

# CITY OF OAKLAND

## AGENDA REPORT

TO: Office of the City Administrator  
ATTN: Deborah A. Edgerly  
FROM: Tricia Freitas, Assistant to the City Administrator  
DATE: May 29, 2007

RE: **Informational Report on the City's Succession Planning Initiative to Fill Workforce Needs**

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### SUMMARY

This is an informational report on the City's current and projected succession planning efforts to fill workforce needs during the next two years. The report is based upon data dated December 31, 2006 and describes current efforts for the City Administrator's Succession Planning Initiative (SPI) as well as the projected program development through June 2009. We have also highlighted individual departmental efforts since our last report to Council in 2005.

### FISCAL IMPACT

This report is informational only and has no fiscal impact for the City.

### BACKGROUND

In FY '04-05 the City began a Succession Planning Initiative to facilitate continuity in programs and services by addressing staffing and other issues resulting from employee attrition due to retirement and resignations. The City Administrator's Office and Finance and Management Agency's Office of Personnel Resource Management (OPRM) have worked collaboratively to develop policies and procedures to address expediting recruitment efforts, analyzing potential retirement data, increasing career development options for employees, and utilizing best practices to increase our capability to meet the human resource needs of the City for the next twenty years.

The initial goals and objectives of the Succession Planning Initiative were met. They included surveying "best practices" data in both the public and private sectors, developing tools for oral and verbal collection of institutional knowledge, providing sample formats for desk reference/procedures manuals, developing core competency inventories for key positions, establishing informal employee mentoring programs, development of training programs to provide specific knowledge components for promotional opportunities, identification of an Implementation Team Member within each department to serve as the liaison regarding succession planning, introducing the unions to the succession planning concept, development of life/work balance wellness programs and exploring collaborative efforts with other public agencies. A Supervisory/Management program is now offered in collaboration with Alameda County and Laney College and City employees in the downtown area receive childcare

Item: \_\_\_\_\_  
Special ORA/City Council  
May 29, 2007

preference for the childcare facility in the State building. Building the components of a comprehensive program is our next step in providing a strategic solution to the workforce succession planning issues facing the City during the next two decades.

## KEY ISSUES AND IMPACTS

The key issues for workforce succession planning in FY2007-2009 include how to become an employer of choice to enhance our external recruitment efforts, building capacity for promotional and lateral leadership positions using our existing employees, providing a long term pool of viable local candidates for entry level positions through youth intern, apprentice and student trainee positions, developing internal and external recruitment marketing tools to showcase what tangible and intangible benefits City of Oakland employees enjoy, developing more collaborative programs with local educational institutions to foster entry level employment of Oakland's youth and development of life/work balance options that are essential to current and upcoming generations of employees.

Human Resource professionals in both public and private practice agree that workforce succession planning is critical to the success of public and private entities during the next two decades. During the next twenty years the majority of the workforce will be of retirement age. The population to replace these Baby Boomers is much reduced. For the next fifteen years the Census Bureau estimates that there will be a twenty-four percent gap between the number of available employees and the number of available jobs worldwide. This means that every employer throughout the world will be facing the critical inability to fill vacant positions because the bodies simply will not exist. It is not a matter of finding or creating a skilled worker – there simply will not be enough people to fill positions. The competition for recruiting and retaining employees will be extremely competitive during those years and the need for innovative strategies to get the work done will be necessary. Other important factors to be considered are generational issues of the new workforce, the growth of the Hispanic/Latino population in the area, the changing family structure, the increase in employees who will be responsible for childcare and eldercare responsibilities at the same time and higher costs of health care benefits for employees and retirees. All of these issues will have a role in how we build and retain our workforce and will lead to an increased emphasis on recruitment and retention strategies of employees. Managing health care costs while boosting productivity to offset health care costs will lead to creative solutions to improve efficiency and effectiveness. The organization will need to be more responsive to employee needs for alternative work schedules, different kinds of employment relationships, development of current employees and technological advancements in order to meet Council and Mayoral goals to serve our citizens. Generation X and Y employees only want to work for an employer for two to three years and the “public sector” is not seen as an employer of choice. How we market our jobs and our City will be important.

The Office of Personnel Resource Management has provided Council with vacancy, retirement and attrition information in their February 2007 Vacancy report. The City Administrator's

Item: \_\_\_\_\_  
Special ORA/City Council  
May 29, 2007

Office has taken a more in-depth look at the historical data and provided some information based on the past five year averages in Attachment A, Retirement Data History. The average age at retirement during that period was 57 years of age with 23 years of service. Using a model for employees with potential retirement at age fifty-five with a minimum of twenty years of service, the City could lose approximately one-third of the non-sworn workforce in the next five years. Up to forty percent will be age eligible for retirement. Attachment B, Classes with Potentially Critical Retirement Impacts in 2007-08, provides specific classifications that may be heavily impacted in the next fiscal year indicating the need for recruitment and development of an eligible list if none exists. OPRM is working with us to address these current issues. For the future it is crucial to the City's mission to have a workforce succession planning program that will provide the human resources or alternatives to meet the need. Enhancements to our current program for the next year are described below in the Program Description. We are developing a more comprehensive workforce succession planning program that will sustain City services provided to our citizens for future generations, become a model for other public entities and enhance our effectiveness and efficiency strategies. By this time next year, we will present a comprehensive strategic program developed collaboratively with our partners in departments, our union representatives, our local educational institutions and neighboring public sector entities that will be updated on an annual basis.

## **PROGRAM DESCRIPTION**

The City Administrator's Workforce Succession Planning Program is targeting three focus areas for the next two years. They are Recruitment Solutions, Retention and Development of Current Employees, and Life/Work Balance. Each focus area is further described below and a timeline is provided in Attachment C, Proposed Succession Planning Calendar 2007-2009 for an overview of the next two years. These focus areas will incorporate best practices from around the country as well as other local entities such as EBMUD, City of San Francisco, and City of Palo Alto and build our workforce succession planning program into a comprehensive model that can grow and change as needed during the next twenty year period.

### **Recruitment Solutions Focus**

During FY-07-09 the Recruitment Solutions focus will be on building potential of entry level recruitments through liaisons with Oakland Unified School District and private high schools "school-to-career" programs, local colleges and universities internships and collaboration with current workforce development and Measure Y program agencies. Design of a long term enhanced internship and an apprentice to employee program are being developed for input from subject matter experts in our departments and through our Labor Management forums. In the February 2007 Vacancy Report to this Council, OPRM discussed best practice options such as utilizing registers and rule of the list, testing for multiple classes at one time and use of online application, screening and selection and referral processes as part of the recruitment solutions. The City Administrator's Office and the Office of Personnel Resource Management are working collaboratively to market the benefits of working for the City of Oakland and increasing our opportunity of becoming an "employer of choice" and will continue to research best practices as

well as utilize our inner staff strengths in developing creative solutions to hiring a workforce to meet our service delivery needs.

#### Retention & Development of Current Employees

The Retention and Development of Current Employees focus will be on continuing to build and embrace a culture of developing the knowledge, skills and abilities of our existing staff and their potential to serve as future supervisors, managers and leaders in their chosen field. The Development of Current Employees target will provide opportunities for individual employees to develop skills through formal and informal training, education and assessment programs and self-assessment tools and will assist in fostering a culture change that embraces staff development. Current employees will develop a broader understanding of their career options within the City through publication of career ladders and lattices that is currently underway and will be piloted in the summer of 2007. Further development of the City's flexible staffing model is also being reviewed. This eliminates the need for class studies for out of class work and incumbent testing. It also acknowledges employee tenure and development of knowledge, skills and abilities and assists in the retention of employees.

Development of a Management Leadership Academy will also be a part of the Retention and development focus. It will provide a framework for participants to understand and successfully prepare to meet expectations of being a manager in the City of Oakland. The program pilot is currently under development for the winter of 2008 and will provide a three month intensive program providing an opportunity to work in another department to build a broader base of knowledge of City services and a different view of issues, policies and practices. A three month practicum will follow whereby attendees will put to use what they have learned, receive feedback and provide gap analysis tools that will assess each individual's knowledge, skills and abilities against core competencies and provide specific development plans as needed. Likewise the development of an Executive Leadership Academy will provide Managers an opportunity to assess their readiness to successfully compete and step into positions at the Agency/Department Director level. Specific projects will be worked on individually as well as in a team setting. The pilot is tentatively scheduled for the summer of 2008. These academies will provide in-depth and broad training in core competency areas that are currently being reviewed by managers and our Labor Management Committees for feedback, prioritization and input. Additional feedback from the Mayor and City Administrator will ensure that the core competencies meet their expectations as we develop a talent pool of individuals ready to successfully compete for upcoming vacancies in management and department heads positions.

#### Life/Work Balance

The Life/Work Balance focus will be expanded through offering additional wellness programs covering mental, physical and emotional support for our workforce. In a recent poll conducted by the International Personnel Resource Management Association eighty-seven percent of employees cited life/work balance issues as a critical element in staying where they are currently employed or going to new employment. This is an extremely important employment factor for Generation X and Y employees. Flexible staffing, alternative work schedules, stress reduction, elder and childcare issues and financial planning are the areas most employees seek options for.

The City Administrator along with OPRM's Risk Management, Benefits and Training staff will continue with on-going efforts to provide lunch time forums, health fairs and trainings that reduce stress and support employee well being so that they can in turn do the best job possible for the citizens of Oakland. Information will be sought from employees via OakNet, Building Bridges Employee newsletter and Labor Management Committees and retreats about what is critical in this arena and we will seek to respond through trainings and innovative programs to provide education, training and support. These efforts will assist us in becoming and remaining an employer of choice in the Greater Bay area and will be critical for our recruitment and retention efforts.

#### Citywide Efforts

These three focus areas and goals within each area will be necessary to maintain a workforce capable of providing services for the citizens of Oakland and effectively compete with other public and private agencies to retain and recruit the necessary employees to do so. On-going work efforts in: a) working with the union through Labor Management Committees and retreats, b) working with local public agencies to share resources and ideas and develop joint programs, c) develop online career development tools for our employees, supervisors and managers, d) providing our elected officials with updated information and seek their input and insight on program direction and development; e) collaborate with all the stakeholders including our citizens in meeting our workforce needs through succession planning; f) collaborating with OPRM's Training unit in developing a viable training program that addresses gap analysis skill sets and life/work balance issues affecting our employees through brown bag forums and topic specific trainings; and g) work with individual agency/departments to address position/class specific strategies as needed for unique critical task and specialized skill positions. Annual meetings will continue with department heads to discuss the potential retirement forecasts and to discuss their needs for gap analysis, training of current employees for promotional readiness, classification changes arising from field trends and promotional impacts will continue to be held in the late spring/early summer of each year.

The addition of ten staff in OPRM requested in the FY07-09 Budget in OPRM will provide the resources necessary to address recruitment, training and benefit efforts associated with the workforce succession program. They will provide recruitment, testing and hiring to meet both the sworn and non-sworn needs as well as investigate options, support for benefits programs that may provide cost containment for the escalating benefits costs and support the many benefit changes associated with retirement and support for the increased training demands. These positions will be critical to the success of implementing a comprehensive workforce succession plan during the next two decades.

#### Departmental Efforts

Agencies and Departments are assisting the Succession Planning efforts by initiating their own internal programs to supplement the citywide efforts. They include:

Public Works Agency- round table discussions of managers and supervisors on areas of interest such as discipline, leadership, attendance; development of Standard Operating Procedures

available online for all employees in the department; overlap hiring in managerial positions to transfer information and maintain the continuity in workflow; implementation of Continuous Learning Performance Standards as a part of performance management holding employees accountable for being informed on new policies, procedures and work practices.

Police Department – developed mandatory comprehensive trainings for those promoting to Sergeants and Lieutenants on such topics as Ethics, Performance Evaluations, Supervising Crime Scenes, Use of Lethal Force and Investigations; developed formal one-on-one mentoring program.

Finance and Management Agency - developed its Administrative Policies and Procedures Manual providing a practical assessment of work practices and encouraging an orderly, efficient and fair workplace; desk manuals describing specific daily activities and job duties of employees in Personnel, Information Technology and Parking Divisions have been completed enabling continuity when transitioning duties to another employee as necessary; development of project manuals for cyclical work in the Treasury Division documents processes and procedures; in Revenue a process mapping effort was initiated engaging staff in a comprehensive review and re-engineering of work to optimize performance, increase productivity and customer service and enhance the work environment; and in Accounting policies and procedures are under review for streamlining and elimination of outdated practices. As noted throughout this report, the Office of Personnel Resource Management is integrally involved in the Workforce Succession Planning efforts on a citywide basis.

Department of Human Services – management and supervisors have participated in the City's coaching opportunity and utilize it in performance management; overlap hiring in key positions has provided continuity and information transfer opportunities; developed strategize to assist employee career path development and promotion from within; developed a department Policy and Procedures Manual; encourage training and development for all employees to enhance skill set.

Library – currently have a job analysis employee group updating library job specifications; continue to maintain Policies and Procedures Manual to pass on institutional knowledge; offer and encourage a wide spectrum of training for all employees to promote cross-training opportunities; developed an ad-hoc committee to review the merits of an automatic career ladder advancement program in the organization.

Community and Economic Development Agency - embarked upon a major technology project that will change the way they do business; cross-trained staff to provide back-ups and a better understanding of Agency operations as a whole; developed procedures manuals.

Fire Department – developed core competencies that are specific to promotional opportunities for each sworn position within the department; utilizes a rotation program to allow incumbents to work in all areas and develop expertise; provides cross training opportunities for non-sworn positions.

Office of Parks and Recreation - has successfully promoted from within to fill twenty-three of their twenty-nine promotional vacancies over the past two years; created on-going in-house training and skills development to assist staff in gaining the knowledge they need to transition to promotional positions; budgeted funds to allow staff to attend state and national conferences to ensure that they have the opportunity to be exposed to the profession at large and learn about what other agencies are doing.

In addition to the departmental efforts described above on-going citywide work will continue in the City Administrator's Office to research model succession planning programs in both the public and private sectors and adapt those models to fit our needs. Education of management, employees and our unions about the impacts of workforce shortages and the potential resolutions provided with succession planning will continue utilizing communication resources. They include the City Administrator's Building Bridges newsletter, OakNet, Labor Management Committees, and the Workforce Succession Planning Cabinet and Implementation Teams. Building collaboration with our labor unions, educational and trades community and other public and private agencies will further strengthen our efforts to find creative solutions, share resources and develop long-term regional strategies to assist in our workforce succession planning. Continuous evaluation and research will allow for budget development to ensure equal opportunity citywide for career development, appropriate staffing levels to address workforce succession planning programs and provide for the City's workforce needs. Bi-annual reports to the Finance and Management Committee will provide a forum for City Council participation and input as the program continues to move forward and grow.

## **SUSTAINABLE OPPORTUNITIES**

*Economic:* None

*Environmental:* None

*Social Equity:* None

## **DISABILITY AND SENIOR CITIZEN ACCESS**

None

**ACTION REQUESTED OF THE CITY COUNCIL**


Staff requests no action from Council as this report is for informational purposes only.

Respectfully submitted,



Tricia Freitas  
Assistant to the City Administrator  
City Administrator's Office

APPROVED AND FORWARDED TO THE  
FINANCE & MANAGEMENT COMMITTEE:

  
Office of the City Administrator

Attachment A – Retirement Data History

Attachment B – Classes with Potentially Critical Retirement Impacts in 2007-08

Attachment C – Proposed Succession Planning Calendar 2007-2009



## Attachment A – Retirement Data History

<b>Historical Average Data 2002 – 2006*</b>		
Category	Age	Years of Service
<b>Overall</b>	<b>57</b>	<b>23</b>
Male	56	24
Female	58	22
<b>Sworn</b>	<b>52</b>	<b>24</b>
Male	53	25
Female	44	16
<b>OPD</b>	<b>50</b>	<b>20</b>
Male	50	20
Female	44	18
<b>Fire</b>	<b>56</b>	<b>28</b>
Male	57	29
Female	44	14
<b>Non-Sworn</b>	<b>65</b>	<b>23</b>
Male	60	23
Female	59	23

\* Rounded to nearest number

**Attachment B – Classes with Potentially Critical Retirement Impacts in  
2007-08**

Department	Classification	Potential Retires of Authorized positions	Comments
<b>Citywide</b>			
	Account Clerk I	1 of 1	
	Account Clerk III	5 of 13	Particular impact to PWA
	Receptionist	1 of 2	FMA
	Transportation Planner, Sr.	1 of 2	PWA
<b>City Administrator</b>			
	Special Events Coordinator	1 of 3	Marketing
<b>City Attorney</b>	Ø		
<b>City Auditor</b>	Ø		
<b>City Clerk</b>	Ø		
<b>CEDA</b>			
	City Land Surveyor	1 of 1	
	Community Dev. Prg. Coordinator	2 of 4	
	Sr. Construction Insp.	1 of 2	
	Hearing Officer	1 of 2	
	Mortgage Advisor	1 of 2	
	Principal Inspection Supervisor	3 of 4	
	Real Estate Agent, Supervising	1 of 1	
<b>DHS</b>			
	Cook III	1 of 1	
	Food Service Worker	2 of 6	Promotional impact
	Head Start Nutrition Coor.	1 of 1	
	Head Start Prg. Coordinator	3 of 10	

Item: \_\_\_\_\_  
Special ORA/City Council  
May 29, 2007

## Attachment B - Continued

Department	Classification	Potential Retires of Authorized positions	Comments
OFD	Agency Director (Chief)	1 of 1	
	Assistant Fire Marshal	1 of 1	Promotional Impact
	Battalion Chief	6 of 12	Promotional Impact
	Captain of Fire	20 of 55	Promotional Impact
	Engineer of Fire	19 of 84	Promotional Impact
	Fire Fighter/Paramedic	30 of 281	Promotional Impact
	Fire Investigator	1 of 3	Promotional Impact
	Lieutenant of Fire	9 of 67	Promotional Impact
FMA	Manager, Revenue	1 of 1	Parking
	Director of OPRM	1 of 1	
Museum	Chief Curator of Art	1 of 1	
OPL	Development Specialist III	1 of 1	
	Librarian II, PPT	1 of 3	
	Literacy Assistant, Sr.	1 of 2	
OPD	Criminalist III	1 of 3	
	Police Communication Supv.	1 of 3	
	Tech. Comm. Specialist	1 of 1	
	Agency Director (Chief)	1 of 1	
	Captain of Police	3 of 10	Promotional Impact
	Deputy Chief of Police	1 of 3	Promotional Impact
	Lieutenant of Police	5 of 26	Promotional Impact
	Police Office	17 of 628	Promotional Impact
	Sergeant of Police	17 of 135	Promotional Impact
	Ranger	1 of 8	
OPR	Ø		
PWA	Manager, Building Services	1 of 1	Facilities
	Park Equipment Operator	3 of 8	
	Plumber	1 of 3	
	Public Works Supervisor II	3 of 6	

## Notes:

- A) Data based upon two criteria over the next year. For Sworn – age 50 with 20 years of service; Non-Sworn Age 55 with 20 years of service
- B) Any impact above 30% considered relevant for non-sworn; any-impact for sworn considered relevant

Item: \_\_\_\_\_  
Special ORA/City Council  
May 29, 2007

## Attachment C – Proposed Succession Planning Calendar 2007-2009

Quarter	Target	Activity	Proposed Completion Date
<b>Spring '07</b>	Administrative	Provide update to unions and request input through Labor /Management Committees	March – May
	Staff Development	Develop Management Academy for Winter '08	March-May
	Staff Development	Define Core Competencies	March – May
	Retention/Recruitment	Develop Career ladder/lattice models	May
	Administrative	Review Agency/Department data with departmental management teams	May
	Recruitment	Explore youth internship, school-to-career and other entry level options for collaboration	May
<b>Summer '07</b>	Administrative	Report Succession Planning activity to Finance & Management Committee	June
	Staff Development & Life/Work Balance	Collaborate with OPRM on Fall training calendar including Labor/Management Committees and departmental input	June
	Life/Work Balance	Review current programs	June
	Culture Change	Plan Winter Succession Planning Symposium	June – August
	Recruitment	Continue planning for options for youth to entry level positions through extended internships, "School to Career", Workforce Development and Measure Y collaborations	June – August
	Staff Development	Continue development of Management Academy for Winter '08	June – August
	Retention	Career ladder/lattice models published	August
	Life/Work Balance	Continue work on life/work balance issues and finalize Core Competency KSA's identified by Labor Management Committees	August

Item: \_\_\_\_\_  
 Special ORA/City Council  
 May 29, 2007

## Attachment C - Continued

<b>Fall '08</b>	Culture Change	Continue Succession Planning Symposium development	September – November
	Staff Development	Collaborate with OPRM on Winter training calendar including unions and department input	October
	Staff Development	Continue development of Management Academy curriculum	September - November
<b>Winter '08</b>	Culture Change	Succession Planning Symposium held	January
	Staff Development	Hold pilot Management Leadership Academy	January
	Staff Development & Life/Work Balance	Collaborate with OPRM on Spring training calendar including unions and department input	January
	Staff Development	Begin development of Executive Leadership Academy	January - February
	Staff Development & Life/Work Balance	Collaborate with OPRM on Summer training calendar including input from Labor/Management Committees and departments	March
<b>Spring '08</b>	Administrative	Review Agency/Department 2 year succession planning data	April
	Staff Development	Develop Administrative certification program for support staff	March/April
	Administrative	Prepare Report to Finance & Management Committee	April – May
	Administrative	Finalize plans for FY'09-'10 Program priorities	April - May
	Staff Development	Finalize Executive Leadership Academy	May
	Staff Development	Development curriculum for Administrative Support certification	April - May
<b>Summer '08</b>	Administrative	Report to Finance & Management Committee	June
	Staff Development	Pilot Executive Leadership Academy	June/July
	Staff Development & Life/Work Balance	Collaborate with OPRM on Fall training calendar including unions and department input	June
	Staff Development	Kick-off Administrative Support Certificate program	July

Item: \_\_\_\_\_  
Special ORA/City Council  
May 29, 2007