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April 10, 2012

To: Supervisor Zev Yaroslavsky, Chairman
Supervisor Gloria Molina
Supervisor Mark Ridley-Thomas
Supervisor Don Knabe
Supervisor Michael D. Antonovich

From: William T Fujioka
Chief Executive Officer

Lisa M. Garrett
Director of Personnel

DEVELOPMENT OF A COUNTY MANAGEMENT FELLOWS PROGRAM AND EVALUATION OF THE EXISTING ADMINISTRATIVE INTERN PROGRAM (RESPONSE TO ITEM 11, AGENDA OF JANUARY 10, 2012)

On January 10, 2012, on a motion by Supervisors Yaroslavsky and Antonovich, your Board directed the Director of Personnel, in conjunction with the Chief Executive Officer, to develop a County Management Fellows (Fellows) Program modeled after the federal Presidential Management Fellows Program and report back in 60 days on the following:

- (1) Recommendations for recruitment, assessment, selection, and placement process;
- (2) Identification of the classifications and compensation levels that would be appropriate for the program, along with the estimated number of potential openings;
- (3) Cost estimates and a financing proposal; and
- (4) Recommendations for the continuation, alteration, or elimination of the existing Administrative Intern Program (AIP).

On March 13, 2012, the Director of Personnel and Chief Executive Officer requested an extension to April 9, 2012, to finalize the design of the program, obtain accurate cost estimates, and to develop the recruitment process.

BACKGROUND

The Presidential Management Fellows Program, established by Executive Order in 1977, provides a continuing source of trained individuals to meet the future challenges

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of public service in the federal government. The Program is highly selective, with only one in ten applicants being chosen for a two-year fellowship. Each year, the Office of Personnel Management recruits recent graduates from master's and doctoral level programs from accredited colleges and universities worldwide and rigorously assesses each candidate through unproctored, online written tests and in-person interviews to ensure finalists have superior writing, interpersonal, analytic, and leadership skills. Fellows are hired by each specific federal agency against a vacant GS-9, GS-11 or GS-12 level (or equivalent) position, and the Fellow is paid accordingly. Approximately 500 fellows are hired each year. The Office of Personnel Management assesses a recruitment reimbursement fee of \$7,000 from agencies for each Fellow hired. This fee covers the recruitment, assessment, and qualification of candidates; annual job fair; and training, support, and assistance for agencies and Fellows. Though Fellow positions are cost neutral, the assessment process and job fair alone costs the Office of Personnel Management \$1.0 million – \$1.5 million annually.

In Los Angeles County, the AIP recruits and trains promising individuals with a bachelor's degree or higher for administrative careers in public service. Currently, this two-year program hires six interns annually and is funded through Net County Costs (NCC). The AIP is a successor to the former Management Trainee Program that began in 1933. As a result of budget shortfalls, the last recruitment for the Management Trainee Program was during the early 1990s. As the fiscal climate improved in the late 1990s, so did the Board's interest in reviving the Program. While a 1997 survey showed that departments were interested in the program, issues with the past program were identified, including: 1) trainees' unrealistic expectations to be placed in high-level management positions after serving only two years as trainees, which resulted in low retention rates (approximately 10 percent of trainees are still working for the County); 2) a perception of favoritism based on trainees receiving training and experience over existing employees; and 3) an informal structure to the program. To address those issues, the Department of Human Resources (DHR) developed the current AIP in 1998 and a countywide Training Academy thereafter.

COUNTY MANAGEMENT FELLOWS PROGRAM DESIGN

The Fellows Program will be modeled after the Presidential Management Fellows Program to the extent possible. Presidential Management Fellows Program positions are part of the federal Excepted Service (similar to unclassified), not the Civil Service, which allows the federal Office of Personnel Management a greater degree of flexibility with the recruitment and placement of Fellows. Like the Presidential Management Fellows, the Fellows Program will be designed as a comprehensive management program to enhance succession planning efforts and enable departments to invest in their future leadership by developing Fellows to assume leadership roles. The goal will

be, through leadership development and mentorship, to enable Fellows to compete for first-line management positions at the end of the fellowship and become permanent members of a department's management team. The program will not exclude current employees from competition. Rather, the Program is meant to increase the department's bench strength and pool of eligible candidates. There will be no additional cost to the County for new positions as departments will hire Fellows against existing budgeted positions.

FINDINGS

DHR consulted with Chief Executive Office (CEO) Classification and Compensation Policy Division staff to discuss the development of the Fellows Program and the evaluation of the AIP. DHR also solicited input from department heads through countywide surveys to ensure that the Fellows Program is developed to best meet the needs of County departments and to obtain a better understanding of the importance of the AIP to County managers. Administrative Intern graduates were also surveyed in order to determine the impact the AIP had on their careers. Additionally, extensive research was conducted on the Presidential Management Fellows Program, historical AIP data, and both private and public sector intern and fellowship programs.

Survey Results

Fellows Survey

DHR surveyed departments to gauge their interest in the Fellows Program. Slightly more than one-third of departments participated in the Fellows survey, with more than 75 percent of respondents favoring participation in the program and willing to hire Fellows to permanent positions once they successfully complete the program. While more than half of the respondents indicated they would be willing to place Fellows against one or more budgeted positions, the majority of respondents noted that budget constraints and limited resources may hinder their ability to participate in the program. Nevertheless, 67 percent indicated that if a fee was assessed by DHR to support the Fellows Program, they would still choose to participate.

AIP Data and Survey

DHR surveyed departments for their input regarding the value of the AIP to their departments, and past Administrative Intern graduates for input regarding the value of the AIP to their careers. By far, the survey results indicated that both departments and interns place great value on the AIP. More than 50 percent of departments participated in the AIP survey, with more than 80 percent of respondents confirming that they would

want to host an intern in the future. Of the departments that have hired AIP graduates, 100 percent expressed that they would want to hire another employee who successfully completed the program. Though paid through NCC funds, the two-year AIP has infused County departments with well-rounded, capable individuals who have made a positive impact on the County through a variety of complex administrative projects.

Seventy-five interns have been hired into program since 1999. Eighty-three percent of those hired have completed the program, and 75 percent of the interns who successfully completed the program are still in County service. The majority of AIP graduates continue on an upward career path in the administrative field, with a few interns from the earliest graduating classes advancing into management or high-level specialist positions, including Administrative Services Manager III, Supervisor's Deputy IV, Principal Analyst, CEO, and Departmental Finance Manager III.

RECOMMENDATIONS

In developing the following recommendations, DHR and CEO considered several options, including: 1) replacing the AIP with the Fellows Program, 2) supplementing the AIP with the Fellows Program, and 3) modifying the AIP to develop a hybrid Intern-Fellows Program. Based on the results of the discussions, surveys, and research, DHR and CEO recommend developing the following plan to implement a Fellows Program which would supplement the current AIP.

AIP RECOMMENDATION

DHR and CEO recommend that the AIP continue as-is and supplement it with the Fellows Program, thus creating a dual-tracked program. The data and survey results indicate that the AIP is successful and has a positive reputation among departments. Fellows will be distinguished from Administrative Interns by the former's higher level of independence, complexity of assignments, advanced knowledge or specialization, reporting relationship, ability to lead or train others, and salary. The programs will also be differentiated through assessment, placement, assignments, and training as indicated below.

<u>Administrative Intern Program</u>	<u>County Management Fellows Program</u>
Assessment <ul style="list-style-type: none"> • Online written test, in-person written test, and structured telephone interview 	Assessment <ul style="list-style-type: none"> • Online written test, in-person written test, interview/presentation, and writing assessment

<u>Administrative Intern Program</u>	<u>County Management Fellows Program</u>
Placement and Assignments <ul style="list-style-type: none"> • Two-year internship 	Placement and Assignments <ul style="list-style-type: none"> • Two-year fellowship during which Fellow is assigned to high-level management mentor(s)
<ul style="list-style-type: none"> • Intern is hired by DHR and participates in rotations in CEO, DHR, and line departments 	<ul style="list-style-type: none"> • Fellow is hired by a participating line department and placed against an appropriate level vacant, funded item in the line department
<ul style="list-style-type: none"> • Developmental administrative assignments 	<ul style="list-style-type: none"> • Developmental leadership assignments • Individual development plans
<ul style="list-style-type: none"> • Permanent placement upon graduation onto a professional-level item (i.e., Administrative Analyst) 	<ul style="list-style-type: none"> • Opportunity to compete for permanent placement on senior specialist or entry-level management items upon completion of Fellowship (e.g., Administrative Services Manager I or II, Assistant Hospital Administrator I, Human Services Administrator I, or higher)
Training <ul style="list-style-type: none"> • Variety of administrative related training: <ul style="list-style-type: none"> ○ Budget Preparation ○ Process Improvement ○ Orientation to Basic County Contracting ○ Effective Discipline ○ Performance Evaluation 	Training <ul style="list-style-type: none"> • Combination of leadership training modules and department-specific training: <ul style="list-style-type: none"> ○ Succession Planning ○ Creating and Sustaining the Vision ○ Results Based Management ○ Managing with Dashboards

Both programs will be re-evaluated in two to five years to determine if 1) both programs are successful based on predetermined performance indicators and 2) either or both programs are fiscally sustainable.

FELLOWS PROGRAM RECOMMENDATIONS

Recruitment and Assessment

DHR will target top universities nationwide and post the Fellows opportunity on career center websites; market the program through social media; create an innovative, attractive website for the program; and develop high-quality marketing materials (e.g., brochures, information booklets, posters) to promote the program at college career fairs. Costs of recruitment activities and marketing materials are estimated at \$5,000 – \$10,000 per year depending on the number and location of college fairs attended.

The development and administration of a new examination for the Fellows Program will require annual funding of an estimated \$60,000 and a one-time expense of \$15,000 for developing appropriate exam components required to establish a top-tier candidate pool. The examination will evaluate candidates through an online assessment, in-person broad-based test, interview/presentation, and writing assessment. The costs associated with the examination are based on the staff hours required to administer the in-person components of the assessment. The total cost for the recruitment and assessment process will be approximately \$85,000 the first year, and \$70,000 each year thereafter.

Selection

Fellows will be available for hire year round, offering a continuous source of exceedingly capable and educated candidates for hiring managers throughout the County. Departments will have the opportunity to canvass the County Management Fellow eligible list, in accordance with the Civil Service Rules, immediately after its release and DHR will host a job fair annually for departments to meet and interview top candidates. At the job fair, departments will have the opportunity to conduct on-the-spot selection interviews and candidates will have the chance to consider the opportunities that suit their career goals best. The costs associated with the job fair are estimated at \$5,000 per year based on services provided by the Internal Services Department for event support (e.g., delivery and set-up, communication equipment).

Classification and Compensation

The CEO Classification and Compensation Policy Division determined that a new Fellows position will be created and placed at the level of Management Appraisal and Performance Plan (MAPP) range S4 (\$55,803 – \$84,463). The CEO will review each department's MAPP placement request and approve initial step placement based on the

Fellow's assignment, education, and experience. Depending on the complexity of the assignment and reporting relationship, as well as the Fellow's specialized knowledge and credentials, a Fellow may be placed on Step 1 (\$55,803), Step 6 (\$64,691), or Step 15 (\$80,773) of MAPP range S4. This will allow departments flexibility in hiring similar to the federal Presidential Management Fellows Program, which allows Fellows to be placed on the GS-9 (\$52,852 – \$68,702), GS-11 (\$63,945 – \$83,126), or GS-12 (\$76,644 - \$99,636) federal salary ranges.

Potential Openings and Placement

In January 2012, there were over 8,000 vacancies reported countywide. Of those 8,000 vacancies, more than 700 of them were identified as an appropriate level against which Fellows may be placed. After successfully completing the Fellowship, Fellows would have to qualify, by meeting minimum requirements, to compete for placement onto a permanent County position. Therefore, it would be appropriate to require that Fellows are only placed upon positions that they will qualify for after completing the Fellowship. DHR will issue guidelines to the departments on placing the Fellows against appropriate level items upon implementation of the Program.

Additionally, departments would be responsible for ensuring Fellows receive a minimum of 80 hours of appropriate training annually (160 total during Fellowship). DHR will assist departments with coordinating each Fellow's training by providing a catalog of developmental training options that are available countywide. For example, DHR has developed a new series of leadership training modules that would provide a total of nearly 80 training hours (six separate training modules) at a cost to departments of less than \$3,000 per Fellow. The training availability and associated costs would be the same for current employees as well. The training a Fellow receives should assist in fulfilling his or her individual development plan. Therefore, the training options that DHR makes available may not be all-inclusive and the department may need to supplement with "program training" that is specific to the department.

Financing Proposal

There will be no additional cost to the County for new positions as departments will use existing budgeted positions against which to hire the Fellows. DHR, however, will require an additional Human Resources Analyst IV to administer the Fellows Program. There are several options from which the costs associated with the new program, as described under cost estimates (Attachment I), may be recovered:

1. 100 percent cost recovery through total cost distribution: The Fellows Program will be available and beneficial to all County departments. Therefore, each

department will be assessed an amount relative to its FTEs (pro rata distribution) that will fund the Fellows Program. This option is recommended.

2. Recruitment reimbursement fee: Similar to the Presidential Management Fellows Program, DHR may assess an appointment reimbursement fee paid by departments per Fellow hired. Though the majority of survey respondents indicated that they may be willing to pay a nominal cost-sharing recruitment reimbursement fee for each Fellow hired (between \$1,000 - \$7,000), there are some draw-backs to the fee plan. If the group of Fellows hired is small, the cost recovery will be minimal and the remaining costs would have to be absorbed by DHR or the County. Also, without being able to predict the number of Fellows hired, it is difficult to set an appropriate and consistent reimbursement fee. Therefore, this option is not recommended at this time.
3. Request NCC funding from the CEO to support program costs. Since the premise of the Board motion was to create a program not reliant on NCC funding, this option is not recommended.

We have attached a plan and budget for implementation of the Fellows Program. The estimated cost of this program is \$209,663 annually (see Attachment I). The program can be implemented in September 2012 as detailed in Attachment II. We recommend your approval of the attached budget and timeline required to begin implementation of the County Management Fellows Program.

If you have any questions, please contact me or your staff may contact Lisa M. Garrett, Director of Personnel, at (213) 974-2406 or lgarrett@hr.lacounty.gov.

WTF:EFS:
LMG:cg

c: Executive Office, Board of Supervisors
County Counsel

**DEPARTMENT OF HUMAN RESOURCES
COUNTY MANAGEMENT FELLOWS PROGRAM**

COST ESTIMATES

CMF Program Staffing Support

Salary and Employee Benefits	Budgeted Positions	Annual Ongoing
Human Resources Analyst IV (102D)	1.0	\$105,557
Employee Benefits Rate	--	\$ 29,106
Total Salary and Employee Benefits	1.0	\$134,663
		Annual Ongoing
Services		
Recruitment		\$10,000
Assessment		\$75,000
<i>Job Analysis (one-time fee) - \$15,000</i>		
<i>Examination - \$60,000</i>		
Selection		\$5,000
Total Services (first year)		\$90,000
		Annual Ongoing
Totals		
Total Salary and Employee Benefits	1	\$134,663
Total Services		\$90,000
Grand Total – First Year	1.0	\$224,663*
Grand Total – Subsequent Years	1.0	\$209,663

*The \$15,000 cost for the job analysis applies only in the first year.

**DEPARTMENT OF HUMAN RESOURCES
COUNTY MANAGEMENT FELLOWS PROGRAM**

IMPLEMENTATION TIMELINE

May 2012	Complete class specification and add CMF and HRA IV position to July 2012 classification action Board letter and/or proposed budget
June 2012	Convene departmental focus groups in order to identify department positions/projects to which Fellows may be assigned
July 2012	Complete job analysis for CMF and begin examination design
August 2012	Complete exam design and marketing materials for CMF program
September 2012	Implement program, distribute guidelines, provide training to departments
September 2012 – December 2012	Market program nationwide
November 1, 2012	Post CMF examination
November 2, 2012	Open CMF examination
November 16, 2012	Close CMF examination
December 1, 2012	Begin online assessments
January 8, 2013 – March 7, 2013	Begin in-person assessments (written assessment, writing assessment, and interview/presentation)
Late March 2013	Publish CMF list
Late March 2013 – Early April 2013	CMF Job fair