Article XI, Section 4

Charter Amendment Discussion

MAY 18, 2020

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- Broad Questions:
  - What are the pros and cons of hiring internal versus external?
  - Has loyalty to employers changed overtime?
- Regional Level Questions:
  - What do surrounding communities do?
  - Are there minimum qualifications?
- Painesville Specific Questions:
  - History of charter amendment
  - Chiefs exam and qualifications
  - Education and training
  - Citizens Safety Committee feelings

RESEARCH ON PROS & CONS

WHAT IS BETTER, INTERNAL OR EXTERNAL?

- According to ChiefExecutive.net, there are five questions that should be asked before deciding which direction to go:

  1. What are the position's demands?
     - *Never loose sight of end goal: making your organization work efficiently and productively*
     - *Think about what your existing team is capable of right now*

  2. What can you afford?
     - *Effectiveness is the primary goal*
     - *External nearly always are paid more and stick around for a shorter period of time*

  3. How will this affect your existing workers?
     1. *Smaller team may not react well to an outsider*
     2. *New addition will shake up the team*
     3. *You're not just adding a name to the payroll, you're adding a new face to everyday life*

  4. How much risk are you willing to take?
     1. *There are hazards inherent to every personnel change*
     2. *Evaluate every factor including credentials to decide what the right now for your organization*

*Source: Endnote #1

WHAT IS BETTER

LOOK OUTSIDE	LOOK WITHIN
Tough org turnarounds or strategic shift	An org is thriving
Succession planning and performance information is inconsistent, absent or hard to access	Succession planning and performance reviews are consistent and transparent
Specific skills are needed that are not readily available within	An abundance of firm and industry specific skills are required for the job
The org culture welcomes multiple perspectives	A unique and strong culture may be hard to understand or fit in with
Processes are in place that support job training and full integration into the position	No or few processes are in place to support job training and integration

*Source: Endnote #2

WHAT IS BETTER

INTERNAL PRO	INTERNAL CON
Advancing own talent increases retention and improves performance	Fill one position only to open another, domino effect
Positive affect on morale, rewards high performers	Promotes a sense of status quo, limits org from trying new ideas; not effective for shake ups
Hiring cost down, save money on postings	Motive some but increase competition can negatively impact teamwork and culture
Knowing candidate shortens process	Advancement opportunities may cause other to get impatient. Waiting on another to get promoted so they can move up

*Source: Endnote #3

WHAT IS BETTER

EXTERNAL PRO	EXTERNAL CON
Sometimes an org needs revitalization, new perspective and ideas	More expensive, recruiting costs
Opens org to much larger pool of prospects	Longer process with screening and interviews
Have additional skills and experience to complement the role	Takes 3-6 months before you've really got a full picture of an employee's personality and natural behavior traits
Lower chance for internal resentment, competition and conflict when hiring external. Not feel like they're competing with each other to get ahead, foster positive team dynamics	Can end up creating rifts in the culture

*Source: Endnote #3

RESEARCH ON LOYALTY

WHAT IS BETTER, INTERNAL OR EXTERNAL?

- Society for Human Resources Management (SHRM) did a study of Generational Differences in 2007
  - All employees are looking for security and a way to balance work and lives. They do differ in the most effective way to get that
  - Generationally, the young profession is different than any other generation because of population size, diversity, educational rates and economic conditions
- *"Today's definition of loyalty isn't what it once was,"* said Mike Hughes, managing direction at West Monroe Partners. *"Some define loyalty as being focused and giving their best efforts during their time with an organization…"*
- 82% say they feel loyalty toward their employer, more than 59% would leave given the right job opportunity

*Source: Endnote #4 and #5

REGIONAL COMPARISONS

COMPARING TO OTHER COMMUNITIES

- Sent survey to the Mayors and Managers in Lake County to compare our structure: 12 cities, townships and villages replied
- In these communities, the Mayor or City Manager have very similar powers to appoint, demote, transfer or terminate employees
- When it comes to hiring a Chief:
  - 75% of the respondents can do an internal/external search from the start (9 communities)
  - 17% hire internal only (2 communities)
  - 8.3% hire internal first, then external (1 community)

COMPARING TO OTHER COMMUNITIES, CONT…

- Look at Lake County Cities only (8/9 responded):
  - 4 internal/external allowable (50%)
  - 3 internal only (run through Civil Service) (38%)
  - 1 internal only, then external (13%)

- There are only two cities in Lake County that are Council-Manager forms of government
  - Painesville
  - Mentor

- Painesville: Article XI, Section 4

- Mentor: City Manager can look internally or externally in order to find the best candidate. He/she appoints and Council approves

HISTORY ON CHARTER

PAINESVILLE'S STRUCTURE

- Chartered Community
  - Name, form of government, organizational structure, and legislative and administrative authority

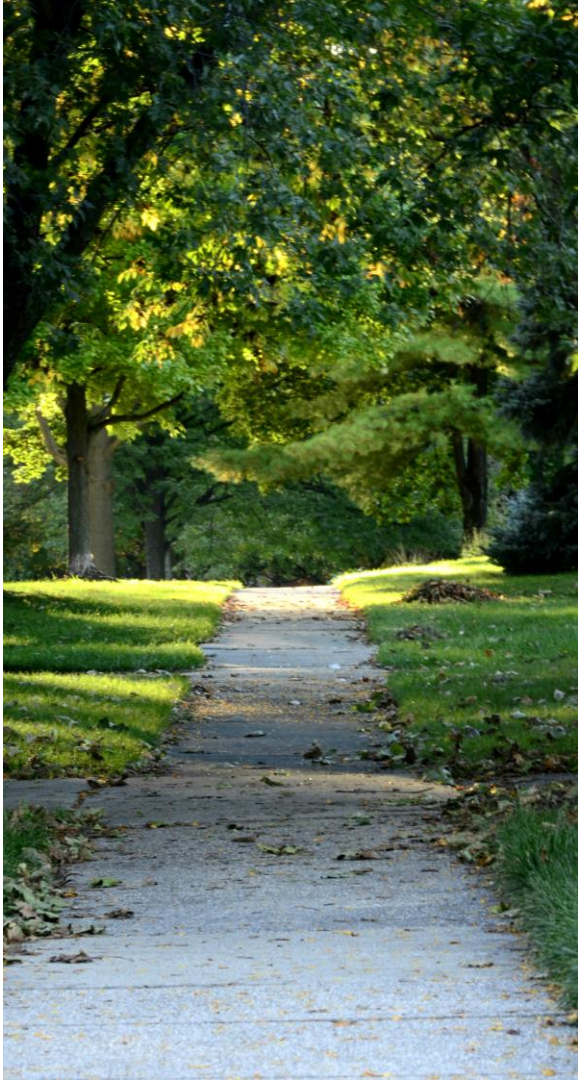
- Council-Manager form of government
- Civil Service
- Article XI, Section 4

CHIEFS OF POLICE AND FIRE

The positions of Chief of the Division of Police and Chief of the Division of Fire shall be unclassified. Vacancies in the position of either said Chiefs shall be filled by appointment of the City Manager from applicants from the officer ranks of said department. If no applications are received from the officer ranks the City Manager shall extend the request for applications to the other ranks and/or external candidates…

HISTORY OF CHARTER AMENDEMENTS

- 1993 – 27 years ago – a charter amendment was placed on the ballot
- *“The positions of Chief of the Division of Police and Chief of the Division of Fire shall be unclassified. Vacancies in the position of either said chiefs shall be filled by appointment of the City Manager…”*
- Defeated 1,735 no votes to 1,228 yes votes



HISTORY OF CHARTER AMENDEMENTS, CONT

- 2003 -17 years ago- a Charter Amendment was placed on the ballot
- *“If no applications are received from the officer ranks the City Manager shall extend the request for applications to the other ranks and/or external candidates.”*
- This was approved by the voters.

HISTORY OF CHARTER AMENDEMENTS, CONT

- 2013- no language was put on the ballot however, Charter Review did debate it

- Commission was looking at proposing language to open up the applicant pool to internal/external applicants when a vacancy occurred

- City Manager at the time stated: *"As a City Manager you want flexibility to get the best person for the job. Sometimes it is from within and sometimes it is external. The key to it is managing. If there are criteria that limits the possibilities begin training and put into place these mechanisms so that the perfect person for the job is within the Department. Many communities go outside to hire Chiefs. If the Charter says that you have to hire within then you learn to live within the rules and give the officers the best tools for the job."*

HISTORY OF CHARTER AMENDEMENTS, CONT

- 2013-Fire Chief on why should the City be limited to hiring from within in only the divisions of Police and Fire? Our goals should be to find the best person to fill the job:
  - *"…When a person serves an extended period of time under a system they are less likely to make changes as they have become used to the system as is. This is not to say that change is always necessary but when it is it is difficult.*
  - *…Should the Union/officers desire they could, once the request for applications is issued, determine the next Chief internally by determining and limiting the applications to just one (1).*
  - *Limiting hiring from within reduces the incentive for a person to seek improvement, knowledge and skills on their own…The City would be better serviced to set a minimum qualifications and open the process to all applicants (internal and external). Sometimes you need fresh blood and ideas in order to move a division forward."*

HISTORY OF CHARTER AMENDEMENTS, CONT

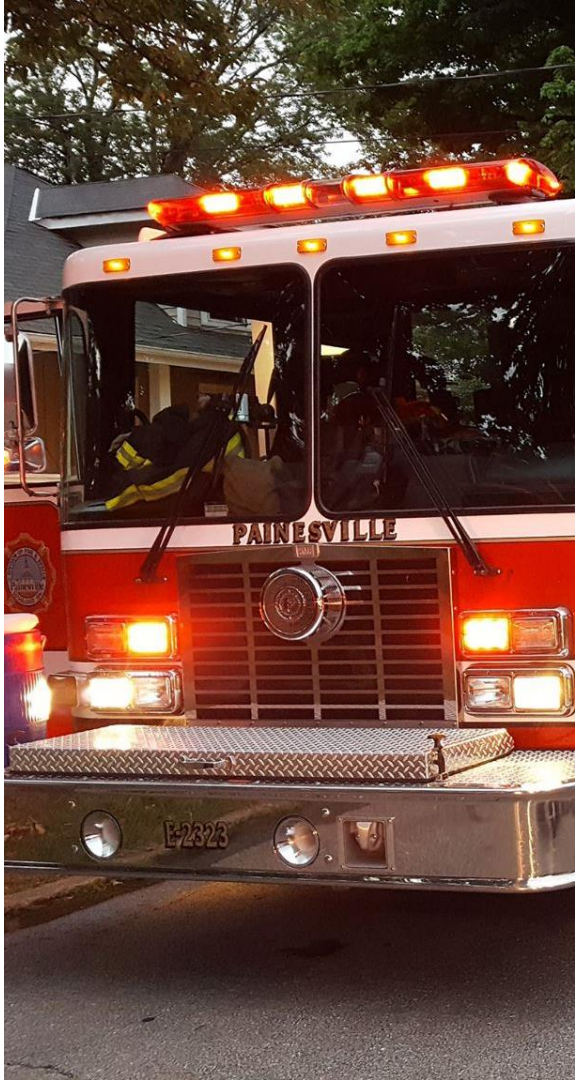
- 2013- Police Chief
- Internal candidates have established key relationships with residents
- Having acquired knowledge on specific issues that face a community our size prepares officers to make a transition to Chief
- Knowing it is a candidate within puts the it on us to train and “groom” the staff
- Current culture of succession planning is a win-win for the City and Department

2019 QUESTION THAT STARTED IT ALL

- **Q:** When is the next potential Chief Opening?
- **A:** *One Chief is eligible to retire while the other will be within the next two years.*

- **Q**: What if a officer, or a group of officers, apply to the position of Chief and none are qualified to take the job?
- **A**: *We have to hire one of them.*

- **Q**: Promoting from within is important, but shouldn't we be focused on hiring the best person for the job?



CHIEF EXAM & QUALIFICATIONS

CHIEF EXAM & QUALIFICATIONS

- The Chief is an unclassified employee, along with all other salaried department/division heads in the city
- That means there is no mandated Chiefs examination
- Previously, hired an Assessment Firm to do in-depth assessment of all Chief candidates
- Technically, the only qualification is that the individual is an officer in the department
- There are other qualifications in the job description, but those would only be relevant if there are multiple candidates for the position

POLICE CHIEF HISTORY

POLICE CHIEF

Minimum Education Requirements:
Graduation from an accredited four-year college or university with major course work in police science or a related field

Minimum Experience Requirements:
Thorough experience in police operations and administration

A different combination of education and experience may be acceptable if deemed equivalent

Name	Dates of Chief Service	# of Years Total Police Service Prior to Chief Appointment	Meet Minimum Requirements?	College Degree or Coursework?
Daniel Waterman	9/2017 - current	21 +	Yes	Bachelors Degree (Accounting)
Anthony Powalie	6/2014 - 6/2017	24 +	Yes	unknown *
Troy Hager	3/2010 - 6/2014	24 +	Yes	unknown *
Gary Smith	3/2006 - 3/2010	22 +	Yes	Associates Degree **
Dave Luhta	8/2001 - 3/2006	22 +	Yes	Law Enforcement Coursework
Jerry White	7/1984 - 4/2001	17 +	Yes	unknown *
Charles White	5/1976 - 6/1984	22 +	Yes	unknown *

* did not see this info in personnel file

** major is unknown

FIRE CHIEF HISTORY

FIRE CHIEF				
Minimum Education Requirements: Graduation from an accredited four-year college or university with major course work in fire science or a related field				
Minimum Experience Requirements: Thorough experience in fire operations and administration				
A different combination of education and experience may be acceptable if deemed equivalent				
Name	**Dates of Chief Service**	**# of Years Total Fire Service Prior to Chief Appointment**	**Meet Minimum Requirements?**	**College Degree or Course Work?**
Thomas Hummel Jr.	1/2019 - current	24 +	Yes	no
Mark Mlachak	9/2002 - 12/31/2018	22 +	Yes	some college course work - US Naval Academy
Frank Whittaker	2000 - 2002	23 +	Yes	some college course work
Jack Martin	1982 - 1999	11 +	Yes	some college coursework

EDUCATION & TRAINING

POLICE SELF-PAID TRAINING

POLICE OFFICER SCHOOLS PAID OUT OF POCKET (UNREIMBURSED)		
RANK	**SCHOOL NAME/TYPE**	**TOTAL**
Chief	SPI Admin Officers Course (12 week), Certified Law Enf Executive, Excel Programming	$14,700
Lieutenant	FBI National Academy (extra-curricular trips) (10 week)	$3,000
Lieutenant	Multiple Tactical & Leadership/Instructor Courses, FBI LEEDA "Reflective Leadership"	$30,000
Lieutenant	Ohio Tactical Officers Association (3 day)	$1,000
Sergeant	Multiple Tactical & Leadership/Instructor Courses annually	$10,000
Sergeant	Field Training Officer	$500
Patrol	K9	$5,000
Detective	Multiple Tactical & Leadership/Instructor Courses annually	$7,000
Detective	Evidence Photography Equipment & Training	$4,000
CSO	Multiple Equine (Horse) Training Courses at Commander Level	$10,000
	Total Costs do not include cost to attain degrees most of which were pre-hire	**$85,200**

POLICE TRAINING COMPARABLE

District	County	Population	White	Black	Hispanic	Patrol Top Rate	# Full Time Patrol	First Line Supervisors	Lieutenant & Above	Command or Chief	Other
Whitehall City	Franklin	18,062	46%	36%	17%	$ 44.00	55	John Glenn	(or) CLEE		
Maple Hts City	Cuyahoga	23,138	23%	73%	2%	$ 30.73	39	PEALS (Sgt. & Lt)			
Sandusky City	Erie	25,793	67%	24%	7%	$ 23.08	46	PELC (Sgts)			
Stubenville City	Jefferson	18,659	79%	15%	3%	$ 30.28	48	Basic Supervisor		FBI Natl. Academy (Chief)	
Warrnesville Hts	Cuyahoga	13,542	6%	91%	2%	$ 35.47	33				
Painesville City	**Lake**	**19,881**	**70%**	**14%**	**28%**	**$ 34.02**	**36**	**FBI LEEDA (120 hrs)**	**CLEE (13 mont)**	**FBI Natl. Academy**	**(or) SPI/similar**

FIRE DEPT TRAINING

- 2019-2020 was the first year we focused on officer training and development in PCFD
  - Crisis Communications training for all officers
  - Lieutenants attended FBI-LEEDA Supervisory Leadership training
  - Captains scheduled to take Command Leadership training (re-scheduled due to Covid-19)
  - Administrative officers scheduled to take Executive Leadership training classes (postponed due to Covid-19)
  - Fire Chief training for transition into the position
  - Planned to send 2 officers to FDIC this year (cancelled due to Covid-19)
- Training has begun for a new Lieutenant, to bring that person up to speed for leadership
- All PCFD officers currently have Fire Officer 1 and some have Fire Officer 2. All Officers are trained through NIMS ICS 300. We are working to get all Captains (and all officers) trained thru NIMS ICS 400

FIRE DEPT ADDITONAL TRAINING

- Anyone can seek out training on their own, as self-paid
- There is an institutional resistance to completing any training without compensation. There is also an issue with taking the necessary time off, because scheduling requires very advanced planning to take personal leave
- There has been recent inquiries about what the educational stipend as provided in the CBA can be applied to.
  - Historically, this was applied only to college-level classes, but the language in the CBA may allow some flexibility for other applications. Working with HR for answers

EMPLOYEE PAYBACK

- In the last round of negotiations, we added language to the Police Patrol Collective Bargaining Agreement for payback for hiring expenses if they choose to leave ($2,500)
- We don’t have any type of agreement with CSOs or Police Promoted
- We don’t have any type of agreement with the Fire Union as we could not come to a consensus on language

CITIZENS SAFETY COMMITTEE

CITIZENS SAFETY COMMITTEE SUMMARY

- Three (3) members of Council and three (3) members of the public (fourth citizen seat is vacant at the moment)
- Met on Thursday, May 14
- One citizen remembers the discussion in 1993 and the compromised language in 2003. Feels the language can stay the same for now
- Another citizen agreed
- Third citizen feels the language should be changed to ensure the best candidate is given the job regardless of internal or external candidate
- Council members did not share their opinions and no formal vote was taken

WRAP UP

WRAP UP

- The research shows that sometimes hiring from the outside is the best option for the health and growth of a division
- Regionally, the City of Painesville has the most restrictive Charter language tied to the hiring of the Police and Fire Chiefs
  - These are the only two positions out of the 300+ positions in Painesville that are restricted in this manner
- Our police employees receive training at a level that is higher than similar communities in Ohio
  - Some choose to supplement that training on their own with their own money
- Our fire employees are starting to receive training at a level that is higher than similar communities in Ohio
  - Still hesitant to do supplemental training on their own
- Citizens on the Citizens Safety Committee where split 1-2 on if the language should change. Council members did not share their feelings and no formal vote was taken

END NOTES

1) Liistro, Francesco: Factors When Deciding Internal vs. External Hiring, https://chiefexecutive.net/five-factors-internal-external-hiring/
2) Krell, Eric: Weighing Internal vs. External Hires, https://www.shrm.org/hr-today/news/hr-magazine/Pages/010215-hiring.aspx
3) MacDonald, Angela: Promoting From Within vs. Hiring Externally: Which Is Better? https://blog.mcquaig.com/internal-vs-external-hiring
4) Schramm, Jennifer: Generational Differences: Myths and Realities, No. 4, 2007, https://www.shrm.org/hr-today/trends-and-forecasting/labor-market-and-economic-data/Documents/Generational%20differences.pdf
5) Wilkie, Dana: Just Because Your Workers Feel Loyal Doesn't Mean They'll Stay, https://www.shrm.org/resourcesandtools/hr-topics/employee-relations/pages/employee-loyalty.aspx

THANK YOU

MAY 18, 2020