

**A STUDY OF MONTGOMERY COUNTY
GOVERNMENT'S RECRUITMENT
PRACTICES AND WORKFORCE DIVERSITY**



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Sue Richards

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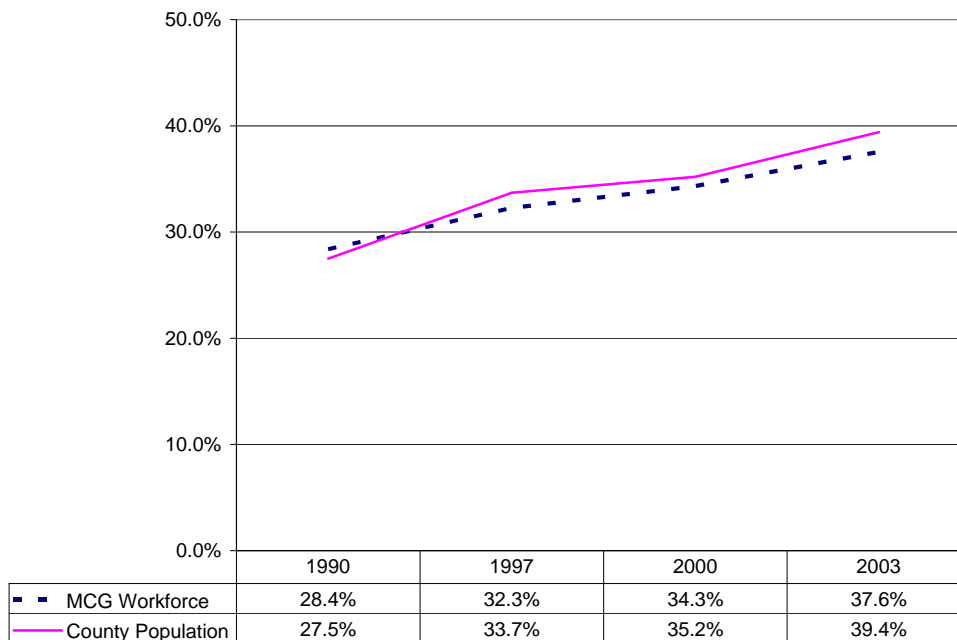
EXECUTIVE SUMMARY

Montgomery County Government values diversity and strives to achieve a diverse workforce through its recruitment practices. As Montgomery County's population grows more diverse, managers recognize the importance of hiring qualified individuals who can serve a diverse community, and who reflect the diversity of the available labor pool. This report reviews data to assess the County Government's workforce diversity, describes strategies the Office of Human Resources, the Department of Health and Human Services, and the Montgomery County Fire and Rescue Service use to attract diverse applicant pools, and reports how they measure their efforts and results.

OLO's review of the County Government's recruitment efforts found the Office of Human Resources' and the departments' use strategies such as online advertising, campus career fairs, trade shows, and community festivals to reach out to minority applicants and underrepresented communities. As depicted in the graph below, OLO's examination of County Government workforce data found the diversity of its workforce has kept pace with the growing diversity of the County's population.

OLO's review of the departments' applicant pool data and results of analyses in outdated Equal Employment Opportunity and Diversity Action Plans ("EEO Plans") suggests ongoing oversight is needed to address issues of underrepresentation, particularly for Montgomery County's Fire and Rescue Service. OLO believes the County Government's EEO Plans offer a structured approach for the County Council to monitor the County Government's management of recruitment practices and changes in workforce diversity. OLO recommends that the Council ask the Chief Administrative Officer for a briefing on the County Government's forthcoming EEO Plan when it is published in November. In its request for a briefing, the Council should ask the CAO to also report on the Office of Human Resources' efforts to improve its administration and use of the EEO Plan.

Minority Representation in the County Government's Workforce and the County Population, 1990-2003



**A STUDY OF MONTGOMERY COUNTY GOVERNMENT'S
RECRUITMENT PRACTICES AND WORKFORCE DIVERSITY**

TABLE OF CONTENTS

Executive Summary

I.	Authority, Scope, and Organization of Report.....	1
II.	Composition and Trends in the County Government's Workforce	4
III.	Administration of the County Government's Recruitment Practices.....	19
IV.	Case Studies of Recruitment Practices and Workforce Diversity.....	26
V.	A Review of the Montgomery County Government's EEO Plans	44
VI.	Findings	57
VII.	Recommendations	74
VIII.	Agency Comments on Final Draft	76

**A STUDY OF MONTGOMERY COUNTY GOVERNMENT'S RECRUITMENT PRACTICES
AND WORKFORCE DIVERSITY**

LIST OF TABLES AND EXHIBITS

Number	Tables	Page
2-1	Gender Structure of the County Government's Workforce, 1991-2005	7
2-2	Race/Ethnicity of the County Government's Workforce, 1991-2005	7
2-3	Males in the County Government's Workforce by EEO Job Group, 1995, 2000, 2005	14
2-4	Females in the County Government's Workforce by EEO Job Group, 1995, 2000, 2005	14
2-5	Changes in Number and Occupations of White non-Hispanic Employees, 1995, 2000, 2005	15
2-6	Changes in Number and Occupations of Minority Employees, 1995, 2000, 2005	15
2-7	Males in the Supervisory Workforce by Job Group in 2000 and 2005	16
2-8	Females in the Supervisory Workforce by Job Group in 2000 and 2005	17
2-9	White non-Hispanic Employees in the Supervisory Workforce by Job Group in 2000 and 2005	17
2-10	Minority Employees in the Supervisory Workforce by Job Group in 2000 and 2005	18
4-1	Approved DHHS Recruitment Budget FY01 to FY07	28
4-2	Gender and Minority Composition of DHHS Applicant Pools	30
4-3	Race and Gender of New Hires in DHHS between June 2003 to June 2006	30
4-4	MCFRS Expenditures for Recruitment Efforts in FY05 and FY06	33
4-5	FY06 Job Fairs and Outreach Activities MCFRS Recruitment Staff Attended	36
4-6	Minority Representation at Different States of the MCFRS Application, Testing and Hiring Process for Entry Level Firefighters between February 2001- March 2006	41

Number	Tables Continued	Page
4-7	Female Representation at Different States of the MCFRS Application, Testing and Hiring Process for Entry Level Firefighters between February 2001 – March 2006	42
4-8	Minority and Female Representation for MCFRS Recruitment Classes	43
5-1	Publication History of the County Government's EEO Plans	46
5-2	Female and Minority Representation in the Five Largest County Government Departments, 2000 and 2005	49
5-3	Changes in Gender and Racial Representation in the County Government's Supervisory Workforce, 2000 and 2005	49
5-4	Sources and Dates of Data for County EEO Plans– FY01 – FY04	50
Number	Exhibits	
2-1	Description of EEO Job Categories	5
2-2	Growth of the County Government's Workforce, 1991-2005	6
2-3	White non-Hispanic and Minority Representation in the County Government's Workforce, 1991-2005	8
2-4	Minority Representation in the County Government's Workforce and the County Population, 1990-2003	9
2-5	African-American Representation in the County Government's Workforce and the County Population, 1990-2003	10
2-6	Hispanic Representation in the and the County Government's Workforce and the County Population, 1990-2003	11
2-7	Asian-Pacific Islander Representation in the County Government's Workforce and the County Population, 1990-2003	12
2-8	Change in the County Government's Workforce by EEO Job Group, 1995-2005	13
3-1	Summary of the County's Hiring Process – Description and Responsibilities	21
3-2	Outreach Events and Job Fairs Attended in FY06	24
3-3	OHR Outreach Strategies to Women and Minorities, 2003 and 2006	25
5-1	Underutilization in EEO Job Groups, 2000-2003	56

Chapter I. Authority, Scope, and Organization of Report

A. Authority

Council Resolution 15-1092, *FY 2006 Work Program of the Office of Legislative Oversight*, adopted July 26, 2005.

B. Purpose and Scope of Review

Montgomery County Government values diversity and strives to achieve a diverse workforce through its recruitment practices. As the County population becomes increasingly diverse, County managers recognize the importance of hiring individuals who can serve a diverse community effectively and who reflect the diversity of the available labor pool.

Each year, the County Government's Office of Human Resources produces an Equal Employment Opportunity (EEO) and Diversity Action Plan ("EEO Plan") to demonstrate the County Government's commitment to equal employment opportunity and workforce diversity. The most recent EEO Plan, issued in September 2003, states:

The County's goal is to achieve a diverse cadre of qualified employees and eliminate barriers to optimum utilization of underrepresented employees. To this end, the Office of Human Resources (OHR) will continue to expand and target its recruitment outreach efforts to reach those currently underrepresented communities, as indicated above. Specifically, the County's objectives are to increase the representation of qualified females and minorities in each of the underrepresented job groups ... until all areas of underutilization have been eliminated.¹

The purpose of this project is to assess the County Government's efforts to attract racially and ethnically diverse applicant pools, and to understand how these efforts contribute to the County's goal of a well-qualified, diverse workforce. This study:

- Compiles data to understand the gender structure and racial/ethnic diversity of the County Government's workforce today and compares these data to the diversity of the County's population as a whole;
- Describes the Office of Human Resources' expanded outreach efforts to underrepresented communities; and
- Looks at the recruitment activities and workforce diversity of two case studies, the Department of Health and Human Services and the Montgomery County Fire and Rescue Service.

¹<http://www.montgomerycountymd.gov/content/ohr/ResourceLibrary/files/FY%2004%20EEO%20&%20Diversity%20Action%20Plan%20.pdf>, pp. 40-41.

According to the Equal Employment and Diversity Action Plan (EEO Plan), “the County monitors and evaluates its performance on the objectives stated in the EEO Plan through four primary audit mechanisms: applicant tracking, Affirmative Action data collection, Complaint Processing, and Analysis, and Management Leadership Service Performance Management.”² This study describes the County Government’s use of two of these mechanisms - applicant tracking and affirmative action data collection.

C. Terms and Definitions

A study that addresses the employment practices and demographic characteristics of an organization’s workforce takes place within a broader policy and legal framework of affirmative action, equal employment opportunity and workforce diversity.

The term **affirmative action** refers to a plan or set of employment programs, procedures and practices designed to address existing discrimination, to remedy the lingering effects of past discrimination, and to prevent future discrimination. Federal regulations specify the components of an affirmative action plan.

The phrase **equal employment opportunity (EEO) policy** is the name given to a policy that an organization adopts. An EEO policy states an organization’s commitment to administer its employment practices without regard to race, sex, color, national origin, religion, age disability or other protected classes established in law. Federal regulations require local governments to produce EEO Reports which contain data about the gender and race/ethnicity of the workforce.

The term **employment practices** covers all terms and conditions of employment such as recruitment, hiring, compensation, promotions, disciplinary action, terminations and disciplinary actions.

An **affirmative action plan** is a written document that reports the results of an organization’s ongoing efforts to comply with its obligation to administer its employment practices in a non-discriminatory manner. Some organizations prepare affirmative action plans voluntarily; however, in the private sector, an affirmative action plan is required for all federal contractors. These plans review the demographics of the workforce, identify areas of underutilization, and outline recruitment initiatives.

An **EEO Report** is a legally mandated document that an organization files to report the demographic composition of its workforce. Federal regulations require local governments to submit this report (an EEO-4 report) on a bi-annual basis. The report contains data about the gender and race/ethnicity composition of the workforce.

A **diversity plan or diversity program** is a set of voluntary initiatives designed to create an inclusive workplace environment that values diversity as a core business practice. The concept of diversity encompasses many types of characteristics, e.g., race, gender, national origin, age, religious differences, education, economic background, familial status, language, and sexual orientation.

² EEO Plan, p. 106.

D. Organization of Report

This report is organized as follows:

Chapter II presents demographic data and portrays changes in the composition of the County Government's workforce between 1991 and 2005.

Chapter III provides an overview of the County Government's administration of its recruitment and hiring practices, and provides information to follow-up on a previous OLO review of the hiring process.

Chapter IV presents two case studies of recruitment practices and measures of workforce diversity in the Montgomery County Fire Rescue Service and the Department of Health and Human Services.

Chapter V describes the County Government's EEO Plans.

Chapters VI and VII present OLO's Findings and Recommendation.

E. Methodology

Office of Legislative Oversight staff member Sue Richards conducted this study, with assistance from Aron Trombka, Rich Romer, Ben Stutz and Teri Busch. OLO gathered information through document reviews, general research, and interviews.

F. Acknowledgements

OLO received a high level of cooperation from everyone involved in this study. OLO appreciates the assistance of staff in the Office of Human Resources, the Montgomery County Fire and Rescue Service, and the Department of Health and Human Services.

In particular, OLO appreciates the assistance of Joseph Adler, Carlos Vargas, Julie Mack, Sherry Graves, Angela Washington, Lisa Craft, and Elizabeth Haberman in the Office of Human Resources; Fire Chief Tom Carr, Division Chief Michael Love, Peter Piringer, Lieutenant Dorcus Howard, Lieutenant Brock Cline, Debra Shaw, Kevin Sanzenbacher and Lydia Araya in Montgomery County Fire Rescue Service; Kenneth Rumsey, Robert Debernardis and Judith Unger in the Department of Health and Human Services; and Dave Stevenson in the Office of the County Attorney.

Chapter II. Composition and Trends in the County Government's Workforce

This chapter presents data about the diversity of the County Government's workforce and the population of the County. For the purposes of this study, the County Government's workforce includes all permanent employees (full-time and part-time) and excludes all temporary, seasonal, or contract employees. This chapter is organized as follows:

- **Part A** describes the sources of data used for this analysis;
- **Part B** presents changes in the size and composition of the County Government's workforce between 1991 and 2005;
- **Part C** compares changes in the composition of the County Government's workforce to changes in the County's population between 1991 and 2005;
- **Part D**; examines changes in the County Government's workforce by EEO job group; and
- **Part E** presents changes in the composition of the County Government's supervisory workforce between 2000 and 2005.

A. Data Sources

This chapter uses the following sources of information to examine the County Government's workforce and the County's population. These data are collected, compiled and reported by different government agencies.

Office of Human Resource Workforce Data

OLO obtained information about the County Government's workforce from two sources of data, annually published by the Office of Human Resources (OHR):

- The Personnel Management Review (PMR) for the County Government; and
- The Equal Employment Opportunity and Diversity Action Plan (the EEO Plan).

OHR submits the Personnel Management Review to the County Council each spring. The PMR provides data for the previous calendar year about the County Government's workforce demographics, e.g. the number of employees by gender, age, and race/ethnicity. It also reports employee salary and turnover data for the previous calendar year. At OLO's request, OHR provided PMR data for a 15-year period, from 1991 to 2005.³

OHR publishes the EEO Plan during the first quarter of each fiscal year. The EEO Plan provides three separate statistical analyses of the County's workforce, based on data for the previous fiscal year. (The analyses are a workforce analysis, a job group analysis, and a utilization analysis. See Chapter V for details.) At OLO's request, OHR provided data from EEO Plans for a six-year period, from 2000 to 2005.⁴

³ PMR workforce data are available for the 1990 calendar year, but only on a limited basis.

⁴ The EEO data OHR provided was reported as of July 2000, July 2001, July 2002, July 2003, May 2004, and December 2005.

EEO Job Groups. Both the PMR and the EEO Plan contain data about the County Government's workforce reported by EEO job group. A job group is a collection of titles across an organization that share similar work content, advancement opportunities, and rates of pay. EEO job groups are a classification system of occupational categories established by the federal Equal Employment Opportunity Commission (EEOC). State and local governments must maintain and report workforce records by these job groups to comply with the requirements of Title VII of the Civil Rights Act. Exhibit 2-1 summarizes the job groups and definitions established by the EEOC for the job groups used in this report.

Exhibit 2-1: Description of EEO Job Categories

Officials and Administrators – Occupations in which employees set broad policies, exercise overall responsibility for execution of these policies, or direct individual departments or special phases of the agency's operations, or provide specialized consultation on a regional, district or area basis.

Professionals – Occupations which require specialized and theoretical knowledge which is usually acquired through college training or through work experience and other training which provides comparable knowledge.

Technicians – Occupations which require a combination of basic scientific or technical knowledge and manual skill which can be obtained through specialized post-secondary school education or through equivalent on the job training.

Protective Service Workers – Occupations in which workers are entrusted with public safety, security and protection from destructive forces.

Paraprofessionals – Occupations in which workers perform some of the duties of a professional or technician in a supportive role, which usually require less formal training and/or experience normally required for professional or technical status.

Administrative Support (Including Clerical and Sales) – Occupations in which workers are responsible for internal and external communication, recording and retrieval of data and/or information and other paperwork required in an office.

Skilled Craft Workers – Occupations in which workers perform jobs which require special manual skill and a thorough and comprehensive knowledge of the processes involved in the work which is acquired through on the job training and experience or through apprenticeship or other formal training programs.

Service Maintenance (Including Laborers) - Occupations in which workers perform duties which result in or contribute to the comfort, convenience, hygiene or safety of the general public or which contribute to the upkeep and care of buildings, facilities or grounds of public property.

Source: OLO and FY03 EEO and Diversity Action Plan, July 2002.

Park and Planning Data

OLO used data reported by the Montgomery County Planning Department Research and Technology Center to identify demographic changes in the County's population.

B. County Government's Workforce Overview

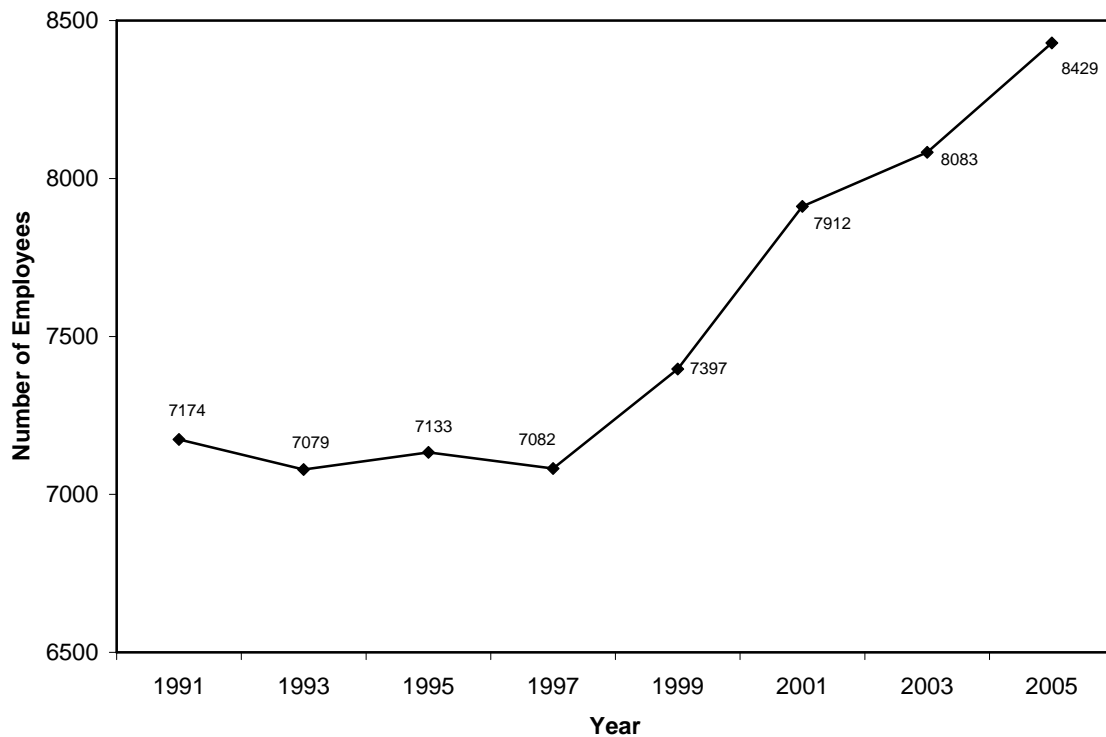
The section presents information on the current size of the County Government's workforce, the change in workforce size between 1991 and 2005, and the size and growth of specific job groups within the workforce between 1991 and 2005.

Total Workforce Size

As of December 2005, the County Government's workforce consists of 8,429 permanent employees. Exhibit 2-2 shows the total size of the County Government's workforce for each year from 1991 to 2005. The data show:

- The size of the workforce remained relatively stable between 1991 and 1997.
- Between 1997 and 2005, the total workforce grew from 7,174 to 8,429 employees, an increase of 1,347 or 17%.

Exhibit 2-2: Growth of the County Government's Workforce, 1991-2005



Source: Office of Human Resources, Personnel Management Reviews 1991 to 2005.

Gender Structure of the County Government's Workforce

At the end of 2005, there were 4,669 males and 3,730 females in the County Government's workforce. As shown in Table 2-1, there were 802 more male employees and 453 more female employees in 2005 than in 1991. Between 1991 and 2005, the proportion of women in the workforce fluctuated between 44% and 46%.

Table 2-1: Gender Structure of the County Government's Workforce, 1991-2005

Gender	County Government's workforce					
	1991	2001	2002	2003	2004	2005
Males	3,897	4,293	4,451	4,440	4,565	4,699
<i>% of Total</i>	54%	54%	55%	55%	56%	56%
Females	3,277	3,619	3,648	3,643	3,730	3,730
<i>% of Total</i>	46%	46%	45%	45%	44%	44%
Total	7,174	7,912	8,099	8,083	8,223	8,429

Source: OLO and Office of Human Resources, August 2006.

Racial/Ethnic Composition of the County Government's Workforce

At the end of 2005, approximately 5,014 employees (61%) in the County Government's workforce were White non-Hispanic and 3,259 were minorities; including 2,146 African-Americans (26%), 589 Hispanics (7%), 464 Asians (6%), and 60 American Indians (1%). Table 2-2 and Exhibit 2-3 (on the next page) show steady increases in the number and representation of minority employees. In 1991, minority employees were 28% of the workforce, compared to 39% in 2005.

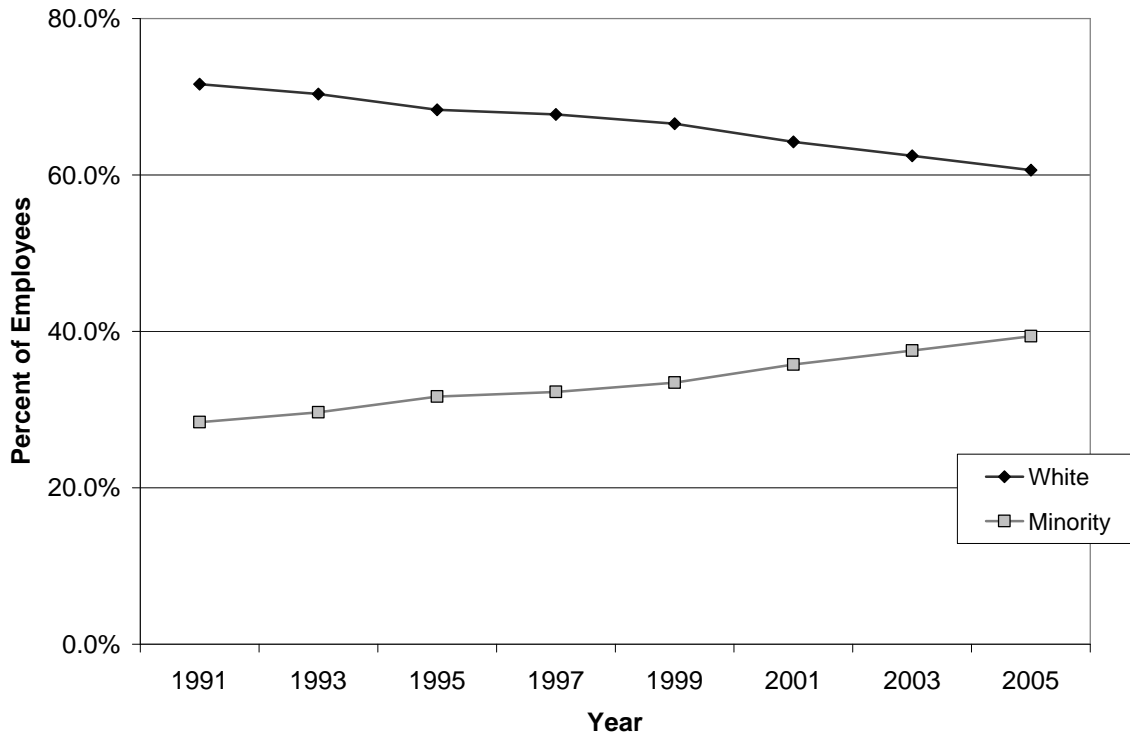
Table 2-2: Race/Ethnicity of the County Government's Workforce, 1991-2005

Race/Ethnicity	County Government's workforce					
	1991	2001	2002	2003	2004	2005
White non-Hispanic	5,138	5,044	5,092	4,989	4,963	5,014
<i>% of Total</i>	72%	64%	63%	62%	62%	61%
African-American	1,515	1,900	1,963	1,989	2,063	2,146
<i>% of Total</i>	21%	24%	25%	25%	26%	26%
Hispanic	230	465	495	523	544	589
<i>% of Total</i>	3%	6%	6%	7%	7%	7%
Asian-Pacific Islander	239	381	410	421	441	464
<i>% of Total</i>	3%	5%	5%	5%	6%	6%
American Indian	52	64	66	67	61	60
<i>% of Total</i>	1%	1%	1%	1%	1%	1%
Subtotal Minority	2,036	2,810	2,934	3,000	3,109	3,259
<i>% of Total</i>	28%	36%	37%	38%	39%	39%
Total	7,174	7,854	8,026	7,989	8,072	8,273*

Source: OLO and Office of Human Resources, August 2006.

*This total does not equal the total workforce in Table 2-1 because some individuals report more than one race and others choose not to report race.

Exhibit 2-3: White non-Hispanic and Minority Representation in the County Government's Workforce, 1991-2005



Source: OLO and Office of Human Resources, Personnel Management Reviews, August 2006.

C. Composition of the County Government's Workforce Compared to the County Population

From 1990 to 2004, the population of Montgomery County grew increasingly diverse. The US Census data show Montgomery County's minority population grew 43% from 176,387 to 312,912. During this period, the Hispanic population grew 80%, the Asian population increased 64%, and the White non-Hispanic population decreased 14%.

This section compares Census population data for Montgomery County with County Government workforce data to see whether the composition of the County Government's workforce kept pace with the increasing diversity of the County's population.

OLO used data from Montgomery County Planning Department's Research and Technology Center and data from OHR's Personnel Management Reviews for this analysis. The Research and Technology Center reported Census data in 1990 and 2000 and conducted Census update surveys in 1997 and 2003. OLO paired these data with data from OHR's Personnel Management Reviews. For 1990, OLO paired 1990 Census data with data from OHR's 1991 Personnel Management Review, since data for 1990 were not available.

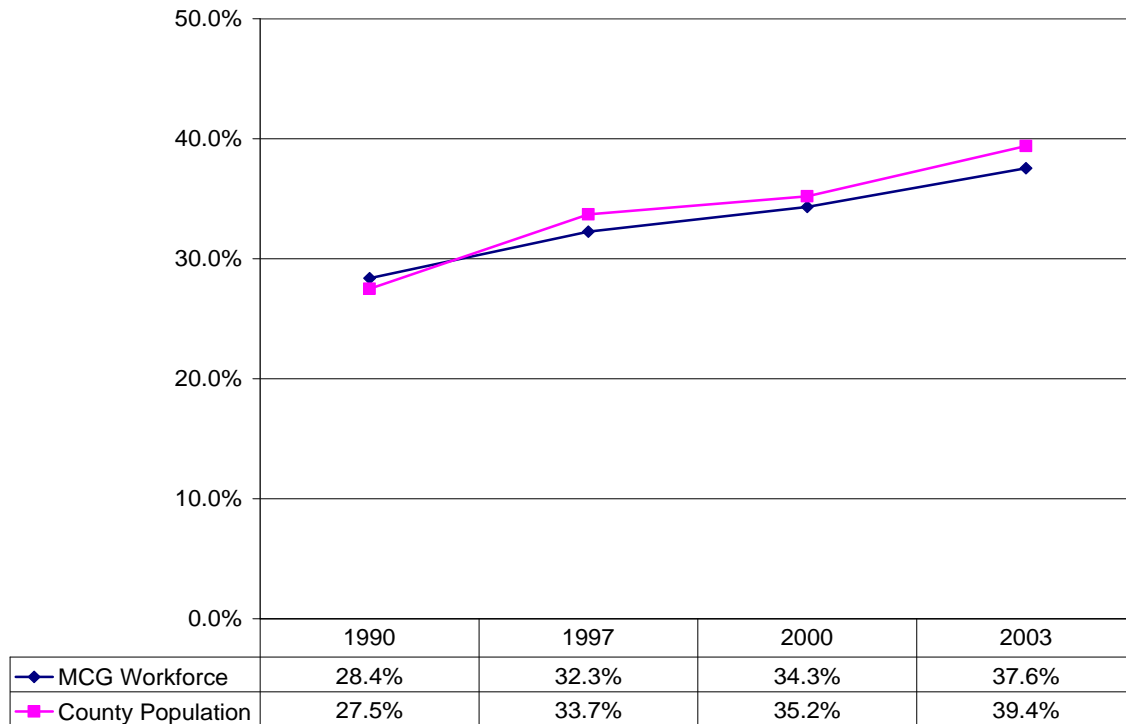
Female Representation

A comparison of females in the County Government's workforce and the County population shows Montgomery County has a higher share of females than the County Government's workforce. In 2000, the Census data showed 52% of the County's residents were female; and, OHR reported 46% of the County Government's workforce was female.

Racial/Ethnic Representation

Exhibit 2-4 compares the minority representation of the County Government's workforce with the County population. It shows the diversity of the workforce was comparable to the diversity of the population fifteen years ago. As the diversity of the population increased, workforce diversity increased as well, although at a slightly slower rate.

Exhibit 2-4: Minority Representation in the County Government's Workforce and the County Population, 1990-2003



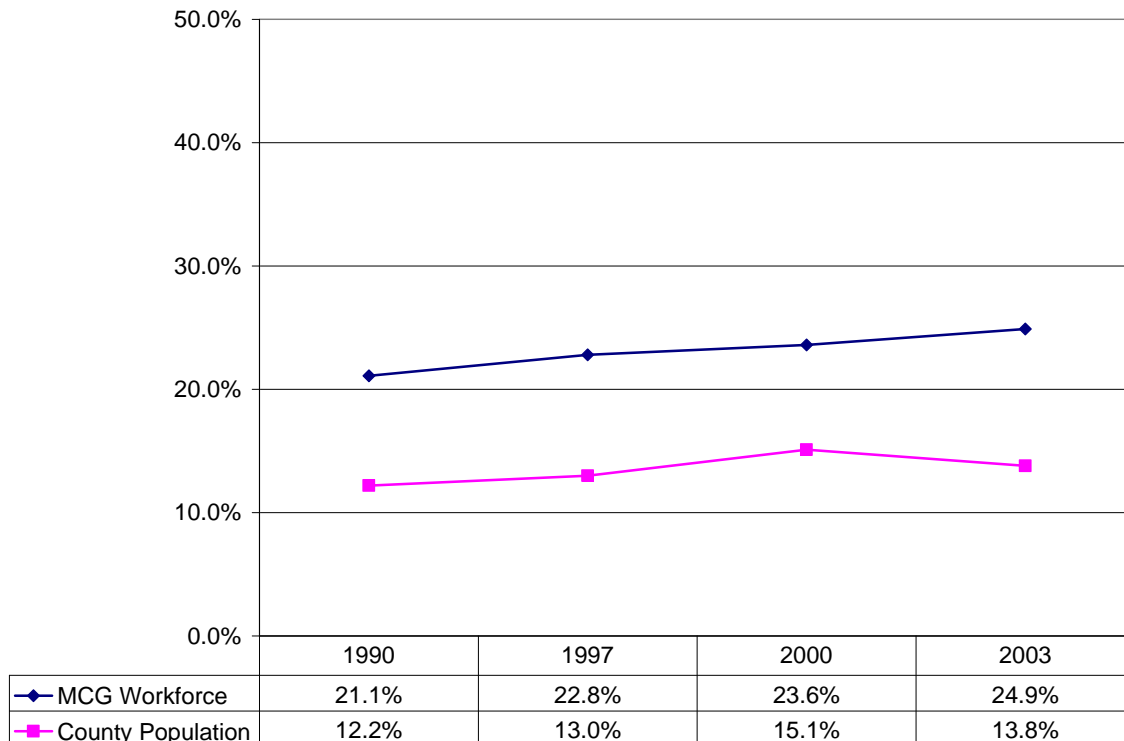
Source: OLO and Montgomery County Planning Department and Office of Human Resources

African-American Representation in the County Government's Workforce and the County Population

Exhibit 2-5 compares African-Americans as a share of the County population and the County Government's workforce over time. Since 1990, the percentage of African-Americans in the County Government's workforce has been consistently higher than the representation of African-Americans in the County population.

In 2003, the share of African-Americans in the County Government's workforce was approximately double the representation of African-Americans in the population. Also, while African-American representation in the population decreased between 2000 and 2003, from 15.1% to 13.8%, the share of African-American participation in the County Government workforce increased from 23.6% to 24.9%.

Exhibit 2-5: African-American Representation in the County Government's Workforce and the County Population, 1990-2003



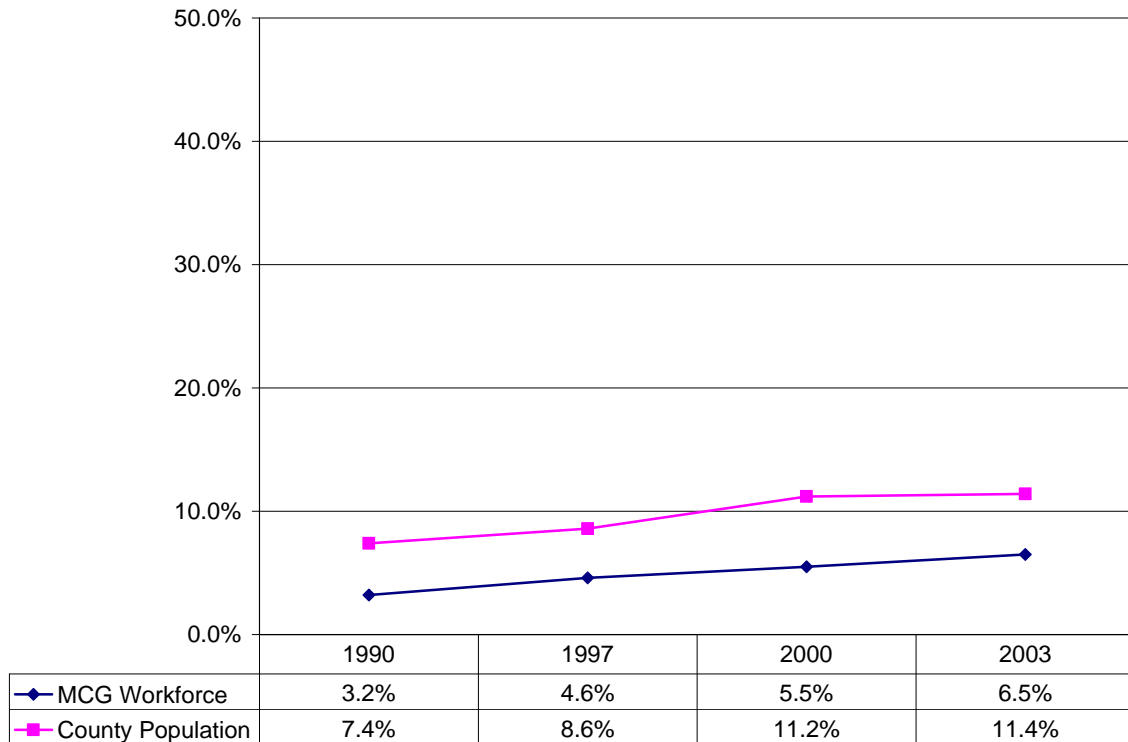
Source: Office of Human Resources; Montgomery County Department of Park and Planning

Hispanic Representation in the County Government's Workforce and the County Population

Exhibit 2-6 displays the share of Hispanics in the County population and the County Government's workforce between 1990 and 2003. Since 1990, Hispanic representation in the County Government's workforce has been consistently around half the representation of Hispanics in the County population.

Hispanic representation in the County population grew from 7.4% in 1990 to 11.4% in 2003. The level of Hispanic representation in the County Government's workforce grew from 3.2% to 6.5%.

Exhibit 2-6: Hispanic Representation in the County Government's Workforce and the County Population, 1990-2003



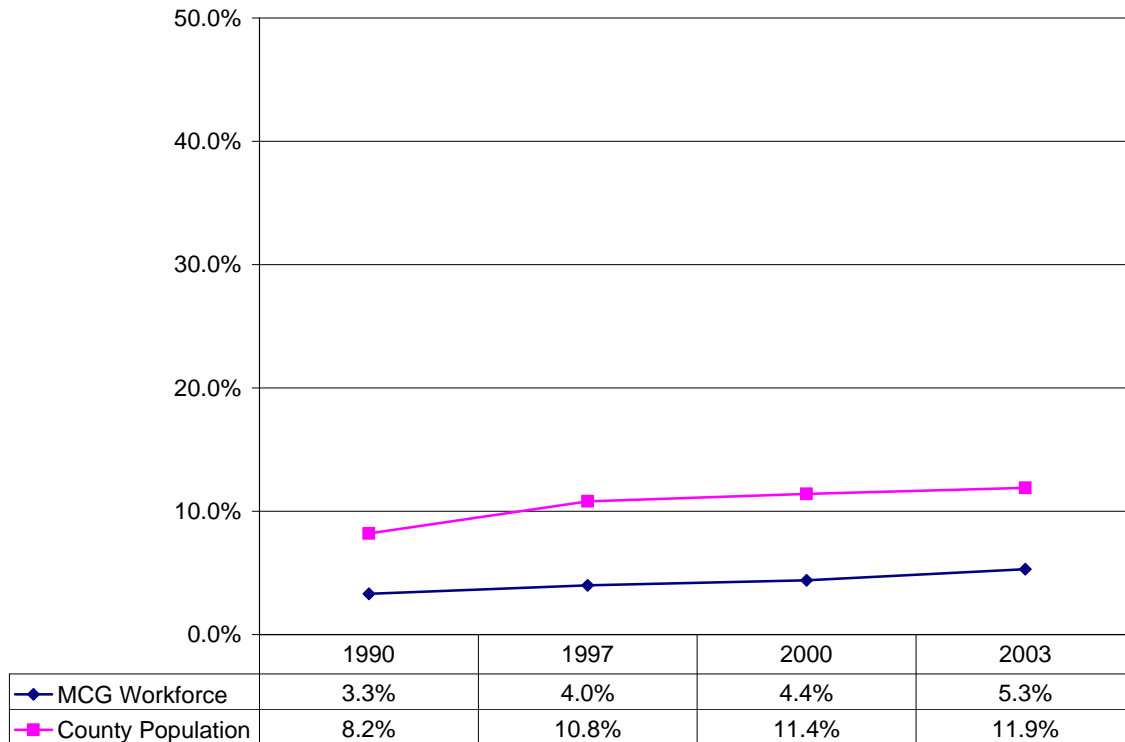
Source: Office of Human Resources; Montgomery County Department of Park and Planning

Asian-Pacific Islander Representation in the County Government's Workforce and the County Population

Exhibit 2-7 shows the Asian-Pacific Islander representation in the County population and the County Government's workforce over time. In 2003, the percentage of Asian-Pacific Islanders in the County Government's workforce was slightly less than half of the representation of the County population as a whole.

Asian-Pacific Islanders as a percentage of the County population grew from 8.2% in 1990 to 11.9% in 2003. Asian-Pacific Islanders as a share of the County Government's workforce increased from 3.3% in 1990 to 5.3% in 2003.

Exhibit 2-7: Asian-Pacific Islander Representation in the County Government's Workforce and the County Population, 1990-2003



Source: Office of Human Resources; Montgomery County Department of Park and Planning

D. Changes in the Composition of the County Government's Workforce by EEO Job Group

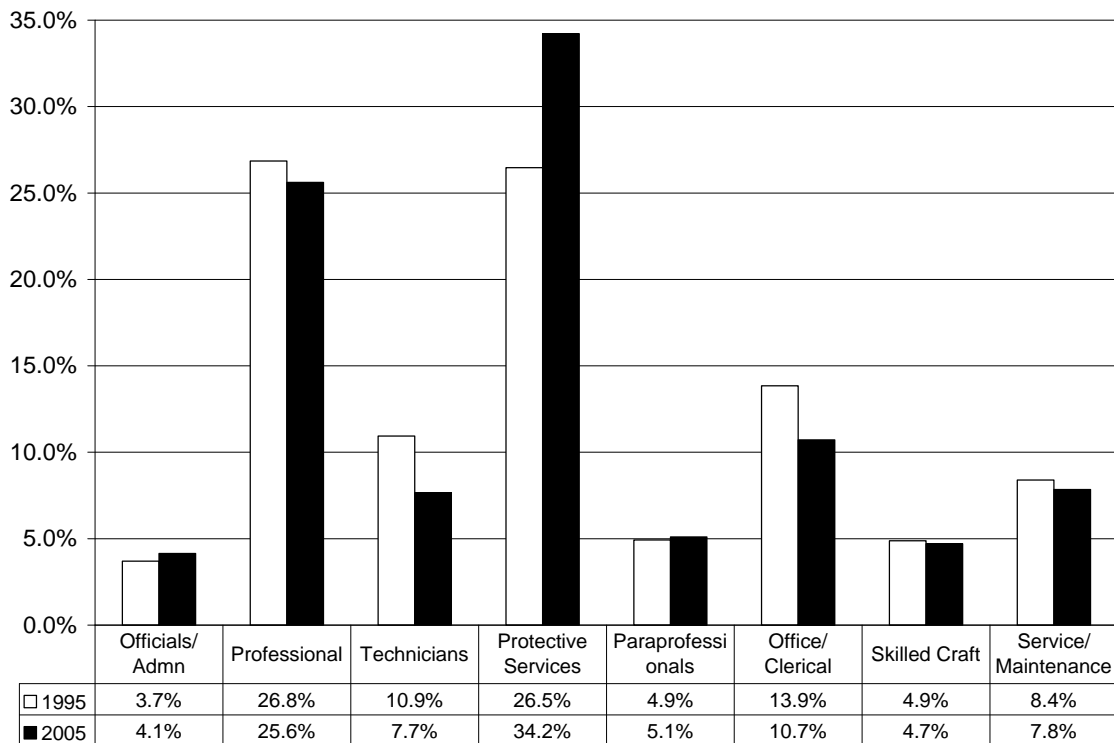
As described on page 5, OHR reports County workforce data by EEO job group to comply with federal EEOC reporting requirements. These data show the representation of male, female, White non-Hispanic, and minority employees in the County Government's workforce by job group. This section examines changes in the size and demographic composition of these occupational groups between 1995 and 2005.

Changes in EEO Job Groups from 1995 to 2005

Exhibit 2-8 compares the size of EEO job groups in the County Government's workforce in 1995 and 2005. Since 1995, one EEO job group shows a notable increase, two show notable decreases, and the remaining five show only marginal percentage changes (less than two percent). In particular, between 1995 and 2005,

- Protective Services workers increased from 26.5% to 34.2% of the workforce;
- Office/Clerical workers decreased from 13.9% to 10.7% of the workforce, and
- Technicians workers decreased from 10.9% to 7.7% of the workforce.

Exhibit 2-8: Changes in the County Government's Workforce by EEO Job Group, 1995-2005



Source: OLO and the Office of Human Resources' Personnel Management Reviews, August 2006.

Changes in Number and Occupations of Male Employees, 1995-2005

Table 2-3 compares the workforce composition by EEO Group for male employees in 1995, 2000 and 2005, and displays the increases in two five-year periods. The data show there were 860 more males in the 2005 workforce than the 1995 workforce, with 823 of these in the Protective Services job group.

Table 2-3: Males in the County Government's Workforce by EEO Job Group, 1995, 2000, 2005

EEO Job Group	1995	2000	2005	Difference 1995-2000	Difference 2000-2005	Difference 1995-2005
Officials and Administrators	167	128	178	-39	50	11
Professionals	721	551	685	-170	134	-36
Technicians	453	293	340	-160	47	-113
Protective Services	1,440	1,960	2,263	520	303	823
Paraprofessionals	76	111	122	35	11	46
Office/Clerical	181	171	206	-10	35	25
Skilled Craft	344	352	389	8	37	45
Service Maintenance	491	494	550	3	56	59
Total	3,873	4,060	4,733	187	673	860

Source: OLO and the Office of Human Resources' Personnel Management Reviews, August 2006.

Changes in Number and Occupations of Female Employees, 1995-2005

Table 2-4 compares the workforce composition by EEO Group for female employees in 1995, 2000 and 2005. The data show there were 436 more females in the workforce in 2005 than in 1995; 280 of these were in the Professionals job group and 173 were in the Protective Services job group. There were also over 100 fewer female office/clerical workers in 2005 compared to 1995.

Table 2-4: Females in the County Government's Workforce by EEO Job Group, 1995, 2000, 2005

EEO Job Group	1995	2000	2005	Difference 1995-2000	Difference 2000-2005	Difference 1995-2005
Officials and Administrators	97	107	171	10	64	74
Professionals	1,194	1,286	1,474	92	188	280
Technicians	327	342	306	15	-36	-21
Protective Services	448	532	621	84	89	173
Paraprofessionals	275	332	308	57	-24	33
Office/Clerical	807	712	697	-95	-15	-110
Skilled Craft	4	7	8	3	1	4
Service Maintenance	108	114	111	6	-3	3
Total	3,260	3,432	3,696	172	264	436

Source: OLO and the Office of Human Resources' Personnel Management Reviews, August 2006.

Changes in Number and Occupations of White non-Hispanic Employees, 1995-2005

Table 2-5 compares the workforce composition by EEO Group for White non-Hispanic employees in 1995, 2000 and 2005. The data show there were 143 more White non-Hispanics in the workforce in 2005 than in 1995. An increase of 640 more White non-Hispanic employees in Protective Services in 2005 offset decreases in other job groups, such as Office/Clerical (-165), Technicians (-183) and Professionals (-112).

Table 2-5: Changes in Number and Occupations of White non-Hispanic Employees, 1995, 2000, 2005

EEO Job Group	1995	2000	2005	Difference 1995-2000	Difference 2000-2005	Difference 1995-2005
Officials and Administrators	218	182	259	-36	77	41
Professionals	1,432	1,321	1,320	-111	-1	-112
Technicians	619	471	436	-148	-35	-183
Protective Services	1,352	1,867	1,992	515	125	640
Paraprofessionals	186	210	194	24	-16	8
Office/Clerical	606	504	441	-102	-63	-165
Skilled Craft	257	247	233	-10	-14	-24
Service Maintenance	201	161	139	-40	-22	-62
Total	4,871	4,963	5,014	92	51	143

Source: OLO and the Office of Human Resources' Personnel Management Reviews, August 2006.

Changes in Number and Occupations of Minority Employees, 1995-2005

Table 2-6 compares the workforce composition by EEO Group for minority employees in 1995, 2000 and 2005. The data show there were 1,001 more minority employees in the workforce in 2005 than in 1995, and increases in every EEO Job Group. Of note, there were 313 more minority employees in the Professionals and 318 more in the Protective Services job groups.

Table 2-6: Changes in Number and Occupations of Minority Employees, 1995, 2000, 2005

EEO Job Group	1995	2000	2005	Difference 1995-2000	Difference 2000-2005	Difference 1995-2005
Officials and Administrators	46	53	89	7	36	43
Professionals	480	607	793	127	186	313
Technicians	161	164	199	3	35	38
Protective Services	536	624	854	88	230	318
Paraprofessionals	165	231	230	66	1	65
Office/Clerical	382	371	441	-11	70	59
Skilled Craft	90	109	152	19	43	62
Service Maintenance	398	434	501	36	67	103
Total	2,258	2,593	3,259	335	668	1,001

Source: OLO and the Office of Human Resources' Personnel Management Reviews, August 2006.

Note: Race/ethnicity data are not available for 4 employees (0.1%) in 1995; 37 employees (0.5%) in 2000; and 156 employees (1.9%) in 2005

E. Composition of the Supervisory Workforce in 2000 and 2005

The data OHR publishes in the EEO Plan provides information about the composition of the County Government's supervisory workforce by EEO job group. This section presents these data for 2000 and 2005 for male and female employees and for White non-Hispanic and minority employees.

Male Representation in the Supervisory Workforce in 2000 and 2005

Table 2-7 compares male representation in the supervisory workforce in 2000 and 2005 by EEO job group. There were 42 more male supervisors in 2005 compared to 2000, an increase of 6%. In 2005, the highest number of male supervisors are in Protective Services (448) followed by Professionals (121).

The share of male supervisors in most groups is notably higher than the representation of males in the workforce as a whole, which is 55%. The supervisory job groups with the highest share of males are Skilled Craft (100%), Protective Services (88%) and Technicians (86%).

Table 2-7: Males in the Supervisory Workforce by Job Group in 2000 and 2005

EEO Supervisory Job Group	# of Male Supervisors in 2000	# of Male Supervisors in 2005	Change from 2000-2005	Total # of Supervisors in 2005	% of Male Supervisors in 2005
Officials/Administrators	21	32	11	58	55%
Professionals	145	121	-24	320	38%
Technicians	27	19	-8	22	86%
Protective Services	388	448	60	510	88%
Paraprofessionals	41	46	5	66	70%
Office/Clerical	10	10	0	16	63%
Skilled Craft	20	19	-1	19	100%
Service Maintenance	33	32	-1	39	82%
Total	685	727	42	1,050	69%

Source: OLO and Office of Human Resources EEO data for July 2000 and December 2005, August 2006.

Female Representation in the Supervisory Workforce in 2000 and 2005

Table 2-8 shows data for female supervisors in each EEO Job Group for 2000 and 2005. The data show there were 69 more female supervisors in 2005 than 2000, an increase of 27%. The highest number of female supervisors are Professionals (199). The share of female supervisors in two groups – Officials and Administrators and Professionals – is equivalent or higher than the female representation in the workforce as a whole, which is 44%. The share of female supervisors in other groups is noticeably lower.

Table 2-8: Females in the Supervisory Workforce by Job Group in 2000 and 2005

EEO Supervisory Job Group	# of Female Supervisors in 2000	# of Female Supervisors in 2005	Change from 2000-2005	Total # of Supervisors in 2005	% of Female Supervisors in 2005
Officials/Administrators	11	26	15	58	45%
Professionals	179	199	20	320	62%
Technicians	5	3	-2	22	14%
Protective Services	40	62	22	510	12%
Paraprofessionals	13	20	7	66	30%
Office/Clerical	0	6	6	16	38%
Skilled Craft	0	0	0	19	0%
Service Maintenance	6	7	1	39	18%
Total	254	323	69	1,050	31%

Source: OLO and Office of Human Resources EEO data for July 2000 and December 2005, August 2006.

White non-Hispanic Representation in the Supervisory Workforce in 2000 and 2005

Table 2-9 shows the share of White non-Hispanic supervisors for each EEO job group. The data show an increase of five supervisors (17%) in 2005 compared to 2000. In 2005, the highest number of White non-Hispanic supervisory employees are in Protective Services (393) and Professionals (214). The share of White non-Hispanic supervisors in all supervisory job groups, except one (Office/Clerical) is higher than the share of White non-Hispanics in the workforce as a whole at 61%. At 86%, Technicians have the highest share of White non-Hispanic supervisory employees.

Table 2-9: White non-Hispanic Employees in the Supervisory Workforce by Job Group in 2000 and 2005

EEO Supervisory Job Group	# of White non-Hispanic Supervisors in 2000	# of White non-Hispanic Supervisors in 2005	Change from 2000-2005	Total # of Supervisors in 2005	% of White non-Hispanic Supervisors in 2005
Officials/Administrators	23	46	23	58	79%
Professionals	242	214	-28	320	67%
Technicians	27	19	-8	22	86%
Protective Services	380	393	13	510	77%
Paraprofessionals	39	45	6	66	68%
Office/Clerical	7	9	2	16	56%
Skilled Craft	17	16	-1	19	84%
Service Maintenance	28	26	-2	39	67%
Total	763	768	5	1,050	73%

Source: OLO and Office of Human Resources EEO data for July 2000 and December 2005, August 2006.

Minority Representation in the Supervisory Workforce in 2000 and 2005

Table 2-10 shows the share of minority supervisors for each EEO job group. There were 106 more supervisory employees who are minorities in 2005 compared to 2000, a 60% increase. In 2005, the supervisory groups with the highest number of minority employees are Protective Services (117) and Professionals (106).

At 44%, the representation of minorities in the Office/Clerical group is higher than the representation of minorities in the workforce as a whole at 39%. Supervisory job groups that have minority representation above 30% are the Service/Maintenance group (33%), the Professional group (33%), and the Paraprofessionals group (32%).

Table 2-10: Minority Employees in the Supervisory Workforce by Job Group in 2000 and 2005

EEO Supervisory Job Group	# of Minority Supervisors in 2000	# of Minority Supervisors in 2005	Change from 2000-2005	Total # of Supervisors in 2005 by EEO Group	% of Minority Supervisors in 2005
Officials/Administrators	9	12	3	58	21%
Professionals	82	106	24	320	33%
Technicians	5	3	-2	22	14%
Protective Services	48	117	69	510	23%
Paraprofessionals	15	21	6	66	32%
Office/Clerical	3	7	4	16	44%
Skilled Craft	3	3	0	19	16%
Service Maintenance	11	13	2	39	33%
Total	176	282	106	1,050	27%

Source: OLO and Office of Human Resources EEO data for July 2000 and December 2005, August 2006.

Chapter III. Administration of the County Government's Recruitment Practices

Each year, OHR produces an Equal Employment Opportunity and Diversity Action Plan (EEO Plan) to demonstrate the County's commitment to equal employment opportunity and workforce diversity. The most recent Plan, issued in September 2003, states the County's recruitment objectives are to "achieve a diverse cadre of qualified employees" and "eliminate barriers to optimum utilization of underrepresented employees." The Plan states:

To this end, the Office of Human Resources (OHR) will continue to expand and target its recruitment outreach efforts to reach those currently underrepresented communities, as indicated above. Specifically, the County's objectives are to increase the representation of qualified females and minorities in each of the underrepresented job groups ... until all areas of underutilization have been eliminated.

The Recruitment and Selection Team in OHR administers the countywide recruitment, selection and hiring process, and the EEO and Diversity Management Team in OHR develops and implements the County's EEO Plan. This chapter describes OHR's recruitment practices to increase the diversity of the County workforce.

- **Part A** summarizes how OHR and the hiring departments allocate roles and responsibilities in the recruitment and hiring process; and
- **Part B** describes the practices of the Recruitment and Selection Team.

A. OHR and Department Responsibilities for Recruitment and Hiring Activities

In April 2001, the Council released OLO Report 2001-4, *An Overview of the Hiring Process in County Government*. OLO Report 2001-4 found that the responsibilities in the hiring process are usually shared by OHR and the hiring department. It also found that it takes approximately three to four months to hire an employee to fill an existing vacant position in the County Government. The report did not have any recommendations.

The Management and Fiscal Policy Committee discussed OLO Report 2001-4 with the Director of OHR in April 2001. In May 2001, the Chair of the MFP Committee asked the Director to address concerns about the advantages and disadvantages of centralizing background checks and actions to reduce the amount of elapsed time in the hiring process, including data to benchmark the elapsed time. In April 2002, the MFP Committee reported back to the Council that it would continue to monitor OHR's actions to improve the hiring process.

This section updates the findings in OLO Report 2001-4 about the roles and responsibilities in the hiring process and changes in the elapsed time to hire since 2001.

Roles and Responsibilities in the Hiring Process. OLO Report 2001-4 described a seven step process that is jointly administered by the Office of Human Resources and the hiring department. At OLO's request, OHR updated a chart of information that summarizes the steps and responsibilities in the County Government's hiring process. Exhibit 3-1 (on page 21) displays this updated information.

The information in Exhibit 3-1 shows OHR is responsible for ensuring that job specifications, minimum qualifications and preferred criteria accurately reflect the job requirements. The hiring department is responsible for the interview and selection process. OHR and the hiring department share responsibility for the development of a recruitment plan.

The process outlined in Exhibit 3-1 applies to most recruitment activities. The exceptions to this division of responsibilities are the hiring of select job classifications unique to the Montgomery County Police Department, or the hiring of temporary, seasonal employees such as those in the Department of Recreation and the Board of Elections.

Recruitment Activities. The first two steps in Exhibit 3-1 address recruitment activities, which are the subject of this study. For the first step, the development of a recruitment and hiring plan, County regulations establish three options for a recruitment period:

- A recruitment period with a specific closing date is used when many well qualified applicants are expected to apply for a position;
- An open until filled recruitment period is used for a position that may be difficult to fill or for a position that requires an extensive or prolonged recruitment effort; and
- An open continuous recruitment period is used for a position that has frequent vacancies because of the number of positions that exist or due to turnover. Examples of positions this approach is used for include community health nurse, social worker, therapist, police officer, and police telecommunicator.

Updated Elapsed Time Data. OLO Report 2001-4 found it took almost 12 weeks to complete a portion of the hiring process (from minimum qualification review through the interview and selection), and three or four months to complete the entire process.

In February 2006, at an MFP Committee worksession, OHR reported the transition from a paper-based hiring system to an online applicant tracking and resume management system had improved the efficiency of the hiring process. Specifically, OHR stated it now posts jobs immediately, compared to the previous practice of every two weeks. OHR also reported a 33% decrease in time to hire, a 40% increase in qualified applicants, a 65% decrease in printing costs, and a 10% increase in diverse applicants. In FY06, the average time to fill a position was 80 days, or approximately 2.5 months.

Exhibit 3-1: Summary of the County's Hiring Process – Description and Responsibilities

PROCESS	RESPONSIBILITY	DESCRIPTION
Step 1 - Develop a Recruitment and Hiring Plan	Shared	The recruitment plan addresses the knowledge, skills, and abilities of the job, preferred criteria, the scope and length of the recruitment period, steps in the selection process, and identification of subject matter experts to evaluate/rate applicants with regard to their qualifications and ability to perform the job.
Step 2 - Posting period – Advertising and Recruitment	Shared	The purpose of this step is to widely publicize a vacancy and solicit resumes. The hiring department drafts the requisition. Following OHR's review and approval, requisitions are immediately posted to the County's website, the WashingtonPost.com and DCJobs.com. OHR and the hiring department discuss whether additional advertisement is warranted and if so, jointly identify recruitment sites. OHR also attends job fairs and outreach events as a recruitment tool.
Step 3 - Minimum Qualification Review	OHR	OHR conducts an initial review of all resumes received during the recruitment period to eliminate those that do not meet the minimum qualifications as established in the class specification.
Step 4 - Initial Rating of Resumes – Subject Matter Expert Review and/or Testing	Shared	OHR provides detailed instructions including rating sheets and criteria to subject matter experts previously identified to review and evaluate the resumes of applicants who meet the minimum qualifications. A department may use employees who are familiar with the job requirements or outside experts. Completed rating sheets are returned to OHR. In some instances, OHR may conduct a written or oral examination or other professionally acceptable assessment technique as part of the selection process.
Step 5 - Certification of an Eligible List	OHR	OHR uses the ratings provided by the department and/or test scores to identify eligible candidates by rating category. OHR forwards to the department the resumes of candidates in the highest rated category. The department may select any candidate from the highest rated category.
Step 6 - Interview and Selection Process	Hiring Dept.	OHR provides instruction and written guidelines to the hiring department for the interview process. The hiring department has lead responsibility for this step which consists of identifying candidates to interview, assembling an interview panel, conducting the interview, and checking references. In some cases, a department must hire the most senior person to comply with collective bargaining agreements.
Step 7 - Conditional Offer of Employment and Subsequent Steps in the Hiring Process	Shared	This phase begins after the hiring department notifies OHR of its selection decision. Background investigations are conducted/coordinated by the hiring department and/or OHR. OHR schedules and administers medical history reviews and physical examinations. Departments are authorized to negotiate salary offers up to the midpoint of the salary range for non-represented employees. Salaries above the mid-point for non-represented and salaries above entry for bargaining unit (MCGEO) positions require OHR review and approval. OHR extends final job offers and schedules new employees for orientation.

Source: OLO and OHR, August 2006.

B. The Recruitment and Selection Team – Recruitment Practices

OHR's Recruitment and Selection Team is responsible for "attracting, hiring, and promoting candidates for County departments and agencies that result in a highly skilled, competent, and diverse workforce." The team's recruitment and hiring responsibilities are to:

- Engage in a wide variety of outreach activities designed to ensure quality and diversity in candidate population; and
- Provide guidance to departments and agencies on selection and hiring.

The Approved FY07 Budget for the Recruitment and Selection Team is \$1.4 million, including \$1.26 million for personnel (12.15 WYS) and \$170,400 in operating expenses.

Personnel. The Recruitment and Selection Team has a manager, 12 Human Resources Specialists and a Data Entry Operator. The Recruitment and Selection staff are organized into three teams of four specialists. Each Specialist has four core responsibilities. These are:

- **Recruitment** – A Specialist works with department staff to post jobs, list valid preferred criteria and to recruit for jobs as widely as needed. A Specialist is expected to be well versed in the various jobs in each department, to have a working knowledge of the department's functions, and to maintain current knowledge of hiring issues, trends, and future vacancies in assigned departments. A Specialist assists a department with proactive planning and with outreach for recruitment. A Specialist also serves as the primary contact for applicants who have questions about the County's recruitment and application processes.
- **Selection** – A Specialist screens resumes for minimum qualifications, coordinates subject-matter expert review of preferred criteria and/or administration of tests, and certifies eligible lists. A Specialist provides guidance to departments on the interview and selection process. This assistance consists of providing forms and advice about who sits on the interview panel, appropriate interview questions, or how to structure the selection process. OHR has also posted extensive written information on the OHR Resource library to educate hiring managers about the interview and selection process.
- **Hiring** – A Specialist coordinates all details of the hiring process, including extending job offers and coordinating occupational medical review and background investigations. A Specialist serves as a technical resource on salary issues, provides guidance to department managers on salary negotiations, and processes PAFs and memoranda related to the hiring process.
- **Job Fairs and Outreach** – A Specialist attends job fairs and outreach activities to market the County Government as an employer. One Specialist has lead responsibility for coordinating this effort and meets with the Team Manager to decide which fairs to attend; however, all staff specialists routinely participate in the fairs.

In addition, Human Resources Specialists are also assigned responsibilities for special projects. For example, one person has lead responsibility for outreach; three Specialists develop and administer public safety promotional examination processes; another is the lead systems administrator for the Peopleclick system; and others conduct Selection Guidelines training, coordinate multilingual examinations, conduct new employee orientation, assist with IT related projects, or perform other special assignments.

Operating Budget. The FY07 approved budget for operating expense for countywide advertising is \$17,400 which pays for a weekly sweep of the County's website by the Washington Post to post jobs online. OHR also routinely advertises vacancies on DCjobs.com, a job board for the local area.

The FY07 budget includes an additional \$4,000 designated for advertising, marketing and sales. This money pays for giveaways at local job fairs, plus advertising costs for recruitment activities to fill positions in the Office of Human Resources. OHR does not have funds to advertise job vacancies for other departments; instead, the ability to fund these costs depends on the budget of each individual department.

General Recruitment Practices. One of the core responsibilities of the Human Resources Specialists on the Recruitment and Selection Team is to partner with hiring department staff to develop an effective recruitment strategy for County job vacancies. The recruitment strategies OHR's Specialists routinely use include posting to the career page on the County's website, online and media advertising, and participating in various outreach events, such as job fairs and career days.

Advertising. OHR advertises County jobs through the news media and on the County's website. All County positions identified for outside hiring are routinely advertised online on the Washington Post and DCjobs.com websites. OHR reports that many internet sites provide a cost effective way to publicize job vacancies because positions frequently can be posted for less than \$300-\$400. Newspaper or trade journal advertisements are used for some jobs, but these are generally far more expensive than online advertising and are subject to inflexible timelines or publication dates.

Outreach Activities. OHR staff specialists participates in job fairs, career days at local schools and universities, trade shows and local community events to publicize County Government employment opportunities. Some of these events are opportunities to market the County generally whereas others target specific occupations. OHR attends some of these events on its own and participates in other events with departmental staff.

OHR receives notices of events on an ongoing basis. The Team Manager determines which events staff will attend based on cost, the targeted audience, and prior year experiences. In FY06, OHR attended 21 different outreach events including job fairs, career days, career fairs, outreach events, and trade shows. Exhibit 3-2 (on page 24) lists the name, cost and size of each of these activities to provide a sense of their variety.

Exhibit 3-2: Outreach Events and Job Fairs Attended in FY06

Date	Name	Cost	Size of event	New in FY06 or Ongoing	Staffing
July 2005	Maximus Job Fair	Free	Large	Attended in 2005	OHR Only
July 2005	Montgomery Works Job Fair	Free	Medium	Ongoing	OHR Only
Sept. 2005	Montgomery Village Foundation Job Fair	\$100	Medium	First time event was held	OHR Only
Oct. 2005	University of MD Career Fair	Free	Large	Ongoing	OHR Only
Oct. 2005	Langley Park Career Day	Free	Small	First time event was held	OHR Only
Oct. 2005	Hispanic Heritage Month	Free	Large	Ongoing	OHR & various County departments
Nov. 2005	Diversity Day	Free	Large	Ongoing	OHR & various County departments
Feb. 2006	Hispanic Media Event	Free	Small	First time event was held	OHR and Police
March 2006	Montgomery Works Job Fair	Free	Large	Ongoing	OHR & DOCR
March 2006	EMS Nat'l Convention Trade Show	\$2500	Large	Ongoing	OHR & MCFRS
April 2006	Montgomery College Career Fair	\$100	Small	Ongoing	OHR Only
April 2006	U of MD Baltimore Career Fair (Social Work)	\$25	Medium	Ongoing	OHR & HHS
April 2006	Howard Univ. Career Fair (Social Work)	Free	Medium	Ongoing	OHR & HHS
April 2006	Catholic Univ. Career Fair (Social Work)	\$60	Medium	Ongoing	OHR & HHS
April 2006	Maryland Hispanic Work Force Conf. and Job Fair	\$300	Large	First time event was held	OHR, DOCR and MCFRS
April 2006	First Baptist Church of Mt. Ranier Job Fair	Free	Small	First time event was held	OHR & MCFRS
April 2006	Jezreel Employment Ministry	Free	Small	Ongoing	OHR & Police
April 2006	Take Your Children to Work Day	Free	Large	Ongoing	Various County departments
May 2006	Congressman Albert Wynn's Job Fair	Free	Large	Ongoing	OHR, DOCR, Police and MCFRS
May 2006	Springbrook High School Government Career Day	Free	Medium	First time event was held	OHR, Police and MCFRS
June 2006	Cameroon Cultural Festival	Free	Medium	Participated 2005 & 2006	OHR, HHS, DPWT, MCFRS, Police

Source: OLO and OHR, August 2006.

Recruitment Activities to Target Minority Candidates. A review of the outreach activities in Exhibit 3-3 shows many of the events OHR attended in FY06 were designed to target minority communities or potential minority candidates. For example:

- The Hispanic Heritage Month, the Hispanic Media Event and the Maryland Hispanic Workforce Conference and Job Fair targeted potential Hispanic candidates;
- Congressman Albert Wynn's Job Fair and the Howard University Career Fair targeted potential African-American candidates; and
- The First Baptist Church of Mt. Ranier event and the Cameroon Cultural Festival targeted potential candidates using community, cultural or faith based networks.

The FY04 EEO Plan identified an extensive list of strategies designed to expand and target outreach efforts to women and minorities. At OLO's request, OHR reviewed these strategies to identify those that are still in use and those that were discontinued. Exhibit 3-3 displays OHR's updated information.

Exhibit 3-3: OHR Outreach Strategies to Women and Minorities, 2003 and 2006

OHR Strategies to Expand Outreach to Women and Minorities as of 7/1/2003	Status as of July 2006
Meet with individual departments to provide advice about outreach to a variety of underrepresented groups in their department specific recruitment efforts	Ongoing
Provide booth at Annual Diversity day Observance Program	Ongoing
Partner with MD State Joint Services Employer Committee to sponsor job fair	Discontinued
Forge partnerships with local colleges and universities to establish internship programs	Ongoing
Offer information employment seminars at designated County libraries	Discontinued
Offer online application process, training, and public access computers	Ongoing
Sponsor programs through MC Commission for Women	Ongoing
Attend job fairs, advertise on minority websites and offer seminars to target populations	Ongoing
Offer outreach, assistance and education workshops to immigrants at sites throughout County	Discontinued
Pursue minority outreach through specific recruitment sites	Ongoing
Record television interview on Que Pasa	Discontinued
Advertise County jobs in publications and websites with high minority readership	Ongoing
Support activities and co-sponsor educational and career development programs offered by African-American Employee Association and Hispanic Employee Association	Ongoing
Attend job fairs to promote job opportunities within minority communities	Ongoing
Advertise job opportunities in publications and on websites targeted at ethnic communities	Ongoing
Participate in ethnic festivals and ethnic job fairs	Ongoing
Serve on Montgomery College Disability Support Services Advisory Committee	Discontinued
Participate in outreach events to address special recruitment needs (e.g., social workers, nursing, public safety positions)	Ongoing

Source: OLO and OHR, Montgomery County FY04 EEO and Diversity Action Plan (no date), October 2006.

Chapter IV. Case Studies of Recruitment Practices and Workforce Diversity

Employment practices, such as decisions about recruitment, hiring and promotions, mirror the structure of administrative authority in an organization. When an organization like the County Government uses recruitment, hiring, and promotion to diversify its workforce, much of the responsibility and initiative for doing so rests with Department Directors and managers in the hiring departments.

DHHS and MCFRS represent two of the five largest departments in the County Government's workforce. The recruitment, hiring, and promotion decisions that the Directors and managers in DHHS and MCFRS make affect 2,600 employees, or approximately one-third of the County Government workforce.

As front line service providers, DHHS and MCFRS recognize the importance of hiring a workforce that can serve a diverse community effectively, and reflect the diversity of the available labor force. DHHS and MCFRS each face recruitment challenges. OHR identified positions in both departments on a list of hard-to-fill positions prepared for the MFP Committee.⁵ Both departments met recently with different Council Committees to discuss specific recruitment and training issues.

- In February 2006, DHHS (and OHR) met with the MFP and HHS Committees to discuss recruitment and retention of Nurses and Social Workers.
- In July 2006, MCFRS (and MCPD, MCPS and Montgomery College) met with the Public Safety and Education Committees to discuss MCFRS's recruitment and outreach efforts with MCPS and the College.

Also, in 2004, after publicity about a MCFRS recruitment class which had 41 white men, two white women and three minorities, the Council passed Resolution 15-684. The Resolution acknowledged that the make-up of the current class did not meet the needs of MCFRS or the community, and the Council approved a special appropriation of \$200,000 to "implement a comprehensive and effective outreach and recruitment strategy and engage an expert to review the recruitment and testing process."

This chapter presents information about the current recruitment efforts in DHHS (Part A) and MCFRS (Part B). Each case study describes the department's recruitment budget, general recruitment activities, and other strategies to address employment barriers. The case studies also examine data to assess the effectiveness of the departments' recruitment strategies.

⁵ OHR's list of hard to fill positions included four positions in DHHS, i.e., Community Health Nurse II, Community Service Aide III, Social Worker II, and Social Worker III; and two positions in MCFRS, i.e., Community Health Nurse II and Firefighter/Rescuer III.

A. Recruitment in the Department of Health and Human Services (DHHS)

The recruitment, selection and hiring process for positions in DHHS generally mirrors the seven-step process summarized in Chapter III. (See Exhibit 3-1 on page 21). The Office of Human Resources reviews submitted resumes and qualifies applicants for the eligible list. DHHS program managers review resumes, conduct interviews, select an applicant and notify OHR. OHR makes a job offer that is contingent on successfully completing a medical clearance.

A number of positions, such as those who work directly with children or those in substance abuse treatment programs, must also successfully pass a mandatory background investigation. DHHS allows applicants to accept a job and start work on a conditional basis if they sign an agreement that acknowledges their continued employment depends on the results of the background check.

Recent Budget History for DHHS's Recruitment Activities

DHHS's budgeted resources for its recruitment efforts are limited compared to three years ago. At that time DHHS had an in-house staff team who were responsible for all recruitment and hiring activities. In July 2003, this unit was disbanded, and some positions were transferred to OHR. Only one position continued to be funded in DHHS.

As a result of this reorganization, DHHS discontinued the majority of its recruitment activities. Some of these activities consisted of open houses, job fairs and media campaigns to advertise for social workers for Child Welfare. DHHS also no longer has staff who pre-screen interested applicants for Child Welfare positions.

Currently, Specialists on OHR's Recruitment and Selection Team share the responsibility for recruitment activities with hiring managers in DHHS. In DHHS, the Manager of Support Services spends a portion of her time on recruitment and hiring issues.

Table 4-1 (on page 28) shows the approved budget for recruitment between FY01 and FY07. The decrease in personnel costs in FY04 reflects the positions that were abolished and/or transferred to OHR. DHHS states that the approved personnel costs of \$35,800 in FY07 is an estimate of the time spent on recruitment activities that reflects the small amounts of several positions that have responsibilities related to recruitment. The budget operating expenses of \$21,610 are for advertising.

Table 4-1: Approved DHHS Recruitment Budget FY01 to FY07

Fiscal Year	Approved Personnel Cost	Approved Operating Cost	Total Approved Recruitment Budget
FY01	\$105,470	\$13,670	\$119,140
FY02	118,720	13,370	132,090
FY03	126,330	14,670	141,000
FY04	6,170	9,170	15,340
FY05	25,430	17,800	43,230
FY06	26,290	20,800	47,090
FY07	35,820	21,610	57,430

OLO and DHHS, August 2006.

General Recruitment Efforts in DHHS

DHHS and OHR advertise jobs online and work closely with colleges and universities to recruit applicants for DHHS vacancies. As described in Chapter III (on page 23) OHR routinely posts DHHS jobs online in the Washington Post and at DCJobs.com. Advertisements for social work positions are also posted on sites such as America’s Job Bank, Craig’s List, and the Global Resource for Non Profit Professionals.

As reported to the HHS/MFP Committees, DHHS job advertisements are posted free of charge on websites for the University of Maryland School of Social Work, Catholic University, and ten other Universities that have master degree programs in Social Work. Nursing vacancies have been advertised in the Gazette and Nursing Spectrum.

As displayed in Exhibit 3-2 (on page 24) DHHS attends annual career events at Catholic University, the University of Maryland at Baltimore County, and Howard University.

Other Strategies

DHHS and OHR report that they have adopted a number of strategies to improve recruitment outreach to diverse applicant pools and address potential barriers to employment. For example:

- Since the class specifications for Social Workers in the County Government workforce require employees to be licensed by the Maryland State Board of Social Workers, DHHS underfills Social Worker II positions as Public Administration Interns. This strategy, which allows DHHS to hire recent graduates who are not yet licensed or individuals who are licensed in other states, has expanded the candidate pool for Social Worker II positions.

- Since the Maryland Board of Nursing recognizes multi-state licensure, OHR recently revised the class specifications for the Community Health Nurse and LPN positions to permit multi-state licensure. It is anticipated that this will allow for a broader recruitment effort.
- DHHS has two internship programs – one for Social Work and one for Nursing – that place students in various DHHS programs. Over the last three years, DHHS and OHR have placed approximately ten students a year in nursing internships and 20 students a year in social work internships.
- OHR reports it has considered advertising nursing vacancies in online sites such as the National Association of Hispanic Nurses and the National Black Nurses Association.

Measures of Effectiveness and Progress

To monitor workforce diversity and the effectiveness of its recruitment efforts, DHHS can request Applicant Tracking reports from OHR and can generate its own Human Capital Management reports. At OLO's request, DHHS provided requisition reports from OHR. DHHS had requested these reports to assess recent recruitment efforts for 11 MLS positions. DHHS also provided a Human Capital Management report of new employees hired between June 2003 and June 2006.

Diversity of Applicant Pools and New Hires for MLS Recruitments. Between February 2005 and May 2006, DHHS recruited and filled 11 MLS Manager III positions. In the middle of this period, DHHS implemented practices to document recruitment practices via the MLS Recruitment Activity Plan. This spring DHHS requested requisition reports from OHR to analyze data about the diversity of the applicant and candidate pools.

OLO analyzed the data of 180 applicants who provided demographic information to determine minority and female representation for each pool of qualified applicants. Table 4-2 (on page 30) shows the minority representation of the qualified applicant pools ranged from a high of 74% to a low of 33%, with an overall average of 56%. The female representation of the qualified applicant pools ranged from a high of 100% to a low of 33% with an average of 64%.

Table 4-2: Gender and Minority Composition of DHHS Applicant Pools

Applicant Pool #	Job Class Entry Date	% Minority	% Female
1	February 2005	74%	56%
2	February 2005	39%	74%
3	March 2005	41%	88%
4	March 2005	52%	52%
5	April 2005	33%	33%
6	May 2005	50%	100%
7	September 2005	65%	74%
8	October 2005	62%	62%
9	November 2005	67%	33%
10	May 2006	64%	86%
11	May 2006	67%	50%
Average for all applicant pools		56%	64%

OLO, DHHS and OHR Applicant Tracking Reports, August 2006.

Diversity of New Employee Hires. Table 4-3 summarizes information about the race and gender of 321 new hires in DHHS between June 2003 and June 2006. The data show 89% were female and 11% were male. Of those who provided race information, 40.8% were White, 29.9% were African-American, 16.2% were Hispanic, and 6.2% were Asians. Altogether, 52.3% of the new hires were minorities, 40.8% were white, and 6.9% chose not to identify their race.

Table 4-3: Race and Gender of New Hires in DHHS between June 2003 to June 2006

	African-American	Asian	Hispanic	White	Total and % by Gender
Male	13	2	8	11	34 11.2%
Female	83	18	44	120	285 88.8%
Total and % by Race	96 29.9%	18 6.2%	52 16.2%	131 40.8%	299 100%

OLO and DHHS Human Capital Management Report August 2006.

B. Recruitment in the Montgomery County Fire and Rescue Service (MCFRS)

MCFRS hires two or three classes of entry level, uniformed career firefighters annually. Each class, which has an average of 40 participants, is the product of a multi-step application testing, selection, and hiring process that takes six to eight months.

The process begins with an applicant pool of more than 1,000 candidates. Approximately half of this pool shows up for a written exam. MCFRS scores the exams and establishes a cutoff point for the test to establish a list of minimally qualified candidates. MCFRS schedules these individuals for an oral interview and an interview to conduct a preliminary background assessment to establish a list of the best qualified candidates. Based on the results of these reviews, OHR makes conditional job offers which are contingent on a medical review, a complete background investigation, and the results of a candidate's physical abilities test (CPAT). When MCFRS informs OHR that an individual has successfully completed these steps, OHR extends a final job offer and MCFRS enrolls the individual to begin training as a recruit.

Personnel in three separate divisions staff MCFRS's activities to recruit, select, train and hire career firefighters.

- Staff who manage recruitment activities are in the Community Risk Reduction Services Division;
- Staff who manage testing, interviews, background and medical checks, and data management are in the Administrative Services Division; and
- Staff who manage training are in the Wellness, Safety and Training Division.

In addition, staff in the Volunteer Services Division also undertake programs to recruit volunteers to the County's volunteer fire corporations. (An examination of activities to recruit volunteers was outside the scope of this study.) The recruitment staff in Community Risk Reduction work closely with Volunteer Services to ensure that outreach and recruitment for career and volunteer positions are integrated.

Recent Budget History for MCFRS Career Recruitment Operations

A review of MCFRS's budget shows resources for recruitment were limited five years ago but have increased significantly since FY05.

- In FY01, MCFRS had one budgeted position (a Fire Rescue Lieutenant) for recruitment operations, which was filled by a Master Firefighter detailed from Gaithersburg Station 8. In late 2003, MCFRS cut funding for this function and eliminated the position to meet its fiscal savings targets. MCFRS ended the detail and reassigned the staff to the field. In addition to personnel resources, MCFRS budgeted \$22,000 in operating expenses for each recruitment class, most of which was used for training.

- At the beginning of FY05, the Council approved a special appropriation of \$200,000 “implement a comprehensive and effective outreach and recruitment strategy.” The Council intended that MCFRS use a portion of this funding to reinstate the position that had been eliminated in FY02; the remainder was intended to “engage an expert who can review the recruitment and testing process” and to purchase additional marketing and advertising materials.
- In early July 2004, MCFRS permanently reassigned the lieutenant who had previously managed MCFRS’s recruitment operations. In her new assignment, she currently divides her time between recruitment activities and public information activities. Another lieutenant, who was detailed from the field in late July 2004, is devoted to recruitment activities on a full-time basis.
- In FY06, the County Council approved approximately \$350,000 for MCFRS recruitment activities, including \$118,180 for personnel and \$232,000 for operating expenses. This funding was intended, in part, to annualize the salaries of personnel detailed to recruitment operations in FY05.
- In FY07, the County Council increased the MCFRS recruitment budget to \$461,361. This increase included \$192,830 for personnel costs for three positions budgeted at 0.5WY each:
 - \$62,150 for a civilian Manager III, with significant experience and background in marketing, who will manage the Recruiting Section;
 - \$77,920 for a uniformed Fire/Rescue Captain who will assist the Manager with the tactical delivery of recruiting services; and
 - \$52,760 for a civilian Grade 25 who will staff volunteer recruitment efforts.

Expenditures for Recruitment in FY05 and FY06

The Division of Community Risk Reduction Services (CRRS) provided expenditure data for MCFRS’s recruitment activities in FY05 and FY06. Table 4-4 (on page 33) summarizes these data.

- In FY05 and FY06, MCFRS expended \$1.851 million for its recruitment efforts. This total included \$1.266 million in personnel costs (8.47 WYs) and roughly \$585,000 in operating expenditures.
- In FY06, personnel expenditures of \$690,000 (4.6 WYs) included:
 - \$324,000 (2.0 WYS), for two fulltime staff positions for recruitment activities including one permanent position and one detailed from Operations;
 - \$266,000 (2.65 WYS) detailed part-time from Operations on an as-needed basis to grade tests, participate on interview panels, and attend career fairs.; and
 - \$100,000 in overtime personnel expenses to backfill the fulltime operations staff.

- The FY05 operating costs included \$381,000 in ongoing expenses and \$7,000 in one-time costs. Some of the major operating expenditures were for the testing contract (\$214,300), and advertising (\$148,000).
- The FY06 operating costs included \$168,000 in ongoing expenses and \$29,000 in one-time costs. Some of the major operating expenses were for the testing contract (\$80,000), a national paramedic recruitment effort (\$40,000), the one-time purchase of an event display (\$24,000), advertising (\$22,700), printing (\$21,100) and promotional giveaways (\$17,423).

Table 4-4: MCFRS Expenditures for Recruitment Efforts in FY05 and FY06.⁶

Personnel WorkYears	FY05	FY06	Total for 05-06
One Permanent FT Recruiter (1.0 WY)	1.0 WY	1.0 WY	2.0 WY
One FT Recruiter Detailed from Operations (0.9 WY in 05 and 1.0 WY in 06)	.9 WY	1.0 WY	1.9 WY
Detailed PT positions from Operations (1.97 WYs in 05 and 2.6 WYs in 06)	1.97 WY	2.6 WY	4.57 WY
<i>Work Years assigned to recruitment activities</i>	<i>3.87 WY</i>	<i>4.6 WY</i>	<i>8.47 WY</i>
Personnel Expenses	FY05	FY06	Total for 05-06
\$ for two FT positions (one Permanent and one Detailed)	\$286	\$324	\$610
\$ for overtime to backfill one FT position in operations (.9 WYs in 05 and 1.0 WYs in 06)	\$92	\$100	\$192
\$ for PT positions detailed from Operations to grade tests, participate on interview panels, and attend fairs	\$198	\$266	\$464
<i>Subtotal for Personnel expenses</i>	<i>\$576</i>	<i>\$690</i>	<i>\$1,266</i>
Operating Expenses	FY05	FY06	Total for 05-06
One-time expenses.	\$7	\$29	\$36
Ongoing operating expenses.	\$381	\$168	\$549
<i>Subtotal for Operating Expenses</i>	<i>\$388</i>	<i>\$197</i>	<i>\$585</i>
Total Expenditures for Recruitment	<i>\$964</i>	<i>\$887</i>	<i>\$1,851</i>

Source: OLO and MCFRS, October 2006.

⁶ These data reflect expenditures based on financial records extracted from Division of Community Risk Reduction Services (CRRS). They capture expenditures directly related to recruitment as well as some testing and interviewing costs. They do not capture expenditures for staff in the Administrative Services Division who also participate in other parts of the selection and hiring process such as testing, interviewing or background checks.

MCFRS Recruitment Efforts for Entry Level Firefighter Positions

MCFRS and OHR share responsibility for conducting marketing and outreach to recruit candidates to apply for the entry level firefighter position. MCFRS has lead responsibility for these efforts. MCFRS identifies and staffs approximately 80% to 90% of all recruitment activities. MCFRS believes it is important that uniform personnel take a lead role in recruitment because they can respond to potential applicants' questions from their direct experience.

The uniform lieutenant assigned to manage MCFRS's recruitment operations currently devotes half of her time to this effort. She reports she uses multiple strategies to recruit applicants for the entry level career firefighter applicant pool. MCFRS report they decide where to focus their resources based on the availability of staff supplies and resources, coupled with the ability to work out logistical issues. For example, if someone is available for an event, MCFRS may still need to arrange transportation or other types of support.

MCFRS recruitment staff organize their activities to routinely support four different groups of people through the recruitment, selection and hiring process:

- Individuals who are interested in general information;
- Applicants who are seeking information about their status or the next steps in the process;
- Applicants who have finished a particular step in the process; and
- Candidates who are named on the eligible list but have not been selected for a class.

MCFRS recruitment staff report they spend a significant amount of time answering questions and providing information to these groups. Staff estimate they each average 20 to 100 contacts daily over the phone or through email to answer general information questions for people who are interested in the job or to give reassurance to people who have applied.

MCFRS reports its core outreach strategies include:

- Mass mailings of information and marketing materials. MCFRS staff report they routinely mail out marketing materials. For example, they mailed out informational materials to mailing lists provided by the County Executive's Office of Multicultural Affairs of minority contacts in the African-American, Asian and Latino communities. In March 2006, MCFRS spent \$40,000 to purchase a mailing list of 10,000 names from the National Registry of Paramedics.

- Conducting advertising and media campaigns. MCFRS staff report they purchase advertising time on local radio stations to publicize the availability of entry level jobs. MCFRS states in the last year they purchased a marketing package with Radio One that included on-air advertising, publicity at community events, and advertising in Radio One brochures. Radio One is a radio station that targets the urban contemporary, primarily African-American market of 18 to 25 year olds. MCFRS also purchased a similar marketing package to target the Hispanic community. MCFRS reports within the last two years they purchased advertising in Asian Fortune magazine, as well as advertising in other American Pacific Islander newspapers.
- Establishing information networks among current staff. MCFRS staff report they routinely visit local fire stations to keep staff apprised on the most current hiring practices. MCFRS staff state that because the primary way new applicants hear of job opportunities is informally from current staff they want to be sure staff are up to date so they can provide accurate information on the current hiring practices.
- Establishing working partnerships with minority fire associations. MCFRS has ongoing relationships with national and state organizations that represent women and minority firefighters. For two of these, the Women in the Fire Service and the National Association of Hispanic Firefighters, there are MCFRS firefighters who sit on the national boards.
- Providing coverage of job fairs and trade association events. MCFRS staff report they attend job fairs and trade association events as staffing and resources permit. For example, in May, MCFRS attended the Radio One job fair in Baltimore, MD, which charged a \$1,000 fee. MCFRS staff report fees typically range from \$1,000 to \$5,000 per event.
- Developing partnerships with local secondary schools. MCFRS staff report they are actively involved with schools at all levels, i.e., elementary, middle and high schools, on an as requested basis. MCFRS staff may have daily events, weekly events or occasional youth job fairs depending on the type of requests they receive from various schools and staff availability. MCFRS reports they staffed 16 job fairs in the last 12 months; 13 on their own and three with OHR staff. Exhibit 4-5 (on page 36) displays the events that MCFRS staffed. (See Chapter III, Exhibit 3-2, (on page 24), for the other events.)

Table 4-5: FY06 Job Fairs and Outreach Activities MCFRS Recruitment Staff Attended

Date	Name	Entry Cost	Size of event	New in FY06 or Ongoing
July 2005	Eleanor Holmes Norton Job Fair	Free	Large	New in 2006; will attend annually.
Nov. 2005	Career Day at Luxmanor ES	Free	Small	New in 2006; will attend annually.
Feb 2006	Chelsea High School	Free	Small	Do not plan to participate again.
Feb 2006	Poolesville High School	Free	Small	New in 2006; will attend annually.
April 2006	Southeastern University	\$50	Medium	Do not plan to participate again.
April 2006	NAACP Montgomery Co. Youth Leadership Conf.	Free	Medium	First time event was held.
April 2006	Richard Montgomery High School	Free	Small	New in 2006; will attend annually.
May 2006	Churchill High School	Free	Small	New in 2006; will attend annually.
May 2006	Wootton High School	Free	Small	New in 2006; will attend annually.
May 2006	Springbrook High School	Free	Small	New in 2006; will attend annually.
May 2006	High School Cadet Program PSTA	Free	Small	Ongoing
May 2006	Radio One	\$1000	Large	Ongoing
May 2006	Foundation School	Free	Small	Do not plan to participate again.

Source: OLO and OHR and MCFRS, August 2006.

- Community events. MCFRS staff report staff attend community events and ethnic events to publicize the availability of firefighter jobs and careers.
- Membership in a job recruitment consortium. MCFRS staff report they have joined a regional consortium of staff responsible for recruitment efforts in the Washington metropolitan area. Staff share advice about successful recruitment strategies.

Other Strategies. In addition to expanding its recruitment and outreach efforts in the last two years, MCFRS has implemented other changes to its testing and selection process and continued its partnerships with MCPS and Montgomery College. Specifically:

- Coaching and Orientation. Recruitment staff accompanied by staff in charge of background investigations and training offer orientation sessions for applicants who have passed the written test to provide advice and information about the oral interview, background check process, and recruit school.

- Consolidating the Process. MCFRS has consolidated many steps in the process in an effort to minimize the number of times an applicant must show up. For example, an applicant who passes the written test can go directly to CPAT orientation; the oral interview and initial background screening are conducted together; and the blood work and maximum stress test are also performed together. In March 2006, OHR and MCFRS moved the advertising for firefighter recruits to open continuous advertising.
- High School Fire/EMS Curriculum. At the Public Safety Committee briefing in July, MCFRS discussed the high school Fire/EMS Cadet Program it provides in partnership with MCPS. MCFRS stated the current enrollment averages 37 students and that applications this year reached 50. MCFRS and MCPS determine who to enroll and who to wait list. The enrollment capacity is limited by the availability of space and funding for another instructor. MCFRS stated that most cadets who graduate leave to enroll in college. MCFRS reports that the enrollment diversity reflects the diversity of MCPS.⁷
- Future DownCounty Consortium Curriculum. Following the meeting with the Public Safety Committee in July 2006, MCFRS is aggressively working with MCPS to implement a core fire safety curriculum as part of the MCPS downcounty consortium. The consortium has a student population that is 70% minority. The estimated rollout date for the curriculum is September 2008. MCFRS reports this program will provide several options for students to pursue a fire safety career, in areas such as public information, public safety code enforcement, or arson investigation. MCFRS anticipates this program will help improve its minority representation and help address language issues as well.

MCFRS Efforts to Address Employment Barriers. To interpret data about the results of MCFRS's recruitment classes, it is useful to know the history of MCFRS's multi-year efforts to address barriers in its recruitment, testing, selection and hiring processes. The highlights include the following:

- In January 2000, MCFRS instituted a new candidate's physical abilities test (CPAT) designed in part by the International Association of Fire Fighters (IAFF) to help address the lack of diversity in fire departments nationally. In 2001, MCFRS extended the CPAT mentoring program from eight to twelve weeks. MCFRS reports that, on average, 80% to 90% of the candidates who attend mentoring successfully pass the test. Approximately 50% of candidates choose not to attend the voluntary mentoring process.

⁷ MCFRS also discussed its partnership with Montgomery College at the July meeting with the Public Safety Committee. The Montgomery College program focuses on management training, compared to the cadet and PTSA programs which focus on knowledge and skills.

- In 2003, following discussions with the County Attorney and OHR, MCFRS modified the informal practices it had been using to determine its list of best qualified candidates following the written exam. (Note: Recruitment Class 23 which had only 7% minority representation was the first recruit class formed after these changes.)
- In late summer 2004, MCFRS and OHR jointly convened an interdepartmental panel to conduct a detailed review of the MCFRS selection and hiring process. This panel sought advice from CWH, a firm with national expertise in structuring selection exams and hiring processes for fire departments. As a result of this review, MCFRS:
 - Implemented a new written exam designed by CWH that addressed personal characteristics such as self-awareness, interpersonal skills, and practical thinking in addition to validated, job-related cognitive skills;
 - Restructured the oral interview and added questions to determine an individual's exposure to and ability to work with diverse populations;
 - Added a preliminary background review at the time of the oral interview; and
 - Reviewed the final background check process to ensure that there were no artificial barriers, that the criteria used were job-related, and that there was no adverse impact as it related to all EEO demographic groups.

As a result of these changes, MCFRS expanded the number of candidates invited for oral interviews. MCFRS continued to conduct extensive final background checks and did not change the criteria associated with this process.

- Also, in the summer of 2004, MCFRS developed a supplemental survey to obtain additional information from candidates who remained on the eligible list that MCFRS used to select members of Recruit Class 23. The survey sought information about an individual's certifications in skilled trades, proficiency in other languages, and work-related experiences involving services to individuals with diverse backgrounds. MCFRS used the results of this survey to assess the members of Recruit Class 24, which began in December 2004.
- In August 2005 on behalf of MCFRS, OHR signed a contract with CWH Research to conduct job analysis, entry-level test services, and statistical validation. In February 2006, the parties amended the contract to modify the scope of services to administer the entry level test at least twice a year and increase the recruitment survey from 277 to 1100 applicants. The result of these modifications was that MCFRS was able to further minimize the potential adverse impact and increase the defensibility of its selection process.

Measures of Effectiveness

In a March 2006 meeting with the Public Safety Committee, MCFRS stated it will measure the success of its efforts and strategies over time by having a workforce that is representative of the County's population. In the short term, MCFRS measures its efforts by periodically compiling information about their recruiting activities, surveying candidates who take the written exam through its testing administrator, and maintaining extensive data about the race and gender of the applicant pools at various stages of the testing and selection process.

Results from Informal Information and Observations. MCFRS reports they informally collect information about their recruitment activities, and as a result they know that the best recruitment technique is word of mouth. They also know individuals apply as a result of information that they found on the internet or as a result of a job fair.

MCFRS reports that they anticipate that a website, which is under development, will improve their ability to assess the effectiveness of their outreach activities because there will be additional opportunities for applicants to identify how they heard about MCFRS.

CWH Survey Results. MCFRS currently tracks the effectiveness of its various recruitment activities through a survey included in an information packet which is mailed out to notify all applicants who meet the minimum qualifications of the upcoming written exam.

MCFRS collects the completed surveys from the applicants who show up to take the written exam and turns the survey information over to CWH, the consultant who administers the written test.

Analysis of MCFRS Data. MCFRS administrative staff collect and maintain data to monitor the race and ethnicity of their applicant pools at various stages of the hiring process. MCFRS updated and provided this data to OLO as part of this study. OLO used this data to determine the representation of minorities and females at different points of the recruitment and hiring process.

Levels of Minority and Female Representation at Different Steps in the MCFRS Selection and Hiring Process. OLO reviewed MCFRS data to determine minority and female representation at various steps of the MCFRS selection process for entry level firefighters for recruitment classes formed between 2001 and 2006. Specifically, the data capture minority and female representation of the initial applicant pool, the pool of applicants who passed the written exam, the pool of applicants who passed the oral interview, and the pool of applicants who passed the CPAT.

The data which show levels of minority representation at various points are displayed in Table 4-6 (on page 41). A review of these data show:

- The minority representation of the applicant pools varies from a low of 30% in February 2002 to a high of 42% in October 2004. This level of representation is comparable to the minority representation of the County Government's workforce at 39%.
- The minority representation among applicants who passed the written test ranges from a low of 19% in February 2002 to a high of 40% in October 2004. The higher levels of minority representation in October 2004 (40%) and July 2005 (34%) occurred after MCFRS instituted a new written test. These data suggest changing the test may have improved the level of minority representation.
- The combined minority representation of the recruitment classes selected from the eligible lists created after July 2004 is 30%. This level is higher than the combined minority representation of 18% before that point⁸; however it is below the levels of minority representation of 33% or 35%, which occurred in February or August of 2001.

The data in Table 4-7 (on page 42) present levels of female representation at various points in the process. A review of these data show:

- At 13 to 15%, the level of female representation in the applicant pool is comparable to the current level of female representation in the MCFRS workforce. It is noticeably lower than the representation of females in the County Government workforce as a whole, at 46%.
- Except for the February 2003 eligible list, the level of female representation drops noticeably in the pool of applicants who pass the physical abilities test
- The level of female representation for recruit classes from eligible lists created after July 2004 does not differ significantly from the level of representation for recruit classes selected from eligible lists created before July 2004.

⁸ The 18% average included the 7% minority representation for Recruitment Class 23.

Table 4-6: Minority Representation at Different States of the MCFRS Application, Testing and Hiring Process for Entry Level Firefighters between February 2001 – March 2006.

Eligible List and Recruitment Classes	Minority Representation of					
	Original Applicant Pool	Pool who passed written test	Pool who passed Oral Interview	Pool who passed Medical Exam	Pool who passed Physical Test	Final Recruitment Class
February 01 Eligible List (Recruitment Class 20)	38%	23%	32%	26%	30%	35%
February 01 and August 01 Eligible Lists (Recruitment Class 21) ⁹	38-40%	23-24%	32-36%	26-38%	30-39%	33%
February 02 Eligible List (Recruitment Class 22)	30%	19%	32%	32%	29%	29%
October 03 Eligible List (Recruitment Classes 23 and 24)	No data	No data	14%	16%	17%	18%
October 04 Eligible List (Recruitment Classes 25 and 26)	42%	40%	30%	No data	No data	30% ¹⁰
July 05 Eligible List (Recruitment Classes 27 and 28)	37%	34%	32%	30%	29%	30% ¹¹

Source: OLO and MCFRS, August 2006.

⁹ The ranges reflect the minority representations of the two eligible lists.

¹⁰ This represents the average of the minority representation for Class 25 (23%) and Class 26 (40%).

¹¹ This represents the average of the minority representation for recruitment Class 27 (17%) and Class 28 (41%).

Table 4-7: Female Representation at Different States of the MCFRS Application, Testing and Hiring Process for Entry Level Firefighters between February 2001 – March 2006.

Eligible List and Recruitment Classes	Female Representation of					
	Original Applicant Pool	Pool who passed written test	Pool who passed Oral Interview	Pool who passed Medical Exam	Pool who passed Physical Test	Final Recruitment Class
February 01 Eligible List (Recruitment Class 20)	15%	13%	22%	19%	7%	0%
February 01 and August 01 Eligible Lists (Recruitment Class 21)	15%	10%	20%	19%	8%	13%
February 02 Eligible List (Recruitment Class 22)	13%	10%	20%	22%	17%	17%
October 03 Eligible List (Recruitment Classes 23 and 24)	No data	No data	14%	14%	6%	7%
October 04 Eligible List (Recruitment Classes 25 and 26)	15%	13%	17%	No data	No data	3% ¹²
July 05 Eligible List (Recruitment Classes 27 and 28)	13%	12%	17%	12%	5%	5% ¹³

Source: OLO and MCFRS, August 2006

¹²This represents the average of the female representation for Class 25 (6%) and Class 26 (0%).

¹³ This represents the average of the female representation for Class 27 (7%) and Class 28 (3%).

Levels of Minority and Female Representation for MCFRS Recruitment Classes. MCFRS has announced five recruitment classes since the Council approved a \$200,000 supplemental appropriation in July 2004. Table 4-8 displays the minority and female representation for MCFRS's recruitment classes since 2001, with the eligible lists used to select each class. The data show:

- Minority representation for the five classes formed since July 2004 varied from a high of 41% for the March 2006 class to a low of 17% for the January 2006 class;
- Female representation for the five classes formed since July 2004 varied from a high of 7% for the January 2006 class to a low of 0% for the October 2005 class.
- The data show an unevenness in the levels of representation when two classes are formed from one eligible list. For example, for the classes formed from the October 2003 eligible list, the levels of minority representation were 7% and 33%; for the October 2004 list, they were 23% and 40%; and for the July 2005 list, they were 17% and 41%.

Table 4-8: Minority and Female Representation for MCFRS Recruitment Classes

Date Eligible List(s) Used to Create the Class was formed	Recruitment Class	Recruitment Class Start Date	% Minority Representation	% Female Representation
February 2001	20	September 2001	35%	0%
February 2001 and August 2001	21	February 2002	33%	13%
February 2002	22	September 2002	29%	17%
October 2003	23	June 2004	7%	4%
	24	December 2004	33%	9%
October 2004	25	July 2005	23%	6%
	26	October 2005	40%	0%
July 2005	27	January 2006	17%	7%
	28	March 2006	41%	3%

Source: OLO and MCFRS, October 2006.

Chapter V. A Review of Montgomery County Government's EEO Plans

An affirmative action plan or EEO Plan is a self-assessment that an organization conducts to determine whether its employment practices (including recruitment and hiring) may be undermining its legal obligation to provide equal employment opportunities. An effective EEO Plan includes an organization's policies and objectives, an analytical component, action plan(s), and internal audit or reporting systems to monitor ongoing progress.

The County Government's EEO Plan articulates the County Government's commitment to use recruitment activities to achieve a diverse workforce, presents the results of various workforce analyses, and describes the County Government's departmental action plans and diversity initiatives. The internal audit processes section of the EEO Plan addresses how "the County monitors and evaluates its performance on the objectives stated in the EEO Plan."

This chapter describes how OHR's EEO Team develops the County Government's EEO Plan and reports what the most recently available EEO Plan says about adverse impact analysis and applicant tracking, which are two mechanisms the County Government uses to monitor recruitment activities and track applicant flow data. This chapter is organized as follows:

- **Part A** presents the staffing and budgeted resources for OHR's EEO Team;
- **Part B** explains how the EEO Team develops and produces the EEO Plan;
- **Part C** describes the requirements for the EEO Plan found in County law; and
- **Part D** reviews select elements of the County Government's EEO Plan.

A. Montgomery County's EEO and Diversity Management Team

The EEO and Diversity Management Division ("EEO Team") consists of a manager and three employees. The Approved FY07 Budget for the EEO Team is \$404,000, including \$393,000 for personnel (4.0 WYS) and \$11,000 in operating expenditures. In addition, the EEO Team obtains an additional \$4,000 for diversity programming from departments which is critical to the EEO Team's operations. The Director of OHR reports he has increased staffing of the EEO Team from 1.5 to 4.0 WYs since his tenure began.

Personnel. As the County Government's EEO Officer, the Manager and her team are responsible for developing and implementing the County Government's EEO Plan. The EEO Team's other program responsibilities are to:

- Administer the County Government's internal EEO complaint investigation process;¹

¹ The Office of Human Rights and the Human Rights Commission administer the investigation and adjudication of EEO complaints authorized in Chapter 27 of the Montgomery County Code. A County Government employee can choose to file a complaint either with the Office of Human Resource's EEO Team or with the Office of Human Rights.

- Respond to external complaints of discrimination filed with compliance agencies such as the Maryland Commission on Human Relations and the EEOC;
- Administer a mandatory EEO training program for County managers and supervisors;
- Administer a mandatory Workplace Harassment Training program for all employees (new employees are required to take the course within the first 90 days of employment, all employees are required to take the course on a 3 year cycle);
- Administer customized training in EEO Compliance, Workplace Harassment and Diversity training for various departments;
- Sponsor or co-sponsor diversity related programs including the month long Diversity celebration (approximately 20 events), Diversity Day, Disability Mentoring Day, Juneteeth, Martin Luther King (MLK) Celebration, and co-sponsor events with the various employee associations; and
- Provide staff support to multiple councils and committees which address diversity issues.

B. Production of the County Government's EEO Plans

The EEO Officer reports that the EEO Team works with staff from the Department of Technology Services and a vendor under contract to complete the technical components of downloading the statistical data for the EEO Plan. An EEO team member conducts the analysis, thereafter. The Team also contacts departments annually to solicit information about the diversity initiatives planned for the upcoming year. Staff on the EEO Team write and disseminate the EEO Plan.

In January 2001, the Director of OHR transmitted the FY01 Equal Employment Opportunity and Diversity Plan for Montgomery County to the Council. The transmittal letter noted that the document had “been improved to include new sections that reflect Montgomery County’s accomplishments, and strategies ... [and] ... a new section which focuses on Departmental and Agency diversity initiatives County-wide.”

To date, the EEO Team has produced four Equal Employment Opportunity and Diversity Plans, which are posted in OHR’s resource library on the County Government’s website. Over the next two months, the EEO Team intends to publish two more EEO Plans.

- In October 2006, the EEO team intends to publish an EEO Plan it had previously prepared with FY04 County workforce data and 1990 Census data. After the EEO Team completed this plan, it was held for publication, pending release of 2000 Census data by the US Census Bureau. Now that 2000 Census data is available, the EEO Team intends to update this Plan with 2000 Census data and publish it.²

² The Census 2000 Special EEO Tabulation was created through an interagency agreement between a Federal consortium (consisting of the Equal Employment Opportunity Commission; the Department of Justice, Civil Rights Section; Department of Labor, Office of Federal Contract Compliance; and the Office of Personnel Management) and the Census Bureau. The Census Bureau released the Census 2000 Special EEO Tabulation and made it available to the public in 2003. See the Census Bureau website at www.census.gov/hhes/www/eeoindex/faqs.html for more information.

- In November 2006, the EEO Team expects to release an EEO Plan with FY06 County Government workforce data and 2000 Census data. The EEO Officer reports a delay in the release of the 2000 Census data and changes to the list of EEO job groups which required OHR to recode 8,000 employee records delayed production of this EEO Plan.

Table 5-1 summarizes information about the County Government's published and pending EEO Plans. The FY04 Plan, which contains data for the County Government's workforce as of July 2003, is the most current version of the Plan that is publicly available.

Table 5-1: Publication History of the County Government's EEO Plans

	Title	Transmitted to Council or EEO Team's Scheduled Release Date
1	The FY01 EEO and Diversity Action Plan	January 2001
2	The FY02 EEO and Diversity Action Plan	October 2001
3	The FY03 EEO and Diversity Action Plan	November 2002
4	The FY04 EEO and Diversity Action Plan	Not available
5	Pending Plan #1	October 2006
6	Pending Plan #2	November 2006

Source: OLO, OHR and Council Correspondence Log,

C. Requirements for an EEO Plan in Montgomery County law and regulation

The Montgomery County Code and Personnel Regulations assign the Chief Administrative Officer the responsibility for developing and maintaining a plan to achieve and maintain equal employment opportunity and to promote diversity in the workplace.³ The CAO has delegated the development of the County's EEO policy and programs, including the EEO and Diversity Action Plan (The EEO Plan) to the EEO Officer in the Office of Human Resources.

County personnel regulations and County regulations for the Fire and Rescue Service both identify the elements of the County's EEO Plan. The Personnel Regulations state the EEO Plan may include the specified elements; in contrast, the Fire and Rescue Service regulations mandate the same list of elements.⁴

³ Section 33-9, *Equal employment opportunity and affirmative action*, of the Montgomery County Code and Section 33.07.01.05, Equal Employment Opportunity, Section 5-5 of the Montgomery County Personnel Regulations.

⁴ County regulations for the Fire and Rescue Service (Reg 21.16.01.04, Equal Employment Opportunity, Sec. 4-3, Affirmative Action Program) also assign the CAO the responsibility for establishing an affirmative action program.

The elements that an EEO Plan may or must include are:

- A statement of purpose;
- A method to identify problem areas and factors to be used in determining whether a racial, ethnic or gender group is significantly underutilized in an occupational group;
- The development of action-oriented programs designed to correct identified problems, to assure equal employment opportunity for all members of the available labor pool, and to promote upward mobility for employees;
- The criteria for the establishment of goals and timetables; and
- The designation of responsibility for dissemination, implementation, compliance and audit of the plan.

In addition to the requirements in County law, Montgomery County must produce an EEO-4 Report on a bi-annual basis to comply with EEO requirements found in Title VII of the Civil Rights Act of 1964 and an EEO Plan annually to comply with other requirements related to the County's receipt of federal funds. The Montgomery County Police Department, the Sheriff and the Department of Health and Human Services all receive federal grants which require the filing of an EEO Plan as a condition of funding.

D. A Review of the County Government's FY04 EEO and Diversity Action Plan

The County Government's FY04 EEO Plan is a comprehensive compilation of County Government operations related to EEO and diversity. The 141 page document reports workforce and demographic data for the previous fiscal year and uses these data to assess whether underutilization exists in the County Government's workplace. The FY04 Plan describes diversity initiatives for all of the County Government's Executive Branch departments.

This section of the report explains the major components of an EEO Plan, using information from the County's FY04 EEO Plan. The FY04 EEO Plan is the County Government's most recent EEO Plan that is publicly available; however, the information is dated. Specifically, the County Government's workforce composition is based on County Government workforce data as of June 2003 and the analysis to determine underutilization relies on 1990 Census data.

Policy Statement. The written policy statement in an affirmative action plan reflects an organization's commitment to uphold the practice of non-discrimination in all of its employment practices. The policy statement in the County Government's FY04 EEO Plan reiterates the County Government's commitment to equal employment opportunity and workforce diversity set forth in County law and regulations.

Responsibility for Implementation. This section of an EEO Plan identifies the positions and people in the organization who are accountable for plan implementation. The County Government's EEO Plan identifies the EEO Team in OHR as the agency responsible for the development and implementation of the EEO Plan. It also states Department Directors and County Officials are responsible and accountable for implementing the objectives of the Plan in their respective areas.

Dissemination of the Plan. This section of an affirmative action plan addresses how the plan will be communicated internally and externally. An EEO Plan must be published and shared widely to be effective. The County Government's EEO Plan states the EEO Plan shall be made available to applicants, employees and the general public through OHR. It also states that OHR disseminates information in the Plan to all Directors on an annual basis and that Directors are responsible for making the Plan available to employees. In 2004, the EEO Team produced an EEO analysis for all departments. The EEO Team reports the next round of departmental visits will occur in 2006.

OHR posts EEO Plans online, transmits Plans to the Council and disseminates EEO Plans to the Montgomery County Diversity Council and several other groups. OHR reports it generally receives fewer than five requests for the EEO Plan from employees.

This year, the EEO Officer is exploring options to change how the County Government disseminates the Plan and shares the results of the analyses. Some of the options under consideration include increasing the use of email and electronic dissemination and sharing the results of the utilization analysis with the Specialists on the Recruitment and Selection Team.

Workforce Analysis. A workforce analysis provides a breakdown of the gender and racial composition by organizational unit. OLO analyzed County Government workforce data as of June 2000 and December 2005 to examine changes in the workforce composition of the County Government's five largest departments since 2000. Table 5-2 (on page 49) displays the results of this analysis. The data show:

- DHHS's workforce has the highest rate of female participation (84%) and MCFRS's has the lowest (13%).
- Female participation rates are highest in DHHS (84%) and lowest in MCFRS (13%).
- Female participation rates have changed slightly since July 2000. Specifically, there were slight increases in Corrections and Police and slight decreases in DPWT and MCFRS.
- Minority participation rates are highest in the Department of Corrections (53%) and lowest in MCFRS (23%).
- Minority participation rates increased in all five departments since July 2000.

Table 5-2: Female and Minority Representation in the Five Largest County Government Departments, 2000 and 2005

Organizational Unit	% Female Representation			% Minority Representation		
	2000	2005	Change	2000	2005	Change
County Government Workforce	45%	44%	-1%	34%	39%	+5%
Department						
Police	37%	38%	+1%	21%	25%	+4%
DHHS	84%	84%	-	39%	45%	+6%
DPWT	22%	21%	-1%	48%	56%	+8%
Fire and Rescue	14%	13%	-1%	21%	23%	+2%
Corrections	38%	40%	+2%	53%	64%	+11%

Source: OLO and the EEO & Diversity Action Plan for 2001 and Workforce Analysis as of December 2005, August 2006.

Job Group Analysis. A job group analysis examines the racial and gender composition of the workforce by occupational category. The job titles in a job group may be located in different departments or administrative units. A job group analysis helps portray whether underutilization of employees by race or gender exist within certain job areas.

The job group analysis in the County Government's EEO Plan uses a classification system that shows the composition of the County Government's workforce by EEO job group as well as the composition of the supervisory workforce within each job group. As a result of this classification system, the County's EEO Plan contains information about female and minority representation in the County's supervisory workforce and how it has changed over time. Table 5-3 displays the highlights of OLO's analysis of these data. (See Chapter II beginning at page 16 for additional details of this analysis.)

Table 5-3: Changes in Gender and Racial Representation in the County Government's Supervisory Workforce, 2000 and 2005

Demographic Representation	# of Supervisors in 2000	# of Supervisors in 2005	Change	% of supervisory workforce in 2005
Males	685	727	+42	69%
Females	254	323	+69	31%
White (non-Hispanic)	763	768	+5	73%
Minority	176	282	+106	27%

Source: OLO and Office of Human Resources EEO data for July 2000 and December 2005, October 2006.

Utilization analysis. A utilization analysis compares how closely the composition of an organization's existing workforce matches the availability of qualified individuals in the relevant labor market. This comparison provides the basis for determining whether minorities or women are underutilized in the workforce, and if so, to what extent.

The County uses the two standard deviation method to make its determination of underutilization. The FY04 EEO Plan reported the County Government eliminated underutilization in two job groups and stated this demonstrated the effectiveness of the County's concerted outreach efforts to increase the representation of underutilized groups in the workforce. The FY04 EEO Plan reported continued evidence of underutilization for:

- Females in ten job groups;
- African-Americans in seven groups;
- Hispanics in two groups; and
- Asian-Pacific Islanders in one group.

A utilization analysis is a useful indicator of whether a problem exists; however, the results of the analysis may be skewed because an analysis only takes into account fulltime employees, or because an organization not only establishes the categories that form the basis of the analysis but also self reports its workforce within each of these classes.

In addition, the value of a utilization analysis can be limited by the timeliness of the data used in the analysis. Table 5-4 summarizes the sources and dates of data used in each of the County's Government's EEO Plans released to date. The use of 1990 Census data may limit the usefulness of the results, i.e., the determinations of underutilization, because there have been significant changes in the diversity of both the County and the region's labor force since 1990. (Note - The EEO Plan to be released in November 2006, will compare FY06 County Government workforce data with 2000 Census data.)

Table 5-4: Sources and Dates of Data for County Government EEO Plans, FY01-FY04

Plan Title	Date of Countywide Workforce Data	Date of Census Data
The FY01 EEO Plan	July 1, 2000	1990
The FY02 EEO Plan	July 1, 2001	1990
The FY03 EEO Plan	June 14, 2002	1990
The FY04 EEO Plan	June 16, 2003	1990

Source: OLO, October 2006

Salary Analysis. A salary analysis provides data to assess pay equity issues by race and gender. The County's FY04 EEO Plan reports the salary analysis showed moderate disparities in average salaries among racial/ethnic groups and slight disparity between genders. The analysis found a 22% difference between the lowest and highest average salaries which was lower than the 26% difference reported for FY03.

Recruitment Objectives and Strategies. The active recruitment of minorities and females offers an opportunity to address evidence of underutilization and maintain a diverse workforce within and across all job groups. Some affirmative action plans provide a general discussion of an organization's recruitment philosophy, objectives and strategies or a list of recruitment sources. In other cases, the results of a utilization analysis may prompt an organization to conduct a study of a specific recruitment process to identify any potential barriers to employment.

The County Government's FY04 EEO Plan contains statements about the County Government's recruitment philosophy, objectives and strategies. The discussion of strategies lists multiple steps OHR has implemented both generally and specifically to target women, minorities and special recruitments. See Exhibit 3-3 (on page 25) for an updated summary of the targeted recruitment strategies listed in the FY04 EEO Plan.

The County Government's EEO Plan also includes a section titled "Areas of Need" that lists the 13 job groups where underutilization exists but this section lacks details about the strategies, studies or steps to address each specific group. The EEO Plan does not use the results of its utilization analysis to identify any potential barriers to employment that would warrant a study of a specific recruitment process.

Action Programs, Plans, Goals and Timetables. After an organization conducts an analysis that indicates underutilization exists, it must show it is making a good faith effort to address the problems identified.

Some organizations present a comprehensive set of departmental action plans and programs, summarizing accomplishments for the previous year and planned activities for the forthcoming year. The action plans are not specifically linked to the results of the utilization analysis.

Other organizations adopt a more data-driven approach that establishes goals for hiring and promotions. The affirmative action plan uses recruitment or hiring goals as an agency's good faith commitment to affirmative action. This approach reports the number of hires, promotions and separations that occurred in the prior year, adjusts for any planned expansions or contractions, and uses these data to establish goals or a general timeframe to increase the level of minority or female representation of a particular job group. Agencies that adopt this approach usually include a statement in the written plan that explicitly states that the goals are flexible and that they are not intended to be targets, quotas or set asides.

The departmental action plans in the County Government's FY04 EEO Plan detail departmental initiatives and/or the activities each department intends to accomplish or has accomplished. In some cases, the initiatives address areas of underutilization identified in the underutilization analysis. In other cases, they describe more broadly defined diversity initiatives. The action plans provide a record of a department's activities and also serve as a resource for other departments which may be looking for new ideas.

The EEO Officer reports that previously the EEO Team prepared departmental reports and met with department staff once a year to inform them of specific utilization issues; however, the EEO Team did not monitor implementation of their initiatives due to staffing constraints. In 2006, the EEO Team intends to focus its review of departmental initiatives on those that relate to a department's business practices.

The EEO Officer states the County deliberately elects not to use specific goals or timetables because of the risk that they could be mistakenly perceived or interpreted as quotas or set asides. (The courts have held the use of quotas or set asides are illegal in many circumstances.) The EEO Officer believes publishing a timetable could pose a risk because a department could not control an external factor that might affect a published deadline. She states she would support the use of generally worded goals.

Internal Audit Processes and Practices. An effective affirmative action program includes internal auditing and reporting systems that measure an organization's progress towards achieving the workforce that would be expected in the absence of discrimination. An internal auditing system allows an organization to:

- Determine how much progress an agency has made towards meeting its objectives;
- Monitor ongoing problem areas that merit corrective or remedial action; and
- Revisit objectives or priorities that have not been implemented.

Some examples of the elements of an internal auditing system are:

- A description of the records and methods an agency uses to monitor recruitment referrals, placements, and other employment actions;
- A description of the content and frequency of reports that provide information to managers and supervisors about the status of a plan's goals and timetables;
- A description of the methods and procedures used to inform Directors and managers of program efforts, progress, problem areas and recommended actions.

The County Government's FY04 EEO Plan contains a description of the methods the County Government uses "to monitor and evaluate its performance of the objectives in the EEO Plan." Some of the strategies described in the EEO Plan address the data and capabilities that are available to identify potential employment barriers or monitor recruitment and hiring activities.

EEO Data Collection. The County's FY04 EEO Plan states OHR uses Affirmative Action Planning (AAP), a software program, to produce the workforce analyses, job group analyses and utilization analyses in the Plan. These reports are generated at least annually for use by the CAO in the performance planning and evaluation process with Department directors and current reports are produced as needed to conduct ongoing evaluation and follow-up.

Manual Adverse Impact Analyses and Follow-up Studies. The County's FY04 EEO Plan states the EEO Team conducts manual adverse impact analysis on recruitments to identify potential barriers to equal employment opportunity.¹ A study to identify and eliminate these barriers would require an in-depth review of a department's practices to recruit, select and hire for a particular position.

The EEO Officer reports the number of adverse impact analyses the EEO Team conducts annually varies depending on resources and other priorities. For example, in FY05, the EEO Officer was part of an interdepartmental group convened to conduct an in-depth review the MCFRS selection and hiring process. (See Chapter 4 beginning on page 37, for a discussion of this process.) The EEO Officer states that it is the responsibility of the department and OHR to help identify barriers in employment.

Automated Adverse Impact Analysis EEO Software. When it was published in July 2003, the County Government's FY04 EEO Plan stated OHR expected to implement an automated online adverse impact analysis software to track and analyze data at various stages of the recruitment process. According to the EEO Plan, this system can generate information about the diversity of the County's applicant pools and identify any artificial barriers to equal employment opportunity at any phase of the applicant flow process, or any hiring practices which result in adverse impact.

Peopleclick Software Capabilities. The Recruitment and Selection Team Manager reports the Peopleclick system gives her Team the capability to run a report for an individual requisition that displays information about the number, gender and race of the applicant pool throughout the hiring and selection process. She reports managers in hiring departments have occasionally requested these reports to look at the effectiveness of their outreach strategy and to get an understanding of the diversity of the applicant pool.²

¹ Some examples of barriers to employment include standards in a selection or hiring process that are not relevant to the job, interview questions or required tests that do not apply to the actual requirements of the job, or lack of diversity on an interview panel.

² During the hiring process, applicants provide demographic information on a voluntary basis only. This information is separated from the application so the department is not privy to this information during the selection process. The reports that Peopleclick generates report information provided voluntarily, or indicate that no information was provided.

The Manager of the Recruitment and Selection Team reports she is working with the EEO Officer on a cross-team initiative to give the EEO Team access to the data from the Peopleclick system so that the EEO team could use it to analyze and track applicant flow statistics. Until the automated capabilities of Peopleclick are linked with the automated EEO software, OHR and the hiring departments only have the capability to access and analyze applicant flow statistics on a case by case basis.

In a related information sharing effort, the EEO Team states it will work with the Recruitment and Selection Team and the hiring department to identify positions in underutilized job classes so that appropriate recruitment strategies can be developed..

Utilization Analysis Progress Report. In addition to internal auditing systems, organizations also compile progress reports that display the results of multiple utilization analyses. The County Government's FY04 EEO Plan displays a two-year utilization analysis progress report that compares the results of the utilization analysis for FY03 and FY04. This comparison shows the elimination of underutilization in two job groups between FY03 and FY04 – for African-American employees in the Professionals (First Line Supervisors) job group and for Asian-Pacific Islander employees in the Technicians job group.

In Exhibit 5-1 (on page 55) OLO summarizes the results of the utilization analysis over the four-year period from July 2000 to July 2003. The data show evidence of underutilization existed for 29 job groups in 2003. Specifically:

- For female employees, ten job groups in 2003 showed evidence of ongoing underutilization since 2000;
- For African-American employees, seven job groups in 2003 showed evidence of ongoing underutilization since 2000 and two job groups showed evidence of underutilization for one year in 2002 and 2000 respectively;
- For Hispanic employees, two job groups showed evidence of ongoing underutilization since 2000;
- For Asian-Pacific Islander employees, one job group showed evidence of ongoing underutilization since 2000 and one group showed evidence of underutilization for one year in 2002 and 2000; and
- For all minority employees, nine job groups showed evidence of ongoing underutilization.

In sum, in 2003, evidence of underutilization was most prevalent for female employees (10 out of 19 job groups) and African-American employees (seven out of 19 job groups). It was less prevalent for Hispanic and Asian-Pacific Islander employees where, in each case, the analysis showed underutilization in two job groups.

Over the four year-period, from 2000 to 2003, of the 33 instances where evidence of underutilization occurred, 28 instances prevailed all four years; 1 instance prevailed for three years; and 4 instances prevailed for only one year.

As noted in the County's FY04 EEO Plan, the usefulness of these results is limited because the 1990 Census data does not reflect the changes in the diversity of the labor market that have occurred over the last 15 years. The results of the utilization analysis in the EEO Plan to be released in November 2006, which will compare FY06 County Government workforce data with 2000 Census data, should provide a more useful assessment of whether evidence of underutilization exists in the County Government's current workforce.

Exhibit 5-1: Underutilization in EEO Job Groups, 2000-2003

	Female				Minority				African-American				Hispanic				Asian-Pacific Islander			
	2000	2001	2002	2003	2000	2001	2002	2003	2000	2001	2002	2003	2000	2001	2002	2003	2000	2001	2002	2003
Officials and Administrators																				
Officials and Administrators (M)																				
Professionals (Nurses, Lib)																				
Professionals - Other																				
Professionals - Super																				
Technicians																				
Technicians - Super																				
Protective Service Officials																				
Protective Service Patrol																				
Protective Service Other																				
Paraprofessionals																				
Paraprofessionals – Super**																				
Office and Clerical																				
Office and Clerical - Other																				
Office and Clerical - Super																				
Skilled Craft																				
Skilled Craft – Super*																				
Service Maintenance*																				
Service Maintenance – Super*																				
Total	10	10	10	10	8	9	9	9	8	7	8	7	2	2	2	2	2	1	2	1

Source: OLO and OHR's Utilization Analysis Detail (FY01) or Incumbency v. Estimated Availability Summary (FY02, 30, and 04) in the EEO & Diversity Action Plan for 2001, 2002, 2003, and 2004

*Information for FY04 is from the County-Wide Utilization Progress Report instead of the Incumbency v. Estimated Availability Summary

**Information from the Utilization Analysis Detail (FY01) or Incumbency v. Estimated Availability Summary (FY02, 30, and 04)

Chapter VI. Findings

As Montgomery County grows increasingly diverse, managers in County Government must meet the challenge of delivering culturally competent services to a diverse population. The County Government's recruitment and hiring activities offer one way to do this. Recruiting and hiring employees who reflect the ethnic and racial diversity of the County can be an effective strategy, especially over the long term.

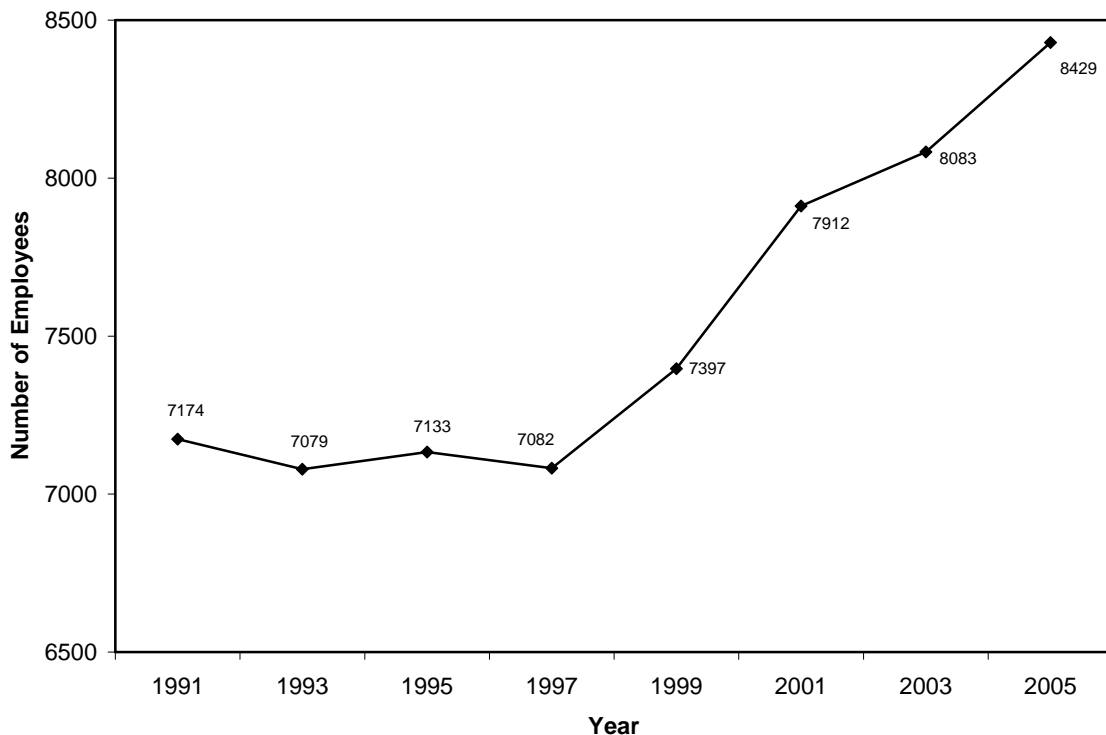
This study compiles data to understand how today's County Government workforce compares to the diversity of the County's population and the workforce of fifteen years ago. It also describes the efforts of the Office of Human Resources, the Department of Health and Human Services and the Montgomery County Fire Rescue Service to recruit diverse applicant pools, and examines how they measure the results of their efforts.

WORKFORCE DIVERSITY IN MONTGOMERY COUNTY GOVERNMENT

Finding #1. The County Government's workforce grew almost 20% since 1997, adding roughly 1,350 employees.

As of December 2005, the Montgomery County Government workforce consists of 8,429 permanent employees. The size of the workforce remained relatively stable between 1991 and 1997; however, between 1997 and 2005, the workforce grew 17%.

Exhibit 2-2: Growth of the County Government's Workforce, 1991-2005

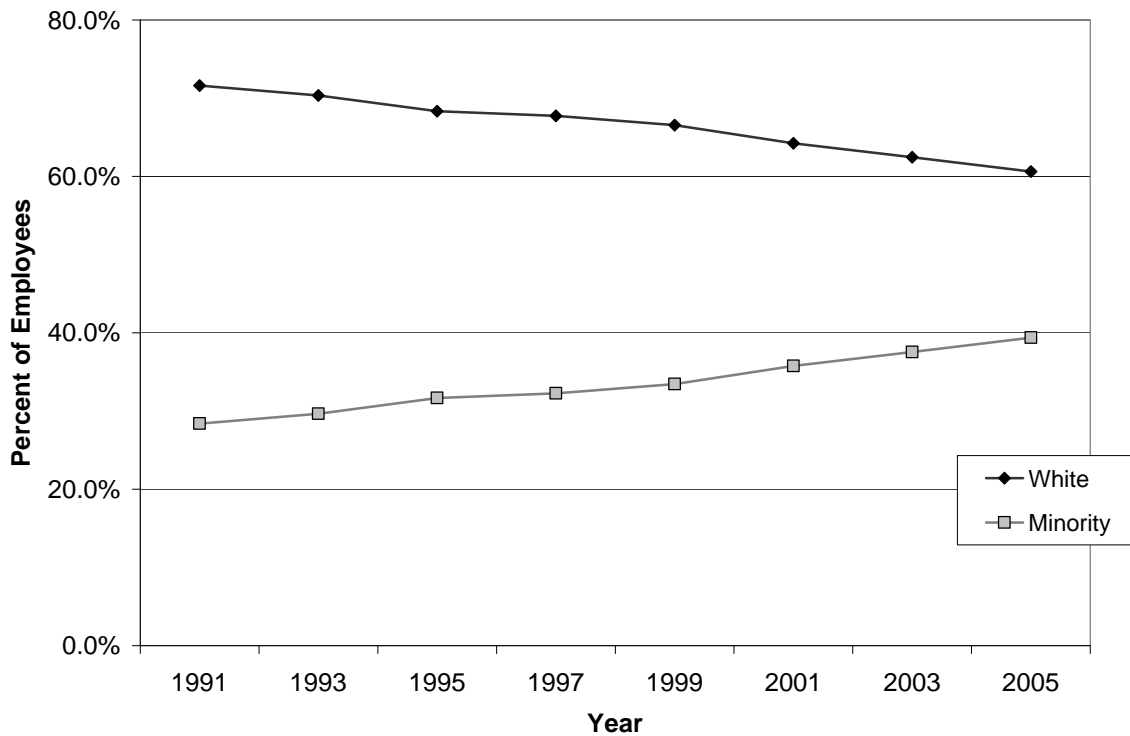


Finding #2. At the end of 2005, minority representation in the County Government's workforce was 39%, compared to 28% in 1991. Female representation in the County Government workforce was 44% in 2005, compared to 46% in 1991.

In 1991, the share of white, non-Hispanic employees was 72% (5,138 employees), compared to a 28% share of minority employees (2,036 employees). At the end of 2005, white non-Hispanic employees made up 61% of the workforce (5,014 employees) compared to a 39% share for minority employees (3,259 employees). In 2005, the workforce had 1,223 more minority employees and 124 fewer white non-Hispanic employees, compared to 1991.

In 1991, the share of male employees was 54% (3,897 employees) compared to a 46% share of female employees (3,277). As of December 2005 males made up 56% of the workforce (4,669 employees), compared to female representation at 44% (3,730 employees). In 2005, there were 802 more males and 453 more females, compared to 1991.

Exhibit 2-3: White non-Hispanic and Minority Representation in the County Government's Workforce, 1991-2005



Finding #3. The increased diversity in the County Government's workforce is broad based. Every EEO job group saw increases in the number of minority employees between 1995 and 2005; with the largest increases in Professionals and Protective Services. In contrast, only three job groups had increases in the number of white non-Hispanic employees.

A job group is a collection of titles across an organization that share similar work content, advancement opportunities, and rates of pay. EEO job groups are a classification system of occupational categories established by the federal Equal Employment Opportunity Commission (EEOC). The County Government's EEO job group data as of December 2005 shows the largest job groups were Protective Services (34.2%) and Professionals (25.6%).

A comparison of the County Government's workforce in 1995 and 2005 by EEO job group shows a substantial increase in the number of minority employees across all EEO job groups. In contrast, the increase in male employees occurred primarily in the Protective Services job group; the largest increase in female employees occurred in the Professionals job group, followed by the Protective Services job group. Specifically:

- There were 1,001 more minority employees in the workforce in 2005 than in 1995, with increases in every EEO Job Group. The increases included 313 more employees in Professionals and 318 more in Protective Services.
- There were 143 more white, non-Hispanics in the workforce in 2005 than in 1995. Protective Services saw an increase of 640 white, non-Hispanic employees; some of the groups that experienced decreases were Office/Clerical (-165), Technicians (-183) and Professionals (-112).
- There were 860 more males in the 2005 workforce than the 1995 workforce and 823 of these were in Protective Services. There were fewer male technicians and male professionals in 2005 compared to 1995.
- There were 436 more females in the workforce in 2005 than in 1995; 280 of these were in Professionals and 173 were in Protective Services. There were fewer female technicians and female office/clerical workers in 2005 compared to 1995.

Finding #4. The County Government's largest departments have different levels of female and minority representation. Since 2000, increases in minority representation in the Department of Corrections (11%), the Department of Public Works and Transportation (8%), and the Department of Health and Human Services (6%) exceeded the increase for the workforce as a whole, at 5%.

A workforce analysis provides a breakdown of the gender and racial composition by organizational unit. OLO analyzed County Government workforce data as of June 2000 and December 2005 to examine how the composition of the County Government's five largest departments changed since 2000. Table 5-2 displays the results of this analysis. The data show:

- DHHS's workforce has the highest rate of female participation (84%) and MCFRS's has the lowest (13%).
- Female participation rates are highest in DHHS (84%) and lowest in MCFRS (13%).
- Female participation rates have changed slightly since July 2000. Specifically, there were slight increases in Corrections and Police and slight decreases in DPWT and MCFRS.
- Minority participation rates are highest in the Department of Corrections (53%) and lowest in MCFRS (23%).
- Minority participation rates increased in all five departments since July 2000.

Table 5-2: Female and Minority Representation in the Five Largest County Government Departments, 2000 and 2005

Organizational Unit	% Female Representation			% Minority Representation		
	2000	2005	Change	2000	2005	Change
County Government Workforce	45%	44%	-1%	34%	39%	+5%
Department						
Police	37%	38%	+1%	21%	25%	+4%
DHHS	84%	84%	-	39%	45%	+6%
DPWT	22%	21%	-1%	48%	56%	+8%
Fire and Rescue	14%	13%	-1%	21%	23%	+2%
Corrections	38%	40%	+2%	53%	64%	+11%

Source: OLO and the EEO & Diversity Action Plan for 2001 and Workforce Analysis as of December 2005, August 2006.

Finding #5. Since 2000, the growth of minority and female supervisors outpaced that of white, non-Hispanic supervisors and male supervisors. Most notably, the increase in minority supervisors was 21 times that of white, non-Hispanic supervisors. Despite these increases, the share of minority and female supervisors in 2005 falls below their representation in the workforce as a whole.

The EEO job group classification system that the EEO Team in the Office of Human Resources established to compile and report workforce data disaggregates information about the supervisory workforce for each EEO job group. Table 5-3 compares the composition County Government's supervisory workforce in 2000 and 2005.

Table 5-3: Changes in Gender and Racial Representation in the County Government's Supervisory Workforce, 2000 and 2005

Demographic Representation	# of Supervisors in 2000	# of Supervisors in 2005	Change	% of supervisory workforce in 2005	% in the County Government's workforce in 2005
Males	685	727	+42	69%	56%
Females	254	323	+69	31%	44%
White (non-Hispanic)	763	768	+5	73%	61%
Minority	176	282	+106	27%	39%

Source: OLO and Office of Human Resources EEO data for July 2000 and December 2005, October 2006.

A detailed breakdown of these data by EEO job group shows:

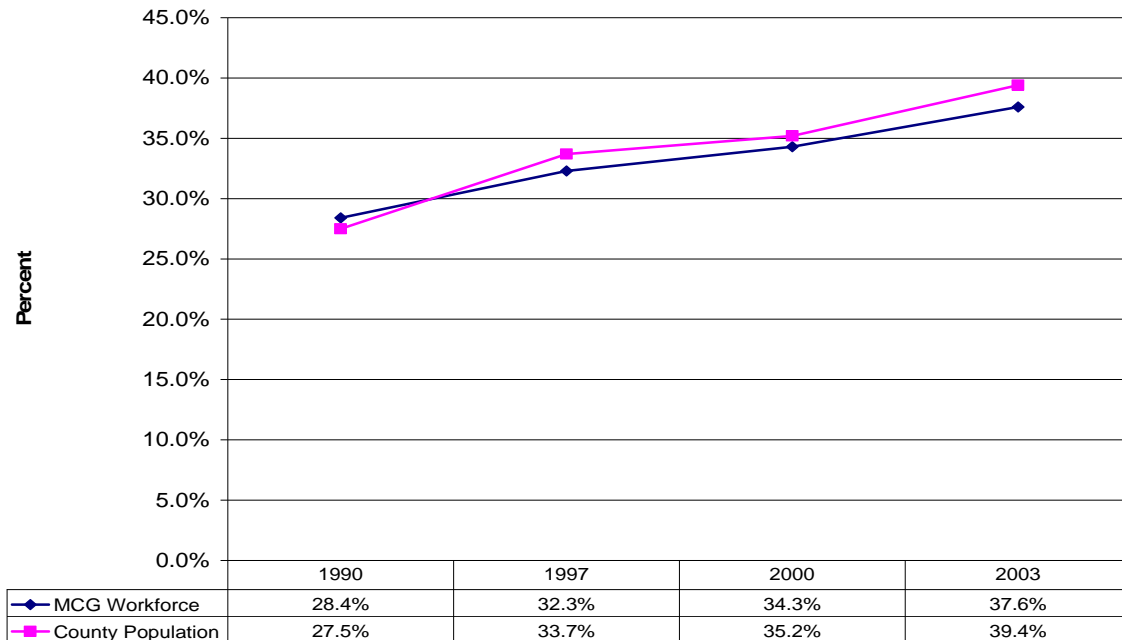
- There were 106 more supervisory employees who are minorities in 2005 compared to 2000. In 2005, the Office/Clerical group has the highest share of supervisors who are minorities (44%) followed by the Service/Maintenance group (33%), the Professionals group (33%), and the Paraprofessionals group (32%). The EEO supervisory job groups with the highest number of minorities are Protective Services (117) and Professionals (106).
- There were five more white non-Hispanic supervisors in 2005 compared to 2000. In 2005, Technicians, Skilled Craft and Officials and Administrators have the highest shares of white, non-Hispanic supervisory employees at shares of 86%, 84% and 79% respectively. The highest number of white, non-Hispanic supervisory employees are in Protective Services (393) and Professionals (214).

- There were 42 more male supervisors in 2005 compared to 2000. In 2005, the highest number of male supervisors are in Protective Services (448) followed by Professionals (121). The share of male supervisors in most groups is notably higher than the representation of males in the workforce as a whole at 55%. The supervisory groups with the highest share of males are Skilled Craft (100%), Protective Services (88%) and Technicians (86%).
- There were 69 more female supervisors in 2005 than 2000. The share of female supervisors in two groups – officials and administrators and professionals – is equivalent or higher than the female representation in the workforce as a whole at 44%. The share of female supervisors in other groups is noticeably lower. The highest number of female supervisors are Professionals (199).

Finding #6. The County Government's workforce and the County's population saw comparable increases in diversity between 1990 and 2003.

A comparison of minority representation in the County Government's workforce and the County's population growth shows the levels of diversity were comparable 15 years ago and remain so today. As the County's population diversity increased, the County Government's workforce diversity increased as well.

Exhibit 2-4: Minority Representation in the County Government Workforce and the County Population, 1990-2003



RECRUITMENT RESPONSIBILITIES AND PRACTICES IN OHR, DHHS AND MCFRS

Finding #7. OHRs Recruitment and Selection Team members partner with hiring department staff to develop effective recruitment strategies for County Government job vacancies. OHR's recruitment strategies routinely include online and media advertising, supplemented by job fairs, career fairs and outreach events. Many of these target minority communities or potential minority applicants.

A staff of 14 people on the Recruitment and Selection Team, including a manager, 12 Human Resources Specialists and a Data Entry Operator, manage the County's recruitment and hiring activities. The 12 Specialists are organized into three teams of four specialists each. They are responsible for recruitment, selection, hiring and outreach for most County departments.

To carry out their recruitment responsibilities, each Specialist partners with hiring department staff to develop an effective recruitment strategy for County job vacancies. The recruitment strategies OHR's Specialists routinely use include posting to the career page on the County's website, online and media advertising, and participating in various outreach events, such as job fairs and career days.

In FY06, OHR attended 21 different outreach events including job fairs, career days, career fairs, outreach events and trade shows. Many of the events OHR attended in FY06 targeted minority communities or potential minority candidates.

Finding #8. In July 2003, OHR undertook an effort to expand its outreach to women and minorities. According to OHR, many of these practices continue today.

The FY04 EEO and Diversity Action Plan, which OHR issued in July 2003, identified an extensive list of strategies designed to expand and target outreach efforts to women and minorities. At OLO's request, OHR reviewed these strategies to identify which ones are still in use and which ones were discontinued. Exhibit 3-3 (on page 25) displays OHR's updated information.

Finding #9. DHHS and OHR have adopted a number of strategies to improve outreach to diverse applicant pools and to address potential employment barriers.

DHHS and OHR report that they have adopted a number of strategies to improve recruitment outreach to diverse applicant pools and address potential barriers to employment. For example:

- DHHS underfills Social Worker II positions as Public Administration Interns so that individuals who are not yet licensed or who are licensed in other states can be hired and given time to meet the class specifications which require licensing by the Maryland State Board of Social Workers.

- DHHS has two internship programs – one for Social Work and one for Nursing – that place students in various DHHS programs.
- In FY06, DHHS and OHR attended career fairs at the University of Maryland at Baltimore County, Howard University and Catholic University. These are annually events.

Finding #10. Since 2000, MCFRS has implemented several changes in an effort to address potential barriers in its recruitment, testing, selection and hiring processes and recruit a more diverse workforce.

Since 2000, MCFRS has modified its recruitment, hiring and selection process for entry level firefighter recruits. The highlights include:

- In January 2000, MCFRS instituted a new candidate's physical abilities test (CPAT) designed in part by the IAFF to help address the lack of diversity in fire departments nationally. In 2001, MCFRS extended the CPAT mentoring program from eight to twelve weeks.
- In 2003, following discussions with the County Attorney and OHR, MCFRS modified the informal practices it had been using to determine its list of best qualified candidates following the written exam.
- In late summer 2004, MCFRS convened an interdepartmental panel to conduct a detailed review of its selection and hiring process. This panel sought advice from CWH, a firm with national expertise in structuring selection exams and hiring processes for fire departments. As a result of this review, MCFRS:
 - Implemented a new written exam designed by CWH that addressed personal characteristics such as emotional intelligence and practical thinking in addition to job-related cognitive skills;
 - Restructured the oral interview and added questions to determine an individual's expertise and experience in dealing with diverse populations; and
 - Added a preliminary background review at the time of the oral interview.

As a result of these changes, MCFRS expanded the number of candidates who are invited for oral interviews. MCFRS continued to conduct extensive final background checks and did not change the criteria associated with this process. MCFRS reports is also continues to address the issue of affordable housing, which remains a barrier to employment.

Finding #11. In FY05 and FY06 combined, MCFRS spent \$1.9 million for its recruitment efforts, including \$1.3 million in personnel costs (8.47 WYs) and \$585,000 in operating expenses.

At the beginning of FY05, after publicity about a MCFRS recruitment class that had 41 white men, two white women and three minorities, the Council approved a special appropriation of \$200,000 to “implement a comprehensive and effective outreach and recruitment strategy.” The Council budgeted an additional \$350,000 in FY06; and, in FY07, the Council budgeted \$461,361 for MCFRS recruitment activities.

In FY05 and FY06 combined, MCFRS spent \$1.9 million for its recruitment efforts, including \$1.3 million in personnel costs (8.47 WYs) and \$585,000 in operating expenses.

- The FY06 personnel expenditures of \$690,000 (4.6 WYs) included:
 - \$324,000 (2 WYS) for two fulltime staff positions, including one permanent position and one detailed from Operations;
 - \$266,000 (2.65WYS) detailed part-time from Operations on an as-needed basis to grade tests, participate on interview panels, and attend career fairs; and
 - \$100,000 in overtime personnel expenses to backfill the fulltime operations staff.
- The FY06 operating costs included \$168,000 in ongoing expenses and \$29,000 in one-time costs. Some of the major operating expenses were for the testing contract (\$80,000), a national paramedic recruitment effort (\$40,000), the one-time purchase of an event display (\$24,000), advertising (\$22,700), printing (\$21,100) and promotional giveaways (\$17,423).

Finding #12. In 2006, the core MCFRS outreach strategies include mass mailings, advertising campaigns, trade fairs, and developing community partnerships. MCFRS is also working aggressively with MCPS to implement a core fire safety curriculum as part of MCPS's downcounty consortium, which has a population which is 70% minority.

MCFRS and OHR share responsibility for conducting marketing and outreach to recruit candidates to apply for the entry level firefighter position. MCFRS has lead responsibility for these shared recruitment efforts. MCFRS identifies and staffs approximately 80% to 90% of all recruitment activities. MCFRS believes it is important that uniform personnel take a lead role in recruitment because they can respond to potential applicants' questions from their direct experience.

The uniform lieutenant assigned to manage MCFRS's recruitment operations reports she uses multiple strategies to recruit applicants. She decides where to focus resources based on the availability of staff supplies and resources, coupled with the ability to work out logistical issues. The core MCFRS outreach strategies include mass mailings, advertising campaigns, trade fairs, and developing community partnerships.

Following the meeting with the Public Safety Committee in July 2006, MCFRS is aggressively working with MCPS to implement a core fire safety curriculum as part of the MCPS downcounty consortium. The consortium has a student population that is 70% minority. The estimated rollout date for the curriculum is September 2008. MCFRS reports this program will provide several options for students to pursue a fire safety career, in areas such as public information, public safety code enforcement, or arson investigation. MCFRS anticipates this program will help improve its minority representation and help address language issues as well.

Finding #13. Implementation of Peopleclick, an online applicant tracking and resume management system, has improved the efficiency of the hiring process.

OLO Report 2001-4 found it took almost 12 weeks to complete the steps in the process from the minimum qualification review through the interview and selection, and three or four months to complete the entire process. OLO found the amount of time varied depending on the type of recruitment.

Today, OHR estimates the entire hiring process takes two and a half months (80 days), compared to three or four months previously. In February 2006, as part of a briefing on hard to fill positions, OHR updated the MFP Committee on its improvements to the hiring process. OHR reported the transition from a paper based hiring system to an online applicant tracking and resume management system had improved the efficiency of the hiring process. Specifically, OHR stated it now posts jobs immediately, compared to the previous practice of every two weeks. OHR also reported a 33% decrease in time to hire, a 40% increase in qualified applicants, a 65% decrease in printing costs, and a 10% increase in diverse applicants.

METHODS AND MEASURES OF THE COUNTY GOVERNMENT'S RECRUITMENT EFFORTS

Finding #14. OHR's Recruitment and Selection Team can currently generate applicant tracking reports on a case by case basis. OHR managers are working on a cross-team initiative to expand this capability.

In 2003, implementation of the Peopleclick system established the capability to generate applicant tracking reports to assess the composition of applicant pools on a case by case basis. In 2006, the technology exists within OHR to connect applicant pool data from the Peopleclick system to software designed to track and analyze data at various stages of the recruitment process. OHR managers report they are working on cross team initiative to do this.

The Recruitment and Selection Team Manager reports the Peopleclick system currently allows the Recruitment Team to run a report for an individual requisition that displays information about the number, gender and race of the applicant pool throughout the hiring and selection process. She reports managers in hiring departments have occasionally requested these reports to look at the effectiveness of their outreach strategy and to get an understanding of the diversity of the applicant pool.²⁰

When OHR produced the County Government's EEO Plan in July 2003, OHR expected to implement an automated online adverse impact analysis software to track and analyze data at various stages of the recruitment process. According to the EEO Plan, this software would establish the ability to generate information about the diversity of the County's applicant pools, to identify any artificial barriers to equal employment opportunity at any phase of the applicant flow process, and to identify any hiring practices which result in adverse impact.

The Manager of the Recruitment and Selection Team is working with the EEO Officer on a cross-team initiative to give the EEO Team access to the data from the Peopleclick system so that the EEO team could use it to analyze and track applicant flow statistics. Until the automated capabilities of Peopleclick are linked with the automated EEO software, OHR and the hiring departments only have the capability to access and analyze applicant flow statistics on a case by case basis.

Finding #15. Applicant tracking reports and EEO data compiled by DHHS show DHHS's applicant pools and new hires are racially diverse.

DHHS requested applicant tracking requisition reports to review the results of 11 MLS recruitments conducted between February 2005 and May 2006. OLO's review of these reports shows the minority representation of the qualified applicant pools ranged from a high of 74% to a low of 33%, with an overall average of 56%. The female representation ranged from a high of 100% to a low of 33%, with an average of 64%.

Between 2000 and 2005, the share of minority employees in DHHS increased from 39% to 45%, while the share of female employees remained at 84%. DHHS's minority representation is higher than minority representation in the County Government's workforce at 39%. DHHS's female representation at 84% is higher than the female representation for the County Government's workforce at 44%.

²⁰ During the hiring process, applicants provide demographic information on a voluntary basis only. This information is separated from the application so the department is not privy to this information during the selection process. The reports that Peopleclick generates report information provided voluntarily, or indicate that no information was provided.

Finding #16. Data maintained by MCFRS show the minority representation of the recruit classes formed since March 2004 has been uneven; however, the minority representation of the initial applicant pools for these classes was comparable to the minority representation in the County Government's workforce.

In a March 2006 meeting with the Public Safety Committee, MCFRS stated it will measure the success of its efforts and strategies over time by having a workforce that is representative of the County's population.

MCFRS administrative staff collect and maintain extensive data to monitor the race and ethnicity of their applicant pools at various stages of the hiring process. MCFRS updated and provided this data to OLO as part of this study. OLO analyzed these data to assess whether there have been any changes in the levels of minority representation as a result of MCFRS's changes to its recruitment and selection practices. The results for minority representation of the process and recruitment classes show:

- The minority representation of the applicant pools reflects the minority representation of the County population. The minority representation was 42% and 37% for the eligible lists established in October 2004 and July 2005 respectively.
- The minority representation of the applicant pool that passed the written test increased noticeably for the October 2004 and July 2005 eligible lists. The minority representation for these pools was 40% and 34%, compared to levels between 19% and 24% previously.
- At 30%, the combined minority representation of the recruitment classes selected from the eligible lists created after July 2004 is higher than the combined minority representation of 18% for the October 2003 eligibility list. While the level of representation is moving in the right direction, it has not reached the levels of minority representation of 33% or 35% achieved earlier from the February 2001 eligible list.
- Minority representation for the five recruitment classes formed since March 2004 has been uneven. It has varied from a high of 41% for the March 2006 class to a low of 17% for the January 2006 class.

Finding #17. MCFRS's data show the level of female representation in its applicant pools is unchanged over time. Except for one instance, a decline in female representation occurs in the pool of candidates who pass the physical abilities test.

OLO analyzed data maintained and provided by MCFRS to assess whether there have been any changes in the levels of female representation at various points during the recruitment, selection and hiring process. The results of OLO's analysis for female representation in the selection process and recruitment classes show:

- At 13 to 15%, the level of female representation in the applicant pool is comparable to the current level of female representation in the MCFRS workforce. It is noticeably lower than the representation of females in the County Government workforce or in the County population.
- Except for the February 2003 eligible list, the level of female representation drops noticeably for the pools of applicants who pass the physical abilities test
- The level of female representation for recruit classes from eligible lists created after July 2004 does not differ significantly from the level of representation for recruit classes selected from eligible lists created before July 2004.

MONTGOMERY COUNTY GOVERNMENT'S EEO AND DIVERSITY ACTION PLANS

Finding #18. County Government's EEO Plans also provide information and data to assess and monitor the County Government's recruitment and workforce diversity efforts. County law assigns the authority to develop the EEO Plan to the Chief Administrative Officer who has delegated this responsibility to the EEO Officer in OHR.

An EEO Plan is a self-assessment exercise that an organization undertakes to ensure its employment practices are not inadvertently undermining legal obligation to provide EEO. The Montgomery County Code and Personnel Regulations assign the Chief Administrative Officer the responsibility for developing and maintaining an EEO plan to achieve and maintain equal employment opportunity and to promote diversity.²¹

²¹ Section 33-9, *Equal employment opportunity and affirmative action*, of the Montgomery County Code and Section 33.07.01.05, *Equal Employment Opportunity*, Section 5-5 of the Montgomery County Personnel Regulations.

The CAO has delegated the development of the County's EEO policy and programs, including the EEO and Diversity Action Plan (The EEO Plan) to the EEO Officer in the Office of Human Resources. According to Montgomery County Personnel Regulations, an EEO Plan may include:

- A statement of purpose;
- A method to identify problem areas and factors to be used in determining whether a racial, ethnic or gender group is significantly underutilized in an occupational group;
- The development of action oriented programs designed to correct identified problems, to assure equal employment opportunity for all members of the available labor pool, and to promote upward mobility for employees;
- The criteria for the establishment of goals and timetables; and
- The designation of responsibility for dissemination, implementation, compliance and audit of the plan.

The County Government's EEO Plans articulate its commitment to use recruitment activities to achieve a diverse workforce. The EEO Plans contain statistical analyses to assess how closely the workforce matches the availability of qualified workers in the relevant labor market, and the Plans address how the County Government monitors and evaluates its performance on the objectives stated in the EEO Plan.

Finding #19. Since January 2001, the County Government has produced four EEO Plans. These Plans show evidence of ongoing underutilization in the County Government's workforce, particularly for women and African-Americans; however, the data that supports these analyses are outdated. The EEO Team intends to release an EEO Plan in November 2006 that will contain an updated utilization analysis.

The County Government's FY04 EEO Plan is a comprehensive compilation of County Government operations related to EEO and affirmative action matters. The 141-page document reports workforce and demographic data for the previous fiscal year and uses these data, plus 1990 US Census data, to conduct a utilization analysis. A utilization analysis compares how closely the composition of an organization's existing workforce matches the availability of qualified individuals in the relevant labor market.

The results of the utilization analyses found in the County Government's EEO Plans for the four year period from July 2000 to July 2003 show evidence of underutilization, particularly for females and African-American employees. Specifically,

- For female employees, ten job groups in 2003 showed evidence of ongoing underutilization since 2000;
- For African-American employees, seven job groups in 2003 showed evidence of ongoing underutilization since 2000 and two job groups showed evidence of underutilization for one year in 2002 and 2000 respectively;

- For Hispanic employees, two job groups showed evidence of ongoing underutilization since 2000;
- For Asian-Pacific Islander employees, one job group showed evidence of ongoing underutilization since 2000 and one group showed evidence of underutilization for one year in 2002 and 2000; and
- For all minority employees, nine job groups showed evidence of ongoing underutilization.

In sum, in 2003, evidence of underutilization was most prevalent for female employees (10 out of 19 job groups) and African-American employees (seven out of 19 job groups). It was less prevalent for Hispanic and Asian-Pacific Islander employees where, in each case, the analysis showed underutilization in two job groups. Over the four-year period, from 2000 to 2003, of the 33 instances where evidence of underutilization occurred,

- 28 instances prevailed all four years;
- 1 instance prevailed for three years; and
- 4 instances prevailed for only one year.

In 2006, the usefulness of this information is limited because these results rely on County Government workforce data as of June 2003 and 1990 Census data. The Census data in particular do not reflect the changes in the diversity of the labor market that have occurred over the last 15 years. In November 2006, the EEO Team expects to release an EEO Plan that will report FY06 County Government workforce data and 2000 Census data. The results of the utilization analysis in this forthcoming EEO Plan should provide a more current assessment of whether evidence of underutilization exists in the County Government's current workforce.

Finding #20. The County Government's EEO Plans rely on extensive descriptions of diversity initiatives to demonstrate its good faith efforts to address underutilization issues. The County Government deliberately chooses not to include specific goals or timetables in its EEO Plan to avoid the risk they could be perceived as quotas or set-asides.

If the analysis in an EEO Plan finds evidence of underutilization in the workforce, an organization establishes an action plan to correct or address the problem. The proposed actions may include goals, timetables, modified employment practices, or the adoption of monitoring or oversight practices. Some organizations use the results of an analysis to determine whether to conduct a study designed to identify barriers to employment need to be conducted. Some plans contain a summary of personnel transactions for the previous year to show the results of employment practices for the prior year as well as progress made toward any proposed solutions.

Montgomery County has opted for a descriptive approach to demonstrate its good faith efforts to address the problems the utilization analysis identifies. The departmental action plans in the County's EEO Plan detail initiatives or activities each department intends to accomplish or has accomplished. Some of the actions address areas of underutilization; others describe broadly defined efforts to promote diversity and inclusion.

The EEO Officer reports that previously the EEO Team prepared departmental reports and met with department staff once a year to inform them of specific utilization issues; however, the Team did not follow up or monitor implementation of their initiatives. This year, the EEO Team intends to focus its review of departmental initiatives on those that relate to a department's business practices.

The EEO Officer states the County deliberately elects not to use specific goals or timetables because of the risk that they could be mistakenly perceived or interpreted as quotas or set asides. (The courts have held the use of quotas or set asides are illegal in many circumstances.) She believes publishing a timetable could pose a risk because a department could not control an external factor that might affect a published deadline. She states she would support the use of generally worded goals.

The County's EEO Plan also lacks personnel transaction data to monitor the hiring and separation activity by gender and race/ethnicity categories. Reporting this data would provide detailed information about the racial and gender composition of an organization's workforce and also show the effect of employment practices on the composition from year to year. OHR currently reports some of these data in the Personnel Management Review.

Finding #21. The EEO Officer is exploring changes to improve how the EEO Plan is disseminated and how the results of the utilization analysis are shared.

An affirmative action plan contains data about representation in the workforce by job group and organizational unit and also identifies where potential barriers to employment may exist. When the hiring authority is decentralized throughout an organization, a plan must be published and shared widely to be effective.

The County's FY04 EEO Plan states the EEO Plan shall be made available to applicants, employees and the general public through OHR and that OHR disseminates information in the Plan to all Directors on an annual basis. It states OHR also disseminates the Plan to the Montgomery County Diversity Council and several other groups. The EEO Officer reports OHR generally receives a few requests for the report from employees.

This year, the EEO Officer is considering strategies to change how the EEO Plan is disseminated and how the results of the utilization analyses are shared. Specifically,

- The EEO Officer is exploring increased the use of email and electronic distribution to increase dissemination of the Plan.
- The EEO Team intends to share the results of the utilization analysis with the Specialists on the Recruitment and Selection Team; and
- Both the EEO Team and the Recruitment and Team intend to work with hiring departments to identify positions in underutilized job groups so that appropriate recruitment strategies can be developed.

CHAPTER VII. RECOMMENDATION

Montgomery County Government values diversity and strives to achieve inclusiveness through its recruitment practices. As the County population becomes increasingly diverse, County managers recognize the importance of hiring qualified individuals who can serve a diverse community effectively, and who reflect the diversity of the available labor pool.

OLO's review of the County Government's efforts to attract racially and ethnically diverse applicant pools show the Office of Human Resources and the departments recruitment activities routinely include strategies to reach out to minority applicants and underrepresented communities.

OLO's review of the County Government's workforce data found the diversity of the County Government's workforce has kept pace with the diversity of Montgomery County's population, and that the increasing diversity of the workforce extends across all occupational groups. OLO's review of departmental measures of recruitment and hiring results suggests sustained efforts and ongoing oversight will be needed to address persistent issues of underrepresentation, particularly for Montgomery County's Fire and Rescue Service.

In OLO's view, the County Government's EEO Plans offer a structured approach for the County Council to monitor the County Government's management of recruitment practices and changes in workforce diversity. Accordingly, OLO proposes the following recommendation for ongoing Council oversight of these important issues.

Recommendation. **Ask the Chief Administrative Officer (CAO) to brief the Council on the County Government's forthcoming EEO and Diversity Action Plan when the Office of Human Resources (OHR) publishes the Plan in November. In its request for a briefing, the Council should ask the CAO to also report on the Office of Human Resources' efforts to improve its administration and use of the EEO Plan.**

OLO's review found the County Government's FY04 EEO Plan contains a comprehensive compilation of the County Government's diversity initiatives, plus data that showed underutilization issues. A review of data from previous Plans persistent underutilization problems; however, the relevance of these findings is limited because these Plans used 1990 Census data for the utilization analysis.

The EEO Team in the Office of Human Resources expects to release a new County Government EEO Plan in November 2006. This will be the first Plan to use 2000 Census data as the basis for its utilization analysis.

OLO recommends that the Council ask the Chief Administrative Officer for a briefing on the County Government's forthcoming EEO Plan when it is published in November. As part of its request, the Council should ask the CAO to report on OHR's efforts related to its administration and use of the EEO Plan. In particular, the Council should ask the CAO to provide an update on OHR's plans to improve dissemination of the Plan, on its proposals to change how the results of the utilization analysis are shared; and on its cross-team initiative to analyze and track applicant flow statistics.

CHAPTER VIII. AGENCY COMMENTS

The Office of Legislative Oversight circulated a draft of this report to the Office of Human Resources, the Montgomery County Fire Rescue Service, and the Department of Health and Human Services. The final report incorporates the technical corrections provided by these departments.

Written comments from the Chief Administrative Officer are included in their entirety beginning on the following page. OLO greatly appreciates the time taken by everyone who reviewed the draft report.



OFFICES OF THE COUNTY EXECUTIVE

Douglas M. Duncan
County Executive

September 19, 2006

Bruce Romer
Chief Administrative Officer

TO: Karen Orlansky, Director
Office of Legislative Oversight

FROM: Bruce Romer, Chief Administrative Officer

SUBJECT: Draft OLO Report 2007-02, A Study of Montgomery County
Government's Recruitment Practices and Workforce Diversity

We have reviewed Draft OLO Report 2007-02 and concur with the report's findings and recommendations. We want to acknowledge the excellent work of OLO staff, Sue Richards, in preparing this report. As the report indicates, the County Government has made significant progress in fostering and maintaining a diverse workforce that reflects the local community and its values. Leadership, the use of advanced technology, and aggressive outreach efforts have allowed us to maintain a diverse workforce.

Montgomery County strongly supports diversity in all aspects of human resource management. Building on the foundation described in this report the Latin American Advisory Committee and Office of Human Resources recently undertook a project to examine all aspects of hiring, training, and promotional practices affecting under represented employee groups in County service. The African American Advisory Group and the Asian-American Advisory Committee collaborated in this effort and their forthcoming recommendations will further assist us in achieving a more demographically diverse employee base focused on delivering quality public services to the residents of this County.

We look forward to working with the Council and OLO in discussing this report and its findings.

BR:jfb



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