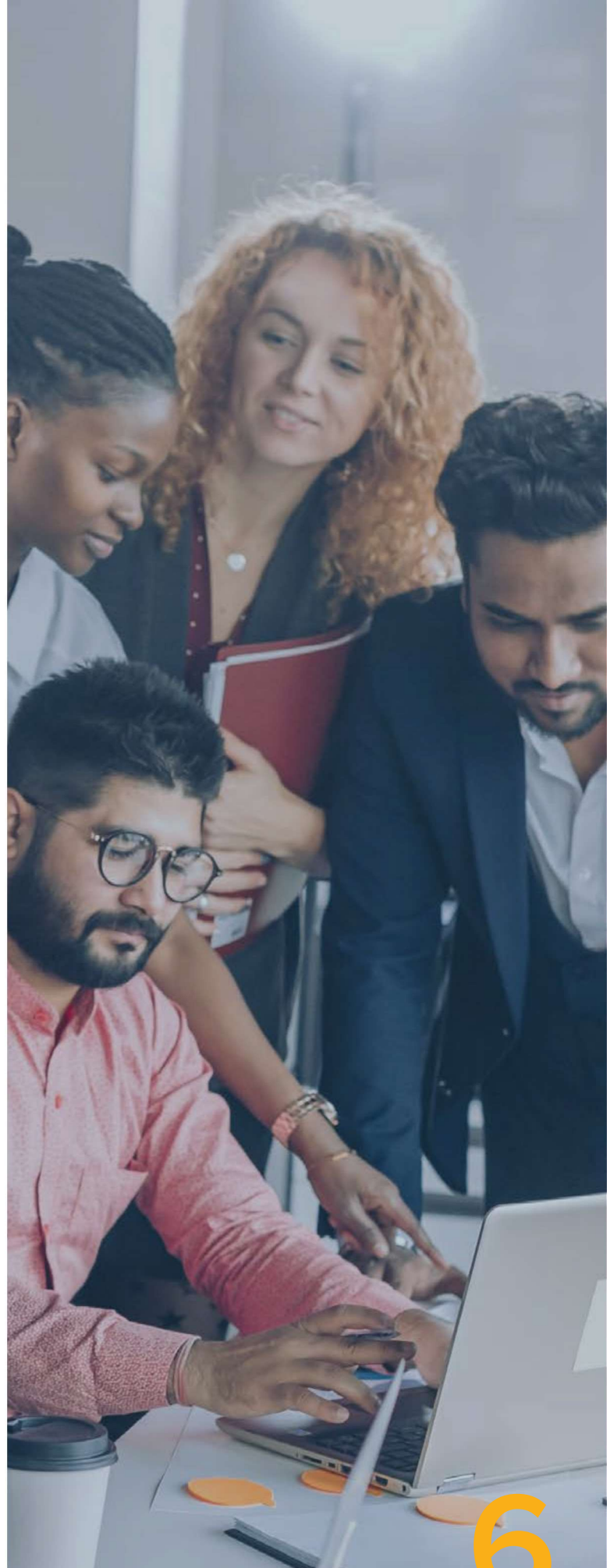
7 | INVESTING IN
EXISTING TALENT

Providing existing employees with the ability to learn and upskill on the job is a priority for 2022 that will benefit employees and agencies alike.

61% use learning management systems to assign and track training, while 59% leverage performance management software to provide coaching and evaluation to improve career growth and increases retention.

These efforts serve a dual purpose -- providing employees with valuable career expansion and development, while also benefiting the agency with more talented and engaged employees who are less likely to leave for greener pastures.

80%
of agencies actively provide **opportunities for upskilling employees**

8 | REVAMPING THE
CANDIDATE EXPERIENCE

Improving the experience a candidate has when exploring job opportunities with an agency is another trend for the new year. While 63% of those surveyed said that HR has efficiently mapped out what the candidate experience is like – from visibility of the careers site to ease of applying to jobs – **less than 1 in 10 rated their candidate experience as exceptional.**

Respondents agreed that two things in particular could elevate the candidate experience: improving communication throughout each stage of the recruitment funnel (53%) and making careers sites and job listings more mobile friendly (52%). Additionally, improving job descriptions with better and more concise copy as well as multimedia like photos and videos were cited as ways to better entice quality applicants.

ONLY
7%
rated candidate experience as a 5 on a 1-5 scale from worst to best
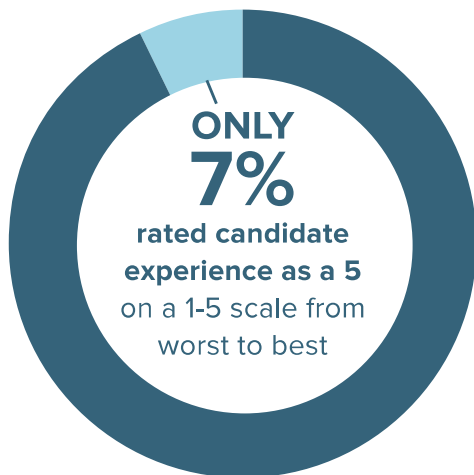
47% of respondents agreed that the application process is too long and may be hindering recruitment efforts.

9 BUILDING A CANDIDATE POOL
FOR FUTURE ROLES

While not every applicant for a given job is a good fit, the candidate may still be a great match for the agency in other roles or for future recruitment.

Although agencies clearly recognize the value of keeping in touch with candidates, **only 17% currently have a candidate relationship management system**.

Building up a pool of qualified candidates for future roles can eliminate many of the roadblocks that recruiters experience in trying to fill vacancies, and agencies are likely.

10 GREATER FOCUS ON DEFINING
THE EMPLOYER BRAND

An agency's employer brand — or what it means to work at their agency from a cultural perspective — is a crucial part of not only recruitment, but also defining the agency's overall goals and values.

30% of agencies believe they need to develop or refine their employer brand.

While more than half (61%) said their agency had a solid employer brand, over half of them (57%) acknowledged they could do a better job of advertising the brand. Only 9% said their agency had not put any thought into it.

61% believe they have a **solid employer brand**

In a job seekers' market, it is imperative that employers make abundantly clear the pros of working for an organization. HR leaders in the public sector will be spending time collecting information about what makes their agency an employer of choice to improve recruitment, hiring, and retention efforts.

8
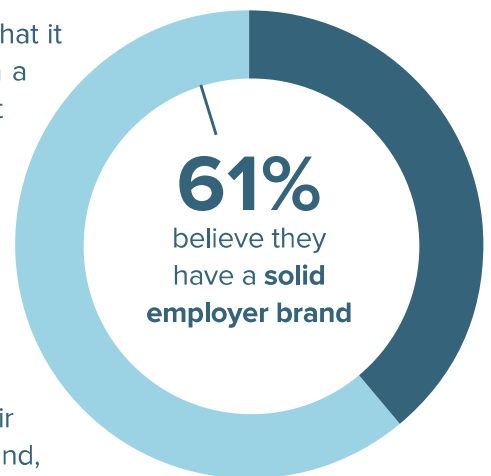
Serving over 6,000 organizations, NEOGOV is the leading provider of a comprehensive human capital management solution for the public sector. Designed exclusively for government agencies and higher ed institutions, NEOGOV's suite of three integrated modules — Recruit, Develop, and Manage — support the unique needs of public sector HR teams and automate the entire employee lifecycle, while maintaining the highest standards of compliance. More information at **www.neogov.com**.

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Retaining My Generation: Retention Strategies for Generation X and Generation Z Federal Employees

NOVEMBER 15, 2022
BY MIKAYLA HYMAN, MADDIE POWDER AND PAUL PIETSCH

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Table of Contents

Introduction

In 2021, a record number of American workers—47 million—quit their jobs, according to data from the U.S. Bureau of Labor Statistics. Historically high levels of voluntary turnover have continued into 2022, with 4.5 million people leaving their job in the month of March alone.

The Great Resignation, as this trend is known, is largely a response to the upheavals of the COVID-19 pandemic. Other economic and workforce factors contributing to this phenomenon include wage stagnation, rising costs of living, baby boomer retirements and evolving expectations of workplaces and careers.
Moreover, the future of work is changing as employees who were remote during the pandemic return to the office or elect to stay virtual long term. In 2022, many employees in both the private and federal sector do not have the same workplace expectations, values or patterns as they did before COVID-19.

The federal government must pay attention to the Great Resignation and these changing workplace expectations—especially since it is estimated that nearly 30% of the federal workforce will hit retirement age within the next two years. While federal agencies have not seen record-high turnover in 2020 and 2021 like the private sector did, roughly 25% of public employees are considering switching jobs.
Staff retention is a critical factor in the success of federal agencies and their ability to serve the public. Given the record-high attrition rates affecting the national labor force, now is an especially important time for leaders in the executive branch and Congress to consider how federal agencies can better retain high-quality staff to ensure uninterrupted mission delivery and avoid the high costs of hiring, onboarding and training new employees.

In response to this critical need, the Partnership for Public Service, with support from ServiceNow, examined why civil servants leave their agencies or the federal government altogether, and what makes them stay. While employees tend to remain in their jobs for several reasons, such as satisfaction with compensation and office culture, successful retention strategies are not one-size-fits-all and should reflect a variety of factors, including those specific to the position and the individual.

Our study focused on an important and often overlooked factor of employee retention: generational values and expectations. More specifically, we considered the issues centering on the retention of Generation X—born between 1965 and 1980—and Generation Z—born between 1997 and 2012—since public servants in these two

groups are at vital points in their careers and occupy critical positions in the federal workforce.[1] Gen X civil servants are coming into senior roles in greater numbers and are our future federal leaders. Gen Z civil servants, meanwhile, are the future of the federal workforce and represent the next generation of public servants. This research fills gaps in the literature, as studies of millennials and baby boomers far outweigh those of Gen X and Gen Z.

This report explores the most pertinent retention factors for Gen X and Gen Z civil servants, with a specific focus on differences between the two groups. It also provides strategies for keeping them in the federal government, if not within their agencies.

The report's findings and recommendations are based on an in-depth literature review focused on the general characteristics and more specific work motivations of Gen X and Gen Z employees; a comprehensive analysis of FedScope data to look at retention trends; interviews with 10 senior leaders of federal agencies and nonprofit organizations that support federal employees; and conversations with more than 20 Gen X and Gen Z civil servants via five focus groups.

TAILORING RETENTION STRATEGIES
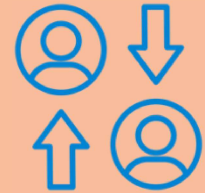
To foster retention, federal agencies should develop targeted strategies that engage and empower their staff. While many federal leaders recognize the value of this approach, our research shows that few agencies have developed and implemented tailored retention plans. The Federal Emergency Management Agency is an exception and provides an example of a comprehensive approach to addressing retention. FEMA not only uses the Federal Employee Viewpoint Survey data, exit surveys, focus groups and spot surveys to collect information on the drivers of retention, but it also leverages technology to share the data on accessible digital dashboards and through quarterly presentations to agency leadership. Based on this data, and an analysis of Gen X and Gen Z employee types, FEMA determined the top three reasons Gen X employees left the agency were (1) personal or family-related issues (2) issues with their immediate supervisor and (3) opportunities for advancement in another position. Gen Z employees were more likely to leave due to salary issues or the expiration of an appointment. FEMA is retaining Gen X employees by providing more flexibility and Gen Z employees by making them aware of other opportunities available to them after their limited appointments expire. The agency also uses its data to create and update a retention toolkit stored in a centrally located online platform, which can help all supervisors, managers and leadership retain staff.

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[1] While the boundaries of generations are flexible and often debated, this project adhered to the generally accepted parameters of Gen X and Gen Z defined by the Pew Research Center. Pew Research Center, "Defining Generations: Where Millennials End and Generation Z Begins," January 17, 2019. Retrieved from https://pewrsr.ch/2D7o5PI.

Photo Credit: Shutterstock

Retention by the numbers

In 2021, Gen X made up 41.6% of the federal workforce while Gen Z composed just 1.6%.[2] That same year, Gen X and Gen Z made up 31.6% and 9.1% of the U.S. labor force, respectively.[3] This data suggests that Gen X is overrepresented and Gen Z is underrepresented in the federal government relative to the total U.S. labor force. The federal government has long struggled to recruit younger generations, and this trend has continued with Gen Z.

2021 Federal Employee Composition by Generation

Gen Z (1.6%)
Millennials (27.7%)
Baby Boomers & The Silent Generation (29.1%)
Gen X (41.6%)
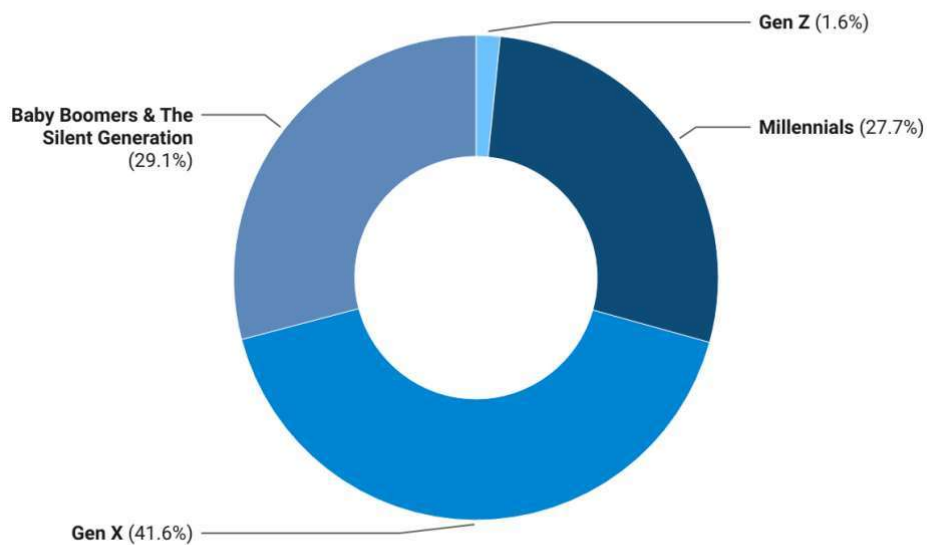
Chart: Partnership for Public Service · Source: FedScope · Created with Datawrapper

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[2] This analysis is based on data available from FedScope, which is OPM's online database of federal workforce data. Because FedScope presents its data on employees' ages in five-year increments, this analysis uses ages 40-54 and 20-24 as the proxy ages for Gen X and Gen Z civil servants. According to the Pew Research Center, Gen Xers and Gen Zers in 2022 are 42-57 and 10-25 years old, respectively. All analyses in this section examine turnover rates for only full-time non-seasonal permanent employees.

[3] U.S. Bureau of Labor Statistics, "Labor Force Statistics from the Current Population Survey." Retrieved from https://bit.ly/3U6Va41.

A high turnover[4] rate for Gen Z employees has exacerbated this trend. In 2021, the average turnover rate for all ages in the federal government was 6.7%, but the Gen X rate was only 3.4%. The Gen Z rate, on the other hand, was 12.4%.

Moreover, this is not a new pattern. From 2005 to 2007, Gen X turnover was close to 6%. However, after 2008 the turnover

Federal Turnover Rate: Quits, Retirements and Terminations
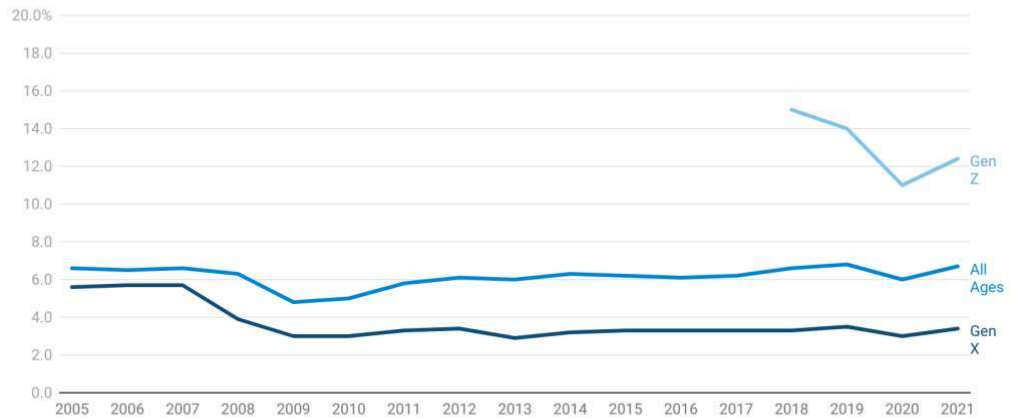
Chart: Partnership for Public Service • Source: FedScope • Created with Datawrapper

rate dropped to around 3% and has remained there. While the average turnover rate for all ages has stayed near 6%, Gen Z turnover has been over 10%, which is in line with trends[5] seen for 20-to-24-year-old federal employees since 2005.

A number of factors influence federal employees' decisions to leave or stay in their positions. For example, as seen in the following charts—one of which shows major economic downturns as well as every government shutdown and hiring freeze since 1985—the 2008 recession correlated with drops in federal turnover, indicating that fewer civil servants left their positions when there were fewer job prospects in the private sector.

Workplace stability can impact employee decisions to leave or stay in the federal workforce. In the past four years, there have been three government shutdowns, which might have affected civil servants' morale and their commitment to public service. In our focus groups, Gen Z employees indeed expressed concern about coming into government because of recent shutdowns.

Figure 1. Timeline of government shutdowns, hiring freezes, and major economic recessions and world events.

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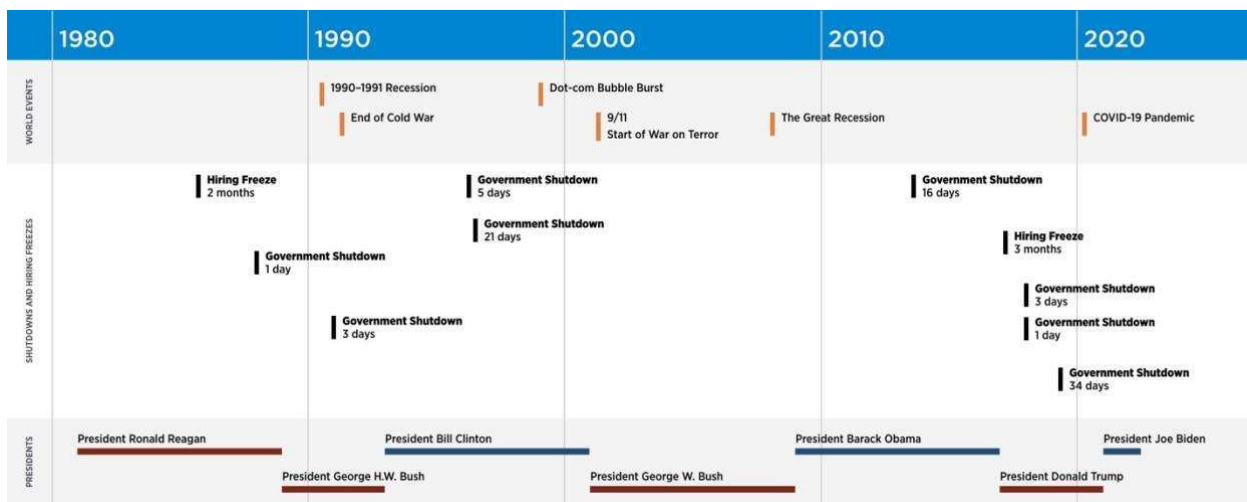
[4] Turnover in this study is defined as quits, retirements, terminations and removals. Turnover does not include transfers.
[5] Except for a slight drop in 2009 and 2010.

Retention factors: Understanding Gen X and Gen Z

Turnover can be impacted by a federal employee's agency, career field, sex, location, race and more. For instance, in 2021, Gen Z civil servants at the Department of Energy had a turnover rate of 5.5%, about half the average for all Gen Z civil servants. Meanwhile, Gen X civil servants at the Department of Commerce had a 1.7% turnover rate, half the overall federal average for Gen X. To uncover similar nuances in employee turnover rates, agencies should track and visualize trends with cutting-edge technology. Using this technology will enable agency leaders to create tailored strategies for retaining a strong, diverse and effective workforce.

This report specifically focuses on Gen X and Gen Z federal employees. While the factors that influence staff retention might vary from person to person, these are the most important reasons why Gen X and Gen Z federal employees remain in government service, according to our research:

Flexible work.

An inclusive, supportive and productive workplace culture.

Financial incentives.

Connection to mission.

Technology.

Facilitated growth.

These and other retention factors are often interconnected, however, and they should not be treated as independent variables. Moreover, the factors highlighted in this report influence Gen X and Gen Z retention in various ways and to different degrees. The following sections discuss these issues in greater detail, focusing on the cohort(s) most affected by each retention factor vis-à-vis their distinct generational characteristics.

FLEXIBLE WORK

Both Gen X and Gen Z federal employees desire flexibility regarding where, when and how they work. Recent reporting shows that civil servants are increasingly leaving their jobs for other federal positions that allow more remote work, and with the widespread adoption of new technology in federal agencies, employees feel as though they can effectively fulfill their job duties in more ways than before. Indeed, flexible work[6] has become an important driver of retention for civil servants who worked remotely or in a hybrid environment during the pandemic.

GEN X

Gen X employees may desire flexibility regarding where and when they work to support their overall well-being. According to the civil servants who participated in our research, Gen X employees want a work schedule that enables them to address family needs and life changes. Yet some evidence suggests that many workers feel as if they lack this type of arrangement. For example, our 2021 Best Places to Work in the Federal Government® rankings show that federal employees between the ages of 40 and 59 perceive their work–life balance more negatively than many other age groups.

As one Gen X employee said, "Many Gen X are in the sandwich position of caring for kids and [elderly] parents." This concern is in line with recent articles explaining the burden on Gen Xers who care for two generations at once. Another Gen X civil servant spoke to the benefits of flexible work. "I have the flexibility to do my job in a way that works for me. I am working more, but I don't mind working in the evening because I have a break in the afternoon when I have to pick up my kids. Or there are evenings I don't work late because I'm a soccer coach. So I'm thankful that I have that [flexibility] through my organization."

Recommendation: Senior agency leaders, midlevel managers and supervisors should evaluate the feasibility of remote and hybrid work.

While virtual work has recently been commonplace for all non-essential federal employees because of the COVID-19 pandemic, the move from remote work back to the office has generally been at the discretion of individual agencies. Leaders who are in the position of deciding if, how and when employees return to the office must carefully consider the pros and cons, think about messaging and take into account the life circumstances of their employees. Our interview participants reflected that senior officials at some agencies are not sensitive to the concerns and needs of their employees and desire a return to in-person work at pre-pandemic levels.

Interdisciplinary project teams, like one created at the Department of Treasury, can unbiasedly assess which jobs are acceptable for remote work, which need to be done in the office and why. Leaders and interdisciplinary teams should solicit employee input on these topics and set clear expectations on how that feedback will be considered. Leaders also should routinely evaluate the feasibility of remote work to ensure that work environments remain conducive to high levels of productivity and employee engagement over time.

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[6] The Office of Personnel Management has long authorized agencies to offer alternative work schedules, telework and remote work possibilities as retention incentives. In this paper, flexible work refers to all these options.

Once an interdisciplinary project team makes its recommendations, leaders should be conscious of the policy changes required to implement flexible work options. Federal leaders need to create new flexible policies for employees while taking into account previous requirements around pay, leave and work schedules, including the core hours when all employees must be working. Leaders might need to consult with internal and external experts to adjust these agencywide policies and accommodate expanded flexible work options. For example, concerns around cybersecurity issues usually can be addressed through collaboration with the chief technology officer and by investing in updated systems. An employee's bargaining unit could be affected by a shift to or from remote work, so supervisors and leaders may need to consult with HR, their general counsel and the agency's labor relations staff before changing a staff member's status.

GEN Z

Many Gen Z federal employees have experienced only remote or hybrid work because they entered the workforce during the pandemic. They expect flexible work and see flexible work options as an indication that their leaders trust and value them. As one Gen Z civil servant put it: "The office used to be the toolbox. Now the office is just another tool in the box. While there might be some benefits to going into the office—like being able to talk to and know your team on a more personal and in-depth level—work can still be done effectively at home." Leaders who don't acknowledge the benefits of hybrid work may be seen as inflexible and unwilling to adapt.

Recommendation: If there is a return to office, senior agency leaders, midlevel managers and supervisors should make it highly interactive, meaningful and condensed.

While Gen Z employees are interested in work away from the office, many also want to have meaningful connections in person with their colleagues. Jessica Palatka, the chief human capital officer at Commerce, reflected, "For Gen Z, who has not been in our workplace for 30 years, these moments when they are in the office are incredibly impressionable." Employees of other generations, including Gen X, might not want or need a high-touch return to the office wherein they are able to form meaningful connections with colleagues or fully take advantage of office-only tools. All employees, regardless of their generation, want to feel as though their time in the office is well-used.

At Commerce headquarters, leaders made an effort to ensure employees' return-to-office experience was special. For example, the secretary and deputy secretary stationed themselves in the agency's lobby to welcome employees and set a tone of accessibility. Palatka said an acapella group performed at lunch in the auditorium and food trucks were in the courtyard to help employees bond and have a positive experience.

Leaders who encourage or expect people to work in the office on a regular basis should thoughtfully cultivate a strong employee experience and clearly communicate as well as demonstrate why staff need to be on-site and how they can best use that time.

FINANCIAL INCENTIVES

While financial incentives generally motivate retention in all sectors and among workers of every age, they may not be the strongest way for federal agencies to keep staff since government salaries are usually not competitive

with those for comparable jobs in the private sector.[7] Moreover, unlike private sector employees, many civil servants pursue a federal career because they are dedicated to public service. The Partnership's Public Service Leadership Model is grounded in this unique value and trains leaders to develop skills to contribute to the public good.

Nonetheless, financial incentives including and beyond salaries can encourage staff to stay, and they should be part of agencies' retention toolkit. For example, receiving full retirement benefits is a strong motivation for many Gen X employees to remain in federal service—especially those nearing the end of their career. Other options, like retention incentives for staff likely to leave federal service, are time-limited and therefore more effective on a short-term basis. (See Appendix 1 for a summary of financial retention incentives available government-wide.)

GEN Z

Members of Gen Z, who on average had more than $18,000 in student debt in 2021, are particularly concerned about financial stability. The COVID-19 crisis has contributed to financial anxieties, with some reports showing that Gen Z's interest in saving money increased during the pandemic.

The Public Service Loan Forgiveness Program and the Federal Student Loan Repayment Program are two financial incentives that may be especially effective with younger civil servants. The PSLF allows the federal government to forgive direct loan borrowers who have worked for 10 years for the federal government—or another qualifying employer, such as a state government or nonprofit organization. The SLRP helps to recruit and retain employees by allowing agency heads to set up their own student loan repayment programs of up to $10,000 per employee per year and up to a maximum of $60,000 in total. Federal employees must sign a service agreement that lasts at least three years with participating agencies. Agencies must report SLRP uptake and the cost to Congress. A range of agencies have anecdotally found that PSLF and SLRP improved recruitment and retention.

Recommendation: HR leaders and supervisors should provide Gen Z employees with needed technical support to enable civil servants to take advantage of benefits such as the Public Service Loan Forgiveness Program or Federal Student Loan Repayment Program. Senior leaders, meanwhile, can highlight these opportunities for staff.

Many Gen Z federal employees may not know of the student loan relief programs and how to successfully apply for them. In 2021, 30.7% of applications for the PSLF were denied because they were incomplete, indicating that some applicants were unable to navigate the required paperwork.[8] By holding information sessions, creating online benefit resource hubs, training supervisors and creating panels where staff members can share their experience with these resources, leaders can ensure that staff know how to benefit from resources such as the PSLF and SLRP. Additionally, agencies can set up SLRP programs to provide additional financial support to Gen Z staff.

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[7] According to the most recent report from the Federal Salary Council, an advisory group of the executive branch, federal employees on average make 26.7% less than their private-sector counterparts. Federal Salary Council, "Level of Comparability Payments for January 2021 and Other Matters Pertaining to the Locality Pay Program," April 2020, 5. Retrieved from https://bit.ly/3zyetuX

[8] Education Data Initiative, "Student Loan Forgiveness Statistics," January 2022. Retrieved from https://bit.ly/3RaVg9i

CONNECTION TO MISSION

Public service is inherently mission-focused—and public servants are too. It is not surprising, then, that the Gen X and Gen Z federal employees we spoke with described their commitment to public service as a major reason why they remain in their jobs.

Studies show that organizations that align themselves with an employee's individual values develop a more effective workforce and experience lower turnover. Employees also want to feel as though their specific position contributes to an agency's mission. Some research shows that state civil servants who believe their agency or office is effective have higher job satisfaction, which can lead to decreased turnover.

GEN X

"Service is my purpose" was a common refrain among the Gen X civil servants we spoke to for this study. As one explained, "I actually took a pay cut to come into the federal government in my 30s because I wanted to make a difference. A few years ago, I turned down a promotion that would have taken me further from the mission. For me, public service really is about serving. I want to do work that hopefully makes a difference to others, both in my organization and in the country."

Federal employees working in HR, finance, IT and other mission-support roles may be more likely to feel disconnected from an agency's mission than staff working in program areas. In 2021, Gen X civil servants made up 43.7% of the mission-support workforce, but just 41.6% of the federal workforce. This imbalance means Gen X civil servants are overrepresented in mission-support fields. Rotational programs—like the Department of Homeland Security's Rotational Assignments Program—can help staff in these fields reconnect with their agency's mission. (See our recommendation for facilitating staff growth for more information about rotations and similar development programs.)

Some Gen X civil servants expressed concern about deteriorating integrity within the federal government meaning they decreasingly trust that the work they do has value, that the way the work is done is ethical, and that their leaders are well equipped and well intentioned. In our most recent Best Places to Work® rankings, federal employees between the ages of 40 and 59 had less faith in their senior leadership than Gen Z and employees 60 years old and above did. We heard from focus group participants that Gen X employees want to serve the public in an ethical, sustainable manner. They must feel that their agency has the proper priorities and structures to conduct responsible work, and, to a lesser degree, that the government as a whole can conduct itself with integrity wherein all of the people in the United States can expect fair treatment from the government and private entities. As one Gen X civil servant explained, "Once you have integrity and trust, you're able to empower people in the organization to do what they do best and to have ownership of the work that they are responsible for, and to contribute in ways that are both meaningful to them and advantageous for the agency."

GEN Z

Despite its recent emergence, Gen Z has already established a reputation for being socially conscious and committed to giving back. It is not surprising, then, that younger civil servants remain in their jobs more often when they connect to their agency's mission. However, Gen Zers appear to conceive of government service as

just one of many possible ways to contribute to the public good, making mission focus a less influential retention factor for younger federal employees than for their older colleagues.

Gen Z federal employees reported not only that they value their agency's mission, but also that they want their workplace and specific work responsibilities to closely align with their personal values, such as a commitment to diversity, equity and inclusion. As a result, Gen Z civil servants motivated by altruism may be quicker than older colleagues to leave a federal job if they feel they can serve the public in a different environment that better reflects their beliefs.

"It is really, really important that the work that I do aligns with my own values and morals," explained one Gen Z employee. "If at any time I feel as though the way in which we're going about work or the types of work that we're doing does not align with my own morals, that is a deal breaker for me."

Having grown up with information and high-speed technology at their fingertips, many Gen Z employees might also see the quick adoption of emergent best workplace practices as an aspect of mission fulfillment. Gen Zers who want to improve processes and contribute to new, never-before-done projects can be disappointed when bureaucratic hurdles slow down the pace of change. One Gen Z civil servant, for example, described feeling particularly discouraged when their idea to implement a new recruitment and retention incentive was not adopted due to bureaucratic impediments, even though it was supported by their supervisor and team. Leaders and supervisors who support innovation might be able to build a long-term, committed workforce by pushing back on such impediments.

Recommendation: **HR offices, evaluation teams and senior leaders should work together to develop mentoring programs.**

Some younger federal employees reported their positive experience with or desire for formal or informal mentoring in the workplace, noting how it can help them better navigate bureaucracy, establish and maintain a sense of mission fulfillment, and avoid burnout. Agency leaders also noted that Gen X federal employees can benefit from mentoring Gen Z civil servants by reflecting on their own experiences in the workforce. The Office of Personnel Management has a compendium of best practices for developing mentoring programs. An agency's HR office or evaluation team should conduct a needs assessment to determine how a mentoring program would be most helpful to the agency and what kinds of activities and mentors may be most needed. From there, a program manager, with support from agency leaders, should develop a roadmap defining the goals of the mentoring program, as well as key metrics, a participant matching process, training materials and potential development activities.

Senior leaders can help by being advocates and advertisers for the program. The U.S. Patent and Trademark Office has a toolkit to help agencies get started. According to the civil servants we spoke to, the mentoring component of the Presidential Management Fellows program is a good example. OPM also has a list of effective mentoring programs developed by various agencies. Some prompts and discussions can relate specifically to connection to mission and navigating bureaucracy.

AN INCLUSIVE, SUPPORTIVE AND PRODUCTIVE WORKPLACE CULTURE

Organizational culture affects employee decisions to stay in or leave a position or agency. Employees are more likely to remain in their roles when they feel included and valued because they are empowered, listened to and given room to grow. Moreover, studies show that an inclusive environment has stronger impact on decreasing turnover intention[9] for certain groups, such as veterans and LGBTQIA+ federal employees, more than others.

Gen X and Gen Z federal employees want an inclusive work environment, according to Tyra Dent, the president of the African American Federal Executives Association. "I think [it's important] to have employees feel like they are a valued asset to the organization, that their contributions matter, that their perspectives are sought after to further engage their motivation and inspiration to come in and do the work," she said.

In an environment with remote and hybrid work, leaders may need to be even more deliberate about creating a culture of inclusion. (See our technology recommendations for tips on how to make a hybrid workplace more inclusive.)

GEN X

Gen X civil servants can feel taken for granted, describing themselves as being "forgotten" or "ignored" by leaders who assume their quiet competence means they do not have innovative ideas or want a seat at the table. Leaders who practice effective two-way communication may better earn the trust and commitment of their Gen X staff than leaders who do not. As one Gen X employee reflected, "[Leaders] will bring [millennials] along to conversations because they're young and they're hip. I'm Generation X, so they leave me behind because they know I'll hold things down and nothing will slip through the cracks if I'm watching the office."

GEN Z

Many Gen Z civil servants seek flat organizational structures that prioritize collaboration, empathetic leadership and inclusive decision-making processes. Gen Z has a strong sense of self—they do not present a "work self" separate from their real self, but instead bring their individual personality, interests and style into the office. Gen Z civil servants appreciate leaders who embrace their individuality and make them feel seen. More than other generations, Gen Z seeks individualized relationships with empathetic leaders who cultivate a sense of belonging within the office.

"The carrot-and-stick approach is something that I think is a legacy management style from prior generations. Gen Z brings in a fresh perspective: that you have to take a more individualized approach in terms of management," explained Jiashen You, vice president of the Asian American Government Executives Network and director of the information and data access division at the Equal Employment Opportunity Commission. "Having more empathy will improve your relatability with Gen Z."

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[9] Turnover intention is an employee's willingness to leave an organization.

Building an inclusive organizational culture often starts with great onboarding. Creating a supportive and productive culture is important for all employees, but it is particularly relevant to Gen Z civil servants who may be experiencing their first full-time job or their first job in the federal government. Proper onboarding involves preparing employees to succeed at the organization in the short term and long term, and preparing supervisors to be great guides. Buddy programs and informal spaces for coffee chats can contribute to an inclusive and supportive environment.

It is also important to note that the hiring process can affect an employee's overall onboarding experience. When the initial hiring steps are ignored or underfunded, employees can have a bad first impression of their employers. An efficient, communicative, and clear hiring process sets a strong foundation for effective onboarding and an employee's future success within an organization.

Recommendation: **HR leaders and supervisors should form onboarding cohorts and comprehensive onboarding plans to create an inclusive culture.**

During the COVID-19 pandemic, HR offices had to quickly establish flexibilities—such as using temporary Personal Identity Verification, Common Access Cards or online I-9 forms—to onboard new employees remotely. HR leaders should build on these advances to ensure early onboarding processes are automated, streamlined, user-friendly and coordinated with other onboarding activities.

Onboarding new employees together can also lead to better work experience. This strategy is particularly important for demographic groups that are underrepresented in an agency and might not immediately identify with other colleagues and the overarching organizational culture. Interactive platforms such as Microsoft Teams or Slack can be used to foster community, advertise events, answer questions and solve problems.

Onboarding may take a year or more as employees learn agencywide policies and position-specific requirements. Strong onboarding kits that acclimate new employees to the agency and its work culture in an immersive way also set up employees for a smooth transition. Agencies can provide resources for new supervisors that describe the organization's philosophy on supervision and common problems new employees face.

TECHNOLOGY

In post-COVID hybrid work environments, reliable and easy-to-use digital technologies are paramount to a good employee experience. Both the Gen X and Gen Z civil servants we interviewed noted how much they value effective digital tools—and their frustration when technology is poorly integrated into their work. Gen Z employees, however, discussed technology in terms of where they choose to work and why.

GEN Z

Gen Z is the first generation to grow up with digital technology fully integrated into day-to-day life. Smartphones, reliable access to the internet, social media and the digital classroom are hallmarks of Gen Zers formative experiences. As a result, Gen Z employees quickly adapt to new technologies and expect technological

advancements. Meeting this expectation is a challenge for the federal government, given its history of outdated technological infrastructure and a culture that is slow to adapt new technology.

To retain a committed and effective Gen Z staff, leaders need to cultivate remote, hybrid and in-person work environments that have well-integrated, high-functioning technology that facilitates communication, collaboration and belonging.

As one Gen Z employee explained: "I'm really impressed with [my current agency's] infrastructure in terms of our use of SharePoint and Teams, and how we have been able to work in an entirely virtual capacity in the last couple of years. When I was at [a different agency], I was disappointed to find that we were still making redline edits to important language going out to the American people through the body of an email and in using the highlight and strikethrough functions."

Recommendation: **Senior leaders should partner with information technology and chief technology officer departments to advocate and plan for the adoption of modern technology.**

Gen Z employees expect modern program systems that can help them execute on mission. Currently, much of the federal government runs on legacy technology systems that can make it harder for employees to get work done, cost leaders increasing amounts of money and leave sensitive information vulnerable to cyber threats.

Technology leaders in agencies facing these challenges should develop modernization plans and consider how they might leverage federal resources designed to improve agencies' technological capacities. Such resources include the Technology Modernization Fund—which invests in efforts that transform how agencies deliver their mission—as well as federal technology consulting services such as 18F, TTS Solutions and the IT Modernization Centers of Excellence of the General Services Administration. A similar government-wide resource is the U.S. Digital Service, while the Defense Digital Service and the Defense Innovation Unit are specific to the Department of Defense.

Focus group participants also talked about the importance of sharing expectations around digital collaboration, such as creating norms for on-camera virtual meetings. Leaders at the appropriate level should meet this imperative by modeling proper use, creating clear expectations and developing accountability mechanisms. They should also consult with HR and any disability advocacy groups in the agency before implementing these norms to ensure that they are inclusive and accessible.

Hybrid or remote workplaces include additional barriers to and opportunities for inclusion and productivity. However, companies can use a range of tools to help make the hybrid environment more inclusive. Studies have shown that causal interactions outside of an immediate work-team can contribute to greater organizational functioning. Teams can use "status" bars to show when employees are ready for a chat, and leaders can use relationship mapping tools to assess levels of inclusion within the office. Applications such as Zoom and Slack enable leaders to understand how people of different identities are working together. Using these resources, however, must be balanced with employees' desire for privacy and independence.

Recommendation: **HR offices, evaluation offices and senior leaders should work together to develop reverse mentoring programs.**

Gen Z federal employees grew up learning how to use and quickly adapt to cutting-edge technology in academic settings and their day-to-day lives. Through reverse mentoring, Gen Z federal employees have the potential to share this knowledge with other generations, including baby boomers, Gen Xers, and older millennials. A reverse mentoring relationship can help Gen Z federal employees feel like a valued part of the team, teach other federal employees new skills and improve office workflows. However, reverse mentoring programs can cause resentment if not implemented properly.

Reverse mentoring can comprise one-on-one meetings, small group discussions or topic-based lunch-and-learns. To pick the right type of reverse mentoring program and execute it well, agency leaders should align on the key objectives and metrics for the initiative. Evaluation offices can help create evaluation plans. This will help define the parameters of the program and manage expectations for planners and participants. It's important for all parties to understand the structure, timeline and goals of the program.

Strong programs require effective matching mechanisms that join volunteer mentors and mentees with similar interests and complimentary knowledge. To increase respect and maintain low levels of conflict, leaders participating in the program should be open to feedback. Some mentoring programs have seen stronger relationships develop when program coordinators create a space early on that encourages vulnerability among leadership. Junior staff may require training sessions to help them communicate respectfully, structure the relationship and problem-solve.

FACILITATED GROWTH

Opportunities for professional advancement and resources that facilitate career growth also drive staff retention. When civil servants stagnate in unexciting and unrewarding routines and feel discouraged from visualizing and planning this growth, they may look for other opportunities. Academic research, for example, has shown that agencies that assessed the training needs of staff saw higher employee engagement scores, which might lead to better retention.

Opportunities for growth can include traditional approaches such as attending lectures, participating in training sessions and being promoted, as well as less formal means, such as collaborating on new projects with different colleagues or exploring new areas of work.

GEN X

Some Gen X civil servants currently at the GS-14 and GS-15 levels view joining the Senior Executive Service as the final step in their government career. However, there are a finite number of SES positions, and the process of joining the ranks of senior career leaders is selective. For that reason, the ability to join the SES is a retention factor for some midcareer civil servants. Roadblocks to advancement in the federal government can make opportunities in the private sector more appealing.

NEW GENERATION, NEW FEDERAL CAREER ARC

With less than three years of post-college experience in the workforce, many Gen Zers are still exploring a range of job possibilities, career goals and lifestyles. As such, Gen Z civil servants may change jobs faster than their older colleagues. Additionally, the Gen Zers we spoke to discussed wanting to seek opportunities throughout the federal government rather than only growing within their current agency for their whole careers. Some Gen Zers see their federal job as just one stop in a career that may bring them to the private, nonprofit or academic sector as well.

This insight raises an important question for federal leaders about whether retention strategies for Gen Z employees should aim to keep them within their agency or within the federal government more broadly. While this report does not recommend one approach over another, our research indicates that civil servants who pursue federal careers through multiple agencies instead of just one are well-positioned to share knowledge, build community and network across agencies, all of which benefits public service.

Intra- and interagency details as well as cross-sector tours of duty, like those facilitated by the Intergovernmental Personnel Act Mobility Program, may enable Gen Zers to explore new opportunities while remaining within one federal position for a longer time. Nonprofit organizations can help with this. The Partnership for Public Service's IPA Talent Exchange Program helps match agencies and individuals for IPA assignments.

Obstacles to joining the SES include a lack of encouragement from supervisors and other leaders, as well as insufficient resources for developing leadership qualifications and preparing SES applications. Moreover, because most SES positions remain occupied by baby boomers, some midcareer Gen Xers report being discouraged by the fewer-than-expected opportunities to advance into senior career leader positions. In 2021, civil servants 55 years and older make up just 29.1% of the workforce but 53.3% of the SES, while Gen X federal employees make up 41.5% of the federal workforce and 44.3% of the SES.

Recommendation: **Agency leaders should promote federal resources that help employees advance into leadership roles.**

Examples that will help employees move up the ranks include the Senior Executive Candidate Development Program, formal or informal mentoring, the Partnership for Public Service's Excellence in Government Fellows program, and nongovernmental organizations that support federal employees. For example, the Asian American Government Executive Network and the African American Federal Executive Association provide specialized training opportunities for those seeking to join the SES.[10]

GEN Z

Gen Z is interested in growing professionally, including developing new skills and exploring what they do and do not like. For example, according to a LinkedIn survey, 40% of Gen Z workers in the private sector said they would accept a 5% pay cut to work in a position that offered career growth opportunities.

Mentoring is particularly important to younger federal employees. Evidence indicates that Gen Zers seek tailored guidance, and those who have been working from home during the COVID-19 pandemic might need extra help adjusting to the federal workplace. Targeted, personalized support in their current role could help them create interpersonal connections and understand their office's culture in ways not readily available to them in a remote or hybrid environment.

Gen Z civil servants also appreciate supervisors, mentors and leaders who help them plan for a federal career by envisioning goals and highlighting the actions needed to achieve them. Online digital career mapping tools are a useful resource to this end because they help federal employees understand career arcs and advance from one level to the next. To be effective, career mapping resources need to be user-friendly, easily accessible and up to date. The Cyber Career Pathways Tool at the National Initiative for Cybersecurity Careers and Studies is a good example. Gen Z employees also appreciate career ladders, which are positions with built-in promotion potential within a specified time range.

Recommendation: **Agency HR leaders and supervisors should use career ladders and personalize professional development and digital career mapping services.**

Employees want to visualize their career growth and development; without that, they are liable to leave organizations. Leaders at various levels can contribute to a workplace that prioritizes professional development.

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[10] When creating a diverse workforce with equitable opportunities, it is important to pay attention to who receives development and advancement opportunities as well as financial incentives. According to the Government Accountability Office, employees of diverse racial and ethnic backgrounds in some federal agencies are promoted at lower rates than their white coworkers. Such disparities can make it harder for agencies to recruit and retain a diverse workforce. These challenges can be addressed by creating targeted mentorship programs and conducting compensation equity reviews.

- **Agency leaders should work with HR professionals** to expand the use of career ladders. As one Gen Z civil servant noted, "It's always about stability when it came to me going into this agency—knowing what steps are going to happen, what grade is going to happen, exactly what promotion potential I would have and exactly what the career path going forward was going to look like for me."
- **HR leaders** in agencies with career mapping resources should assess whether they are easy to use, informative and useful to staff at various levels and career fields. The State Department, for example, has effective, publicly available and comprehensive digital career mapping resources. HR leaders in agencies without such tools should partner with web designers or other technology specialists to develop them. It can be helpful to personalize career mapping resources by organizing information sessions that provide space for a wide array of agency leaders and employees to reflect on using these resources to hone their career paths.
- **Supervisors** should have individualized conversations with direct reports about their future career ambitions and how to use a career map. They should understand career ladders in their organization and advocate for supervisee promotions up the career ladder when an employee has worked an adequate amount of time and completed tasks at a higher level.

Recommendation:

They also should encourage tours of duty in other sectors via public–private talent exchange programs and the Intergovernmental Personnel Act Mobility Program, which enables federal employees to work temporarily in nonprofits, academia, and state and local governments.

Opportunities for federal employees to work in different environments and with new colleagues facilitate professional development and benefit federal agencies. For example, the President's Management Council Interagency Rotation Program allows high-functioning GS 13-15 employees to develop leadership competencies and increase interagency collaboration. Intra- and interagency details may be particularly attractive to Gen Z employees, many of whom are interested in exploring various job responsibilities and work environments. Details and cross-sector tours of duty allow them to gain new hands-on experience without leaving their current positions. The Department of Housing and Urban Development has a good model of an intra-agency rotation program, while the Presidential Management Fellows Program offers an example of interagency rotations.

The 148th Foreign Service Class and 155th Civil Service Class take the Oath of Offices | Photo credit: U.S. Department of State

Conclusion

Staff retention is a perennial concern among federal agencies because public servants are the engine of government. A number of factors make retaining effective federal employees a particularly critical issue today. The challenges of COVID-19, wage stagnation, rising costs of living and other pressures have led to record rates of attrition in the U.S. workforce. Additionally, many workers, including federal civil servants, have developed new expectations about their work environment after going virtual during the pandemic. These pressures are compounded by a hard truth: an estimated one-third of the federal workforce will reach retirement age within the next two years.

Recognizing the need to better understand why civil servants remain in or leave both their jobs and the federal government all together, the Partnership for Public Service in collaboration with ServiceNow examined an often-overlooked factor of employee retention: generational values and expectations. In particular, we focused on two generations that represent the future of the federal workforce. Generation X civil servants—born between 1965 and 1980—are starting to assume senior roles and will shape federal leadership in the near future. Generation Z civil servants—born between 1997 and 2012— are just beginning their careers and are poised to help integrate digital technologies and evolving work patterns into federal management practices.

This report is the result of our research. Based on a literature review, employee attrition data, interviews with senior federal and nonprofit leaders who support federal employees, and focus groups with civil servants, this analysis highlights the general characteristics and work motivations of Gen X and Gen Z. It also outlines the biggest motivators for these generations to remain in their jobs or the federal government:

Flexible work.

An inclusive, supportive and productive workplace culture.

Financial incentives.

Connection to mission.

Technology.

Facilitated growth.

These and other retention factors, however, should not be treated as independent variables. They intersect in various ways to affect career decisions—which, ultimately, are always personal.

Finally, this paper offers recommendations for what senior agency leaders, midlevel managers, supervisors, HR offices and evaluation teams should do to retain Gen X and Gen Z public servants. These recommendations involve:

- Evaluating the feasibility of remote and hybrid work.
- Facilitating positive reentry to in-person work.
- Mentoring and reverse mentoring programs.
- Effective staff onboarding.
- Adopting modern technology tools and culture.
- Professional development and other opportunities for growth.
- Facilitating access to student loan forgiveness programs.

By sharing these findings and recommendations, the Partnership and ServiceNow aim to help federal leaders at various levels better support and retain a diverse and effective workforce to ensure that agencies have the capacity, drive and know-how to best serve the public.

Authors

Paul Pietsch oversees the Partnership's federal workforce research portfolio. He believes in the ideal of government of the people, by the people and for the people—which is why he served in the Peace Corps, attended state universities with pride and owns the "West Wing" box set. Paul's research career has focused on improving policy, programming and management practices at state and federal agencies. His favorite public servants are the career staff of the National Endowment for the Arts, who work tirelessly to increase access to the arts in communities big and small throughout the country.

Maddie Powder supports the Partnership's quantitative research work, including projects on developing federal data capabilities. She developed a love for research in college while researching counterterrorism and gained a passion for public service through an internship at the State Department. She is interested in evidence-based policymaking and its potential to streamline decision-making and improve government effectiveness. Maddie's favorite public servant is Tammy Duckworth, who served her country bravely and is the first Thai American woman and the first woman with a disability elected to Congress.

Appendix I: Federal Retention Incentives

Please note, many of these retention incentives can be allocated only in consultation with an employee's bargaining unit representative. Agency leaders should consult with their HR and general counsel offices before starting new incentive programs.

Incentive	Eligibility	Description
Pay Retention	Individuals likely to leave for a different federal position (excludes presidential appointees and noncareer SES)	• Agencies may offer a retention incentive rate at 25% of basic pay, but it can be as high as 50% with OPM approval. • Employees must have a performance rating of "Fully Successful" or equivalent. • Agencies must create a retention incentive plan and document the "special need for the employee's services that makes it essential to retain the employee." An agency official must re-authorize the retention incentive every year. • Participating employees must sign agreements committing to a specified duration of continued federal employment.
	Individuals likely to leave the federal government (excludes presidential appointees and noncareer SES)	• Agencies may offer a retention incentive rate at 25% of basic pay, but it can be as high as 50% with OPM approval. • Employees must have a performance rating of "Fully Successful" or equivalent. • Agencies must provide written notice to the employee that their position might/would be affected by closure or relocation efforts. • Agencies must create a retention incentive plan and document the "special need for the employee's services that makes it essential to retain the employee." An agency official must re-authorize the retention incentive every year. • Participating employees must sign agreements committing to a specified duration of continued federal employment.
	Groups of employees likely to leave the federal government[11]	• Agencies may offer a retention incentive rate at 10% of basic pay, but it can be as high as 50% with OPM approval. • Employees must have a performance rating of "Fully Successful" or equivalent. • Agencies must narrowly define the targeted group. • Agencies must create a retention incentive plan and document the "special need for the employee's services that makes it essential to retain the employee," An agency official must re-authorize the retention incentive every year. • Participating employees must sign agreements committing to a specified duration of continued federal employment.
Special Rates	Individuals in certain geographic areas	• OPM may establish higher rates of pay for a group of employees or category of General Schedule positions to

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[11] Groups of employees can include General Schedule employees, law enforcement officers, or prevailing rate positions.

		• address challenges in retaining qualified employees in certain geographic areas. • Agencies can use special rates to address hiring challenges due to higher private sector pay in an area, the remoteness of an area or the undesirability of an area.
Alternative Work Schedules	Individuals by request	• Agencies may offer employees flexible[12] or compressed[13] alternative work schedules and create all guidelines, instructions and procedures that govern these schedules. • OPM may provide periodic reviews of any agency's alternative work schedule structures.
Telework	Individuals by request	• Agencies may enter into a written agreement with employees that allows them to perform their work at alternative approved worksites on a regular and recurring basis. Generally, telework agreements require teleworking employees to report to their agency worksite two days per pay period.
Remote work	Individuals by request	• Agencies may enter into a written agreement with employees that allows them to perform their work at an alternative worksite without reporting to their agency worksite on a regular and recurring basis. The alternative worksite may be within or outside the local commuting area of the agency worksite. • Employees working remotely receive the locality pay associated with the location of their remote worksite. • Employees must sign a remote work agreement with their manager.
Federal Student Loan Repayment Program	Individuals with student loans	• Agencies can repay federally insured student loans of their employees—up to $10,000 per year ($60,000 total) per employee. • Federal employees receiving this benefit must sign a service agreement to remain in the service of the paying agency for a period of at least three years.
Public Student Loan Forgiveness Program (PSLF)	Individuals with student loans	• The federal government may forgive the remaining balance of federal Direct Loans for people who have worked for the federal government—or another qualifying employer such as a nonprofit or a state, local or tribal government—for 10 years. • Individuals must apply for loan forgiveness, documenting, among other things, that they have made at least 120 qualifying payments on the loan.
Critical Position Pay Authority	Individuals with high-level expertise in a critical field[14]	• Agencies facing significant difficulty in hiring for critical positions can appeal to OPM, in consultation with the Office

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[12] A flexible schedule is composed of core hours and days when an employee must be present for work as well as designated work hours that can be completed with more flexibility.

[13] A compressed work schedule condenses 80 hours of work into less than 10 work days, so employees work more than 8 hours a day but fewer days per pay period.

[14] Often used for scientific, technical, professional, and administrative fields.

	that faces high salary competition outside government	of Management and Budget, to have the position designated as critical and the salary raised.
		• Agencies must demonstrate the need, level of expertise required and why the position has yet to be filled to the OPM director.
		• Generally, agencies cannot submit for pay higher than the rate for level I or II of the Executive Schedule.
		• Agencies must submit annual reports to OPM detailing their use of this program.
Extension of the Higher Annual Leave Accrual Rate to SES and SL/ST Equivalent Pay Systems	Individuals in the SES, senior level positions, and scientific or professional positions	• Agencies can request that OPM allow eligible individuals to accrue annual leave at the rate of 1 day (8 hours) per biweekly pay period without regard to their length of service.
		• Agencies can use this incentive to retain highly specialized employees at the senior level.

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