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CITY OF OAKLAND

AGENDA REPORT

2010 APR 15 PM 3:59

TO: Office of the City Administrator
ATTN: Dan Lindheim
FROM: Department of Human Resources Management
DATE: April 27, 2010

RE: **A Follow Up Report on the Findings and Recommendations from Phase II of a Race and Gender Disparity Study of the City's Workforce Diversity in Comparison to the Relevant Labor Pool**

SUMMARY

On September 29, 2009, the Finance and Management Committee was presented with the findings of a Race and Gender Disparity Study of the City's workforce. Since that meeting there have been subsequent committee discussions regarding the study and the City's plans to address the issues identified. This report presents: a) updated data regarding the ethnic and gender makeup of the City's workforce, b) an update on the development of a citywide internship program, c) recommendations regarding the role of the Department of Human Resources Management in the Police and Fire Departments recruitment efforts, and d) discussion of the possible technology improvements to improve recruitment and selection.

FISCAL IMPACT

This is an informational report with no direct fiscal impacts.

BACKGROUND

The City contracted with Mason Tillman Associates, Ltd. (Consultant) to perform a Fairness in Hiring and Employment Disparity Study (Study) to determine if the City's workforce reflects the relevant labor pool in its recruitment area. The study was undertaken pursuant to the City Charter, Article IX, which states: "The City shall study its workforce in comparison to the relevant labor pool to determine if there is manifest racial or gender imbalances in traditionally segregated job classifications." The study was presented in two phases. Phase I determined that there was underutilization of minorities and women in some of the City's Job Categories; it was presented in June 2007. Phase II recommended remedial strategies and was completed in April 2008.

Significant reductions in the City workforce have occurred from the time of the Phase I Report in 2006 to the present, necessitating updates to the workforce data. Utilizing internal resources staff has updated the data with December 2009 statistics, and compared it to the 2006 workforce data.

Disparities highlighted in the 2006 report suggested the need for an improvement in the City's recruitment and hiring practices particularly in the Fire and Police Departments. There is a desire to recruit more Oakland residents for public safety positions and to ensure sufficient outreach to communities that may be under represented in the City's workforce.

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DISCUSSION

A. Updated Workforce and Disparity Data

Staff was directed to return twice a year to give updates on the City's own workforce diversity. Below are the statistics regarding applicants who applied for City employment in the last three years.

1) Who Are Applicants?

Staff compiled data from applicants who applied for employment with the City of Oakland during the past three years. Because of the limitations with our current applicant tracking system, additional time and resources would be required to provide a further analysis of which applicants were Oakland residents. However, this analysis will be available as we move forward and provide information to the Committee on a semi annual basis.

Applicants for FY 06-07, FY 07-08, and FY 08-09

BY RACE	Asian	Black	Hispanic	Native American	White	Unknown	TOTAL
Applicants	4,289	10,035	4,005	217	6,610	2,341	27,497
Percentage	16%	36%	15%	1%	24%	8%	100%

BY GENDER	Female	Male	Unknown	TOTAL
Applicants	9,450	17,568	479	27,497
Percentage	34%	64%	2%	100%

2) Who Was Hired?

The Committee has requested information regarding who are the applicants and who is getting hired. The following table provides statistics from the last three years. Please note that the data below represents all new hires, including seasonal and part time.

New Hires for FY 06-07, FY 07-08, and FY 08-09

BY RACE	Asian	Black	Hispanic	Native American	White	Unknown	TOTAL
New Hires	460	1,647	412	16	748	13	3,296
Percentage	14%	50%	13%	0.5%	23%	0.4%	100%

BY GENDER	Female	Male	TOTAL
New Hires	1,603	1,693	3,296
Percentage	49%	51%	100%

Oakland Residents - 1866 = 57%

Promotions - Job Changes for FY 06-07, FY 07-08, and FY 08-09

BY RACE	Asian	Black	Hispanic	Native American	White	Unknown	TOTAL
New Hires	145	342	112	5	282	-	886
Percentage	16%	39%	13%	0.6%	32%		100%

BY GENDER	Female	Male	TOTAL
New Hires	437	449	886
Percentage	49%	51%	100%

Oakland Residents - 456 = 51%

3) Disparity Data

The underutilization analysis in Phase I of the Mason Tillman Associates report regarding Fairness in Hiring and Employment Disparity Study (based on 2006 data), documented six traditionally segregated job classifications for women, one for African Americans, three for Asian Americans, three for Hispanic Americans, and two for Native Americans.

The updated December 2009 data revealed that there were only small shifts in unrepresented categories, with the exception of Hispanics in the Professional category (where not the improvements appear to have occurred). Based upon a comparison to the 2006 data, the percentage of women in the workforce has declined by one per cent or more in five (5) of the eight (8) job categories.

In the table below, data from June 2006 is shown in parenthesis.

Table 1.4 Workforce Percentages by Job Group and Employee Ethnicity and Gender in Fiscal Year 2009-2010

Job Group and (Total Employees)	Percent of African Americans	Percent of Asian Americans	Percent of Hispanic Americans	Percent of Native Americans	Percent of Females*	Percent of Caucasian Males
Officials & Administrators 348	41.95 (40.00)	9.20 (9.73)	11.78 (10.27)	0.29 (0.27)	47.99 (47.30)	36.46 (23.24)
Professionals 1200	33.42 (32.12)	18.83 (19.74)	11.17 (10.07)	0.25 (0.25)	52.50 (54.34)	36.32 (17.34)
Technicians 335	34.93 (36.96)	12.54 (12.50)	15.52 (14.67)	0.00 (0.27)	33.13 (34.51)	40.18 (26.36)
Protective Services Sworn 939	21.09 (21.82)	13.31 (15.64)	19.06 (17.39)	0.64 (0.82)	11.29 (12.60)	43.22 (38.16)
Protective Services - Non-Sworn 317	48.58 (48.08)	14.51 (12.02)	16.09 (13.04)	0.32 (0.51)	48.26 (43.22)	20.12 (14.32)
Administrative Support 1445	53.49 (54.79)	17.30 (14.92)	10.73 (9.71)	0.35 (0.52)	63.39 (61.37)	22.68 (8.73)
Skilled Craft Workers 115	34.78 (37.80)	12.17 (12.60)	21.74 (18.90)	2.61 (0.00)	0.87 (2.36)	27.19 (28.35)
Service / Maintenance Workers 476	68.07 (68.72)	6.93 (8.49)	15.97 (13.64)	0.42 (0.00)	22.06 (24.46)	6.20 (5.66)

* Minority females are counted in both the minority and female categories.
 () June 2006 % from Mason Tillman Report

In order to assure that the greatest numbers of qualified job-seekers are encouraged to apply for available City positions, outreach should be as broad as possible with an emphasis on the Oakland community through businesses, non-profits, churches, and schools in Oakland. This will be accomplished through 1) Police and Fire recruitment which is focused on Oakland residents, , 2) Internships that currently exist, will include a broader pool of applicants, and 3) focus groups will assist in identifying barriers regarding employment and upward mobility for women.

B. Internship Task Force

Enhancement of the City's Internship Programs was recommended as a remedial measure in Phase II of the Study to broaden the applicant pool. A task force comprised of the City Departments Single Points of Contact (SPOC's), has met, and is developing recommendations on expanding the City's current Internship Program opportunities which are listed below. Staff will return to the Finance Committee with such recommendations. Although significant enhancement of the City's Internship Program was recommended in the Phase II Report, this may not be viable given the City's pending reductions in the workforce. Currently, six (6) departments offer internship opportunities. In four (4) cases, they are paid. (See table below)

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**City of Oakland
 Internship/Volunteer Program**

Agency	Description of Program	Funding Source
Community & Economic Development Agency	CEDA uses the paid classification of Planning Intern and Engineering Intern. The Engineering Interns are used in Building Services and Design Engineering and Construction Division. The Planning Interns are used in Planning, Economic Development and Redevelopment Divisions. The positions are part-time.	Paid with Non General Purpose Fund
Department of Human Services	DHS occasionally uses paid and unpaid interns in the fields of social work and public policy.	Grant funding
Fire Service Agency	OFD has 3 or 4 part-time (10 hrs a week) internships for students interested in a career with the fire service. Most of the work is done at our USAR warehouse located in the Coliseum area.	Federally Funded Urban Search and Rescue (USAR) Team
Library Agency	The Library presently works with San Jose State University in offering unpaid internship opportunities.	Non Paid
Mayor's Office	High school and college students are placed in their area of interest. The preliminary focus has been the Mayor's office. The goal was to expand the program to include City departments and agencies.	Non Paid
Public Works Agency	One FTE paid internship. Work is shared by a number of students.	Paid with Non General Purpose Fund

Additional efforts will be made to recruit at the schools and throughout the community to encourage the hiring or placement of Oakland residents for these opportunities, and to broaden the applicant pool of qualified candidates.

C. Role of HR in Police & Fire Recruitment Efforts

Staff surveyed several jurisdictions in California to analyze best practices in Police and Fire recruitments, and specifically the role of HR. In many regards, the City of Oakland compares

favorably to the practices used by other California cities in its public safety recruitment and hiring activities. Areas that could benefit from improvement include increasing the use of objective measures in the latter stages of the process, data capturing and website updates, and Oakland-focused outreach strategies.

Human Resources Department's Role in Hiring: As candidates for the Police Academy or the Firefighters' Academy make their way through the application process, they can be eliminated at any one of several stages of the selection process. Those stages generally include the following: written examination, oral boards, physical agility tests (P.A.T.), background tests, and psychological screening. Generally in other jurisdictions, all of these parts of the examination process are standardized, and administered in collaboration with the respective departments by either the Human Resources or Personnel Department or a contracted testing service.

The Committee has been concerned about the makeup of the applicant pools, and where candidates are being eliminated from the process, and the objectivity at certain critical stages of the selection process. The Department has been able to obtain data regarding the most recent recruitments for entry level Firefighters and Police Officers. The data for the 2008 Firefighter recruitment indicates that approximately 22% of the applicants were Oakland residents. An analysis also indicates that Oakland residents were eliminated from the process primarily a result of the written examination. The limited amount of data for the upcoming Police Academy indicate that approximately 28% of the candidates from the 2008 eligible list and current Police Cadet program are Oakland residents.

A critical stage of the recruitment process that has been of concern to the Committee is the departmental interviews of the candidates, known in the Fire Department as the "Chief's Interview," and in the Police Department as the "Character Review." This stage of the process consists of candidates sitting before a panel of interviewers. The panelists are high ranking members of the respective departments. Questions in this round are aimed at assessing the candidate's interest in, knowledge of, and commitment to the Oakland community as well as their "fit" within the department. The oral interview elements are designed to be as objective as possible by creating interview protocols, standard questions, and guidelines on qualifying responses. Interviewers are well-trained, interviews are conducted in a panel format so that there are always at least two interviewers evaluating the candidate's responses, and a broad cross-section of interviewers is used in order to affect the greatest objectivity.

To make this stage of the recruitment process more transparent, less vulnerable to subjectivity, and to ensure the greatest fairness, DHRM staff will serve as panel members for the Chief's Interview (Fire) and Character Review (Police) stage of recruitment. The results of the Best Practices Survey of Police and Fire Department throughout the region, indicates that this approach is consistent with the role of other human resources or personnel departments. The survey indicates that most human resources or personnel departments collaborate and administer and/or are directly involved in all aspects of recruiting, test development and administration, background checks, and the "final" interviews described above.

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Outreach Strategies: It is well established that it is best to have public safety personnel reside in the city they serve. Their ability to respond to emergency events like a major earthquake or fire is critical to the City's ability to respond to and recover from major events. Currently very few of the City's Fire and Police department public safety personnel reside in Oakland. The "Hire Oakland" program implemented by DHRM beginning in 2007 is the means by which the City conducts continuous outreach to Oakland residents for candidates to public safety positions.

The City developed this program when it was discovered that less than 10 to 20 percent of all applicants to public safety positions live in the City they are tasked to protect and serve. To address the issue, DHRM, Fire Department, and Police Department staff participates in recruitment at job fairs, expos, high schools, and colleges in an effort to gain interest in public safety positions from Oakland residents. Further outreach is conducted to non-profits, churches, and schools in Oakland as a means to raise the awareness of the City's recruitment efforts.

Staff is also exploring the opportunity to partner with the Boys and Girls Clubs as part of a "Grow Our Own" strategy with the Police and Fire Departments. The Partnership would involve securing funding to employ youth who are interested in a career in law enforcement and recruited by the Police and Fire Departments into their respective Explorer Programs.

D. Technology Improvements

The more effective use of technology was also recommended as a remedial measure in the Disparity Study Report. More specifically, the Report stated the "The City's Human Resource Information System (HRIS) system should be enhanced to include applications to manage applicant flow, and adverse impact analyses." The Report also recommended use of the City's website as a recruitment tool to offer applicants an additional means to apply for open positions. Enhancement of our current system will allow us to capture and transfer data more readily between our current systems, Oracle and Sigma. The current process is incomplete and inconsistent, and requires significant manual effort. Better management of applicant flow information would assist in developing programs and strategies to address the concerns that have been expressed. Expanded use of the website will create efficiencies, and allow for "continuous" recruitment of qualified applicants.

Staff is currently working with staff in the Department of Information Technology to develop and implement an acceptable solution.

SUSTAINABLE OPPORTUNITIES

There are no economic, environmental, or social equity opportunities resulting from this report.

DISABILITY AND SENIOR CITIZEN ACCESS

There is no senior citizen access issues related to this report. Federal guidance requires affirmative action for veterans and disabled veterans.

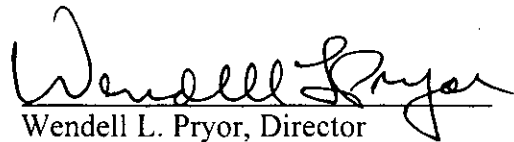
RECOMMENDATIONS AND RATIONALE

Staff recommends that the Council accept this Supplemental Report on the Fairness in Hiring and Employment Disparity Study-Phase II Report findings. Staff will provide a report semi-annually on the progress being made in implementing the recommendations, and annually with updated workforce data.

ACTION REQUESTED OF THE CITY COUNCIL

Staff requests that the Council accept this Supplemental Report concerning the Fairness in Hiring and Employment Disparity Study-Phase II Report findings, and accept staff recommendations.

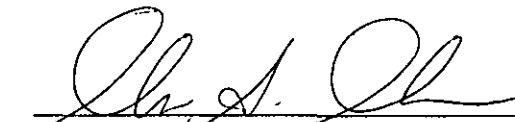
Respectfully submitted,



Wendell L. Pryor, Director
Department of Human Resources Management

Reviewed by:
Kip Walsh, Administrative Services Manager II
Finance & Management Agency

APPROVED AND FORWARDED TO THE
FINANCE AND MANAGEMENT COMMITTEE:


Office of the City Administrator

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