Resource Utilization Analysis

Employee Survey
Overtime
Span of Control

Office of the City Auditor
Maximizing and Advancing Performance Office

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About this project

The Resource Utilization Analysis project addresses the effect of everyday challenges City of Tulsa employees face while serving the citizens of Tulsa, including fewer City staff, limited resources, and increased workloads. The project team examined three areas in this project: employee engagement, overtime and span of control. The analysis provides insight into the City's organizational structure, performance, and workforce.

The project team decided the best way to find out what was on employees' minds was to ask them. Most of what you will read in this report came from what the employees had to say. The project team designed an employee survey with questions on four topics: supervisor strengths and weaknesses; employee satisfaction and engagement, efficiency; and performance structure. The survey was provided to all City of Tulsa employees. We are pleased more than half of our employees took the time to complete the survey and provide thoughtful input. The project team also facilitated eight focus group discussions to gain further insight into the major issues identified from survey responses.

The project also included an analysis of overtime to determine whether it is used in a cost-effective and safe manner. Data indicates 74% of our workforce received some amount of overtime pay in fiscal year 2014. Due to health and safety risks associated with working overtime on a regular basis, the project team performed an in-depth analysis of overtime pay, patterns and trends.

Span of control analysis was conducted to identify potential areas that might benefit from increasing or decreasing the number of employees who report directly to a supervisor or manager. Results indicate further analysis of organizational design is warranted.

Recommendations have been made for ten areas identified as needing improvement. City Auditor staff will continue working with department directors to develop action plans for all recommendations, and will track action plan status.

The 2015 Resource Utilization Analysis provides a baseline for how well the City uses its resources and engages its employees. In addition, the analysis identifies ways we can improve employee engagement and excel in delivery of services to our citizens. The results should serve as a benchmark for future studies, so that the City can continue to measure its success in creating a stronger, happier and more efficient workforce.

Cathy Criswell, City Auditor

Dewey F. Bartlett, Jr., Mayor

Survey results at a glance

1660 Survey responses received
50.18% of employees responded

5 Items identified as strengths
(70% or higher positive response)

Most positive response:
Overall, I like my job (86%)

3 Items identified as weaknesses
(40% or higher negative response)

Most negative response:
Morale is low among my co-workers (63%)

Key points learned from the survey

Although employees like their jobs, they believe co-workers' morale is low

Work structure and efficiency were the lowest rated survey categories
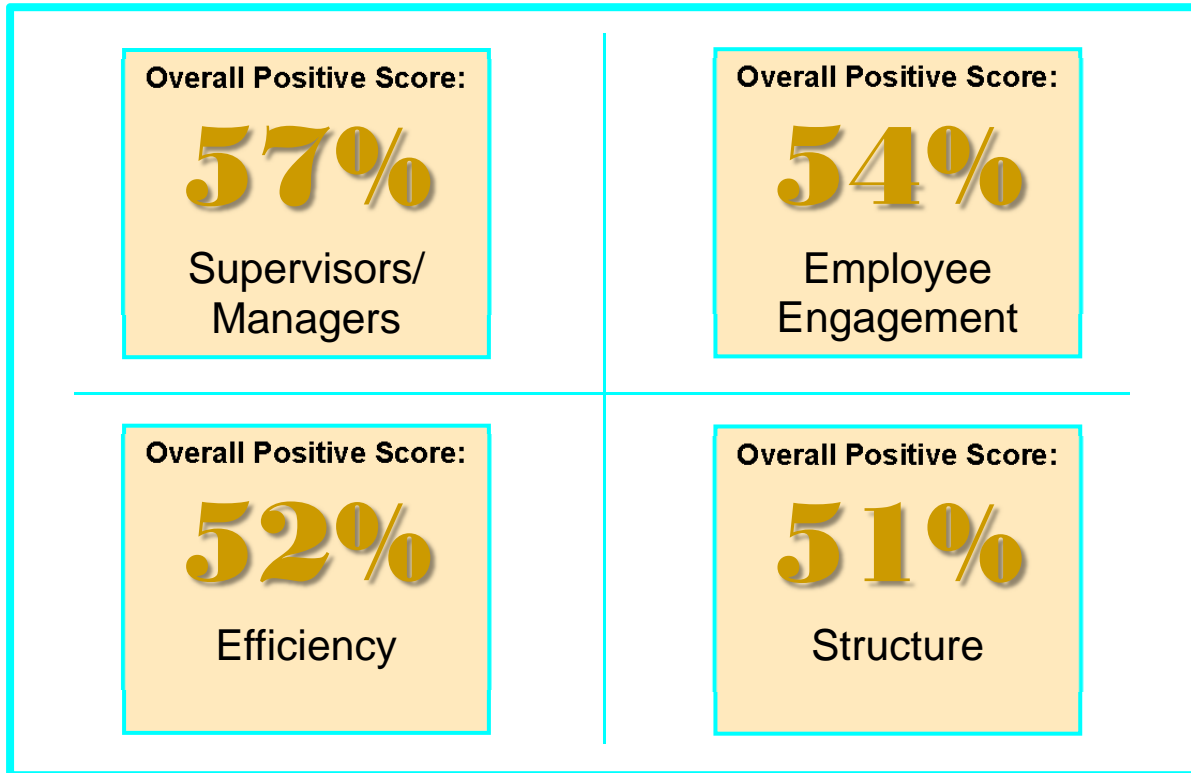
Employees need more training and mentoring

Supervisors and managers set a good work ethic example but need improvement in people skills

1 in 5 survey responses included suggestions for changes to human resource practices

Results by Category
Overall Scores by Category

Overall Positive Score: **57%** Supervisors/ Managers	**Overall Positive Score:** **54%** Employee Engagement
Overall Positive Score: **52%** Efficiency	**Overall Positive Score:** **51%** Structure

The overall score in every survey category was positive, based on the scoring methodology. Scores in all four categories indicate there are opportunities for improvement.

Information regarding categories and scoring

The Office of the City Auditor designed the employee survey with questions in the four categories shown above. An overall score was calculated for each category. The scoring methodology determined by audit staff is as follows.

STRENGTHS	70% or more of the responses to survey questions were positive
OPPORTUNITIES	Between 70% positive and 40% negative
NEEDS IMPROVEMENT	40% or more of the responses to survey questions were negative

The following analysis of results by category is based on survey responses as well as discussion in focus groups where employees provided additional observations and recommendations. Scores for each survey question are reported in Appendix A.

Results by Category
Supervisor/Manager Strengths/Weaknesses

Overall Positive Score:

57%

Response	Score
Encourages better ways of doing things	65%+
Provides clear performance goals	69%+
Provides useful feedback	63%+
Effectively assigns work	61%+
Shares workload fairly	52%+
Uses overtime effectively	48%+
Appropriate mix of supervisors/managers to staff	48%+
Deals with unproductive employees	41%+
Provides efficiency/productivity example	40%+
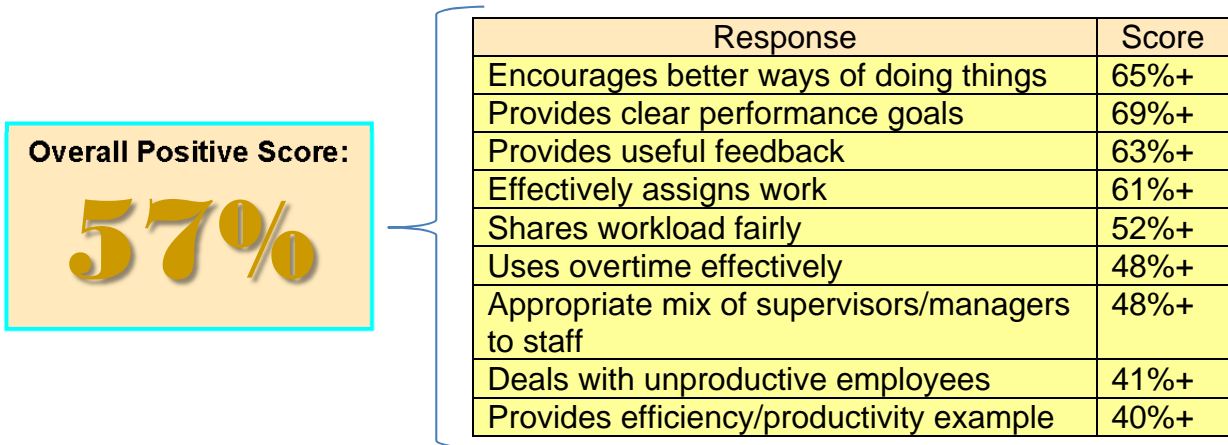
Key points learned from this survey category:

The supervisory category received the highest overall score in the structured questions. Employees believe supervisors and managers set a good work ethic example but need improvement in people skills, such as communication, leadership and mentoring.

- Dealing with unproductive employees - There is a wide range of abilities among supervisors' soft skills, such as those needed to deal with problem employees. Different supervisors apply policies and discipline in different ways.

- Effective performance feedback - The formal Performance Planning and Review tool is not used effectively. It is meant to give both positive and negative feedback but employees believe it is used more often for negative feedback. There are no rewards for positive ratings, only consequences for negative ones. Focus group participants suggested there should be 360 degree performance feedback for supervisors, which would provide them with feedback from their subordinates and peers, along with the feedback received from their own supervisor.

- Knowledge of policies and procedures, union contracts - Many newly hired and newly promoted supervisors do not know City policies and are unfamiliar with union contract requirements. Some newly hired supervisors do not know the work procedures in the areas where they have been hired to work.

Results by Category
Employee Engagement/Job Satisfaction/Workload

Response	Score
Overall, I like my job	86%+
Co-workers work well as a team	84%+
My job is a good fit for my skills and abilities	82%+
Work projects are meaningful and interesting	74%+
I am motivated to find efficiencies	72%+
I would recommend my work group to others	62%+
I am recognized for exceptional performance	56%+
There is a good balance between work and time allotted	56%+
I can complete my job without overtime	42%+
57% of the respondents indicated they did not believe City of Tulsa leaders would address any concerns raised in this survey	57%-
58% of respondents indicated their department did not have enough employees	58%-
63% of respondents indicated morale is low among co-workers.	63%-

Overall Positive Score:

54%

Key points learned from this survey category:

A large majority of survey respondents indicated they liked their job and enjoy their assignments. Although employees like their jobs, they believe co-worker morale is low. One of the strongly negative responses indicates our employees believe City leaders are not considerate of their concerns.

- Pay and benefits – Employee pay is less than market rate, and employees do not get regular raises. Newly hired employees are often paid more than long-term employees. Benefits provided to employees have decreased and costs have increased.

- Promotion/Progression - Promotions are hard to get, and most progression opportunities have been eliminated. There are differences in how promotion/progression policies are administered depending on job and department.

- Little appreciation/recognition - Although some employee appreciation activities exist, employees feel there should be more. Employees do not receive enough positive feedback from managers at all levels - executive level, middle managers, and supervisors.

- Fair treatment – Employees perceive differences in how things are done, depending on job and department - Sworn vs. non-sworn, exempt vs. non-exempt, paid from enterprise funds vs. general fund and employees working at City Hall vs. those not at City Hall.

Results by Category
Efficiency and Structure

Overall Positive Score:

52%

Response - Efficiency	Score
Clear, measurable goals	59%+
Meeting productivity targets	50%+
Track and report work group productivity	48%+
Track individuals' productivity	38%+

Overall Positive Score:

51%

Response - Structure	Score
I know my department goals and objectives	61%+
Employees are cross-trained	57%+
I understand how my work group's goals align with City of Tulsa goals	48%+
I have received appropriate training	45%+
City of Tulsa communicates priorities and vision	30%+

Key points learned from these survey categories:

Work structure and efficiency were the lowest rated survey categories. Only 30% of survey responders believe Citywide priorities and vision are communicated well. Scores were better for knowledge of department and work group objectives and goals.
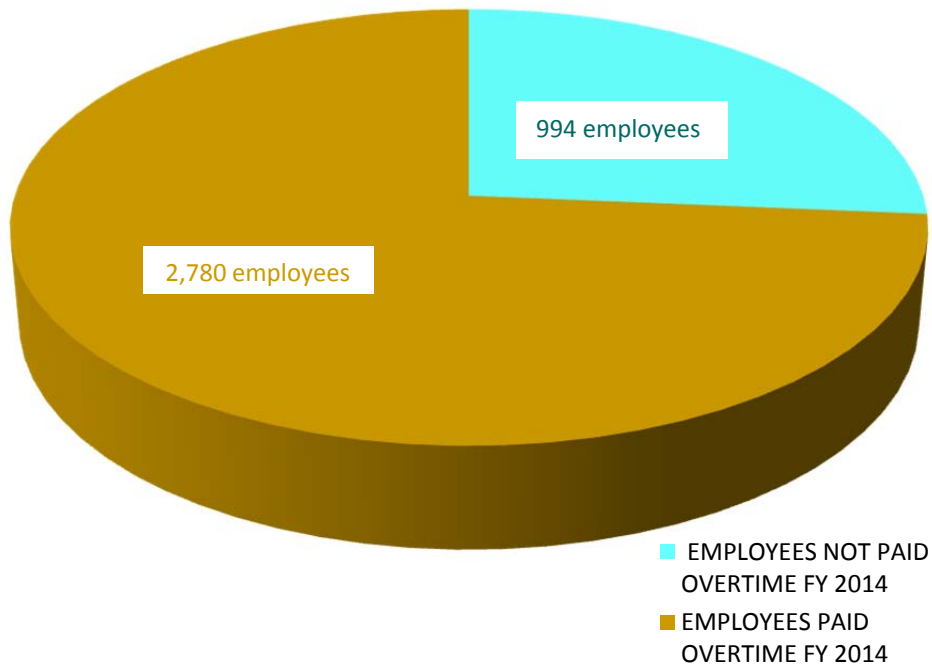
- Equipment and tools – Problems with equipment and tools affect employees' ability to meet productivity targets. The quality of some tools is not good. Tools are sometimes ordered that are not the right tool for the job, and tools break too soon. Purchasing decisions do not consider the life of tools and equipment or maintenance costs. Employees are not provided much input in purchasing decisions. Technology changes related to tools and equipment are not implemented. Employees are not provided enough training on new technology.

- Training – Employees cited training as a need in both written comments in the survey and focus groups discussions.
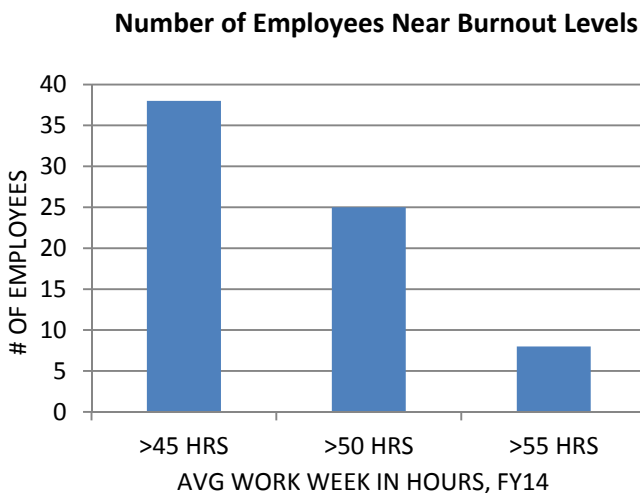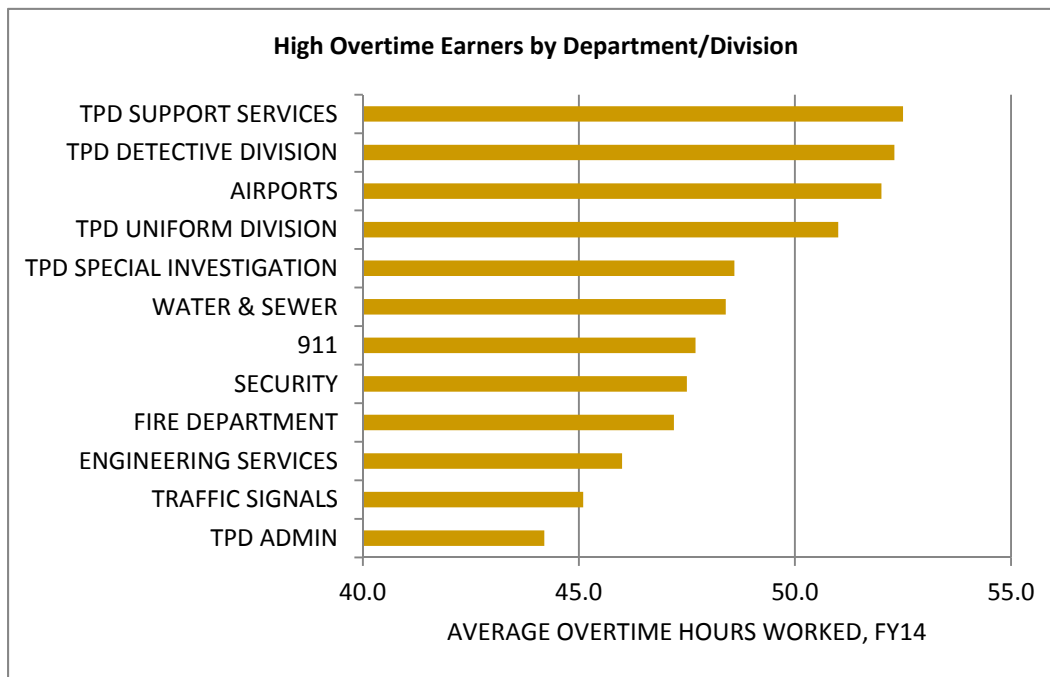
Overtime Statistics

25%

of City employees
earned the majority of
FY14 overtime dollars*

*935 City employees earned 80% of FY14 overtime dollars.

74% of City employees were paid some overtime in FY14

994 employees

2,780 employees

■ EMPLOYEES NOT PAID
OVERTIME FY 2014

■ EMPLOYEES PAID
OVERTIME FY 2014

Top Overtime-Earner Data*

High Overtime Earners by Department/Division

Horizontal bar chart showing AVERAGE OVERTIME HOURS WORKED, FY14 (x-axis from 40.0 to 55.0) by department:
- TPD SUPPORT SERVICES
- TPD DETECTIVE DIVISION
- AIRPORTS
- TPD UNIFORM DIVISION
- TPD SPECIAL INVESTIGATION
- WATER & SEWER
- 911
- SECURITY
- FIRE DEPARTMENT
- ENGINEERING SERVICES
- TRAFFIC SIGNALS
- TPD ADMIN

Number of Employees Near Burnout Levels

Bar chart: # OF EMPLOYEES (y-axis 0 to 40) vs AVG WORK WEEK IN HOURS, FY14:
- >45 HRS: 38
- >50 HRS: 25
- >55 HRS: 8

Employees working high overtime levels face increased risk of burnout, fatigue and safety issues.

Top Overtime-Earners by Years of Service

Bar chart: # OF EMPLOYEES (y-axis 0 to 30) vs YEARS OF SERVICE:
- > 20: 28
- > 15: 23
- > 10: 16
- > 5: 5
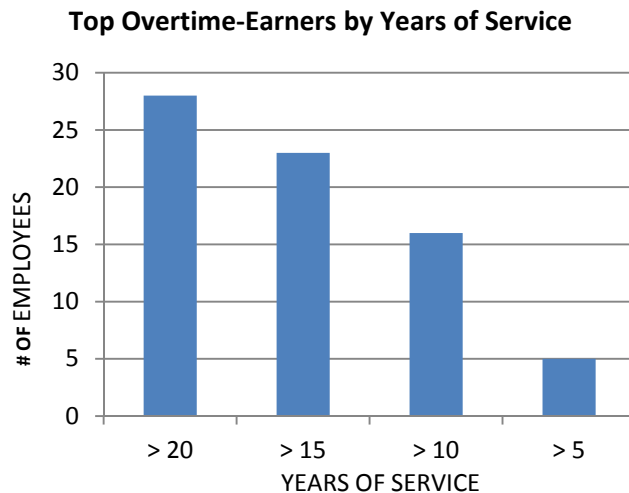
Top overtime-earners have critical experience levels, which increases risk in the event of their retirement, resignation or illness.

*The charts above are based on the top 75 overtime-earners in FY14.

Span of Control Data
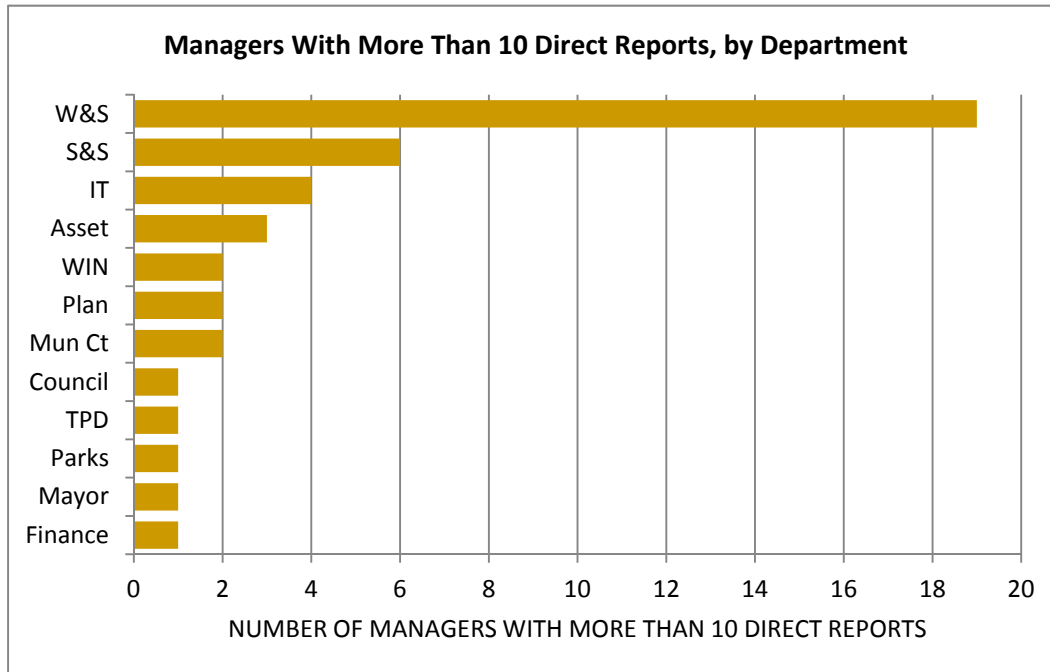
Managers With More Than 10 Direct Reports, by Department

NUMBER OF MANAGERS WITH MORE THAN 10 DIRECT REPORTS

Span of control refers to the number of subordinates who report directly to a single manager or supervisor. Data used for this analysis was obtained from the Kronos sys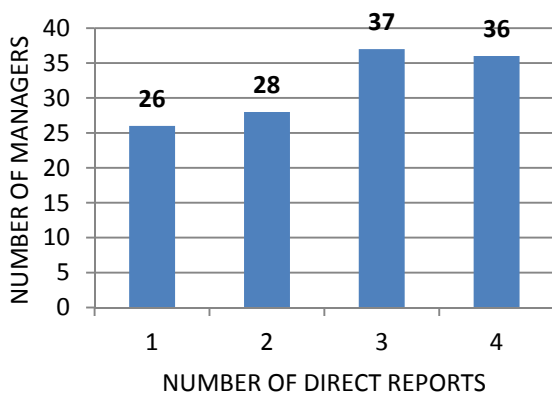tem, and the analysis was based on the number of employees whose payroll is approved by a supervisor or manager. The Kronos system does not include sworn personnel.

Number of Managers with 4 or Less Direct Reports

NUMBER OF DIRECT REPORTS

Positions with lower span of control indicate potential for restructuring, depending on the nature of the job.

Number of Managers with 5 or More Direct Reports

NUMBER OF DIRECT REPORTS
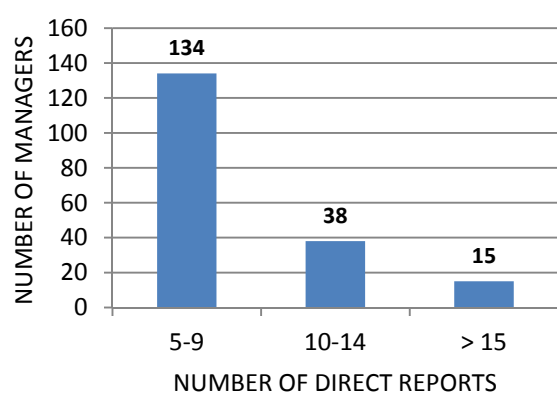
Positions with a high number of reports have less time for strategic planning, and more risk of supervisor burnout.

Recommendations and Action Plans

Many of the following recommendations came from employee comments made in the survey and employees participating in focus group discussions. Project team members also contributed ideas based on what was learned during the discussions and analysis completed in this project.

Recommendations

1. Competitive pay and benefits

Competitive pay and benefits have a significant impact on employee satisfaction, and on the organization's ability to attract and retain employees. Employees believe salaries are below market. The City recently hired a consultant to do a compensation study that analyzed whether our pay is competitive. Employees earning less than the minimum salary for their job classification determined by the compensation study were given a raise. No other payroll action related to the compensation study has been completed. Employee comments indicated they would like to receive more information about the status of the compensation study.

1.1 We recommend continuing communication about the compensation study's results, whether or not the City can take additional action on its findings. To present the total compensation picture, discussions about competitive compensation should also include benefits provided by the City.

1.2 Additional analysis on ways the City can provide competitive compensation should be completed.

2. Staffing

Employees were asked in the survey whether their work group has enough employees to effectively deliver services to our citizens, and 58% said they did not. This observation is supported by the overtime analysis, which indicated 74% of our employees work some overtime. Adjustments to staffing needs can take two forms: 1) reducing work or 2) increasing staff. Alternative 1 is the most practical direction, given the City's revenue challenges.

2.1 We recommend increasing training for employees on how to redesign work processes to make them more efficient. Training of this nature has been provided to some employees by the Maximizing and Advancing Performance (MAAP) Office.

2.2 After completing the training, employees who have learned how to do this should be empowered to spend the time needed to improve work processes, and to teach these skills to other employees.

2.3 To reduce work to more closely match staffing levels, services the City is committed to providing should be identified, prioritized and staffed at appropriate levels.

2.4 We recommend a process for sharing employees among departments to supplement staff during peak work times. The City does this to some extent, for example loaning employees from the Parks Department to the Streets Department for snow removal. A database of employee skills should be developed to provide managers a source for finding skills they need on a temporary basis. This would help smooth workflow, motivate employees to learn new skills, and provide useful information for succession planning.

3. Training

Due to budget shortfalls in previous years, training funds were drastically cut. A cut in training can lead to a workforce that is less prepared to handle the demands of our citizens. Employees cited training needs in numerous areas, including supervisory and management skills, technical and on-the-job training, and internal policies and procedures. A better trained workforce could improve productivity and efficiency while increasing employee engagement and sustainability.

3.1 We recommend hiring an employee dedicated to planning and coordinating employee training. This employee could identify training needed now and in the future, and find economical ways to obtain such training.

3.2 Employees should receive paid time to participate in training, including formal training and self-study tutorials, as well as reimbursement for external training that fills the gaps in skills needed by the City.

3.3 Managers should be encouraged to initiate cross-training of employees and provide job mentoring opportunities within their departments.

4. Appreciation/Recognition

Employees feel valued when they receive appreciation and recognition for a job well done. The City has activities designed to provide this, including Tulsa Blue and Outstanding Customer Service awards, and the new Tulsa Spirit committee that provides employee activities. Appreciation and recognition activities have more impact when the award or activity provides something employees value. Employees suggested the following ideas for appreciation and recognition.

- Safety stickers
- Reinstatement of the Equipment Rodeo
- Citywide networking events
- A prominent place for coworkers and supervisors to post thank-you messages to fellow employees for a job well done

4.1 We recommend implementation of additional appreciation and recognition activities. Employee ideas should be considered and implemented, if feasible.

5. Communication

Employees expressed a desire for more open communication between City administration and staff, as well as knowledge sharing. Many workers do not feel connected to elected officials and upper management, or engaged with City departments other than their own. Employees also expressed a need for their opinions to be heard and considered.

5.1 We recommend the Communications Department assist the Mayor's Office and Human Resources in developing strategies and procedures to increase cohesion between management and subordinates, as well as employees of different departments.

The City often uses technology tools for communicating with employees. Approaches such as email and intranet posts are fast and efficient techniques for reaching a large audience, but they do not ensure reception or understanding. Furthermore, many employees have little access to technology. These employees expressed a feeling of being uninformed on Citywide opportunities and disengaged from City Hall.

5.2 Communication strategies should be developed to use media in addition to technology. Adding more direct avenues of communication, such as the monthly lunch and learn sessions recently organized by the MAAP Office, could increase opportunities for employee engagement and open communication.

Employees offered several communication-related ideas in the survey and focus group discussions, including:
- Establishing an internal hotline for answering employee questions and providing information, similar to the City's Customer Care line provided to citizens
- Hosting Ask/Answer sessions between department directors and employees
- Offering open houses and tours of various City departments
- Writing a blog that addresses topics requested by employees
- Providing opportunities for employees to interact with managers at all levels within the organization

5.3 We recommend consideration of employee ideas and implementing all that are feasible.

6. Tools and equipment

Effective tools and equipment optimize efficiency in an organization. City of Tulsa employees voiced concerns regarding efficiency of tools used for administrative functions as well as tools and equipment used in the field. Field employees expressed dissatisfaction with the adequacy, suitability and durability of current equipment and tools. When repairs are needed, lack of back-up tools and equipment affects employees' ability to complete their work. Employees would like more input regarding selection of new tools and equipment. Additionally, factors such as expected lifespan of equipment and cost of maintenance and repairs should be considered in purchasing decisions.

6.1 We recommend analysis of purchasing, budgeting, and maintenance procedures for tools and equipment purchases. Processes employees indicated need improvement include the following:

- A method to record feedback about tool quality and consideration of the feedback in purchasing decisions
- Employee involvement (by those who use the tools and equipment) in research, specification development and selection of tools to be purchased
- Developing data about lifetime cost of tools, including life span and maintenance costs, to be considered in purchase decisions
- Upgrading technology of tools and equipment
- Setting a tools and equipment safety-stock level to ensure work is not interrupted when tools and equipment break

7. Employee retention and recruiting, promotion/progression, career path

Employee retention and recruiting was a topic often mentioned in survey comments. Significantly, many employees believe there is little incentive for a person to stay employed or to come to work for the City.

As our workforce ages, many people are retiring. This provides the challenge of not only hiring new people, but finding people with the right skills to do the jobs we need done. Yet, in the midst of this growing need, we do not offer employees many opportunities to get the training necessary to fill the openings we will have. Employees cited changes in promotion and progression policies as a further hindrance to their movement into these vacancies. Most employees receive no formal assistance with planning a career path with the City.

7.1 We recommend completion of a succession plan that would identify key positions within the City that are likely to be vacated, the skills needed to fill the positions, and a plan for how to obtain those skills. We should communicate with our employees about how to obtain needed skills, including people skills, and provide opportunities for them to promote and progress along a career path to fill the key positions.

8. Goals, objectives, performance indicators

Strategic planning helps the organization define its direction and achieve success in real, measurable terms. When each department and division has goals that align with the City's overall direction, the City will continually provide value to its citizens. Only 30% of employees responding to the survey agreed the City communicates its priorities and vision, and only half of the responders indicated their departments tracked and met productivity goals.

8.1 We recommend improving communication of the City's mission and strategy. The strategic planning process should ensure departments and divisions set goals and performance targets that align with the City's mission and priorities.

8.2 Employees should be involved in the goal and target setting process and should frequently receive information about their performance.

9. Policy creation, communication, and enforcement

Consistent enforcement of Human Resources policies can promote a sense of fairness in an organization. Supervisor knowledge and understanding of policies and procedures promotes consistency. Supervisors are often the first to receive questions regarding policy updates. It is essential that they have a clear understanding of new policies and are prepared to respond to inquiries in a consistent manner.

9.1 We recommend the Human Resources Department provide written details of policy updates and, if necessary, training on new procedures to supervisors before policies are communicated to their direct reports.

When appropriate, employees should be allowed to provide input regarding policy updates before changes are implemented. This promotes better acceptance of policy changes.

9.2 We recommend the Human Resources Department communicate in writing details of new policies and updates to all employees before implementation. Details should include when the policy will take effect, why the policy is necessary, and answers to expected questions. A process similar to the federal government's Notice of Proposed Rule Making should be considered. This process allows a comment period of 60 days before a final decision is made on policy changes.

Written procedures save time and resources by giving employees clear expectations and guidelines. While written policies exist for many internal procedures, they are not compiled or easily accessible. Additionally, there is a lack of written procedures for some jobs.

9.3 We recommend consolidating written policies and procedures, or creating written procedures where none exist, for key internal processes such as payment of invoices, printing, record retention, purchasing, budgeting, and human resources requests. A consolidated procedure manual should be provided in an easily accessible location on the City intranet.

10. Employee advocacy

Employee advocacy is one of many roles the Human Resources Department must balance. In this role, Human Resources staff promotes consistency in the treatment of employees, effective employee communications and employee complaint resolution. Advocacy creates a work environment in which employees are motivated, productive and satisfied. Employee feedback indicates Human Resources puts more emphasis on policy compliance and less on their advocacy role.

10.1 We recommend on-going evaluation of employee satisfaction, similar to the survey done in this project. Employee satisfaction targets should be set at both the Citywide and department/division levels, followed by action planning and execution to reach the targets.

Action Plans – Human Resources Department

Objective: Morale - Policy/Change Management/Communications

	Action item	Deliverables
1	Review best practices for policy communication/change management	Research and provide summary and recommendation to Mayor's office
2	Form senior management level review team for policies	Volunteers/nominations needed/possible executive order
3	Partner with Communications to develop strategy	Standardize policy communications
4	Develop Change Management protocol	Review/research and recommend change management processes and training for City employees to be used for all policy changes

Objective: Improve employee training

	Action item	Deliverables
1	Identify potential training classes as specified through survey (soft skill and policy)	List specific training classes by title and then skills core groups
2	Determine training requirement for supervisors and managers	Prioritization criteria, prioritize list prepared in Step #1
3	Identify training sources	Match sources to training needs identified in Step #1
4	Calculate one-time and on-going costs	Cost scenarios based on prioritization, list of other needs related to employee training

Action Plans – Communications Department

Problem/Opportunity: Recognition programs/promotion of employee recognition
- Project owners: Communications Dept./Human Resources Dept./Mayor's office
- Budget: Review current funding for Tulsa Blue, departmental funding for recognition, awards and staff resources/administrative support.
- Communications: Communications Plan will be coordinated with Human Resources, approved by Mayor's office and communicated to department heads.

Problem/opportunity: Improved systems for ongoing communication of policy changes
- Project Owners: Human Resources Dept./Support of Communications Dept.
- Action & Budget: Review technology issues and current budget for improvement.
- Communication: Plan will be communicated to department heads and to all employees – communications plan will include methods/tactics for communications, recommendations and budget considerations.

Problem/Opportunity: Communication improvements in non-OTC facilities
- Project Owner: Communications Dept.
- Action: Review use of technology in non-OTC facilities. Survey non-OTC facilities on best ways to reach them with employee news.
- Budget: Connecting existing technology in non-OTC facilities, as well as internet cafes, is being determined. Other budget needs/recommendations will be based on results of survey.
- Communications: The plan will be communicated by action – employees will see new tools available for their edification. Personal responsibility for reading and looking for information also will be stressed.

Appendix A

Citywide Survey Detail

Responses to structured questions

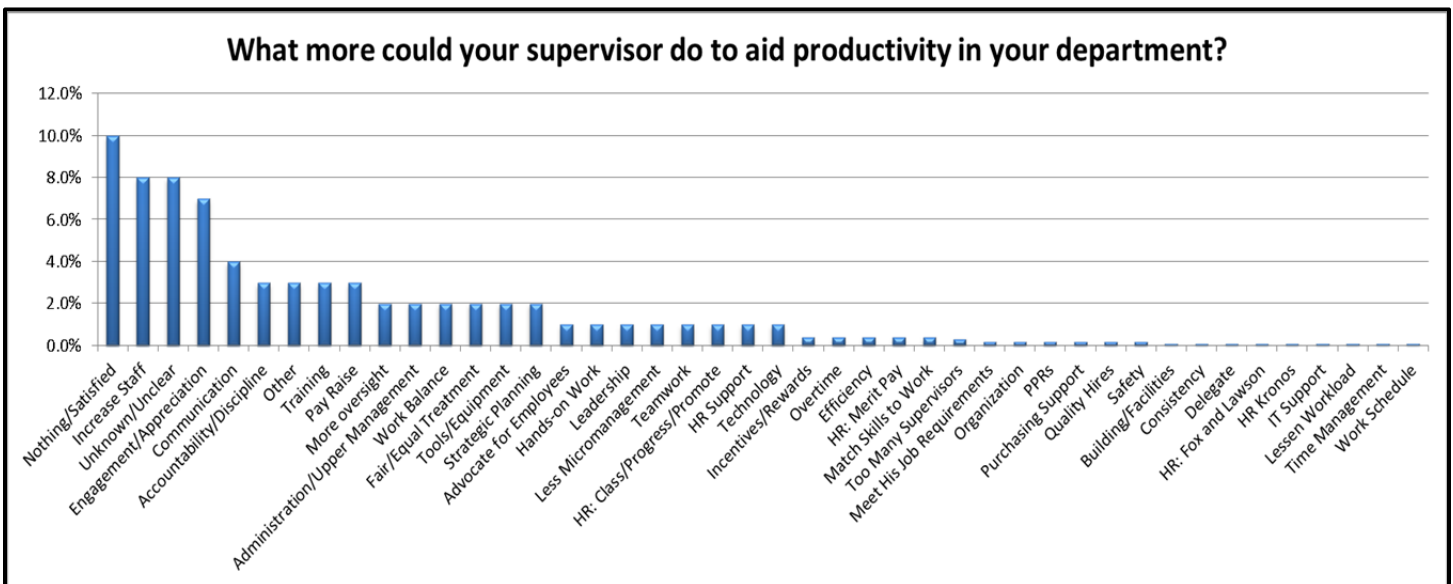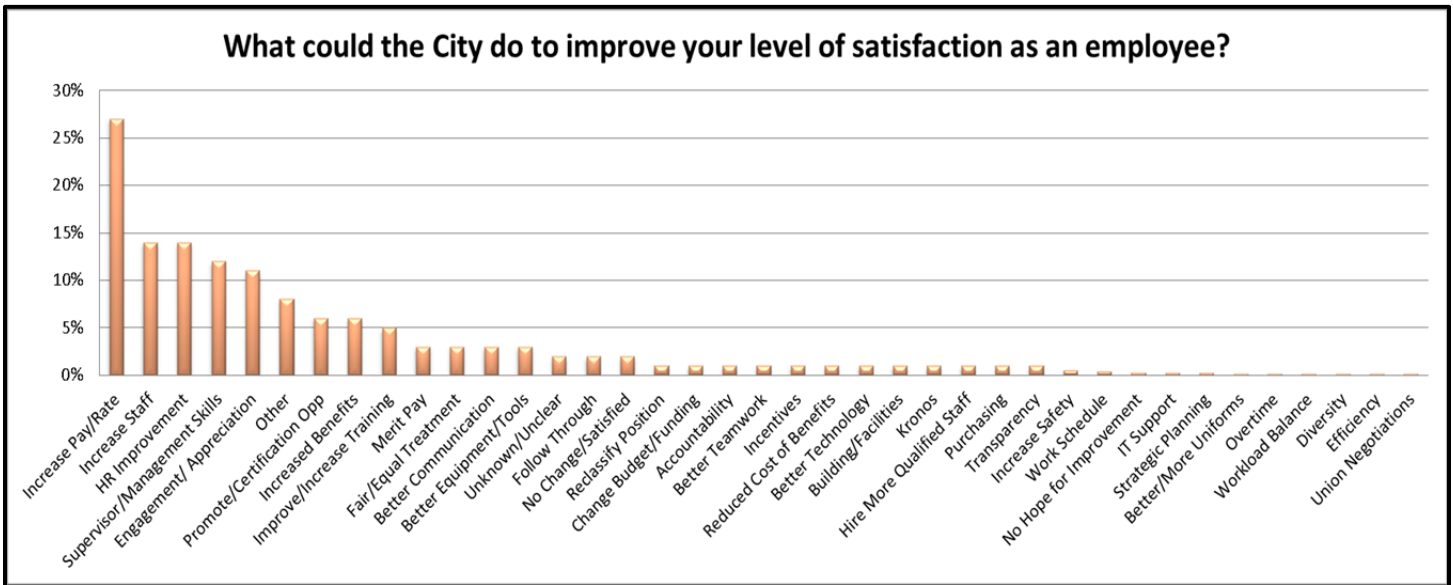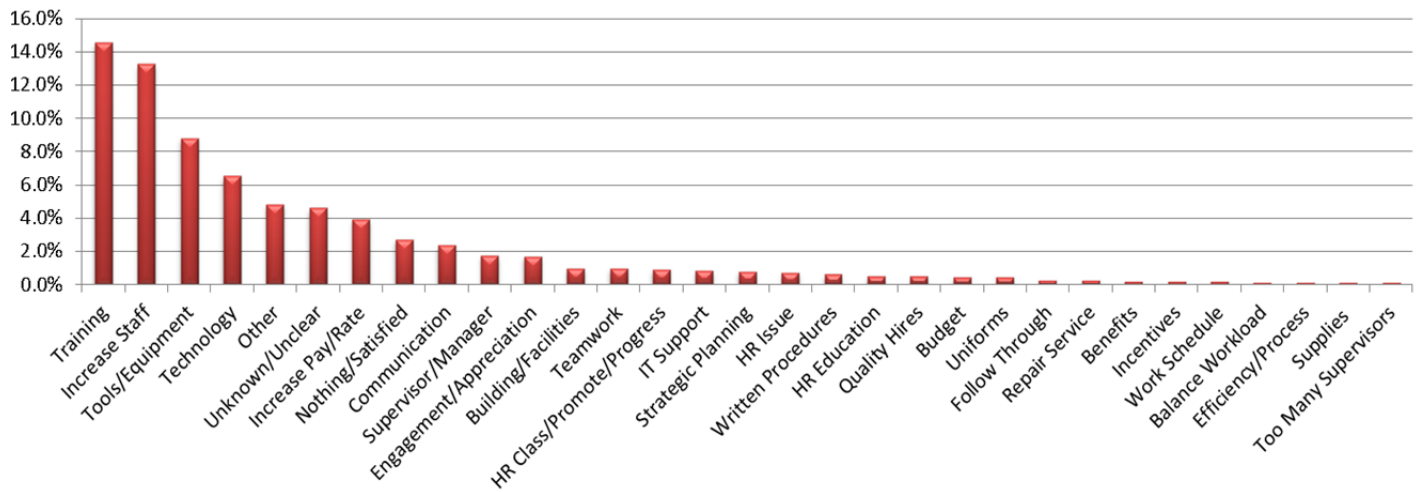| Question	Strongly Agree	Somewhat Agree	Neither Agree nor Disagree	Somewhat Disagree	Strongly Disagree
Overall, I like my job.	55	31	6	5	2
Current position is good fit for skills and abilities.	53	30	7	6	4
Recognized for exceptional performance of job duties.	24	32	17	14	13
Work includes projects that are interesting and meaningful.	40	36	13	7	4
Motivated to make department more productive and efficient.	42	32	14	7	5
Morale is low among co-workers.	33	30	16	11	9
Co-workers and I work well as a team.	53	33	8	4	2
Would recommend my work group to others as a great place to be employed.	34	29	18	11	8
City leaders will address any concerns raised in this survey.	4	14	22	24	36
Right balance between time available and amount of work I am expected to do.	21	36	18	15	9
Group has appropriate number of employees to provide services.	10	20	11	24	36
I can complete my job tasks without overtime.	17	27	21	21	14
Supervisor is good example for how to be productive & efficient.	42	26	17	7	7
Supervisor encourages coming up with new and better ways of doing things.	40	29	17	6	7
Supervisor makes best use of staff skills when determining assignments.	37	29	19	8	7
Supervisor effectively utilizes overtime.	32	19	38	5	6
Supervisor provides clear goals and expectations of performance.	43	30	14	6	6
Useful feeback from supervisor on progress toward performance goals.	37	30	18	8	7
Supervisor effectively deals with unproductive employees.	21	23	27	16	14
Workload is shared fairly among employees in my work group.	26	28	18	16	12
Work group has appropriate mix of managers, supervisors & staff.	23	28	20	15	14
City is good at communicating vision, priorities & goals to employees.	9	23	29	21	18
Know my department's goals, objectives & KPIs.	28	38	18	10	6
Understand how work aligns with the city's vision, priorities & goals.	20	33	27	11	9
Received training needed to be effective and efficient employee.	34	36	14	11	5
Co-workers are cross-trained to perform each other's jobs.	25	37	16	12	9
Work group has clear & measurable goals for productivity.	27	38	22	8	6
Work group tracks individual productivity on a regular basis.	22	30	27	11	9
Department tracks/reports division & department productivity on a regular basis.	22	30	34	8	6
Work group consistently misses its productivity targets.	2	6	37	19	36

Percentage of Respondents

■ Strongly Agree ■ Somewhat Agree ■ Neither Agree nor Disagree ■ Somewhat Disagree ■ Strongly Disagree
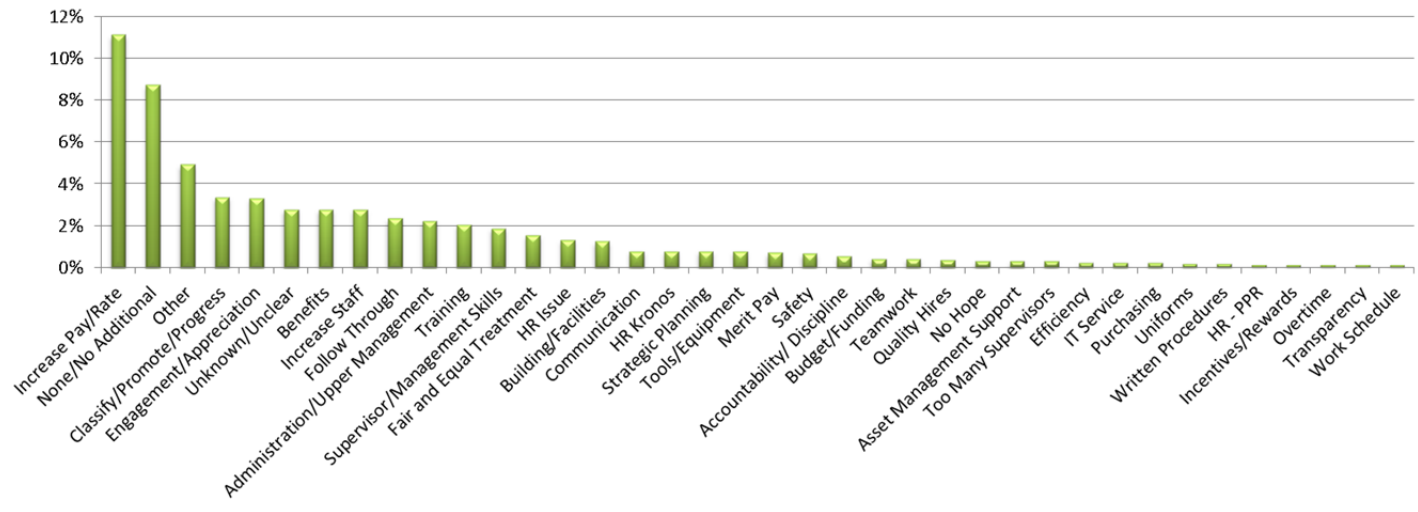
Responses to unstructured questions

The employee survey included five unstructured questions with free-text entry areas where respondents could enter their response to specific questions, or choose not to answer. City Auditor staff read the text entered for each unstructured question. Every comment was categorized into a specific topic area.

What could the City do to improve your level of satisfaction as an employee?

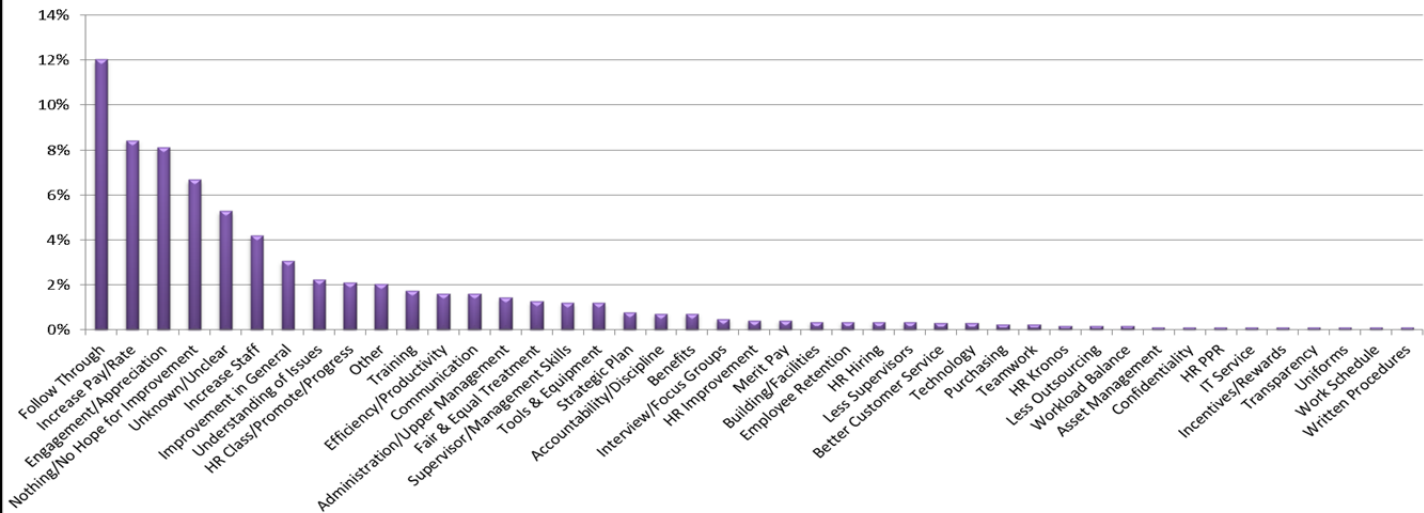What more could your supervisor do to aid productivity in your department?

What additional tools and resources could help your work group be more efficient?
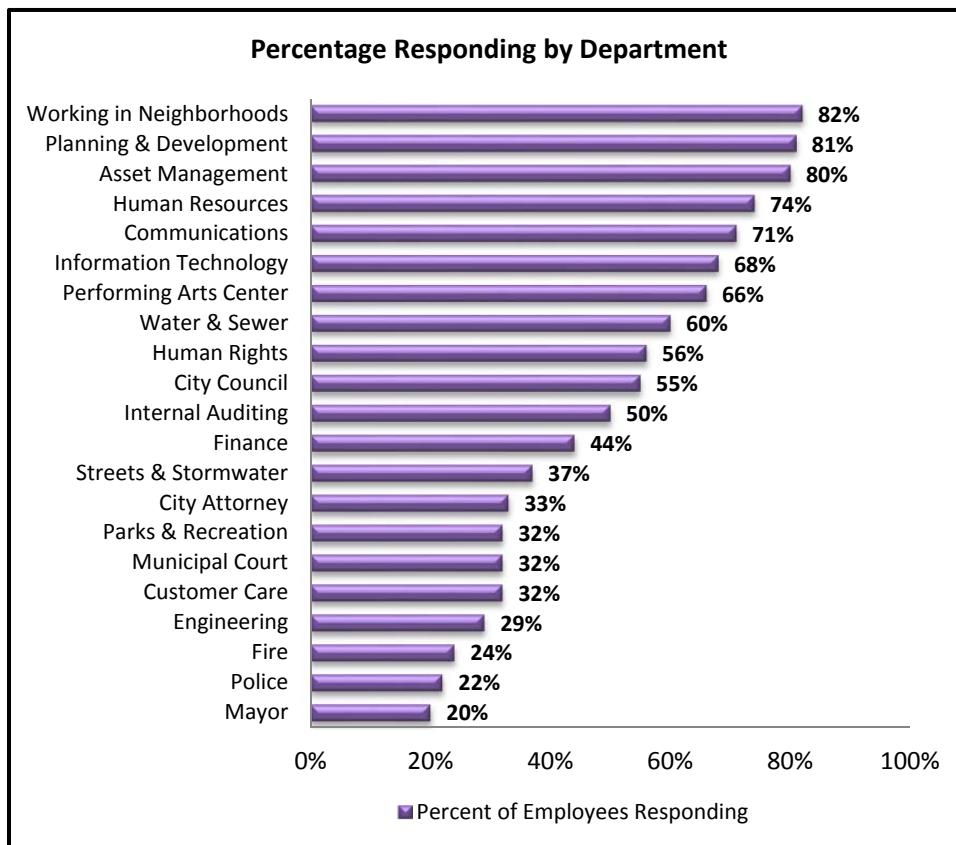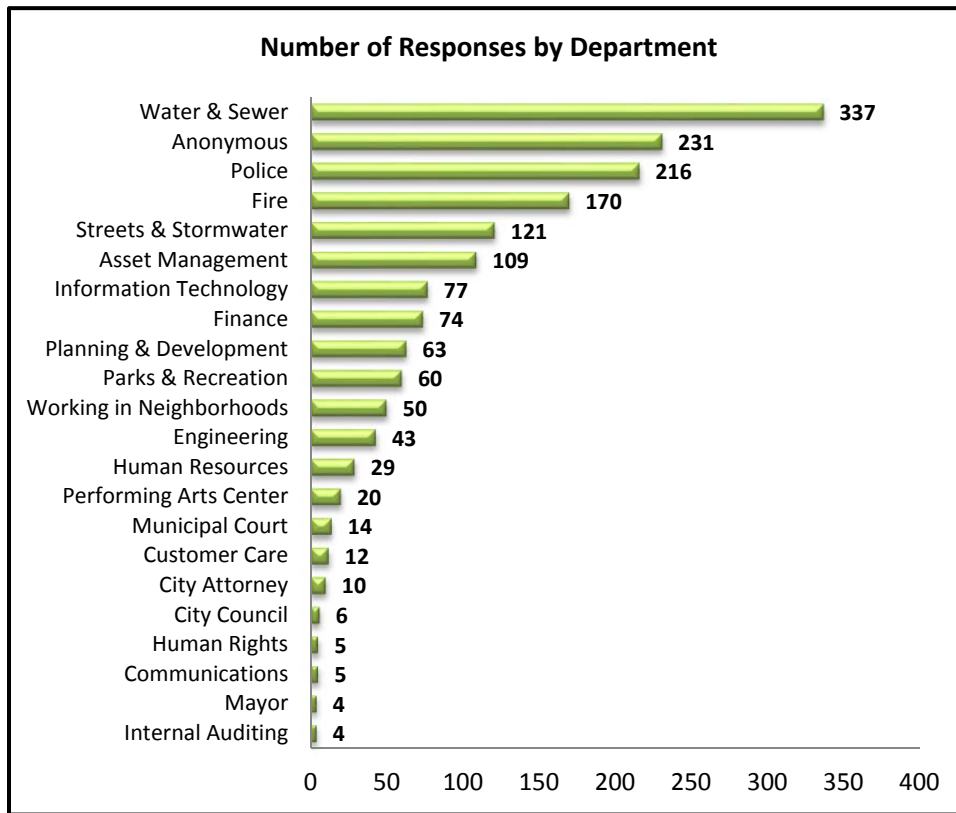

What other issues not included in this survey would you like the City of Tulsa to address?

What do you hope will be achieved by this survey?

Response rates

Number of Responses by Department

Department	Responses
Water & Sewer	337
Anonymous	231
Police	216
Fire	170
Streets & Stormwater	121
Asset Management	109
Information Technology	77
Finance	74
Planning & Development	63
Parks & Recreation	60
Working in Neighborhoods	50
Engineering	43
Human Resources	29
Performing Arts Center	20
Municipal Court	14
Customer Care	12
City Attorney	10
City Council	6
Human Rights	5
Communications	5
Mayor	4
Internal Auditing	4

Percentage Responding by Department

Department	Percent of Employees Responding
Working in Neighborhoods	82%
Planning & Development	81%
Asset Management	80%
Human Resources	74%
Communications	71%
Information Technology	68%
Performing Arts Center	66%
Water & Sewer	60%
Human Rights	56%
City Council	55%
Internal Auditing	50%
Finance	44%
Streets & Stormwater	37%
City Attorney	33%
Parks & Recreation	32%
Municipal Court	32%
Customer Care	32%
Engineering	29%
Fire	24%
Police	22%
Mayor	20%

Respondent Characteristics

Number of years employed with the City of Tulsa

Less than 5 years	23%
Five to ten years	15%
Ten to twenty years	32%
More than 20 years	19%
No response	11%

Number of years in current position

Less than 5 years	47%
Five to ten years	20%
Ten to twenty years	19%
More than 20 years	4%
No response	10%

Years of experience in current line of work

Less than 5 years	13%
Five to ten years	13%
Ten to twenty years	32%
More than 20 years	29%
No response	13%

Highest level of education

High school diploma/GED	11%
Some college	33%
Bachelor's degree	31%
Master's degree	7%
Doctorate	1%
Other	7%
No response	11%

Supervision

Supervisor or manager	23%
Do not supervise or manage	65%
No response	12%

Residence

Live in Tulsa	43%
Do not live in Tulsa	45%
No response	12%

Appendix B

Overtime Analysis

In fiscal year 2014, the City of Tulsa paid approximately 2,780 employees - or 74% of its workforce - some amount of overtime pay. Total overtime paid in FY14 was roughly $10.8 million dollars. Multiple private, government and academic studies of overtime and extended schedule work substantiate wide-ranging employee risks associated with extra work time on a regular basis. The U.S. Occupational Safety and Health Administration defines a 'normal work shift' as "a work period of no more than eight consecutive hours during the day, five days a week with at least an eight-hour rest". Significant highlights from overtime and extended work studies include:

- A 2005 study conducted by the University of Massachusetts Medical School and published in *Occupational Environmental Medicine* determined that working in jobs with overtime schedules was associated with a 61% higher injury rate vs. jobs without overtime.
- Although knowledge worker overtime is not associated with high rates of physical injury, it is also not likely to yield the increased efficiency/productivity sought. Study data presented at the 2010 International Association of Time Use Research Conference noted that knowledge-driven workers working overtime increase 'the time spent on high priority work only slightly', but 'non-value added time' worked in these overtime hours increases at a much faster rate.
- A 2004 National Institute of Occupational Safety and Health analysis of 22 overtime/extended schedule work studies noted 16 of these studies associated overtime with poorer general health, increased injury rates, more illnesses, unhealthy weight gain and increased mortality.
- 2010 world-wide work hour/schedule guidance published by Coca-Cola documented their business in one country with 34,000 employees had achieved a 55% improvement in safety performance, an 18% reduction in employee turnover, a 63% increase in productivity and $3.8 million in annual savings simply by reducing its excessive use of overtime.
- According to the Mayo Clinic, extremes of activity and work-life imbalance can lead to job burnout. Burnout is defined by Mayo as a subcategory of job-related stress, and is a "state of physical, emotional or mental exhaustion" in a work environment.   Mayo literature links job burnout to multiple negative health conditions, including excessive stress, fatigue, insomnia, depression, anxiety, alcohol and/or substance abuse, heart disease, high cholesterol, Type 2 diabetes (especially in women), stroke, obesity, and vulnerability to illnesses.

In addition to overtime-related risks to employees, any fatigue-related impairment of City operations and services may also negatively impact citizens. Due to the large number of employees earning some amount of overtime pay, overtime patterns and trends were reviewed in depth for this project.

Findings

1. **<u>High amounts of overtime are earned by a disproportionately few overtime-earning workers</u>**
   Analysis of the total FY14 overtime revealed that 80% of overtime paid went to only 25% of City employees. The percentage distribution of overtime paid is highlighted in the chart below.

Percent of overtime dollars paid in 2014	Number of employees earning overtime	Percent of City employees
10%	34	1%
20%	85	2%
30%	155	4%
40%	247	7%
50%	363	10%
60%	505	13%
70%	693	18%
80%	935	25%

Our detailed overtime analysis identified 155 workers who had earned 30% or more of their pay in overtime wages. To gain a more in-depth understanding of overtime, we analyzed the top 75 'highest overtime earners.' The following conclusions were drawn from this sample.

2. **<u>A significant portion of the 75 highest overtime earners worked an average week in excess of 50 hours in fiscal year 2014. This is a pattern noted to be associated with safety, health, burnout and efficiency risks.</u>** (To include *all* hours worked, compensatory time earned was included.)

   <u>NON- SWORN PERSONNEL</u>
   - Non-sworn personnel comprised 17 of the 75 sample employees; 3 employees in this group of 17 worked an average week over 50 hours. The highest number of hours worked by an employee in this group was approximately 2700 – over 600 hours of overtime.
   - Non-sworn high overtime jobs were concentrated in 911 Communications and Water & Sewer. Employees in Engineering Services, Streets & Stormwater and Security rounded out this group.

   <u>SWORN PERSONNEL</u>
   - Police comprised 57 of the 75 sample employees; 29 employees in this group of 57 worked an average week over 50 hours. The highest number of hours worked by an employee in this group was approximately 3100 hours.
   - Union contract terms allow vacation to count as time worked, frequently resulting in vacation causing overtime pay. Even with this contract

requirement, this group of high overtime earners' overtime remains unusual compared to other TPD employees. 29 employees with a work week of over 50 hours makes up roughly 3.7% of approximately 780 TPD sworn personnel, indicating this seems to be a pattern isolated to a relatively small group of employees.

- Police employees with high average workweek hours were comprised of various positions and ranks.
- One remaining sworn employee in the sample of highest overtime earners was a Fire Resource Chief; this was the only TFD employee to emerge as a high overtime earner.

3. **A significant percentage of the 75 highest overtime workers have over 20 years of service, raising the possibility of continuity and sustainability risks when they retire or exit our workforce.**

The combined percentage of employees with 20+ years of service in the sample was 37%.

- Five non-sworn employees in the sample had 20+ years of service (31% of the nonsworn employees in the sample)
- 23 sworn employees had 20+ years of service (40% of the sworn employees in the sample).

4. **Although overtime wages paid to the 75 highest overtime earners did not exceed the salary and benefit cost of adding an additional position, several employees worked overtime levels which approached such a cost justification.**

Five 911 Communications employees and one Engineering Services field inspection employee worked overtime levels which approached justification of an additional hire – $3,000 to $4,000 in additional overtime wages would have created such a scenario. Given the known risks of consistent overtime workloads, this pattern may warrant further evaluation, since these employees are performing critical services/operations for the City.

Appendix C

Span of Control Analysis

Span of control refers to the number of subordinates who report directly to a single manager or supervisor. Span of control can be narrow - few employees reporting to a supervisor, or wide - many employees reporting to a supervisor. Establishing the ideal span of control for each supervisor is important to achieve peak performance. Positions with too many direct reports have less time for strategic planning and work redesign.

Factors that influence span of control
- Job complexity
- Job similarity
- Where the employees are physically located
- Amount of coordination to complete tasks
- Employee abilities
- Supervisor's ability

Factors that support a narrow span of control
- High levels of diversity and complexity of work performed
- Significant coordination is necessary between employees and supervisors
- Lots of changes in the work environment
- Employees are located in widely dispersed workplaces
- High employee need for career development and counseling

Factors that support a wide span of control
- Experienced people who are highly skilled and motivated
- Employees can monitor and adjust their own performance
- Job design and tools that give employees performance feedback

Observations and Recommendations

Establish parameters for upper and lower limits on span of control.
The City has not established upper and lower limits for span of control. For purposes of data presentation in this project, less than five direct reports was considered as potentially being too few direct reports, and 10 or more direct reports was considered too many. Based on these parameters, data indicated there were 168 supervisors who may have too few direct reports, and 53 supervisors who may have too many direct reports.

Additional analysis of span of control should be completed.
Data used for this analysis was obtained from the Kronos system, and the analysis was based on the number of employees whose payroll is approved by a single supervisor or manager. This analysis provides some indication of span of control but a more detailed analysis would provide more complete information.

Appendix D

Survey Methodology

Survey Design
The employee survey included 30 structured questions and 5 unstructured questions with free-text entry areas where respondents could enter their response to specific questions, or choose not to answer. The survey also included 12 optional demographic questions about the respondent.

The 30 structured questions used a five point Likert Scale for the responses, which allowed employees to express how much they agree or disagree with statements. Choices included: Strongly Disagree; Somewhat Disagree; Neither Agree nor Disagree; Somewhat Agree; and Strongly Agree.

The survey questions were grouped into four topic areas:
- Employee Engagement/Job Satisfaction
- Supervisory Strengths and Weaknesses
- Tools for Efficiency
- Structure and Performance

Administration
Employees were emailed a link to a survey website selected by the City Auditor's office for survey administration. The link opened the survey tool, and employees completed the structured, unstructured and demographic questions at the website. Responses were anonymous and protected for confidentiality. Employees could access the web survey beginning February 13, 2015 and ending March 6, 2015.

Participation
All City of Tulsa employees were eligible to participate in the survey. Employees from all 22 City of Tulsa departments participated in the survey. 1660 of the 3308 employees completed the survey, a response rate of 50.18%.

Data Analysis
Statistical analysis was performed on the survey to provide both Citywide and department level results. For analysis purposes, three groupings were used: positive (Strongly Agree + Somewhat Agree), negative (Strongly Disagree + Somewhat Disagree) and neutral (Neither Agree nor Disagree). Each structured question was analyzed individually for an overall score of Strengths (Questions with a 70% or higher positive response rate); Needs Improvement (Questions with a 40% or higher negative response rate); and Opportunities (Questions between 70% positive and 40% negative).

Department results were prepared using each survey in which the respondent provided the name of their department in the demographic questions. Department heads were

provided an analysis of their departments' Strengths, Needs Improvement and Opportunities categories.

City Auditor staff read the text entered for each unstructured question. Every comment was categorized into a specific topic area. The categories were compiled and analyzed for each unstructured question. The respondent's written comments have been summarized in this report as key points learned from the survey and in the recommendations discussion.

Focus Groups

Eight focus group discussions were facilitated by City Auditor staff. The focus groups included approximately 10 participants each, divided by areas of expertise and levels of management responsibility. The purpose of the focus group discussions was to gain a better understanding of prominent issues identified in the survey. Participants voiced opinions and prioritized recommendations for improvement in the following areas: Employee Morale and Engagement; Human Resources; Training and Other Resources; and Supervisor and Management Skills.