

CIVIL SERVICE IMPROVEMENT (CSI)

Background

The goal of the Civil Service Improvement initiative is to produce a modern human resource system that will allow state departments to find and quickly hire the best candidates through a fair and merit-based process. Departments will be able to systematically determine their workforce needs and will be equipped to train and develop their employees to maximize their individual potential to better serve their departments' mission. An improved civil service system will produce a capable and engaged state workforce that is able to adapt to new challenges in serving the people of California, and will reflect the diversity of the population it serves.

This improved civil service system will make California an employer of choice, not only for people who want to make a career of public service but also for those who want to make public service a chapter of a broader career. Essential to creating this environment is cultivating a leadership culture committed to developing and inspiring employees to achieve great results.

Managers will be supported in this effort with modern online tools and programs to recruit, track and develop employees throughout their careers in state service. Potential employees will be able to use modern tools to submit applications to all positions for which they qualify. Applicants seeking state jobs will be able to easily assess what careers exist in state government, what positions match their skills and interests, and what available openings fit that profile. These changes will allow departments to be more efficient and responsive in the hiring process.

Once hired, employees will be properly onboarded, and taught critical information about their departments and job duties, so that they are set up for success and can immediately start contributing. Employees will have opportunities to learn new skills and will earn recognition for doing good work. As opportunities and new technologies emerge, employees will have clear paths for upward mobility and continued professional development.

Ensuring that employees bring value to their work and that their work adds value to the lives of Californians supports employee engagement and attracts motivated candidates. The test of the system's success will be in its ability to get the right people in the right jobs at the right time, and ensuring they have the tools and work processes to complete high quality work.

What Has CSI Achieved?

1. Eliminated Outdated Examination Rules

Effective September 2015, three hiring certification rules were eliminated to streamline the civil service certification processes and increase job candidate pools.

- Rule of 3 Names: Used for clerical classifications' promotional lists
- Managerial Rule of 6 Ranks: Management exams had to be 6 ranks
- Rule of 1 Rank: Used for supervisorial classifications' promotional lists

Changed Law or Regulation: SB 99, Chapter 322, Statutes of 2015
Implementation: PML 2015-030

2. Career Executive Assignment (CEA) Rules Changed

Laws governing career executive assignments were modified to allow the appointment of external job applicants and streamline the process for employees returning to state service after separation. This change benefits job seekers who are new to state service as well as those who are returning from other employment.

Changed Law: SB 99, Chapter 322, Statutes of 2015
Implementation: PML 2015-031

3. Created New Human Resource Policy Website

A CSI team reviewed more than 1800 Personnel Management Liaisons (PMLs) memos and consolidated them down to 106 clear, concise and topically organized policy statements. Additionally, the Department of Human Resources (CalHR) enhanced online search capabilities and added legal authorities for ease of reference by the state's human resource community.

Website: <http://hrmanual.calhr.ca.gov/Home/ManualItem>

4. Limited Examination and Appointment Program (LEAP)

LEAP is an alternate examination and appointment process for the recruitment and hiring of individuals with disabilities into state service. Effective June 2016, the law was modified to:

- Eliminate the probation period
- Merge LEAP and non-LEAP lists to eliminate pre- identification of LEAP candidates, with the goal of reducing discrimination against persons with disabilities in the hiring process while at the same time increasing job opportunities and the number of LEAP hires.

Changed Law: SB 848, Chapter 35, Statutes of 2016
Implementation: PML 2016-028

5. First Statewide Employee Engagement Survey

The Government Operations Agency (GovOps) asked 5,000 randomly selected state employees at all levels about their job satisfaction and level of work engagement. Some notable findings:

- A majority of employees believe what they do is important to the lives of Californians.
- Employees feel they do not receive recognition for good work.

In response to the first Statewide Employee Engagement Survey's findings, CalHR led the development of an Employee Recognition Toolkit, highlighted the existing Merit Award Program's ability to support engagement, collaborated with GovOps to provide a webinar, and committed to the foundation of a work group to build more resources through June 2017. Departments were also encouraged to support flexible work arrangements for its employees when they meet the needs of both the department and the employee.

Survey Results: <http://www.govops.ca.gov/govops/Civil-Svc-Improvement/Emp-Engagement-Survey.aspx>

Implementation: PML 2016-013

6. Human Resource Delegation

Many human resource practices and processes have been delegated to departments. Delegation allows departments to meet their mission and objectives in a more nimble way. CalHR monitors consistency in practice and ensures that applicable personnel law and rules are being administered.

Website: <http://www.calhr.ca.gov/state-hr-professionals/Pages/delegation.aspx>

7. Eliminated the six-month Vacant Position Rule

Originally, Department of Finance eliminated positions that had been vacant for six consecutive months. Managing this process contributed to an onerous number of staff hours throughout all departments. CSI eliminated this law, recognizing that it did not contribute to effective workforce planning, drove unnecessary use of resources, and provided no value to Californians.

Changed Law: SB 99, Chapter 322, Statutes of 2015

Implementation: Budget Letter 15-22

8. Abolishing Classes Vacant for Two Years

Effective January 1, 2016, SPB adopted a regulation that sets forth a process for automatically abolishing classifications that have been vacant for two years.

Changed Regulation: CCR Title 2, Division 1, Chapter 1, Article 2, Section 90

List of Abolished Classes: <http://www.calhr.ca.gov/state-hr-professionals/Pages/abolished-classification-listing.aspx>

9. Created the Human Resources (HR) Credentialing Program

This program was created to recognize seasoned HR professionals (available to HR and Equal Employment Opportunity practitioners with 3+ years of experience) and is a vehicle for professional growth for HR professionals. The program provides professional recognition, career advancement, continuous learning, and development of future HR professionals. Close to 300 credentialing exams were held as of mid-September and over 98 individuals have received at least one HR credential.

Website: <http://www.calhr.ca.gov/state-hr-professionals/Pages/HR-Credentialing-Program.aspx>

Implementation: PML 2016-019

10. New Dental Benefits Form

The form used by state employees to enroll in dental benefits was revised and automated to reduce errors and eliminate re-work. CalHR implemented this revision in advance of the open enrollment period in September and October of 2016. Erroneous, incomplete, or illegible dental enrollment forms that cannot be processed by the State Controller's Office (SCO) are returned to departments for correction. This delays enrolling employees and dependents in dental benefits. Measured error rates from 2015 were over 14 percent. Reducing errors and re-work through the use of an automated dental form should result in more efficient use of SCO and departmental HR resources, and provide better service to our employees.

11. Lean Training

To date, GovOps, CalHR, and participating state agencies have trained more than 2,000 people in a process improvement methodology using the Toyota Production System (Lean). A Lean approach provides tools and techniques to reduce waste and increase efficiency in how the state delivers services to the people of California. Additionally, GovOps and GoBiz have successfully partnered on the delivery of three Lean Six-Sigma cohorts (advance training) with a 4th scheduled for 2017.

Website: <http://www.govops.ca.gov/Civil-Svc-Improvement/Eureka-Lean.aspx>

12. Revised State's Workforce Planning Model

Workforce planning is the business process that aligns staffing with the strategic mission and anticipated critical needs of an organization. In 2015, CalHR revised its workforce planning model to reflect modern methods and is currently working with state departments to support development of their workforce plans. CalHR will be issuing a new policy in early 2017, requiring departments to have workforce plans.

Website: <http://www.calhr.ca.gov/state-hr-professionals/Pages/workforce-planning.aspx>

13. New Employee Performance Management/Progressive Discipline Forum

This new human resource forum meets monthly so departmental staff can share best practices around employee discipline issues. Currently the group is updating CalHR's *Supervisors Guide to Progressive Discipline*.

14. Exempt Return Rights – Simplified

Upon termination of their appointment, Exempt employees now have the ability to take a deferred examination (for any class that has a current eligible list) that the employee meets the minimum qualifications for. Additionally exempt employees are no longer restricted to select only one promotional exam and can now apply for multiple exams. CalHR is revising the CEA and Exempt Return Rights material and posting it online.

Changed law: SB 848, Chapter 35, Statutes of 2016
Implementation: PML 2016-028

15. Clarified Leave Overpayments

The state typically has up to three years from the date of an overpayment to take action to recover the overpayment. When the overpayment involved leave credits it was unclear when the three year statute of limitations started. As a result the process of recovering the overpayments of leave credits was inconsistent based on departments own internal practices. It has now been clearly established that the date that an overpayment of leave credits occurs is the date that the employee uses (receives compensation) for the erroneously credited leave, based on a “first in, first out” accounting method, and not the date the leave was erroneously credited to an employee’s leave balance.

Changed Law: SB 848, Chapter 35, Statutes of 2016
Implementation: PML 2016-028

16. Abolished 24 Pay Differentials

A comprehensive review was conducted on the state’s existing pay differentials. The review found that 24 differentials were unnecessary and were eliminated.

Implementation: Pay Letter 16-21

17. Expanded Leadership Training

In an effort to further develop supervisors, managers and CEAs in the State of California, leadership training was expanded in June 2016 to include defined competency based training. In addition, new requirements for leadership are now in law:

- Supervisors: 80 hours of mandatory training within 6 months of initial appointment,
- Managers: 40 hours within 12 months of initial appointment;
- CEAs: 20 hours within 12 months of initial appointment.

All supervisors, managers and CEAs are now required to complete 20 hours of leadership and development training every two years as prescribed by CalHR. CSI teams have evaluated and piloted new 80 hour supervisor curriculum and additional leadership training options are being created to meet the new manager and executive leadership development requirements. A new statewide leadership philosophy, values and competency model, with learning objectives associated with each level of leadership, have been created to provide departments with guidance on how to progressively develop leaders from supervisor to executive level positions.

SPB began auditing basic supervisor training in August 2016 and will incorporate the changes in law with future audits.

Changed Laws: SB 848, Chapter 35, Statutes of 2016
Implementation: PML 2016-028

18. Increased Multi-Departmental Exams

Article VII, Section 1 of the California Constitution requires that “permanent appointment and promotion shall be made under a general system based on merit ascertained by competitive examination.” The administration has encouraged departments to collaborate on exams in order to: a) eliminate duplicative testing

efforts; b) establish one hiring list for service-wide classifications and c) allow job seekers to compete for vacancies in various departments for the same classification. To date, more than 100 multi-departmental exams are in use.

Implementation: PML 2016-07

19. Launched a Job Analysis Library

Job Analysis is the process of examining and assessing data about a particular job's tasks and responsibilities. In September 2015, a library was created to provide departmental personnel staff access to previously completed job analysis reports.

This library is designed to:

- Provide departments with an understanding of the information and components used during a job analyses.
- Provide departments an additional resource for conducting archival research.
- Shorten the amount of time it takes to complete research.
- Reduce job analyses costs.

Website: <http://www.calhr.ca.gov/state-hr-professionals/Pages/servicewide-and-consortium-examinations.aspx>

20. Revised Upward Mobility Guidance

Upward Mobility (Gov. Code § 19400) directs departments to provide assistance "...which will allow employees in low paying occupations to develop and advance to their highest potential." Guidance on Upward Mobility was revised in November 2016 to encourage departments to support robust Upward Mobility opportunities. A PML will be released in early 2017.

Website: <http://hrmanual.calhr.ca.gov/Home/ManualItem/1005>

Implementation: PML 2017-01

21. Created New Employee Orientation Information

A new employee website was created in August 2015 to provide new state employees' information about employer benefits, forms to complete, and union information and employee rights.

Website: <http://www.calhr.ca.gov/employees/pages/Employee-Orientation.aspx>

22. Created New Onboarding Website

A new onboarding manual was completed in November 2016 and posted to CalHR's website to offer a consistent approach and help departments' effectively onboard new staff. Employer onboarding programs have a positive impact on engagement, productivity, job satisfaction and retention.

Website: <http://www.calhr.ca.gov/state-hr-professionals/pages/Onboarding.aspx>

23. Enhanced Leave-Buy Back Program

The Leave Buy Back Program was enhanced this year to allow excluded employees with vacation or annual leave balances in excess of 640 hours the option to transfer future leave accruals into a 457(b) or 401(k) Plan account. The Program is

contingent upon the state extending the Leave Buy Back Program for the 2016/17 fiscal year and each department's authorization to offer the Program.

Implementation: PML 2016-32

24. Increased Flexibility with the State's 457(b) and 401(k) Retirement Plans

Savings Plus modified the tax advantaged plans to allow participants the ability to convert a portion or all of their pre-tax 457(b) and 401(k) Plan retirement assets to Roth after-tax assets. This provides participants more flexibility for their retirement planning.

25. Equal Employment Opportunity (EEO) and Human Resource (HR) Training

CalHR provided a comprehensive training seminar to EEO and HR professionals regarding the collaboration of EEO and HR roles and how to avoid the most common mistakes during discrimination and harassment investigations. The full day of training was attended by more than 250 statewide EEO and HR professionals

What's Happening Now?

1. Class Consolidation – The state's current classification system is antiquated.

A modernized and simplified classification system that reduces the number of classifications and uses standard industry language will allow:

- An understanding of the various career paths.
- Job seekers and employees to understand the state's classification structure.
- The elimination of duplicative exams and hiring processes.
- Promotional opportunities with appropriate probationary periods between salary ranges.

Since June 1, 2014, CalHR and the State Personnel Board have abolished 656 unused classifications. Currently CalHR is working on consolidating classifications in these occupational groups:

- Information Technology/Legal/Generalists/Scientists/Actuaries/Medical/Education

2. Reducing Employee Leave Balances – An Unfunded Liability

The Administration continues to reduce employee excess leave balances by:

- Encouraging departments to pay employees for overtime in lieu of offering Compensatory Time Off (CTO).
- Cashing out CTO when employees transfer to another department.
- Requiring departments to develop a leave management policy and ensure employee's with excessive leave have a leave reduction plan.
- Enhancing the Leave Buy-Back Program with an option to allow employees transfer up to 80 hours of excessive leave to their 457(b) or 401(k) plan account.
- Negotiating leave buy-back programs for rank-and-file employees in the most recent collective bargaining agreements.
- Offering a leave calculator and other resources for staff to use to reduce high leave balances.

Website: <http://calhr.ca.gov/pmd/Pages/leave-reduction-plan.aspx>

Implementation: PML 2016-29

3. State Personnel Board Regulatory Changes

The SPB extensively reviewed its regulations and developed the most comprehensive human resource regulatory package in 20 years. Currently the regulations are in a comment period. SPB intends to have final package for print and file with the Secretary of State by early 2017.

4. Alternative Exams

A pilot is being developed with the Department of Finance, the Energy Commission and the Air Resources Board to explore an abbreviated assessment and hiring process similar to the private sector

5. Organizational Performance Dashboards

GovOps is developing organizational performance dashboards using data from the SCO, CalHR and the Department of Finance to provide operational indicators that better inform decision-makers on the overall health and performance of their organizations.

6. New Performance Evaluation for Managers and Supervisors

Establishing a performance culture in the state is foundational to the CSI effort. To that end, a CSI team has created a new performance evaluation form for managers and supervisors which will be piloted in January 2017 at the California Department of General Services, Franchise Tax Board, and CalHR. The form serves as both a development tool and method to evaluate employees applying the newly developed core competencies and the state's leadership values as a standard.

7. New Statewide Recruitment Manual

A CSI team has developed a manual with tools and guidelines to help departments in their recruitment efforts. This manual will address social media, building talent pipelines, and focused recruitment in underrepresented communities and higher education. This comprehensive manual will be published on CalHR's website in early 2017. CalHR is using the content from the online recruiting manual to create new training for departments seeking to create effective recruitment programs.

8. Jobs Website Redesign

Jobs.Ca.Gov is being redesigned within an agile software development lifecycle approach. The first phase of this redesign will launch in January 2017. This phase will include the following updates: an update to the look and feel of the website by using a new California State template, a user-centric website design, an audience based navigation with audience focused information, an improved job search, the ability to search for jobs by career path, and an emphasis to use less state jargon and more industry standard language.

9. Employee Wellness

CalHR is continuing to build on the Healthier U wellness pilot project by:

- Establishing Healthier U pilot sites at Napa State Hospital, Covered CA, and the Office of Statewide Health Planning and Development.

- Supporting the California Department of Public Health (CDPH) and the California Department of Health Care Services (DHCS) in expanding Health U to all CDPH/DHCS worksites statewide.
- Procuring a wellness program online service to support departmental wellness coordinators statewide (funded by fiscal year 2016-17 BCP).
- Creating online wellness coordinator toolkit for use by departmental wellness coordinators statewide.

10. Statewide Training

CSI teams have helped CalHR create a new competency model that identifies those core competencies that are essential to all state employees. CalHR has expanded its training offerings to several new regions across the state, specifically focusing on providing training on topics associated with the new core competency model. These same CSI teams are also creating a new online training manual to provide departments with tools, resources and guidance on how to create and implement effective training programs.

What's Next?

1. Hiring More Veterans

A CSI team is currently working with the U.S. Marine Corps to better transition Marines from active duty service to state jobs. Strategies under consideration include establishing apprenticeship programs for select civil service occupations, providing on-site state exams and developing better career counseling at Camp Pendleton. Once successfully piloted with the Marines, these new programs will be offered to other branches of the service. Tools and resources associated with these Veteran programs will be made available in CalHR's new online recruitment manual and in recruiting workshops.

2. Developing Apprenticeship/Internship Programs

A CSI team is working with the Division of Apprenticeship Standards and the Department of Technology to develop non-traditional apprenticeship programs for information technology and healthcare jobs with the state. Additionally, GovOps is collaborating with Sacramento's Office of the Mayor to help develop a robust high school internship program.

3. Combating Implicit Bias

Promoting diversity and inclusion in the state's workforce is paramount. An area of focus for 2017 will be educating the state's managers and supervisors on implicit or unconscious bias. GovOps plans to collaborate with senior leaders and develop strategies for advancing inclusive environments and strengthening upward mobility in departments through partnerships with labor unions, the private-sector and academia.

2. Reviewing Layoff Process

A CSI effort is underway to review the state's current layoff process and recommend improvements to streamline, simplify and provide flexibility in the process to accommodate department's diverse circumstances. Proposed changes may require amending laws and regulations, and would be subject to collective bargaining.

3. Mapping Enterprise Human Resource Information Systems

A CSI governance group was formed that includes all departments that oversee human resource functionality; this includes the SCO, CalHR, Department of Technology, the Department of Finance, and GovOps to look at human resource technology solutions for the State of California. Solutions could include:

- Learning management system
- Timekeeping and Payroll system
- Position control
- Employee benefits portal
- Performance Management
- Succession Planning portal

This governance group is set to meet in early 2017 to establish an automation roadmap for statewide enterprise HR solutions that will include a common architecture between all automated systems and a set of common data elements. This will vastly improve access to data, the ability to report at a statewide level and consistency across departments.

4. Creating California “Employer of Choice” Campaign

GovOps and CalHR are partnering with California State University Sacramento to create a new “look and feel” for statewide recruitment and marketing materials. Materials include a general brochure that highlights the benefits of working for the state and provides an overview of how to get a state job, as well as physical items to be used at recruiting events. The look and feel will be incorporated with the redesigned jobs.ca.gov site and can be customized by departments for future use.

5. Reviewing Family Care Employer Program

A CSI team is evaluating the current law established in 1980 to measure the effectiveness of the current child care program and exploring cost effective options to improve accessibility, availability and affordability of child/family care. Additionally, this effort is being aligned with the state’s Ten-Year Sequencing Plan for state owned facilities to appropriately accommodate design and build as needed.

6. Developing Mentoring Opportunities

CSI teams will be creating new statewide tools, resources and guidance to help departments create mentoring programs. While these programs will initially focus on leaders, the vision will be to create a culture of mentoring and coaching at all levels of state organizations.

7. Supporting Job Rotation Programs

A CSI team will be creating resources to help departments benefit from job rotation programs. With the loss of talent from impending retirements, it becomes more critical for organizations to have strategies in place to ensure new employees are well-rounded in their experience. The CSI team will identify the best practice techniques for maximizing the knowledge transfer benefits associated with job rotation programs.

Resources

Through the course of the CSI efforts over the last two years, there have been more than 40 CSI teams assembled with subject matter experts from dozens of departments. These teams are typically lead or staffed by existing resources from GovOps or CalHR. In budget year 2016-17, CalHR received 16 positions that are fully dedicated to CSI efforts. Additionally, there are a dozen CalHR staff fully dedicated or partially dedicated to ongoing CSI initiatives.