



## **Report to the Commission on Streamlining Government**

**September 1, 2009**

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### **I. AGENCY OVERVIEW**

#### **A. Identify your overarching reform goal(s) for the agency.**

##### **Our Overarching Reform Goal**

To transform the career state service to a performance-driven workforce.

##### **Our Mission**

To provide human resource services and programs that enable state government to attract, develop and retain a productive and diverse workforce that excels in delivering quality services to the citizens of Louisiana.

#### **Department Overview**

To serve our citizens, the state of Louisiana must have a human resource system that finds the best person for the right job and then helps that person to excel. State agencies cannot accomplish their ambitious goals without employing the best-skilled individuals. As the central personnel agency for the state, the Department of State Civil Service is responsible for providing such a human resource system.

The Department of State Civil Service provides state agencies with a fast, effective, low-cost human resource system that ensures quality results and accountability to the public interest. The key to this system is striking a balance between discretion and control, making that balance flexible enough to match the rapidly changing world in which government operates, and guiding that balance with the lasting values of merit that have shaped our government: selection on ability, equitable compensation, accountability for performance, non-discrimination, and political neutrality.

The Department of State Civil Service and the State Civil Service Commission are established in the executive branch of state government by Article X of the Louisiana State Constitution. The overall management of the Department is the responsibility of the Director, who is selected by the seven-member State Civil Service Commission.

The Constitution empowers the Civil Service Commission to enact rules which regulate the policies and procedures that state agencies use to manage their human resources. Civil Service Rules establish standards for recruiting and hiring, promotion, demotion, disciplinary actions, compensation, performance evaluation, training, and conditions of employment. Through the Civil Service Rules and accompanying policies and procedures, the Department of State Civil Service administers a comprehensive performance-based human resources program for classified state employees. Our policies and programs are founded upon the principles of equal pay for equal work, equal opportunity, ability-based employment and promotion, accountability for results, and freedom from political influence.

### **Our Goals**

- Administer the classification and compensation systems by developing and implementing flexible job evaluation and pay policies and practices that can be adapted to meet agencies' unique requirements.
- Create and administer programs, rules, assistance procedures and training that promote, encourage, and enhance effectiveness, efficiency, and accountability in state agencies and their employees.
- Provide processes and policies that enable state agency managers to fill vacant positions with highly qualified applicants in a timely fashion and in accordance with legal and professional standards.
- Provide for the systematic evaluation of the effectiveness of human resource practices in state agencies.
- Provide a prompt, inexpensive system for resolving removal, discipline, rule violation, and discrimination cases that satisfies due process requirements.
- Utilize technology to improve the productivity and effectiveness of Civil Service and its user agencies.

## **Department Organization**

The Department of State Civil Service (DSCS) has two Programs comprised of seven Divisions, described below.

### **Administration Program**

*The Administrative Division* includes the DSCS executive staff and the fiscal, purchasing, personnel functions for the Division of Administrative Law, for the Ethics Administration as well as for the Department of State Civil Service.

*The Appeals Division* serves as the Clerk of Court for the State Civil Service Commission. Division Referees hear and decide cases for the Commission.

*The Management Information Services Division* provides the Department's data and records support. MIS develops and maintains computer systems that serve the Department's needs, as well as those of other state agencies and the general public.

### **Human Resources Program**

*The Staffing Division* provides agencies with tools to recruit and select the most qualified candidates. This Division supports agencies' Workforce Planning programs by providing advice, training, and monitoring and reporting on results. The Division operates pre-employment assessment centers in Baton Rouge, Shreveport, Monroe, Lake Charles, Opelousas, and New Orleans.

*The Compensation Division* is responsible for the allocation of positions into Job classifications and for determining appropriate, equitable pay systems and salary ranges for classified jobs.

*The Program Assistance Division* provides support to agencies in managing their Human Resources programs. Staff members advise agency Human Resources professionals, as well as individual managers and employees, on personnel matters. The Assistance Division also houses the Training Program which provides basic training in people-management to all classified supervisors and also provides specialized training to Human Resource professionals.

*The Accountability Division* evaluates the human resource practices used by state agencies to manage the classified work force by assessing their effectiveness and adherence to merit principles and Civil Service Rules.

**B. Review and briefly outline the constitutional and statutory mandates for your agency.**

**Constitutional Mandates**

Article X of the Louisiana State Constitution requires that the State Civil Service Commission establish a comprehensive program through its rule making power for executive branch managers to use in managing their employees. The Commission is mandated to exercise its rule making power to address the following aspects of employment for employees in the classified state service.

- Uniform pay and classification
- Hiring of employees
- Compensation of employees
- Training of employees
- Performance standards for employees
- Disciplining employees
- Appeals of employees
- Layoffs and layoff avoidance

Article X requires that the Director of the Department of State Civil Service appoint personnel to staff the department and to exercise powers and duties as directed by the Commission. The Department serves as the administrative and enforcement arm of the Commission.

**Statutory Mandates**

R.S. 34:4 places employees of the Port of New Orleans in the state classified civil service.

R.S. 36:8 provides for fiscal oversight and program evaluation.

R.S. 36:53(C) and (I) require the Department to perform for the Ethics Board and the Division of Administrative Law the functions of “accounting and budget control, management and program analysis, and grants management.”

R.S. 39:83-86 places budgetary controls on personnel.

R.S. 39:87.5 creates the Exceptional Performance and Efficiency Incentive Program

R.S. 40:539(C)(8) places employees of all Housing Authorities in the state classified civil service.

R.S. 42:290-291 provides for reporting state employment data through the Department.

R.S. 42:1351-57 requires the Department to conduct an election every six years for the classified employee member of the Civil Service Commission.

R.S. 42:1382 requires the Department upon request to issue advisory opinions regarding prohibited political activity for state classified employees that shall be binding upon the Civil Service Commission.

R.S. 42:290 and 291 require the Department to collect from governmental entities certain information regarding both state classified and state unclassified employees who are employed by those entities and to make periodic reports of that information.

R.S. 42:1383 requires the Department to bill entities that employ state classified employees their pro rata share of the department's appropriated budget based upon the relative number of state classified employees who are employed by them.

R.S. 42:1261 requires the Department and the Division of Administration to establish a program for the training and education of employees in all three branches of government. This program is supplementary to the training program established and maintained by the Department at the direction of the Commission for state classified employees and their managers.

R.S. 42:68 requires the Commission and the department to collect a list of classified employees who serve in management level positions and who desire to be appointed to unclassified positions by a newly elected governor, and to submit that list to that newly elected governor.

R.S. 49:193 (B) requires the Department of State Civil Service to review the job descriptions and staffing of each statutory entity being considered for re-creation (i.e. "sunset review") by the Legislature.

**C. List those mandates which impede attaining agency goal(s) and suggestions for change in law(s).**

R.S. 34:4 and R.S. 40:539(C)(8) place employees of all Housing Authorities and employees of the Port of New Orleans in the state classified civil service. The DSCS provides services and support to these essentially local entities as well as too most Levee Districts. In so doing, we may be exceeding the core mission of civil service as defined by the state constitution, as that constitution has been interpreted by the Louisiana Supreme Court in *Slowinski vs. England Economic and Industrial Development District*, 2002-0189 (La. 10/15/02) 828 So2d 520. Please see section V. below for a full discussion of this matter.

## **II. EFFICIENCY AND BENCHMARKING**

### **Identify under-performing programs that should be overhauled or eliminated.**

Underutilized resources have been identified in our Records Management Section. One of the activities of the Records Management Section is to provide for the storage and retrieval of electronically imaged documents. In response to the inefficiencies identified we are migrating from the FileNET Document Imaging system to the KnowledgeLake Document Imaging solution. The KnowledgeLake migration has been initiated to:

- Increase usability and functionality of document imaging system by decentralizing the majority of document upload and to system users.
- Reduce recurring costs. Annual hardware and software maintenance associated with the FileNET system was \$30,000. Annual maintenance associated with the KnowledgeLake solution is \$5,000.
- Increase efficiency of workflow by the streamlining processes and the reduction of unnecessary scanning.

### III. OUTSOURCING AND PRIVATIZATION

#### List programs, functions or activities that can be privatized or outsourced.

The Department of State Civil Service has established a public/private partnership to meet the temporary staffing needs of state agencies. The State Civil Service Commission adopted Rule 1.40.02 to allow agencies to utilize a private provider to supply temporary workers when needed. To maximize cost efficiency, this service is provided statewide by a single contractor, selected through the public bid process established by the Office of Contractual Review. The use of a single, state-wide contracts relieve agencies of the burden of executing individual contracts and provides maximum economy of scale.

Use of this contract is one of several ways an agency may meet its temporary staffing needs. Sub-professional work in four areas is included under the contract: 1) office administration, 2) trades/maintenance, 3) custodial, and 4) food service. Agencies may use temporary staffing services for a variety of reasons such as to cover peak seasonal workloads, to supplement staffing or cover approved leave for regular employees.

The current contract, held by Westaff, will expire in 2010. When the contract is re-bid, we will assess the potential cost-benefit of expanding the occupational categories encompassed to determine whether expanded services may be available in the Louisiana market. The table below reflects usage rates for this service among all agencies.

Number of State Agencies Using Westaff per Month									
2005		2006		2007		2008		2009	
Jan	59	Jan	60	Jan	78	Jan	89	Jan	73
Feb	55	Feb	63	Feb	83	Feb	83	Feb	75
Mar	56	Mar	64	Mar	85	Mar	84	Mar	74
Apr	56	Apr	66	Apr	84	Apr	84	Apr	73
May	58	May	70	May	84	May	85	May	72
Jun	56	Jun	71	Jun	85	Jun	85	Jun	75
Jul	58	Jul	71	Jul	87	Jul	83	Jul	69
Aug	60	Aug	72	Aug	87	Aug	85	Aug	
Sep	55	Sep	74	Sep	89	Sep	83	Sep	
Oct	49	Oct	76	Oct	89	Oct	84	Oct	
Nov	59	Nov	77	Nov	90	Nov	84	Nov	

Dec	59	Dec	77	Dec	92	Dec	81	Dec	
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#### IV. INFORMATION TECHNOLOGY INTEGRATION

**List IT projects already underway designed to improve efficiency and effectiveness as well as potential projects.**

- **Implementation of Microsoft SharePoint Technologies**

We are in the process of implementing MS SharePoint, a framework built of collaboration functions, process management modules, search modules and a document-management platform. This framework will provide the following benefits:

- Improved processing time by using automated workflow.
- Central administration of user security.
- Increased efficiency with the collaborative tools to share knowledge, facilitate learning, and ensure team success.
- Processes that will be included in the SharePoint initiative are, but not limited to, Appeals processing, Position Description review, Job Specification maintenance.

- **Implementation of KnowledgeLake Document Imaging Solution**

We are in the process of migrating from the FileNET Document Imaging system to the KnowledgeLake Document Imaging solution. The new system will allow us to:

- Improve efficiency and effectiveness of associated imaging processes by directly interfacing with SharePoint. This will allow for central administration of application security, automated workflow, and direct entry of electronic documents.
- Reduce hardware and software maintenance costs. Annual maintenance associated with the FileNET system was \$30,000. Annual maintenance associated with the KnowledgeLake solution is \$5,000.

- **Statewide Data Integrity Initiative**

MIS and the Data Integrity Unit partner to ensure that the personnel data reported on all state employees is accurate and valid. For the agencies who report via the ISIS HR system, the Department routinely validates personnel data records against DSCS rules and guidelines. Additionally, for the ISIS HR non-paid agencies, we are also regularly comparing the data recorded in ISIS HR to their payroll records to ensure that the agencies are held accountable for reporting all employees. For the Non-ISIS agencies, the Department validates the contents of the personnel data submitted and provides feedback so the quality of data and reporting will be consistent across state government. Continuous and consistent review and improvement of recording and reporting methods of state employee information will ensure that workforce data for the State of Louisiana is as accurate and equitable as possible. In addition to these initiatives in progress, the

Department is currently in the development phase of establishing a method for producing statewide personnel transaction reporting and auditing.

## V. ELIMINATION OF DUPLICATIVE AND UNNECESSARY SERVICES

### A. List the activities of your agency that fall outside of your constitutional and statutory mandates. Briefly describe the history of these programs, offices, or activities and how they became a part of your mission.

The Department of State Civil Service provides services and support to a number of essentially local entities and in doing so may be exceeding the core mission of civil service as defined by the state constitution, as that constitution has been interpreted by the Louisiana Supreme Court. The local entities referred to are Housing Authorities, Levee Districts, and Port Commissions.

Before the adoption of the current constitution, the earlier constitution identified the employees of boards and commissions of the "State" as being part of the state civil service, and listed levee boards, port commissions, and housing authorities by way of illustrative example. The current constitution contains no listing of examples and places in the state civil service employees of the "state" and "any instrumentality thereof" along with employees of joint "state" and federal, parochial, or local agencies.

In 2002 the Louisiana Supreme Court held that an entity that has only local jurisdiction, is controlled by a board that is chosen locally, and that is subject to minimal oversight by the central government is not a state entity, but is an "autonomous unit of local government" and that its employees are not constitutionally state civil service employees. The court further held, however, that the legislature by statute may cause the employees of such an entity to be in the state classified civil service. Levee Boards, Port Commissions, and Housing Authorities are entities that meet the standards identified by the Supreme Court for concluding they are autonomous units of local government. The case is *Slowinski vs. England Economic and Industrial Development District*, 2002-0189 (La. 10/15/02) 828 So2d 520.

The legislature has placed employees of certain entities in the state civil service by statute. R.S. 40:539(C)(8) places employees of all Housing Authorities in the state classified civil service. R.S. 34:4 places employees of the Port of New Orleans in the state classified civil service. No other statute places employees of any other port or of any levee district in the state classified civil service.

Employees of levee districts and port commissions were in the state classified service at the time of the court decision. All but two such entities chose to remain in our system. Because this department recognized the need these entities have for a program to manage employees, it continued to provide service and support to those port commissions and levee districts, along with the housing authorities and the Port of New Orleans. As a

result of the Supreme Court's decision, however, there is a significant question of whether the approximately 2000 employees of these essentially local entities should be considered state employees.

**B. Identify outdated activities that should no longer be a part of the mission of your agency.**

The Department of State Civil Service has converted many of our information driven activities to paper-less electronic systems. However, some processes still remain paper-based. With the implementation of Microsoft Sharepoint Technology, described in the preceding section IV. Information Technology Integration, we will be able to convert these remaining paper processes to more efficient systems.

**C. Identify duplication or overlap with other state agencies, with the federal government, or with public or private stake holder groups.**

Consolidate Information Technology services of DSCS, DAL and Ethics

The Department of State Civil Service currently performs the fiscal, human resources, and purchasing functions for the Ethics Administration and the Division of Administrative Law, per R.S. 36:53(C) and (I). The state can realize greater efficiencies by also consolidating the IT Services of DAL and Ethics under the Department of Civil Service. Some of the benefits of this consolidation are as follows:

- Increased purchasing power by leveraging increased size of user base.
- Standardization across platforms.
- Take advantage of cost savings by sharing resources and decreasing maintenance costs.

This consolidation would require amending R.S. 36:53(C) and (I) to include information technology among the administrative functions currently provided for.

## **VI. CIVIL SERVICE AND EMPLOYEE BENEFITS**

**List and identify any current initiatives or ideas related to employee benefits, hiring and promotion, and other employee regulations.**

### **Proposed Legislation for Workforce Planning**

Workforce planning is long-range planning for staffing needs. It predicts future staffing needs and creates a pipeline of potential highly qualified candidates so that vacancies that do occur unexpectedly can be filled smoothly and quickly without the frantic disruptions and delays caused by being unprepared. Workforce planning is really strategic planning for agency staffing. Agencies already prepare strategic and operational plans to forecast programmatic, budget, and technological changes and to provide the resources necessary to meet them. Workforce planning should be incorporated as one aspect of strategic and operational plans focusing on the staffing implications of these plans. To be effective, workforce planning must be tied to and integrated with strategic and operational plans.

Although the Department of State Civil Service provides workforce planning training and guidance to all state agencies, participation is optional. There is currently no statutory requirement for agencies to include workforce planning in their strategic and operational planning processes. We propose to link workforce planning to the existing strategic planning and budgeting process by working to propose legislation to require the submission of agency workforce plans by Executive Branch agencies. Workforce Plans would be mandated to be submitted annually to DSCS for review. DSCS would report annually to the legislative oversight committee to ensure that each agency Executive Branch agency submitted the required Workforce Plan and that all required components are included in the plan.

### **Proposed Workforce Plan Content**

- Link to strategic plan
- Identification of Mission-Critical Jobs included in the workforce plan
- Analysis of Impact of Potential Retirements and other Turnover
- Knowledge Transfer Issues
- Agency Action Plan

The Department of State Civil Service would review the agency workforce plans to identify areas where resources should be focused to improve selection and hiring plans. This assessment could include recruitment strategies, use of compensation tools, succession planning, and the development of training or retraining solutions. The results would be used to identify opportunities for efficiency through improved use of technology solutions and through shared resources among agencies. Our goal would be to make sure that the State of Louisiana acquires the employees it needs by hiring high-

quality candidates to perform successfully in the positions that are critical to the agency's core services and strategic plan.

## VII. STUDIES AND OTHER RESOURCES

### A. Please list any studies your agency has conducted that may be of interest to the Commission.

*The State of Louisiana Workforce Plan 2008* contains a study of the current level of workforce planning among all state agencies. This report can be accessed at: [www.civilservice.la.gov/OtherInfo/WFP%202008%20final%201-09.pdf](http://www.civilservice.la.gov/OtherInfo/WFP%202008%20final%201-09.pdf)

*Annual Uniform Pay Plan Review and Recommendations (October 2008)* contains a study of the classified compensation structure and comparisons with market data. Copies available upon request.

### B. Please list any national studies or studies in other states that might be of relevance.

*Civil Service Reform in the States*, Kellough, J. Edward and Nigro, Lloyd G. 2006 State University of New York Press, Albany

*Human Capital: Tools and Strategies for the Public Sector*, Selden, Sally Coleman, 2009 CQ Press Washington, D.C.

### C. Please list national organizations that might be a source of potential best practices for Louisiana. If a website exists for the organization, please provide it.

#### **Pew Center on the States**

Pew's Center on the States (PCS) works to advance state policies that serve the public interest. PCS conducts credible research, brings together diverse perspectives, and analyzes states' experiences to determine what works and what does not. [www.pewcenteronthestates.org/gpp\\_report\\_card\\_details.aspx?id=35352](http://www.pewcenteronthestates.org/gpp_report_card_details.aspx?id=35352)

#### **National Association of State Personnel Executives**

The National Association of State Personnel Executives represents state personnel/human resource management directors and deputy directors in each U.S. state and territorial government. NASPE is an affiliate organization of The Council of State Governments. [www.naspe.net](http://www.naspe.net)

#### **World at Work**

WorldatWork is the world's leading not-for-profit professional association dedicated to knowledge leadership in total rewards, compensation, benefits, and work-life. <http://www.worldatwork.org/waw/home/html/home.jsp>

## VIII. AGENCY BEST PRACTICES

**List and identify any current successful streamlining initiatives taking place (or that have taken place) within your agency.**

In October 2000, the Department of State Civil Service launched the **ASCEND 2020 reform initiative**. ASCEND 2020 had four major components:

- 1) To decentralize processing of personnel transactions through increased delegation of authority to agencies
- 2) To convert personnel records from paper to computer imaged records
- 3) To reorganize internally to a “one-stop” agency service center design
- 4) To establish an internet hiring system to streamline hiring

Through the ASCEND 2020 initiative, the Department of State Civil Service has transformed from a control-focused agency to a support/service agency. **As a result, our human resource system was rated in 2008 by the Pew Center on the States as one of the top ten across the nation.** (See Pew’s report, “Grading the States 2008” at <http://www.pewcenteronthestates.org/uploadedFiles/Grading-the-States-2008.pdf>.)

The first three components of ASCEND 2020 were completed by 2005. The final phase of the fourth component, was implemented in February 2009, with the implementation of the LA Careers system described in detail on page 14.

Through the ASCEND 2020 initiative, the Department of State Civil Service has decentralized the vast majority of personnel processes, giving individual state agencies the ability to choose from a menu of services and options to design personnel policies that best fit their unique philosophies and missions. Through this redesign initiative, the Department of State Civil Service has been able to reduce its staff by 15% from 111 in 2000/2001 to our current level of 94.

Currently, the Department of State Civil Service is working to fulfill the goals outlined in **HCR 6 of the 2009 Regular Session**. In June 2009, the State Civil Service Commission adopted revised rules to:

- Simplify layoffs, including eliminating the practice of “bumping”
- Streamline business reorganizations, making it easier for agencies to alter their structures as needed
- Tie supervisors’ pay to how well they hold their employees accountable for performance

By the end of 2009, the State Civil Service Commission will provide to the Governor, a proposal for reforming the compensation system for all classified employees to a pay for performance plan. This plan will be followed by a comprehensive revision of the state’s overall classification system.

**A preliminary report on the actions taken by the Department of State Civil Service in response to HCR 6 has been provided to the Advisory Group on Civil Service and Employee Benefits. A final report will be made to the Legislature by January 1, 2010.**

### **LA Careers Internet Hiring System**

Implementation of our new LA Careers On-line Application and Tracking System served to streamline recruiting and hiring policies and practices. The new system is the result of decentralization and delegation of the hiring process directly to the hiring managers. One of the benefits of this system in workforce planning is the ability to recruit more qualified applicants for our user agencies. All job postings in this system are pushed out to governmentjobs.com, a national public sector hiring job board powered by the NeoGov vendor. Other benefits include:

- Integration of multiple hiring methods.
- New hiring rules effective February 16, 2009 require most classified vacancies to be posted to the public to promote transparency in merit system hiring.
- Integration of the test scoring system and application process into one system
- Provides the ability to monitor the agency delegated hiring process to document and review individual selections. Audits of hires provide valuable information in determining the need for further agency training and development in the selection process.
- LA Careers system provides comprehensive statewide data that we were unable to

We are currently six months into implementation of LA Careers. Our goal with the on-line application and tracking system is to further streamline the selection and hiring process by providing centralized consultative support and assistance to our user agencies in order to educate them in additional methods of system efficiencies.

### **Best Practices Awards Received by the Louisiana Department of State Civil Service**

2007/2008	National Association for Government Training and Development Program of the Year: <i>Mandatory Supervisory Training</i>
2007/2008	National Association of State Personnel Executives — Rooney Award of Merit <i>Retiree Rehire Database</i>
2006/2007	International Personnel Management Association -- Louisiana Chapter Communication Award: <i>ISIS-HR Quick Tips</i>
2005/2006	National Association of State Personnel Executives— Communication Award: <i>Recruiting Tomorrow's Leaders Today</i> video
2003/2004	International Personnel Management Association (National) — Agency Award for Excellence, Large Agency Category
2002/2003	International Personnel Management Association Louisiana Chapter : <i>Staffing Innovations</i>

