

Performance Audit

**DEPARTMENT OF PERSONNEL and CIVIL
SERVICE COMMISSION**

**City Implementation of Evergreen Solutions, LLC
Study Recommendations**

Report by the
Office of City Controller

**MICHAEL E. LAMB
CITY CONTROLLER**

Douglas W. Anderson, Deputy Controller

Anabell Kinney, Management Auditor

Gloria Novak, Assistant Management Auditor

April 2013



MICHAEL E. LAMB

CITY CONTROLLER

First Floor City-County Building • 414 Grant Street • Pittsburgh, Pennsylvania 15219

April 30, 2013

To the Honorable: Mayor Luke Ravenstahl and
Members of Pittsburgh City Council:

This performance audit of the *City of Pittsburgh's Implementation of Evergreen Solutions, LLC Study Recommendations* was conducted pursuant to section 404(c) of the Pittsburgh Home Rule Charter. The audit assesses the City response to consultant recommendations for ensuring fair compensation and equal treatment for all City employees. This audit was requested by Pittsburgh City Council.

EXECUTIVE SUMMARY

In 2009 Evergreen Solutions, LLC conducted a study of City employee compensation. The study sought to identify historic pay inequities and assess the City's current job analysis, classification and evaluation system. The study found:

1. Sufficient representation of women and minorities in the majority of the City's classifications but not all.
2. Minor pay differentials within the same classifications but no systematic pattern or conclusive evidence of compensation discrimination.
3. Current City classification and compensation tools inadequate for addressing the challenges of 21st century government and need to be updated.

Additional research and analysis was conducted "to determine more detailed issues behind these results". The more detailed issues are organized into the following categories: Perceptions of Unfairness and Discrimination; Organizational Culture/Communications Breakdown; Human Resources Management Structure; and Job Performance Feedback. These categories are the basis of the study findings and recommendations.

Findings and Recommendations

Perceptions of Unfairness and Discrimination

Study recommendation: Provide opportunities, such as facilitated forums, to allow employees to discuss grievances without repercussions.

Finding: The majority of City workers (83%) are unionized, and have contractual procedures for addressing grievances.

Finding: To date, no facilitated forums or other employee discussion venues have been implemented by the City Department of Personnel and Civil Service Commission (“DPCSC”) (“Personnel”) or individual City departments for non-union employees.

Recommendation: DPCSC should consider moderating periodic discussion forums for non-union employees. These forums would provide a neutral venue for non-union employees to discuss departmental grievances and other work issues.

Leadership Training

Study recommendation: Provide training and mentoring opportunities to develop leadership skills among the current workforce.

Finding: A Manager of Training and Development was hired at the end of May 2012. From August 2 to August 31 the Manager surveyed City departments about training needs specific to each department.

Finding: In addition to department specific training, the City offers many training opportunities and venues for employees to foster personal and career growth. Some training opportunities are posted on the City Intranet site. Others are emailed to department directors and bureau chiefs.

Finding: In 2010, 2011 and 2012, emails about free CMU Learning and Development Sessions “to foster personal and career growth” were sent to Directors and Bureau Chiefs, asking them to “share these opportunities with staff” and “forward your approved selections” to DPCSC Assistant Director.

Finding: In 2011 and 2012 emails about free Leadership Breakfast Series at Duquesne University were sent to Directors and Bureau Chiefs, inviting all employees and requesting directors and chiefs to forward requests for attendance.

Recommendation: How well these notices sent to Directors and Bureau Chiefs are shared with departmental and bureau staff is unknown. In addition to emailing Directors and Bureau Chiefs, DPCSC should post all Professional Development Opportunities on the City Intranet site. This would help ensure all employees are informed about all the free training opportunities.

Diversity

Study recommendation: Implement a comprehensive diversity analysis system to assist with increasing representation.

Finding: No comprehensive diversity analysis system has been undertaken but outreach and other efforts through the DiverseCity 365 program have been utilized to work toward increased minority representation in selected Public Safety Bureaus.

Public Safety Diversity

Finding: Free test preparation classes through Allegheny County Community College have been available to all Police Officer and Firefighter applicants since 2011.

Finding: The DiverseCity 365 initiatives have been successful in increasing the number of minority applicants for some Public Safety positions. Minorities are defined as Asian, American Indian, African-American or Hispanic.

Finding: Information supplied by the Department of Personnel indicates that the number of minority applicants for Police Officer and Firefighter increased significantly from 2005 to 2011.

Paramedic Trainee Program

Finding: To increase diversity in the Emergency Medical Services Bureau, the City offered a free EMT-Paramedic Trainee Program that allowed participants to obtain EMT-P training and accreditation while being paid \$8.00 an hour. The program was offered from 2007 through 2010.

Finding: Participation in the EMT-P trainee program was restricted to a limited number of applicants selected by EMS and DPCSC personnel.

Finding: The number of applicants greatly exceeded the available program openings.

Finding: The EMT/Paramedic Trainee program has had limited success increasing the number of minority City Paramedics. Not all of the relatively few trainees selected from a large candidate pool were successful in becoming City Paramedics. In 2007, two thirds of the minority trainees were hired as City Paramedics. In 2009, none of the 3 minority trainees were hired.

Public Safety Minority Recruitment Results

Finding: The percentage of minority employees in the Department of Public Safety has declined from 17% in 2006 to 15% at the end of 2012.

Finding: As of December 14, 2012, the Bureaus of Police and Emergency Medical Services had the highest percent of non-civilian minority employees at 16% per Bureau. Fire had 9% non-civilian minority employees and Building Inspection and Animal Control each had 8%.

City Minority Recruitment Results

Finding: City minority recruitment efforts through its DiverseCity 365 initiatives have been successful in increasing the percent of minority applicants, minority new hires and minority fulltime hires. The number of minority applicants increased by 757% (205 applicants in 2005 and 1757 applicants in 2012).

Finding: In 2012, twenty six percent (26%) of all hires were minority compared to 24% in 2005. Eleven percent (11%) of all fulltime hires were minority in 2012, an increase of 3% from 2005.

Employee Morale and Cohesiveness

Study recommendation: Develop revised value statements that reestablish cohesiveness among government employees.

Finding: City Administration and Personnel have implemented a number of programs to improve employee well-being and morale and establish cohesiveness among employees.

Finding: Overall response to the Cityfit programs has been positive. The Biometric Screenings consistently attract the most participation: 43.3% of City employees were screened in 2010, 40.8% in 2011 and 44.6% in 2012.

Finding: Information provided by DPCSC indicates 6,512 City employees attended various diversity workshops, seminars and training and development opportunities from 2010 through 2012. The number of attendees is not an unduplicated number because some employees attend multiple events. Each attendance is counted as one person.

Organizational Culture/Communications Breakdown

Study recommendation: Require annual HR training refresher courses for managers and supervisors to reinforce desired managerial practices.

Finding: Departmental and bureau managers have not been offered managerial practices refresher training during the audit scope period (January 1, 2010 through December 31, 2012) although Personnel is planning to do so in the future.

Recommendation: Personnel's Training Manager should include managerial practices refresher courses in their training schedule.

Internal Equity and External Competitiveness

Finding: Personnel has stated that it does not have the “resources” to conduct a comprehensive compensation and classification study. According to DPCSC, additional funding is needed to conduct the study and the study is a necessary prerequisite to overhauling the City personnel system.

Recommendation: DPCSC should pursue funding for a third party to conduct a comprehensive compensation and classification study. The study should determine how pay equity issues, if any, should be addressed.

Recommendation: In lieu of a comprehensive compensation and classification study to assess internal equity and external competitiveness, Personnel should compare the compensation for selected City positions with that of other regional public or private employers. Positions selected for comparison should be those that require skills or expertise that are easily transferrable to other public and private employers. Examples include attorneys and computer analysts.

Recommendation: Any compensation comparison with third party employers should include the healthcare, pension and other benefits of City employment.

Internal Pay Equity

Finding: The same challenges for achieving external competitiveness apply to remedying pay equity disparities: how to reconcile the ability to pay with the desire to improve or achieve pay equity.

Clerical Positions Review and Revision

Finding: From 2008 through 2011 all clerical positions were reviewed. Some were retitled and all positions were reclassified as non-competitive, to allow departments “more flexibility with the selection of candidates”.

Finding: Allowing “more flexibility” with hiring runs a risk of allowing political affiliation to influence hiring selection.

Departmental Positions Review and Revision

Finding: According to personnel, in early 2010 Personnel Analysts worked with each department to review and revise all City job descriptions. This was done, in part, to ensure accuracy in job descriptions prior to implementation of the City’s Non-Union Performance Evaluation System.

Recommendation: Departmental and bureau directors periodically should ask employees to review their job descriptions and note any change of duties since the last job announcement was issued. Directors should work with the assigned personnel analyst to upgrade job descriptions as needed.

Finding: City Personnel reviews, assesses and changes job descriptions as requested by City departments and when vacancies occur in job positions. Positions are added per departmental request.

Study recommendation: Review HR policies for consistency with current best practices on a regular basis.

Finding: Personnel issued a revised Manual of Personnel Policies in May 2010. According to the Personnel Director, the policies are continually updated when changes are required.

Recommendation: cursory internet research found numerous publications and articles on human resource management best practices in state and local government. City Personnel should periodically review its HR policies for consistency with recommended best practices. Online research can be done by existing staff at no additional cost to the City.

Study recommendation: Initiate feasibility study to determine costs to upgrade HR system infrastructure.

Finding: No feasibility study has been conducted to date.

Job Performance Feedback

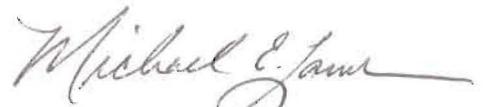
Study recommendation: Investigate the feasibility of implementing a 360-degree performance appraisal system as part of the new performance evaluation effort.

Finding: Performance evaluations as part of a comprehensive annual performance evaluation system were implemented in 2010 but are limited to non-union employees.

Recommendation: Personnel should continue working with unions to establish job performance evaluations that are in relation to job skills and requirements.

The City Department of Personnel and Civil Service Commission is working to implement the recommendations of the Evergreen Study to ensure fair compensation and equal treatment for all City employees. I thank the Director and staff for their cooperation during this review.

Sincerely,



Michael E. Lamb
City Controller

INTRODUCTION

This performance audit of City Efforts to Remedy Pay and Employment Inequities was conducted pursuant to section 404(c) of the Pittsburgh Home Rule Charter. The audit assesses City Implementation of the Evergreen Solutions, LLC Study Recommendations for ensuring fair compensation and equal treatment for all City employees. This audit was requested by Pittsburgh City Council.

OVERVIEW

In 2009, consultant Evergreen Solutions, LLC conducted a study of City employee compensation. The study sought to identify historic pay inequities and assess the City's current job analysis, classification and evaluation system. The initial focus of the study was identification and confirmation of perceived gender-based pay differentials but was expanded to include race and ethnic pay differentials and the effectiveness of the City classification and compensation structure. The study found:

1. Sufficient representation of women and minorities in the majority of the City's classifications but not all.
2. Minor pay differentials within the same classifications but no systematic pattern or conclusive evidence of compensation discrimination.
3. Current City classification and compensation tools inadequate for addressing the challenges of 21st century government and need to be updated.

Additional research and analysis was conducted "to determine more detailed issues behind these results". The more detailed issues are organized into the following categories: Perceptions of Unfairness and Discrimination; Organizational Culture/Communications Breakdown; Human Resources Management Structure; and Job Performance Feedback. These categories are the basis of the study findings and recommendations.

The study findings and recommendations were based on the City workforce composition in 2008 which consisted of 3,325 employees in 610 job classifications. Three hundred thirty nine (339) or fifty six (56%) were single incumbent classifications, representing twelve percent (12%) of the City workforce. Nine collective bargaining units represented approximately 83% the City workforce. Compensation for each union classification is determined by collective bargaining. Each union job is assigned an annual compensation with no salary ranges, maximums or minimums.

OBJECTIVES

1. To determine the extent to which the recommendations of the “Comprehensive Study of Positions Within Pittsburgh City Government” have been implemented by the Administration and the appropriate City Departments.
2. To determine whether work still needs to be done to ensure fair compensation and equal treatment for all City employees.

SCOPE

Audit scope is implementation of Evergreen study recommendations between January 2010 and December 2012.

METHODOLOGY

The auditors met with the Director of the Department of Personnel and Civil Service Commission (“DPCSC “) (“Personnel”), the Manager of Employment & Chief Examiner and Manager of Training and Personnel to discuss the Evergreen Study findings and departmental response to those findings. A list of major findings and recommendations was sent to the Department of Personnel with a request that the Department describe the City’s implementation of the recommendations, reasons for not implementing the recommendations and future plans to implement. Performance data for diversity and Cityfit Wellness at Work programs was provided by DPCSC. Internet research was conducted on pay equity issues in government employment.

FINDINGS AND RECOMMENDATIONS

Perceptions of Unfairness and Discrimination

The study found low employee morale and trust, females face additional barriers hindering advancement opportunities in City government and several formal grievances were filed alleging race/ethnicity/gender discrimination in City employment. The study acknowledged that the number of grievances was low (13 during the study period).

Grievances

Study recommendation: Provide opportunities, such as facilitated forums, to allow employees to discuss grievances without repercussions.

Finding: The majority of City workers (83%) are unionized and have contractual procedures for addressing grievances.

Finding: To date, no facilitated forums or other employee discussion venues have been implemented by the City Department of Personnel and Civil Service Commission (“DPCSC”) (“Personnel”) or individual City departments for non-union employees.

RECOMMENDATION No. 1:

DPCSC should consider moderating periodic discussion forums for non-union employees. These forums would provide a neutral venue for non-union employees to discuss departmental grievances and other work issues.

Leadership Training

Study recommendation: Provide training and mentoring opportunities to develop leadership skills among the current workforce.

Finding: A Manager of Training and Development was hired at the end of May 2012. From August 2 to August 31 the Manager surveyed City departments about training needs specific to each department.

Finding: In addition to department specific training, the City offers many training opportunities and venues for employees to foster personal and career growth.

Opportunities include discount college tuition, tuition reimbursement, free and discounted professional development training at area universities, professional development opportunities by university partners at the City-County Building, discounted seminars and

workshops through SkillPath Learning, Lunch and Learn opportunities through the Department of Personnel and Wellness training through Life Solutions.

Finding: Some training opportunities are posted on the City Intranet site. Others are emailed to department directors and bureau chiefs.

Finding: In 2010, 2011 and 2012, emails about free CMU Learning and Development Sessions “to foster personal and career growth” were sent to Directors and Bureau Chiefs, asking them to “share these opportunities with staff” and “forward your approved selections” to DPCSC Assistant Director.

Finding: In 2011 and 2012 emails about free Leadership Breakfast Series at Duquesne University were sent to Directors and Bureau Chiefs, inviting all employees and requesting directors and chiefs to forward requests for attendance.

RECOMMENDATION No. 2:

How well these notices sent to Directors and Bureau Chiefs are shared with departmental and bureau staff is unknown. In addition to emailing Directors and Bureau Chiefs, DPCSC should post all Professional Development Opportunities on the City Intranet site. This would help ensure all employees are informed about all the free training opportunities.

Diversity

Study recommendation: Implement a comprehensive diversity analysis system to assist with increasing representation.

Finding: No comprehensive diversity analysis system has been undertaken but outreach and other efforts through the DiverseCity 365 program have been utilized to work toward increased minority representation in selected Public Safety Bureaus.

The City DiverseCity 365 program utilizes community partnerships to recruit minority applicants and provide test taking assistance.

Finding: Free test preparation classes through Allegheny County Community College have been available to all Police Officer and Firefighter applicants since 2011.

A pre-requisite to becoming a City Paramedic is to have a valid PA Emergency Medical Technician-Paramedic (EMT-P) certificate prior to being hired. Certificates can be obtained from Community College of Allegheny County and the Center for Emergency Medicine. Both institutions charge tuition for EMT-P training and accreditation.

Finding: To increase diversity in the Emergency Medical Services Bureau, the City offered a free EMT-Paramedic Trainee Program that allowed participants to obtain EMT-P training and accreditation while being paid \$8.00 an hour. The program was offered from 2007 through 2010.

Finding: Participation in the EMT-P trainee program was restricted to a limited number of applicants selected by EMS and DPCSC personnel.

Another effort to remove barriers to City employment was the elimination of application fees for all City positions effective January 1, 2008.

Finding: The DiverseCity 365 initiatives have been successful in increasing the number of minority applicants for some Public Safety positions. Minorities are defined as Asian, American Indian, African-American or Hispanic.

Finding: Information supplied by the Department of Personnel indicates that the number of minority applicants for Police Officer and Firefighter increased significantly from 2005 to 2011.

Police Officer Applicants

Compared to 2005, minority applicants for Police Officer increased by 309% in 2011 (109 applicants in 2005 and 442 in 2011). Total applicants increased by 187 % during the same time frame (2,173 total applicants in 2011 compared to 758 applicants in 2005).

Firefighter Applicants

Compared to 2005, minority applicants for Firefighter increased by 419% in 2008. Total applicants increased by 161% during the same time frame (1,064 total applicants in 2008 compared to 649 applicants in 2005).

Paramedic

The City EMT/Paramedic Trainee Program was established in 2007 to aid diversity efforts in the Bureau of Emergency Medical Services. The program was in effect through 2010. As described by Personnel, “the City selects several residents to enter a comprehensive education training program to ultimately receive their EMT and EMT/Paramedic certifications. Selected individuals receive payment by the City, medical benefits and all tuition costs covered”. Non EMT/Paramedic Trainee applicants must obtain their own EMT/Paramedic certification prior to hire.

Finding: EMT/Paramedic Trainees were selected by EMS and DPCSC staff. The number of applicants greatly exceeded the available program openings.

TABLE 1

EMT/PARAMEDIC APPLICANTS AND TRAINEES SELECTED						
Year	Total # of Applicants	# of Minority Applicants	# of Total Trainees	% of Total Applicants Selected	# of Minority Trainees	% of Minority Applicants Selected
2007	29	11	5	17%	3	27%
2008	103	57	4	3%	3	5%
2009	85	41	6	7%	3	7%
2010	133	63	5	3%	2	3%

Source: City Personnel and Civil Service Commission

Finding: The EMT/Paramedic Trainee program has had limited success increasing the number of minority City Paramedics. Not all of the relatively few trainees selected from a large candidate pool were successful in becoming City Paramedics. In 2007, two thirds of the minority trainees were hired as City Paramedics. In 2009, none of the 3 minority trainees were hired.

TABLE 2

EMT/PARAMEDIC TRAINEES BECOMING PERMANENT PARAMEDICS						
Year	Total Program Participants	Minority Participants	Transition to Permanent Paramedics	Minority Permanent Paramedics	Program Success Rate	Diversity Success Rate
2007	5	3	3	2	60%	67%
2008	4	3	2	1	50%	33%
2009	6	3	1	0	17%	0%
2010	5	2	3	1	60%	50%

Source: City Personnel and Civil Service Commission

City Minority Recruitment Results

Finding: City minority recruitment efforts through its DiverseCity 365 initiatives have been successful in increasing the percent of minority applicants, minority new hires and minority fulltime hires. The number of minority applicants increased by 757% (205 applicants in 2005 and 1757 applicants in 2012).

Finding: In 2012, twenty six percent (26%) of all hires were minority compared to 24% in 2005. Eleven percent (11%) of all fulltime hires were minority in 2012, an increase of 3% from 2005.

Public Safety Minority Recruitment Results

Finding: The percentage of minority employees in the Department of Public Safety has declined from 17% in 2006 to 15% at the end of 2012.

Finding: As of December 14, 2012, the Bureaus of Police and Emergency Medical Services had the highest percent of non-civilian minority employees at 16% per Bureau. Fire had 9% non-civilian minority employees and Building Inspection and Animal Control each had 8%.

Employee Morale and Cohesiveness

Study recommendation: Develop revised value statements that reestablish cohesiveness among government employees.

Finding: City Administration and Personnel have implemented a number of programs to improve employee well-being and morale and establish cohesiveness among employees.

City Fit and Other Programs

The Cityfit Wellness at Work program offers subsidized gym memberships at the YMCA and Kingsley House, subsidized Weight Watchers sessions, employee basketball leagues and bowling leagues and other activities such as ballroom dancing. Annual wellness fairs are offered in partnership with Highmark, the City healthcare provider. Biometric screening is offered at the City-County Building Wellness Fair and selected other City facility locations. Employees who receive the screening and complete an online wellness profile pay lower health care contributions.

Employee Participation: Cityfit Wellness at Work Programs

The Cityfit Wellness at Work Program meets once a month with representatives from every City department and bureau. The group plans and implements programs as well as discusses employee feedback about the various programs.

Finding: Overall response to the Cityfit programs has been positive. The Biometric Screenings consistently attract the most participation: 43.3% of City employees were screened in 2010, 40.8% in 2011 and 44.6% in 2012.

The following table shows Cityfit program participation statistics for 2010 through 2012:

TABLE 3

CITYFIT Wellness at Work PARTICIPATION STATISTICS			
ACTIVITY	2010	2011	2012
Bowling	48	32	32
Dancing			32
Softball	98	90	70
Basketball	54	72	48
YMCA and Kingsley		161	162
Wellness Fairs Attendance	638	738	934
Bio Metric Screenings	1083	1021	1115
Wellness Profiles	913	864	968
10,000 Steps	194	223	266
Prevention 101 Newsletter			74
Weight Loss Challenge			51
Stress Management		11	16
Great Race Mayor's Team Challenge	66	88	92
Pittsburgh Marathon Relay Challenge			34
Weight Watchers		163	132
Breast Cancer Walk	52	49	74
Beat the Pack Smoking Cessation			12
Venture Outdoors			101
Lunch and Learn Sessions			68
Maintain Don't Gain			
Holiday Weight Management		52	68
Drop 10 in 10	75	25	
Mulch Madness		81	112

Source: City Personnel and Civil Service Commission

Employee Participation: Seminars, Diversity Workshops, Training and Development, Take Our Kids to Work

Other City efforts to increase employee moral include “workshops, organizational and culture change programs and community partnership programs”. These workshops and programs include DiverseCity 365 Inclusion Series offerings such as Understanding the Generational Multi-Mix, HERstory in Business and Understanding Disabilities in the Workplace.

Finding: Information provided by DPCSC indicates 6,512 City employees attended various diversity workshops, seminars and training and development opportunities from 2010 through 2012. This total includes 3997 employees who attended one of more of the 101 trainings offered in 2010 and 226 employees who participated in Take Our Kids to Work Day during the three year audit scope period.

Findings: The number of attendees is not an unduplicated number because some employees attend multiple events. Each attendance is counted as one person.

Organizational Culture/Communications Breakdown

The study found that the organizational culture relies too heavily on political affiliation for decision making and a lack of consistency in managerial strategy and demonstrated actions.

Study recommendation: Require annual HR training refresher courses for managers and supervisors to reinforce desired managerial practices.

Finding: Departmental and bureau managers have not been offered managerial practices refresher training during the audit scope period (January 1, 2010 through December 31, 2012) although Personnel is planning to do so in future.

RECOMMENDATION No. 3:

Personnel's Training Manager should include managerial practices refresher courses in here training schedule.

Human Resources Management Structure

The study found a need to improve the existing City human resources (HR) management system.

The study found a compensation lag between selected City positions and private labor market midpoint rates. Based on these findings, the study concluded that "the City is easily between 15 and 25 percent behind the private labor market and would be estimated to be 10 to 15 percent behind its peers".

Study recommendation: Conduct a compensation and classification study to assess internal equity and external competitiveness.

Internal Equity and External Competitiveness

External Equity poses a practical challenge for the City: how to reconcile the ability to pay (budgetary constraints) with the need or desire to pay compensation comparable to other public employer or private labor market midpoint rates.

Finding: Personnel has stated that it does not have the "resources" to conduct a comprehensive compensation and classification study. According to DPCSC, additional funding is needed to conduct the study and the study is a necessary prerequisite to overhauling the City personnel system.

RECOMMENDATION No. 4:

DPCSC should pursue funding for a third party to conduct a comprehensive compensation and classification study. The study should determine how pay equity issues, if any, should be addressed.

RECOMMENDATION No. 5:

In lieu of a comprehensive compensation and classification study to assess internal equity and external competitiveness, Personnel should compare the compensation for selected City positions with that of other regional public or private employers. Positions selected for comparison should be those that require skills or expertise that are easily transferrable to other public and private employers. Examples include attorneys and computer analysts.

RECOMMENDATION No. 6:

Any compensation comparison with third party employers should include the healthcare, pension and other benefits of City employment.

Internal Pay Equity

Pay equity is a method of eliminating discrimination against women who are paid less than men for jobs that require similar levels of expertise and are doing work of equal value. Implementing pay equity requires an internal evaluation of each job's importance to the organization. The value of a job is established by assigning points according to the level of knowledge and responsibility required to do the job. Salary adjustments are then made if women are consistently paid less than men for jobs with similar points.

Finding: The same challenges for achieving external competitiveness apply to remedying pay equity disparities: how to reconcile the ability to pay with the desire to improve or achieve pay equity.

Clerical Positions Review and Revision

DPCSC stated that review of all City clerical positions was started prior to the release of the Evergreen study. The DPCSC reviewed all City clerical positions from 2008 through 2011.

Finding: Some positions were retitled and all positions were reclassified as non-competitive, to allow departments "more flexibility with the selection of candidates".

Finding: Allowing “more flexibility” with hiring runs a risk of allowing political affiliation to influence hiring selection.

Departmental Positions Review and Revision

The Department of Personnel and Civil Service Commission employs five personnel analysts who are assigned to City departments. Each analyst oversees a roughly equal number of positions.

Finding: According to personnel, in early 2010 Personnel Analysts worked with each department to review and revise all City job descriptions. This was done, in part, to ensure accuracy in job descriptions prior to implementation of the City’s Non-Union Performance Evaluation System.

RECOMMENDATION No. 7:

Departmental and bureau directors periodically should ask employees to review their job descriptions and note any change of duties since the last job announcement was issued. Directors should work with the assigned personnel analyst to upgrade job descriptions as needed.

Finding: City Personnel reviews, assesses and changes job descriptions as requested by City departments and when vacancies occur in job positions. Positions are added per departmental request.

Information supplied by Personnel indicates that the following position changes were made 2009-2012 in 13 City departments: 15 positions and “several” clerks were reclassified or retitled; 11 new positions were created/added; 4 positions were combined into 2 positions; 4 grant funded positions were created; 1 intermittent position was created; a Job Analysis Questionnaire was performed to determine one employee’s actual job duties.

Study recommendation: Review HR policies for consistency with current best practices on a regular basis.

Finding: Personnel issued a revised Manual of Personnel Policies in May 2010. According to the Personnel Director, the policies are continually updated when changes are required.

RECOMMENDATION No. 8:

Cursory internet research found numerous publications and articles on human resource management best practices in state and local government. City Personnel should periodically review its HR policies for consistency with recommended best practices. Online research can be done by existing staff at no additional cost to the City.

Study recommendation: Initiate feasibility study to determine costs to upgrade HR system infrastructure.

Finding: No feasibility study has been conducted to date.

Job Performance Feedback

The study found there is a need to enhance the performance feedback component of the existing job evaluation system at the City.

Study recommendation: Investigate the feasibility of implementing a 360-degree performance appraisal system as part of the new performance evaluation effort.

Finding: Performance evaluations as part of a comprehensive annual performance evaluation system were implemented in 2010 but are limited to non-union employees.

RECOMMENDATION No. 9:

Personnel should continue working with unions to establish job performance evaluations that are relevant to job skills and requirements.



CITY OF PITTSBURGH

Department of Personnel & Civil Service Commission

Luke Ravenstahl, Mayor

Judy Hill Finegan, Director

April 23, 2013

Michael E. Lamb
City Controller
City of Pittsburgh
Office of the City Controller
414 Grant Street
Pittsburgh, Pennsylvania 15219

RE: Response to the City of Pittsburgh's Implementation of Evergreen Solutions, LLC
Recommendations Based on a Study Conducted in 2009.

The Department of Personnel and Civil Service Commission is in receipt of your final performance audit report. We value the time and attention your office has dedicated to gathering the information presented in this report.

The following document addresses the findings and recommendations of the audit and presents action plans where appropriate. We are committed to continuing to expand the City's outreach efforts to reach a diverse group of competent workers when recruiting for City vacancies, enhancing the quality and delivery of training and professional development for our employees and providing services in a manner that focuses on the overall best interests of the City.

We appreciate the opportunity to respond to the final audit report and we hope our answers provide context, clarity and underscore our commitment to continual improvement.

Sincerely,

Judy Hill Finegan
Director

RECEIVED
2013 APR 24 AM 10:01
CITY CONTROLLER'S OFFICE

JHF/lp
cc: ✓ Anabell Kinney
Tamiko Stanley
Todd Siegel





CITY OF
PITTSBURGH
"AMERICA'S MOST LIVABLE CITY"

LUKE RAVENSTAHL, MAYOR

DEPARTMENT OF PERSONNEL AND CIVIL SERVICE COMMISSION

**RESPONSE TO THE CITY OF PITTSBURGH'S
IMPLEMENTATION OF EVERGREEN SOLUTIONS, LLC
RECOMMENDATIONS BASED ON A STUDY CONDUCTED IN
2009**

RECOMMENDATION NO. 2: How well these notices sent to Directors and Bureau Chiefs are shared with departmental and bureau staff is unknown. In addition to emailing Directors and Bureau Chiefs, DPCSC should post all Professional Development Opportunities on the City Intranet site. This would help ensure that all employees are informed about all the free training opportunities.

RESPONSE TO RECOMMENDATION NO. 2: The Department of Personnel and Civil Service Commission has the ability to and do utilize the City’s intraweb to post the professional development opportunities that are coordinated and/or facilitated in-house.

Opportunities that we are able to control are posted on the City’s intraweb and communicated via All-User Email Blast including: All courses offered for our Professional Development November Program (Leadership, Conflict Resolution, etc.), Customer Service Training, and Domestic Violence Policy Training (which was accessible online from any mobile device).

Diversity

STUDY RECOMMENDATION: Implement a comprehensive diversity analysis system to assist with increasing representation.

FINDING: No comprehensive diversity analysis system has been undertaken but outreach and other efforts through the DiverseCity 365 Program have been utilized to work towards increased minority representation in selected Public Safety Bureaus.

RESPONSE TO FINDING: A comprehensive diversity analysis system has been undertaken. The DISP (The Diversity & Inclusion, Sustainability Plan) is assessed on a quarterly basis by the DiverseCity 365 Taskforce. The DISP was developed in 2008 and fully established in 2010. The Taskforce uses the “internal score card” to assess “progress towards goals” in Focused Areas of Concern identified in the annual strategic planning session. The internal scorecard assesses progress towards goals for the following assessment area:

- Applicants
- Minority Applicants
- Overall Hires
- Minority Hires
- Female Hires
- Fulltime Hires
- Minority Fulltime Hires
- Female Fulltime Hires
- Fulltime Professional Hires
- Minority Fulltime Professional Hires
- Female Fulltime Professional Hires
- Leadership Position Incumbents
- Minority Leadership Position Incumbents

- Female Leadership Position Incumbents
- Promotions
- Minority Promotions
- Female Promotions
- Involuntary Terminations
- Minority Involuntary Terminations
- Female Involuntary Terminations
- Voluntary Terminations
- Minority Voluntary Terminations
- Female Voluntary Terminations
- Gross Disparate Impact
- Underutilization

FINDING: To increase diversity in the Emergency Medical Services Bureau, the City offered a free EMT-Paramedic Trainee Program that allowed participants to obtain EMT-P Training and Accreditation while being paid \$8.00 an hour. The program was offered from 2007 through 2010.

RESPONSE TO FINDING: The EMT Paramedic Trainee Program participants were compensated beyond the \$8.00 an hour wages. The participants were bonafide employees with a comprehensive benefits package, vacation and sick day accrual, investment and pension opportunities, fringe benefits including transportation, uniforms, as well as tuition, fees, books, equipment, and other school expenses were covered by the City of Pittsburgh.

FINDING: Participation in the EMT-P Trainee Program was restricted to a limited number of applicants selected by EMS and DPCSC personnel.

RESPONSE TO FINDING: The program is not restrictive. The Bureau of EMS carried the maximum allowable vacancies of the Paramedic position to reserve the largest amount of program participant spaces permitted by the secured funding.

FINDING: The DiverseCity 365 Initiative has been successful in increasing the number of minority applicants for some Public Safety positions. Minorities are defined as Asian, American Indian, African-American or Hispanic.

RESPONSE TO FINDING: The DiverseCity 365 Initiative has been successful in increasing the number of minority applications for ALL Public Safety positions.

FINDING: The EMT/Paramedic Trainee Program has had limited success increasing the number of minority City Paramedics. Not all of the relatively few trainees selected from a large candidate pool were successful in becoming City Paramedics. In 2007, two thirds of the minority trainees were hired as City Paramedics. In 2009, none of the 3 minority trainees were hired.

RESPONSE TO FINDING: To be clear, EMT/Paramedic Trainees are actually hired and they are bonafide City of Pittsburgh employees. The trainees are hired but can only transition from EMT into the paramedic position for active duty upon passing the Pennsylvania State Licensing Examination and obtaining the necessary Paramedic License to lawfully practice emergency medicine; thus the trainees were indeed “hired”.

Organizational Culture/Communications Breakdown

FINDING: Departmental and Bureau Managers have not been offered managerial practices refresher training during the audit scope period (January 1, 2010 through December 31, 2012) although Personnel is planning to do so in future.

RESPONSE TO FINDING: Employees with supervisory responsibility have been offered periodic Manager and Supervisor Training.

RECOMMENDATION NO. 3: Personnel’s Training Manager should include managerial practices refresher courses in their training schedule.

RESPONSE TO RECOMMENDATION NO. 3: Managers/employees with supervisory responsibility have in fact been offered periodic Manager and Supervisor Training. Listed below is a sample of trainings:

- Customer Service Training
- Inclusion Series
 - ❖ Cultural Religious Awareness
 - ❖ Understanding the Generational Multi-Mix
 - ❖ When Cultural Generalities Become Barriers and Biases in the Workplace
- Active Shooter & Workplace Violence Awareness Training
- Domestic Violence Awareness Training
- Duquesne University Leadership Breakfast Training Series
 - ❖ Effective Communication
 - ❖ Creating a Mentoring Culture in the Workplace: A Critical Component for Organizational Success
 - ❖ Time to Think® for Leaders

- ❖ Leading Organizational Change: Changing Mindsets, Attitudes and Culture
- ❖ The Art and Science of Storytelling
- ❖ Advancing Women In Leadership

- Effective Time Management
- Organizational Change Management
- Conflict Resolution
- Building Relationships in the Workplace
- Leadership in the Workplace
- Carnegie Mellon University Learning and Development Series

- ❖ Effective Listening
- ❖ Business Grammar
- ❖ Mastering Change: Building Resilience
- ❖ Influencing Skills
- ❖ Four Generations in the Workplace

RECOMMENDATION NO. 4: DPCSC should pursue funding for a third party to conduct a comprehensive compensation and classification study. The study should determine how pay equity issues, if any, should be addressed.

RESPONSE TO RECOMMENDATION NO. 4: DPCSC will take under consideration the results of a new compensation and classification study that will most likely yield and require salary increments for the majority of staff.

RECOMMENDATION NO. 5: In lieu of a comprehensive compensation and classification study to assess internal equity and external competitiveness, Personnel should compare the compensation for selected City positions with that of other regional public or private employers. Positions selected for comparison should be those that require skills or expertise that are easily transferrable to other public and private employers. Examples include attorneys and computer analysts.

RESPONSE TO RECOMMENDATION NO. 5: Under review.

RECOMMENDATION NO. 6: Any compensation comparison with third party employers should include the healthcare, pension and other benefits of City employment.

RESPONSE TO RECOMMENDATION NO. 6: Under review.

Clerical Positions Review and Revision

FINDING: Some positions were retitled and all positions were reclassified as Non-Competitive, to allow Departments “more flexibility with the selection of candidates”.

FINDING: Allowing “more flexibility” with hiring runs a risk allowing political affiliation to influence hiring selection.

RESPONSE TO FINDINGS: This does not circumvent Civil Service or the requirements of positions. We do test for clerical Non-Competitive positions, which includes typing, Microsoft skills and cognitive abilities test portions. All individuals on the eligibility lists have passed the required civil service examination(s).

RECOMMENDATION NO. 7: Departmental and Bureau Directors periodically should ask employees to review their job descriptions and note any change of duties since the last job announcement was issued. Directors should work with the assigned personnel Analyst to upgrade job descriptions as needed.

RESPONSE TO RECOMMENDATION NO. 7: Job Descriptions are reviewed when positions become available to the Departments which to fill vacancies. In addition, Job Descriptions are reviewed and/or modified when Department Directors and/or Bureau Chiefs make such a request.

STUDY RECOMMENDATION: Review HR policies for consistency with current best practices on a regular basis.

FINDING: Personnel issued a revised Manual of Personnel Policies in May 2010. According to the Personnel Director, the policies are continually updated when changes are required.

RECOMMENDATION NO. 8: cursory internet research found numerous publications and articles on human resource management best practices in state and local government. City Personnel should periodically review its HR policies for consistency with recommended best practices. Online research can be done by existing staff a no additional cost to the City.

RESPONSE TO RECOMMENDATION NO. 8: We continue to conduct research and review periodicals and governmental magazines for best practices on a continuous basis.

STUDY RECOMMENDATION: Initiate feasibility study to determine costs to upgrade HR system infrastructure.

RESPONSE TO STUDY RECOMMENDATION: We are going to partner with Allegheny County on the JD Edwards HR System in 2013 or early 2014.

RECOMMENDATION NO. 9: Personnel should continue working with unions to establish job performance evaluations that are apropos to job skills and requirements.

RESPONSE TO RECOMMENDATION NO. 9: Regarding a 360 degree performance appraisal system, the DPSCS investigated many types of best practice performance appraisal systems prior to the implementation of our current system. The majority of those on the project team believed that a 180 degree system was the best way to go for the City of Pittsburgh. Personnel will continue working with the nine (9) unions in an attempt to establish an agreement for performance evaluations.