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CITIZENS LEAGUE REPORT

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EMPLOYMENT

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The Citizens League, founded in 1952, is an independent, non-partisan educational organization in the Twin Cities Area, with some 3,600 members, specializing in questions of government planning, finance and organization.

Citizens League reports, which provide assistance to public officials and others in finding solutions to complex problems of local government, are developed by volunteer research committees, supported by a fulltime professional staff.

Membership is open to the public. The League's annual budget is financed by annual dues of \$10 (\$15 for family memberships) and contributions from more than 600 businesses, foundations and other organizations.

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CITIZENS LEAGUE REPORT

**STRENGTHENING LOCAL GOVERNMENT
THROUGH ITS EMPLOYEES**

Prepared by
Committee on Strengthening the Public Service
Harold D. Field, Jr., Chairman

APPROVED
BOARD OF DIRECTORS
DATE **DEC 18 1961**

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INTRODUCTION

Local governments in this area are faced with a shortage of first-quality employees, especially those in the administrative, professional and technical fields. They must compete for skills in a labor market with private employers.

The time has come when we must bring a new dimension to the public service by establishing a central agency in the Twin Cities metropolitan area to assist local governments in a cooperative way with certain personnel functions they now perform individually. The effect will be a strengthened public service, and more effective and efficient government.

One regret of the committee is that time and energy did not permit exploration of other major areas in the field of employee relations. For example, we recognize that a much more fundamental influence on employee effectiveness is the management system and the environment within which the service is performed. We express concern over many aspects of this system.

Public service in the Twin Cities metropolitan area is greatly in need of a better defined management system. Clearer goals, better long-range manpower planning, greater dedication, and commitment to results rather than methods is wanting; from this will flow the spirit and enthusiasm that inspires people to excellence.

This report outlines a recommendation for creation of a Local Government Center to provide assistance to those local governments desiring that assistance. The committee is convinced there is a need for such a Center and that its services will be used. With the great pressures there are today on the tax dollar, this is a proposal to make those dollars go farther.

The proposed Center would work to erase the inefficiencies that exist in metropolitan area personnel systems -- inefficiencies that spring from each governmental unit going its individual way. The Center would offer an opportunity to centralize certain personnel services now performed by 65 townships, 133 cities and villages, and 49 school districts . . . involving a total of 247 separate personnel systems -- many of them non-systems.

The report records the few beginnings of cooperative effort that have occurred in the personnel field. While the instances of cooperation are not many, they are significant -- they indicate that the time is opportune for a more ambitious effort. We recommend a Local Government Center as that effort.

ACKNOWLEDGEMENT

Reference is made in this report to a Citizens League survey of the 67 largest suburban communities in the Twin Cities metropolitan area. The committee is indebted to those officials in the 64 communities who replied to its questionnaire.

Replies were received from Anoka, Arden Hills, Bayport, Blaine, Bloomington, Brooklyn Center, Brooklyn Park, Burnsville, Chaska, Circle Pines, Columbia Heights, Coon Rapids, Cottage Grove, Crystal, Deephaven, Eagan, East Oakdale, Eden Prairie, Edina, Excelsior, Falcon Heights, Farmington, Forest Lake, Fridley, Golden Valley, Hastings, Hopkins, Inver Grove Heights, Lakeville, Lebanon, Lino Lakes, Little Canada, Maple Grove, Maplewood, Mendota Heights, Minnetonka, Minnetrista, Mound, Mounds View, New Brighton, New Hope, Newport, North St. Paul, Orono, Osseo, Plymouth, Richfield, Robbinsdale, Roseville, St. Anthony, St. Francis, St. Louis Park, St. Paul Park, Shakopee, Shoreview, Shorewood, South St. Paul, Spring Lake Park, Stillwater, Vadnais Heights, West St. Paul, White Bear Lake, White Bear Township and Woodbury.

Other information on personnel matters was obtained from persons who appeared before the committee (see Page 35 on Work of the Committee) and from personal interviews with representatives of State, County and Municipal Employees Local 8 and City and County Laborers Union Local 363, with directors of the Minnesota Civil Service Department, Hennepin County Personnel Department, Minneapolis Civil Service Department and Ramsey County Civil Service Department, and with the assistant director of the St. Paul Civil Service Department.

RECOMMENDATIONS

WE RECOMMEND that the Metropolitan Section of the League of Minnesota Municipalities, the Metropolitan Inter-County Council, the Metropolitan Council, and the State Planning Agency's Office of Local and Urban Affairs create a jointly operated Local Government Center to provide counties, cities, villages and towns in the seven-county metropolitan area with technical assistance in personnel administration.

The parent organizations should encourage school districts to make use of the Center's services -- especially with regard to noncertificated personnel -- inasmuch as school districts have a need, in common with other local governments, for salary information, assistance in salary negotiations, recruitment assistance and for assistance in other personnel matters. The organizations should arrange to include school districts in the parent structure when their use of the Center's services reaches that point where they should have a voice in its operations. Representation could be achieved through the Educational Research and Development Council.

The Center should be viewed as a technical assistance arm of the parent organizations, with no interference in the governmental associations' role in legislative matters, which should continue as an independent function.

Use of the Center should be voluntary, with its services available without restriction to any local government in the metropolitan area.

The Center and the University of Minnesota should maintain close liaison with each other. The University perhaps could establish its liaison by designating a representative from its new Center for Urban and Regional Affairs, its School of Public Affairs, or its Municipal Reference Bureau.

I. Center Structure

Chairmen of the parent organizations should appoint an operating committee to act as a liaison between the Center and the organizations, to evaluate the Center's policy and programs on a continuing basis, to recommend changes, and to select the executive director of the Center, subject to approval of the parent boards. Size of the committee should be determined by the parent organization chairmen and should include representation from the professional staff of the participating local governments and from the parent governmental associations.

The executive director should be directly responsible to the operating committee for operations of the Center and implementation of policy recommendations. He should submit program and budget matters at least annually to the boards of the parent organizations for review and approval. He should be given authority to hire his own staff.

II. Functions.

A. Assistance in Recruiting

Assistance in recruiting of employees should be a main effort of the Center, which should make central recruitment facilities available to local governments.

The Center should operate a recruiting program that determines needs and regularly seeks applicants in other cities and on college and university campuses, making use of media, techniques and opportunities not available to local governments on an individual basis.

The Center should endeavor to set up a common testing program for job applicants, either by establishing central facilities or coordinating existing testing programs in the various local governments. It should submit names of applicants to local governments for final selection.

B. Training

The Center should coordinate and promote existing in-service training programs, identify unmet training needs, assist in the preparation of programs to meet those needs, and encourage expansion of training opportunities for public employees. It should persuade local governments to make greater use of training programs to develop employees to their fullest potential, to improve their skills and to prepare them to take on greater responsibilities.

The Center should maximize training resources by taking a good program developed by one community and converting it for use by other communities, but it should not interfere with any program tailored to meet specific needs of an individual local government.

Training programs should be continually evaluated by the Center, with an eye toward making them build on one another, rather than be one-shot affairs.

The Center, through continuing contact with persons in government and private industry, should build up a roster of experts from both the public and private sectors who can be called upon to conduct training sessions for public employees.

Information about the availability of training programs, and the results of research conducted in conjunction with training programs, should be given widest dissemination in the metropolitan area by the Center.

The Center should work with the University of Minnesota and various colleges and universities throughout the state to encourage development of pre-service curricula and student-intern programs in local government.

C. Assistance in Labor Negotiations

The Center, upon request, should provide advice and counsel to local governments in all their relationships with employee groups.

The Center should make a negotiator available to local governments, if requested, and should provide other staff services through collection and analysis of data.

The Center should make training in labor-negotiation techniques available to local government officials.

D. Other Aspects of Personnel Management

The Center should prepare job classifications, especially needed by smaller units of government, thus providing them with an orderly method for setting employees' salaries.

A wide-ranging program of research on personnel problems and other governmental problems -- such as performance and selection standards, methods of employee recognition, pension transferability, etc. -- should be instituted by the Center. The Center also should make a continual determination of areas in which research is necessary.

The salary survey, such as that made for the metropolitan area by a consultant, should be continued by the Center on an annual basis, made more inclusive, and expanded eventually to include outstate communities.

The Center should maintain an inventory of manpower skills available, and should conduct research on manpower needs for the future, gearing its recruitment efforts accordingly.

The Center should prepare model personnel ordinances for consideration and adoption by local governmental units.

E. Public Relations

The Center, working through schools, communications media and publications, should work to enhance the image of public service as a challenging vocation.

III. Staff

An excellent starting point would be those staff members of the Metropolitan Section of the League of Minnesota Municipalities and the Inter-County Council who are now engaged in service activities. They could be the nucleus for the Center. Additions should be made to the staff as needed, recognizing that the Center would take on functions as desired by participating local governments.

The Center and its staff should be under the management of an executive director, a person with considerable ability as an organizer and with desired personnel skills. He must develop a close working relationship with individual members of the parent boards, must determine the personnel needs of local governments and tailor the Center's efforts to meet those needs.

In certain areas, services of a full-time employee may be needed from the outset -- such as a training coordinator -- but other needs may be met on a part-time basis. Consultants in labor relations and public relations could be used on a retainer basis initially, since both functions require specialized skill.

The Center should maintain a roster of experts in various local government activities, who could serve as consultants in giving advice and assistance to other governmental units having problems.

IV. Financing

Parent organizations should finance some significant portion of the Center's budget, underwriting the cost of those services generally useful to all or most of the governmental units. Specific service charges should be made for any services not provided generally.

Federal, state and foundation aid should be sought to establish the Center and to subsidize its operational costs.

Municipalities and counties, acting through their governmental associations, should request the Legislature to allocate funds for the specific purpose of financing the Center.

FINDINGS AND CONCLUSIONS

I. Recruiting

Local governments in the Twin Cities metropolitan area generally go their separate ways in seeking job applicants for the public service. These individual, fragmented efforts -- inadequately staffed and poorly financed -- result in recruiting that is limited in scope, falling far short of the widest possible search for the best-qualified candidates.

1. Local governments face a growing need for top-quality personnel.

As the Municipal Manpower Commission has emphasized, citizens are depending upon local government and its decisions as never before, and these decisions will be made by people who hopefully are "the best-equipped, the most imaginative, the strongly motivated." Right decisions must be made, wrong decisions can be terribly expensive.

A federally financed study of manpower planning needs at all levels of government is under way in Minnesota -- by the State Civil Service Department -- so the specific need in the metropolitan area cannot be forecast at this time. It would be fair to say, however, because of the rapidly growing nature of this area's population, and the proliferation of governmental units, that we will inherit a full share of the governmental employment problem.

The Municipal Manpower Commission estimated that state and local government employment will rise nationally from 7.7 million in 1965 to 11.4 million by 1975 -- an increase of 48 per cent. Recruiting needs for administrative, professional and technical employees are estimated at 2.5 million during that 10-year period.

If we apply the 48 per cent national estimate to local governments in the seven-county Twin Cities metropolitan area, we can estimate that the number of public employees will increase from about 19,000 in 1968 -- including municipal and county governments but excluding school districts -- to more than 24,000 by 1975. And there is a possibility that the figure might be accelerated through such devices as tax-sharing, where the federal government will return some of its tax revenues to local governments, enabling them to hire more personnel and expand their services.

2. Employee recruitment is generally conducted by local governments acting individually, with little attempt to pool their efforts.

In the Citizens League survey, only 2 of the 64 respondents reported engaging in any cooperative recruiting effort. These were Bloomington and Burnsville, which joined in the fall of 1964 in a common recruiting effort to hire patrolmen.

This experiment to stretch the recruiting dollar was declared a success. Advertisements were placed in the Minneapolis Tribune, St. Paul Pioneer Press, Duluth Herald and Milwaukee Journal. Twenty-three applicants were certified for employment, with 19 amenable to working for either community. Two would work only for Bloomington and two only for Burnsville. Four positions were filled in Bloomington and two in Burnsville.

As a result of their experience, the two suburbs proposed that Hennepin County's suburban communities band together to conduct a joint police recruitment campaign. The proposal gathered dust until early this year, when the Metropolitan Section of the League of Minnesota Municipalities made plans -- still not realized -- to conduct such a cooperative campaign for municipalities in Hennepin and Anoka counties.

3. Local governments, for the most part, limit their recruiting efforts to help-wanted advertising.

Except for the larger governmental units with well-organized personnel departments, the employee recruiting programs of local governments rely almost exclusively on help-wanted advertisements.

In its survey, the Citizens League found that 60 of 64 respondents resorted to newspaper advertising and that 37 of them made additional use of advertisements in professional journals.

Four of the municipalities -- Golden Valley, Plymouth, Robbinsdale and St. Louis Park -- reported they had made recruiting trips outside the Twin Cities to find job applicants. But Plymouth does not go outside the state, and Robbinsdale does not go beyond the Midwest.

4. Other recruiting techniques are seldom used by local governments.

Brochures used by private industry to attract prospective employees have little counterpart in the recruiting efforts of local governments in this area.

Only 10 of the surveyed municipalities said they use brochures. Samples reveal they are modestly printed, sometimes mimeographed, and are little more than announcements of job openings and minimum qualifications required. They do little to sell an applicant on the desirability of working for a particular community.

5. The metropolitan area has no central placement service for persons seeking public employment, nor where local governments can make their employment needs known.

The primary reliance on help-wanted advertising means that local governments sit back and wait for those applicants who walk through the door or reply by letter or phone. Hopefully, the best man will be selected from among those who apply, but he may not necessarily be the best man available, if a more aggressive campaign had been conducted.

How does this best man make himself available to the many local governments in the Twin Cities metropolitan area? A science teacher in California who desires to teach in Minnesota can make his intentions known to the Teachers Placement Bureau of the Minnesota Department of Education, and, in some cases, to the University of Minnesota Placement Service. But where does an engineer in California go if he desires to obtain municipal employment in Minnesota?

There is no formally organized central agency where a local government can go to report its manpower needs, nor where a person seeking a position can go to declare his availability. Insofar as this type of demand and supply has been brought together, it has been on more or less a hit-and-miss basis, through those who have special knowledge of local affairs.

6. Recruiting efforts of even the larger governmental units are limited.

You would think the largest governments in this area would have the most sophisticated recruiting machinery, but they, too, suffer from inadequacy. It has been only within recent years that elected officials holding the purse strings have started to face up to realities of a tight labor market, and have increased appropriations for recruiting. But financing still is modest, and does not support any wide-ranging recruiting programs.

The St. Paul Civil Service Department, with more than 3,500 employees under its jurisdiction, formerly was allowed only about \$500 a year for newspaper advertising, an amount that was raised to \$4,000 this year. But the 17 staff members have such a workload that none can find time to go out and recruit applicants. They, too, rely on posting notices of job openings, brochures, advertisements and word-of-mouth communication.

The Ramsey County Civil Service Department, with responsibility for 1,800 employees, also has a \$4,000 budget for advertising and publications. But that amount of money -- and a staff of only five professionals -- does not allow for any recruiting visits to college and university campuses.

Hennepin County's Personnel Department, in charge of 3,800 employees, has a \$7,500 budget for advertising and \$1,800 for travel expenses, including attendance at conferences, but that is insufficient financing for any sustained circuit of college campuses.

The Minneapolis Civil Service Department, with jurisdiction over 6,500 employees, including noncertificated school personnel, has \$8,500 authorized for advertising this year, and \$1,500 budgeted for travel expenses. It has asked \$10,000 and \$2,000, respectively, for 1969. The City Coordinator's office has come back with a recommendation that the budget figures be set at \$8,000 and \$1,500, but the City Council had not yet made its determination when this report was written. An active college recruiting program was started in 1965, with annual trips scheduled to six Minnesota and out-of-state schools for engineering graduates, primarily. But the department lacks the sort of generalship that would be given by having one person in overall charge of recruiting -- also being asked for in 1969.

Even so large an operation as the Minnesota Civil Service Department, with some 21,000 employees, has no more than \$2,000 to advertise employment openings this year. It is able to do the job only by getting the respective departments to foot the advertising bill for their employee needs.

Contrast these local examples of big government with the recruiting effort of one Twin Cities firm with international operations. Its director of college recruiting maps out annual and semi-annual visits to 35 to 40 central United States schools to hire 50 graduates a year for the firm's management trainee program. He charts his itinerary a year in advance,

Most large firms place a similar premium on aggressive and well-financed recruitment programs.

7. Local governments increasingly find themselves in competition with private industry for certain types of employees.

The public service is losing the competitive battle for administrative, professional and technical talent because of the salary lag that exists in public employment for these positions. The recent compensation survey done by Stanton Associates, Inc., for metropolitan area municipalities revealed that lower classifications -- such as laborers, truck drivers and office girls -- are better paid and receive better fringe benefits than their counterparts in private employment, but those in higher classifications -- such as civil engineers -- trail those in private industry.

Administrators replying to the Citizens League survey reported difficulty in filling accounting, administrative and engineering positions, including those of draftsman and engineering aide.

The tight labor market also has opened opportunity in private industry for many men who might otherwise become policemen and firemen. Police recruiting is a particular problem with a number of municipalities surveyed. Minneapolis and St. Paul, especially, have felt the pinch in recruiting public safety personnel.

Last spring, St. Paul launched an all-out effort to recruit police candidates -- including messages on theater screens, television and radio announcements, recruiting displays in banks, bumper stickers on squad cars and weekly tours of the Public Safety building.

Minneapolis sent an interviewer in May to Fort Riley, Kansas, to recruit servicemen for its police department. It has also contacted other military bases. These efforts, plus use of radio and television, and displays in shopping centers, schools and banks, produced some 60 patrolman candidates in recent months.

Early in the year, Fire Chief Kenneth Hall of Minneapolis reported that his department, for the first time in its history, was having difficulty recruiting firemen. The problem became so serious that the department dropped its practice of recruiting and testing every two years and is now doing it continuously.

The area's largest suburb, Bloomington, took advantage of space donated by an outdoor advertising firm and advertised for police candidates on billboards -- some of which were in the heart of Minneapolis.

8. With recruiting efforts largely confined to the metropolitan area, local governments restrict their search for key personnel to their neighbors.

Thirty of 64 respondents to the Citizens League survey reported they had recently lost key employees to other governmental units, or had hired employees away from other units. The lure was better salaries and/or greater promotional opportunities.

This competitive round-robin is a desirable way of generating job opportunities for personnel who want to make greater use of training and talents. But the situation would be healthier for the public service generally if the circle were widened to allow "new blood" to come in from the outside to compete for these positions. The widest possible search for applicants assures more quality from which to choose.

The way this competition operates locally is illustrated by what happened when Burnsville hired Donald Sorensen away from Golden Valley as engineer. Golden Valley lured Lowell Odland, Roseville's public works director. Roseville obtained a replacement, Sherman Goldberg, from Brooklyn Park. Brooklyn Park hired Wayne Sweet from the Minnesota Highway Department.

West St. Paul lost its recreation director, Tom Clawson, to the Minnesota Conservation Department, then turned to North St. Paul for a replacement, Jerry Bell. West St. Paul hired Bill Price away from Maplewood as its city engineer.

The St. Paul Port Authority obtained its chief engineer, Francis Hagen, from North St. Paul, which then employed Robert Simon from the St. Paul Engineering Department. Earlier, Robert Hanson had gone from North St. Paul to Roseville as village engineer.

II. Training

Insufficient emphasis has been placed on employee training programs by local governments in the Twin Cities area. There has been belated recognition of the importance of in-service training, and few incentives offered to employees for self-development. Only a scattering of training programs has been developed co-operatively among local governments, and existing training opportunities are generally uncoordinated.

1. Employee training and development should be a continuing function of local government, so the individual can realize his full potential, and the government can provide the highest quality of service.

Local governments are paying higher salaries than ever before, are levying higher taxes than ever before, and are competing in a tight labor market for quality personnel.

The plight was sounded by Mayor Carl B. Stokes of Cleveland, speaking September 26 in Minneapolis: "Where . . . do we find the people of vision, wisdom, energy who are so necessary to man the table of governmental organization? The competent and dedicated people required to develop, administer and evaluate urban programs and policies are a scarce resource. Finding them is the first problem, but keeping them is just as difficult . . ."

Mayor Stokes noted: "The city's personnel needs are constantly changing as we adapt to new technological innovations and reorganize our administrative structure to more effectively confront our problems. Thus it becomes imperative to adapt our personnel recruitment and training policies accordingly."

Mayor Arthur Naftalin of Minneapolis, in an appearance before the committee, emphasized the need for local government to have, in depth, high-quality, well-trained people. "Where we don't pay enough attention," he said, "are the directors, the assistant directors -- the fellows who are going to give direction and quality."

No system of local government can be more effective or efficient than the people in it. As personnel needs continue to grow, and as technological changes affect skill requirements, employees will have to be trained and retrained.

Local governments historically have appropriated little money for training and development of employees, although there are indications the situation is slowly changing in the larger jurisdictions in this area. Also contributing to the change in outlook is the federal government, which is providing financial training aid because it wants manpower resources capable of carrying out the many complex urban programs emanating from Washington.

But local governments must place more importance on training, in coming years, not only to provide more effective and efficient services, but to enhance employee morale and thus improve relations with the public that is paying for those services.

2. In-service training programs are inadequate.

Slightly more than half of the municipalities replying to the Citizens League questionnaire (33 of 64) said they had conducted in-service training programs for certain groups of employees.

Such programs are usually on a departmental basis, and are limited by time, financing and supervisory competence. They are not part of any well-structured, comprehensive training plan.

The lack of overall direction paid to employee development can be seen in how recently the largest governments acquired full-time training officers.

Neither St. Paul nor Ramsey County has a training officer yet. It wasn't until last spring that Minneapolis and Hennepin County appointed training officers to coordinate and direct their training programs.

The State of Minnesota, largest employer of all, has long had in-service programs, but did not get a statewide training director until October, 1967, and its Civil Service Department has no funds budgeted for training programs.

3. Local governments place a heavy reliance on University of Minnesota short courses as a means of training employees.

A major source of training has been the University of Minnesota, working with professional and governmental associations to develop short courses aimed at special employee groups -- engineers, assessors, building officials, juvenile officers, recreation leaders, city managers, clerks, sewage plant operators, finance officers, water works engineers, etc. These courses mainly strive to keep these employees up to date in their fields.

Fifty-one of the 64 municipalities replying to the Citizens League questionnaire reported they had sent employees to such short courses, paying tuition costs and expenses.

Municipal officials appearing before the committee had praise for the program, although there also was criticism that training given through short courses or conferences too often is a one-shot effort, and courses are not sequential, that is, they do not build one upon the other.

Because there is no continuing liaison with local officials, and no overall effort to search out training needs, the short-course approach tends to be uncoordinated and inadequate. Such programs also suffer from a shortage of known individuals capable of teaching these courses.

An encouraging development, and one that points up the need for a coordinated approach, is the stimulus given training in fire prevention and fire protection by a University of Minnesota study completed on request of the 1967 Legislature. In the past, fire training was dominated by the rookie program of the Minneapolis and St. Paul fire departments; training was limited for other firemen in the metropolitan area. For them there were the one-day annual schools sponsored by regional associations and the annual four-day State Fire School held on the St. Paul campus of the University.

As a result of the University study completed last spring, an Advisory Council on Fire Service Research and Education was established to promote recommendations for beginning firefighting courses to be offered through area vocational schools, for specialized courses at junior colleges or vocational schools for journeymen firefighters, for a series of degree courses, various short courses, seminars and institutes, and for establishment of a Fire Service Research and Education Center at the University.

Federal funds were received for a Command and Staff Training Project, coordinated by Frank E. Oberg, former St. Paul fire chief. The one-year program offers administrative and managerial seminars, supervisory training and instruction in training techniques, and is designed primarily for fire service personnel of the metropolitan area.

The University is seeking initial funding in its next budget for the Fire Service Education and Research Information Center, which is to be a permanently sponsored and supported section of the Municipal Reference Bureau. The Metropolitan Section of the League of Minnesota Municipalities and the Metropolitan Council have agreed to co-sponsor a study of the feasibility of a metropolitan fire training facility.

Greater efforts are being made for departments to enroll firemen in college-level courses. The Minneapolis fire department had more than 100 of its men enrolled last fall in psychology and political science courses at Metropolitan Junior College, for example. The program is being continued this fall, and has attracted firemen from other departments working toward two- and four-year degrees.

4. Other institutions of higher education are not being used sufficiently for training programs.

The Twin Cities area is blessed with a number of private colleges, a growing number of junior colleges, and excellent public school systems. Their faculties and facilities could be a tremendous resource for the training of public employees.

A noteworthy pacesetter has been the College of St. Thomas, which, through its Management Center, has been able to provide training to management-level employees in the public sector largely because it has a strong, on-going and adaptable program for those in private business.

In a program arranged with the Minneapolis Civil Service Department, St. Thomas College recently conducted seven weekly seminars on management by objectives, which were attended by 24 department heads. It was to be followed by similar instruction for assistants, while sessions for department heads moved into more specific topics.

The Hennepin County Personnel Department also is moving ahead with an ambitious management training program involving St. Thomas College, with instruction geared to needs of 366 top-level administrators and secondary-level supervisors. The first such session, a week-long program involving 16 administrators, was held in November. Underwritten by federal funds, it will be extended to other echelons during coming months. Administrators from Hennepin County municipalities and from the other six counties in the metropolitan area have been invited to participate in these sessions. A careful system for evaluating the worth of the program has been prepared, and its results will be available to other jurisdictions contemplating similar training.

Individual schools, however, cannot be expected to extend themselves very far -- and have not done so -- in developing such programs on their own, in the absence of a coordinated plan into which they could fit.

Yet, municipal officials who came before the committee expressed a crying need for training supervisors -- teaching managers how to manage. Such instruction cuts across jurisdictional lines and would seem well-suited to the capabilities of colleges.

5. Many local governments short-sightedly offer few incentives for employee self-development.

A public employee who pursues a training or education program is doing something of triple value. He is preparing himself for future opportunity in his profession -- a personal value. If the training or additional education is job-oriented, he becomes a better employee -- a value to the employing agency. And, because a better public service means more efficient and effective government, there is a residual value to the public served by that government.

Clearly, the public employer should create an atmosphere that encourages employee development. Yet, not only is there often a lack of encouragement -- through a lack of pay and tuition incentives -- but these sometimes reflect discouragement. Some local governments have an anti-training attitude; they resist training their personnel because they fear the employee will then go to work for another municipality. In addition, the effect of veteran's preference laws has a serious dampening effect on some who might take advantage of training opportunity.

As stated earlier, most communities pay the costs of sending employees to short courses of instruction generally held during working hours. But few take the next step: paying for job-related schooling on the employee's time.

The Metropolitan Area Salary Survey and the Citizens League survey revealed that fewer than a dozen local governments stand ready to pay the full cost of tuition for successful completion of approved coursework. These include St. Paul and

Ramsey County (up to \$150 a year), Minneapolis, Anoka County (up to \$50 a year for sheriff's department only), Bloomington, Richfield, Blaine, Anoka, North St. Paul, Hastings, St. Anthony and Shakopee.

Hennepin County reimburses an employee for 75 per cent of his tuition cost, Brooklyn Center and Crystal 60 per cent, and Golden Valley, New Hope and St. Louis Park 50 per cent.

Fewer yet are the municipalities that build incentives into salary schedules for additional training, a path that has been charted so completely by school districts. And, of course, no local governments except school districts offer sabbaticals -- time off, generally at half salary, for self-education every seven years to a limited number of faculty members.

It should be noted that Brooklyn Center, since early 1967, has had incentive pay for policemen, adding 40 cents per month to the base salary for each quarter credit earned, up to a maximum of 135 college credits. A four-year degree, consisting of 180 or more quarter credits, is worth \$80 a month on top of base salary.

"It is highly encouraging to report," wrote Donald G. Poss, city manager, in the June issue of Minnesota Municipalities, "that a number of veteran policemen with no previous college experience have enrolled in various qualifying courses."

Last April, the Edina Village Council approved the educational incentive concept for both police and firemen, paying up to an additional 10 per cent of base salary for points earned by taking accredited courses related to police and fire work. Its purpose was twofold: to encourage better-trained personnel and to tap a new labor market -- the job-seeker with some college background.

Roseville recently adopted the Brooklyn Center plan.

Late in September, Mayor Arthur Naftalin and the Minneapolis City Council leadership announced a proposed incentive plan that would pay patrolmen and sergeants up to \$60 a month in additional salary for college credits earned. Maximum increments would become progressively smaller for higher ranks, for which a four-year degree would be necessary.

6. Few local governments have joined in cooperative training efforts.

One such effort reported to the committee involved five Ramsey County suburbs -- Maplewood, New Brighton, North St. Paul, Roseville and White Bear Lake -- that cooperated in a management training program for village and city managers, department heads and foremen.

The program ran once a week for seven weeks and was based on training films from the Bureau of National Affairs. But it suffered from certain do-it-yourself shortcomings: not enough time was spent in preparation for sessions, and some of the discussion leaders were not adept.

The only other training programs reported to this committee, and which drew in more than one community, were a management training seminar sponsored by Brooklyn Center; a sensitivity training course involving police from Golden Valley, Roseville and St. Louis Park; the annual firefighting schools for volunteer fire departments, and the six-week suburban police academy sponsored annually by the Hennepin County Chiefs of Police Association.

7. Efforts have been undertaken on a broad front to develop police training programs. Coordination seems indicated, but this committee leaves determinations on this subject to another Citizens League committee that will study law enforcement specifically. Developments are reported here as a matter of information.

Until the last two or three years, the only well-structured police training programs in the metropolitan area were the 12-week recruit training academies of Minneapolis and St. Paul and the 6-week suburban police academy sponsored by the Hennepin County Chiefs of Police Association.

Impetus for new approaches was provided by the Minnesota Legislature, which, in 1965, requested the University of Minnesota to study law enforcement education and training, and, in 1967, created a Peace Officers Training Board.

Following the first study on law enforcement education, the University's General College, in the fall of 1967, began offering metropolitan police officers a sequence of courses in the social sciences, natural sciences, communications and the humanities. These were directed to an Associate of Arts degree, with credit granted for completion of any of the recruit training programs.

A Police Administration Certificate program was established by the General Extension Division of the University, with a core requirement that includes elements of criminology and methods in police supervision, criminal procedure, police planning and management, and criminal investigation.

Aided by a \$31,200 grant from the Ford Foundation, the University formed a new Department of Law Enforcement Science, which began offering courses this fall, leading to a four-year degree.

Creation of the Peace Officers Training Board, headed by Carl V. Pearson, a 24-year veteran of the Minneapolis Police Department, has resulted in a statewide program of mandatory basic training for law enforcement officers appointed after July 1, 1967. That program, financed by a \$30,000 federal grant and about \$100,000 in state funds, now requires a minimum of 160 hours of instruction in such subjects as criminal law, laws of arrest and search, interviews and confessions, juvenile law and procedure, community relations, traffic laws, first aid, criminal investigation, evidence, and firearms training. The training is mandatory for peace officers in towns of 1,000 population or more. In announcing the program, Attorney General Douglas Head estimated that less than 50 per cent of Minnesota's 4,300 law enforcement officials had been given any training at all.

A 10-day institute for training the instructors needed for the state's peace officers training program was to begin December 10 at the College of St. Thomas, financed by \$3,750 grants from the Hill Family Foundation of St. Paul and the Winton Foundation of Minneapolis. Attorney General Head has said he will seek necessary funds from the Legislature to continue the institute each year.

Also as an outgrowth of the 1967 legislation, a contract was signed with the Management Training Center at the College of St. Thomas to study the need for a state training center. State Representative Rolf Nelson, Robbinsdale, chief author of the mandatory police training law, foresees action by the 1969 Legislature to establish a state law enforcement academy, financed in part by federal funds from the new Crime Control and Safe Streets Act.

Because it would take several years to establish such an academy, Sheriff Donald Omodt of Hennepin County proposed a suburban police training facility in the interim. Sheriff Omodt requested \$85,860 in his 1969 budget to set up and staff a program to replace the homeless suburban police academy, which has been held in veterans' clubs and in schools throughout the county, and relies on volunteer instruction. Some members of the police chiefs association opposed the plan.

Counter-proposals were offered. A suggestion taken up by the county involves turning the \$85,000 over to the state to establish a temporary metropolitan center. A joint Hennepin-Ramsey County venture also had been suggested.

The growing emphasis on police training also can be seen in the decision of the Anoka County Board of Commissioners to create the new position of law enforcement training advisor. Lawrence Nelson was appointed to the post June 1, given the task of making a comprehensive training program available to all law enforcement agencies of the county.

8. The public service places less emphasis on employee training and development than does private industry.

The public service is increasingly in competition with private industry for personnel, yet it suffers a competitive disadvantage because of the lesser development opportunities it offers employees.

Large corporations have well-organized and well-financed programs to train employees to become better at their jobs. They have staff specialists whose whole concern is training . . . whose job is to determine individual training needs, to encourage employees to prepare themselves for advancement, to set up training programs to meet these needs, to involve the individual in the planning of his own development.

The public service in this area, with the exception of Minneapolis and Hennepin County, does not have training officers and does not plan employee development programs. Supervisors should know, but in many cases do not know, the training needs and desires of employees working under them.

Expanded training efforts by the public service would require expenditures that would have to be justified to the taxpayers, but certainly no less so than the spending of corporations has to be justified to stockholders. Private industry has found it pays to make that investment. As one corporation official observed, "We -- as a corporation -- are only as good as the people who work for us."

The premium placed by private industry on employee training and development can be seen in these three examples:

Northwestern Bell Telephone Company has the resources of the entire Bell System at its disposal, including a staff at the national level that continually researches the area of management training, seeking ways to improve competence. A newly promoted supervisor is given a one-week induction training course that instills confidence to manage. It is followed by courses in union-management relations, a course in how to talk and listen to people, and a course in group leadership. Upper-management levels are given courses in basic financial management, development planning, employee appraisal and community relations. The company pays tuition of management personnel attending a creativity course at the College of St. Thomas. Dale Carnegie courses are used extensively in the personnel development program. Sabbaticals are offered to upper-level management.

A second example is the response of private industry to employee training courses offered by Associated Industries of Minneapolis to both white-collar and blue-collar supervisors. Associated Industries is a voluntary association of about 650 firms, most of them in the Minneapolis metropolitan area. It began offering these training courses in the fall of 1966, following three years of preliminary study, and has had enrollment oversubscribed for every session.

A third example is the "development bank" concept of Kimberly-Clark Corp., Neenah, Wisconsin, a plan that has no counterpart whatsoever in the public service. Under the plan, every managerial and professional employee in the firm's research and engineering division with average or better job performance has a "bank account" he can use for his own development. The account consists of annually replenished paid time-off and money -- how much is determined by the level of an employee's job performance. Employees rated as "excellent" are entitled to as much as \$750 and three weeks off each year. They must prepare their own self-development plans, relating personal goals to company objectives. The "bank account" can be used for any activity designed to implement the plan, and can be used to pay tuition, cost of books, travel costs, living expenses, society memberships and meeting costs. Understandably, participation has been high.

III. Compensation

Salary-setting in the public service has been imitative, not innovative . . . the public employer checks to see what other governments are paying, because one doesn't want to pay much more than another. This has placed undue reliance on wage surveys, which have not covered as many job classifications as they should, nor contained as many comparisons with private employment as they should. The salaries of administrative, professional and technical employees, especially, have lagged behind their counterparts in private industry. Pension plans often hinder transfer of an employee from one jurisdiction to another. Too many local governments lack formal personnel systems or personnel regulations, well-defined job classifications and performance-rating procedures.

1. Public employers compete with private employers for quality employees, but the public service, in many instances, does not have well-formed compensation policies, nor are compensation plans (involving salaries, pensions and fringe benefits as a package) fully competitive.

Demands on local government have become so great -- in terms of an expanding range of urban programs and services to be provided at greatest possible efficiency -- that the public service is under increasing obligation to reach out for the most capable employees it can find.

In recent years, salaries and fringe benefits have been on the upswing, and have made the public service a more attractive place of employment than it has been. Especially is this true for teachers, nurses and law enforcement officers. In part this is due to the mounting efforts and effectiveness of public employee groups, but it has also been due to recognition that to get good employees, you've got to pay good salaries. It isn't so much that the private employer has entered competition with the public employer for these people, but that the public service has been thrust into the competition. The day of dedication without compensation is fast waning.

As noted earlier, salaries are climbing to competitive levels in some parts of the public service, perhaps exceeding them in certain of the lower job classifications. Holidays, vacations and sick-leave benefits generally are better in public service than in private industry. But -- again as noted earlier -- those employees in the higher classifications, in most cases, lag behind compensation levels for comparable positions in private employment.

Mayor Arthur Naftalin of Minneapolis called attention to a prevalent attitude of councilmen in setting administrators' salaries: "I'll be darned if I'm going to vote for a salary bigger than my own." Even the most liberal person, the mayor observed, finds it somewhat offensive to think of paying \$40,000 to, say, the state highway commissioner, although he might be directing an operation large enough to deserve it, and would be paid that salary for an operation of similar size in private industry.

Frank Pieper, head of the University of Minnesota Civil Service Department, alluded to the poor image some people have of public service administrators -- the notion that they are unimaginative, stodgy and poor leaders. There is some myth here, and some fact, he said. What to do about it? One thing, he suggested, would be to increase salaries of important management posts and the levels immediately below.

The problem is not only one of attracting high-quality employees, but holding them against the competition from private enterprise, said Mayor Naftalin. Citing the Public Works Department as an example, he said it needs not only a first-rate director, but he has to be backed by three, four or five men with proper education, mentality and experience. "We no sooner have them on the job," he reported, "than we lose them -- to the highway department, county, federal government -- and this goes on all the time. Or we lose them to private industry."

The effect that salary increases can have on keeping employees was demonstrated in a study last May by the Minnesota Civil Service Department. Under a new pay plan that went into effect following the 1967 legislative session, the state granted raises averaging 12 per cent. In the ensuing 10-month period, there were 498 fewer resignations than in similar periods in 1967 and 1966.

Of course, whether competitive salaries are offered in the public service depends not only on personal attitudes of municipal councilmen, as mentioned by the Minneapolis mayor, but on priorities placed on the use of funds. Too often salary-setting is a hit-and-miss thing with local governments, and responds more to the "availability" of funds than it does to the necessity of carrying out a well-thought-out compensation plan keyed to attracting and keeping quality personnel. In the absence of such a plan, councils find it expedient to attach low priority to personnel services and determine that funds are not available. The experience with employee organizations -- which, in effect, say "look harder and you will find it" -- has shown that money can be found for salary purposes if the priority is high enough.

2. Local governments, in determining competitive compensation for their employees, rely heavily on salary surveys of comparable positions in other communities, but to a lesser extent in private industry.

Fifty-five of the 64 municipalities responding to the Citizens League questionnaire said they made use of salary surveys -- their own, that of the League of Minnesota Municipalities, or of other agencies. The nine communities that have not made use of surveys have no full-time employees, or so few that salary-setting apparently poses no great problem. Interestingly, St. Paul's Civil Service Department is required by ordinance to conduct a salary survey every three years, and in other years it surveys whatever existing surveys it can find.

A welcome development occurred during the past year when the Metropolitan Section of the League of Minnesota Municipalities, the Inter-County Council, and the League of Minnesota Municipalities contributed \$7,000, \$4,500, and \$3,500, respectively, toward a 1968 salary survey conducted by a consulting firm, Stanton Associates, Inc. The survey had its genesis in 13 municipalities that saw a common

problem and joined on a cooperative basis to get the survey started. All 49 member municipalities of the League's Metro Section were invited to participate. Although joining meant a 50 per cent increase in dues, two-thirds of them agreed to do so. General reaction to the survey was favorable, although there was some criticism that it did not include sufficient comparison with private industry -- there was no comparison of administrative pay, for example -- and that it did not cover enough job classifications. Compensation of noncertificated school personnel also was not included, but that was because the consultant was not asked to do so.

The survey listed 66 classifications, those common to most local governments. That, of course, is far short of the more than 500 classifications in St. Paul city government, for example, or the 375-plus classifications in Ramsey County government. But officials planning the survey did not want to accommodate that situation, because they felt that number of classifications is far too many. By limiting the survey to 66 classifications, they hit on those most meaningful to most governments, and also provided some encouragement for reducing larger numbers.

Municipal officials generally agreed the survey should be improved and continued on an annual basis. The State Civil Service Department provided strong impetus by saying it will participate in the next survey. As a result, the League's Metropolitan Section has committed itself to continue the survey in 1969.

The committee feels, however, there is a danger in relying too much on surveys to determine employee compensation. Especially is that true if the survey is not comprehensive enough, and especially is it true for management salaries. Public administration salaries might be low, but show up as equitable in a survey that does not look at administrative compensation in private industry. As a result, underpaid administrators would continue to be underpaid, and the public service would lose them to private industry.

3. The inability of an employee to transfer retirement benefits and accrued fringe benefits hinders mobility of some public employees desiring to go to work for another governmental jurisdiction.

A number of separate retirement plans exists in the metropolitan area. These include the Minneapolis Employees Retirement Fund, including employees of the Metropolitan Airports Commission, Minneapolis-St. Paul Sanitary District, Municipal Building Commission, and noncertificated personnel of the Minneapolis Board of Education; police and fire retirement associations in Minneapolis, St. Paul and some suburbs; Minnesota Retirement System for state employees; Teachers Retirement Association for certificated personnel outside Minneapolis and St. Paul, which have their own teachers retirement plans; Public Employees Retirement Association for most local government employees outside Minneapolis; and special plans for the University of Minnesota highway patrolmen, game wardens and legislators.

An employee changing to a job that is under a different pension plan gets involved with problems relating to vesting, contributions and benefits. He also stands to lose accrued fringe benefits, such as sick leave and vacation time, that he has built up over the years. These transferability problems may outweigh other considerations and cause him to decide against changing employment.

Some pension plans place restrictions on employees even after retirement. The retired Minneapolis employee, for example, waives his retirement allowance during the time he goes to work for any other Minnesota city, village, township, county, school board or other governmental branch, but excluding the federal and state governments and the University of Minnesota.

Officials interested in a strengthened public service say recruiting would be facilitated if prospective employees could view pension plans as a neutral matter. Also, these officials say that if there were one pension system financed by all jurisdictions, it would make for a better system.

Mayor Naftalin offered a personal example of the problem that a person faces. From 1945 to 1947, he was then-Mayor Humphrey's secretary and paid into the city's retirement fund. He got back \$700 and promptly spent it. He was at the University of Minnesota from 1947 to 1954, built up about a \$2,000 equity in its retirement fund. He got that back when he resigned, and promptly spent it. He went to work for the state from 1954 to 1960, again built up \$2,000 or so in the state retirement fund, got that back and promptly spent it. Now he is in his eighth year as mayor of Minneapolis. The time will come when he is no longer mayor. He will get another check, leaving him with no retirement benefits at all, after more than 20 years of public service.

"If we had a retirement system that permitted more movement and more mobility of individuals from villages to county, to town, to school district and so on," the Minneapolis mayor said, "I think this would be a very important and strengthening factor, in addition to the fact that I think this is a matter of sheer equity -- that there ought to be more nearly a set or similar pattern, a uniform pattern, for everybody regardless of which jurisdiction one worked for."

In this day of computers, it would be possible for imaginative lawmakers to figure out transferability from one plan to any other, according to the director of one pension plan. A suggested alternative would be a consolidation of all pension plans in the public service, with the Minnesota Retirement System, perhaps, as the "roof" fund for all such plans in the state. If there is to be a free flow of employees from private to public employment, and vice versa, transferability between pension funds in the public and private sections also will be necessary. Careful study is required, whatever route -- transferability or consolidation -- is taken.

This committee learned of exploratory talks between some suburban administrators on a proposal to allow employees to carry accrued fringe benefits with them when moving from employment in one jurisdiction to another. This is a promising development and deserves further consideration.

4. Performance-rating systems are inadequate: Most local governments do not have formal methods for rating the performance of employees. Existing rating systems evaluate performance on the job but not in relation to goals-oriented standards. Appeals procedures are lacking in most of the rating systems.

Performance ratings are widely discussed and controversial subjects, but deserve consideration as part of a well-structured compensation plan. They are found most often in private industry, with particular application to employees at management levels. Unfortunately, many public service pay plans provide increases based on length of service rather than performance. Consequently, performance ratings have little value in this area.

Rating systems exist in only 31 of the 64 largest suburban municipalities, according to the Citizens League survey. Only 25 report they use the ratings as part of their salary review. Formal appeal procedures generally do not exist.

The Hennepin County Personnel Board is the most advanced governmental jurisdiction in this area in regard to performance ratings, having instituted a program of management by results. This applies to supervisory personnel, for a checklist proves sufficient for clerical employees. Employees are rated twice during their six-month probationary period, and annually thereafter. They are informed of rating results; in fact, all must sign the performance-rating forms. Employees have to be recommended for merit increases, and quality of performance becomes the basis for those increases. A formal grievance procedure exists for employees who feel they have not been rated fairly.

The Ramsey County and St. Paul Civil Service Departments require similar periodic ratings of the job performance of employees. Ratings are used by the county to identify and correct substandard work, identify training needs, and provide a basis for promotions, suspension, dismissal, or withholding of a salary increase. The county requires semi-annual reviews, and recommends conferences between supervisor and employee. The City of St. Paul requires a twice-a-year service rating also and uses it primarily for promotions, since most pay raises are automatic. The city mails rating results to employees and requires conferences with supervisors only if the rating falls below 6 on a 0-to-10 scale. Both county and city employees can appeal rating results.

Most Minneapolis city employees are not rated after completing their probationary period; salary increases are determined by the City Coordinator's office and the City Council, and are automatic. Policemen and firemen are given efficiency ratings once a year, and these become 10 per cent of the score on promotional examinations. Heads of other departments are asked to make efficiency ratings only on employees who are candidates for promotion. Employees are not consulted on these ratings, and there is no appeals procedure.

5. Many of the local governments in the Twin Cities metropolitan area do not have job descriptions or formal personnel systems and regulations.

Only 28 of the 64 largest suburban municipalities responding to the Citizens League questionnaire said they have written job descriptions setting forth duties and responsibilities of employees. The classifying of jobs generally is found in the larger jurisdictions with the more sophisticated administrative setups. Only 38 of the communities indicated they have formal systems of personnel rules and regulations; most of these are embodied in personnel ordinances, with the few civil service systems largely operative in police and fire departments.

As stated in a Ramsey County Civil Service Department pamphlet, job classification "assures like pay for like work for all employees performing the same kinds and level of work. Other areas of personnel in which position classification is useful are in the areas of staffing, budgeting, wage and salary administration, recruiting, examining, transfers, promotional opportunities and training needs."

Formal personnel rules also are desirable, for they make it clear to the employee what is expected of him, and what his rights are.

IV. Employee Representation

Unionization of government employees is growing and employee groups are becoming increasingly militant. Administrators of local governments are being involved more and more in time-consuming negotiations with an increasing number of employee groups. In many cases, administrators are duplicating effort, negotiating with the same unions and same business agents in one jurisdiction after another.

1. Unionization is on the increase among local government employees, and they are showing greater militancy in wage demands.

Nationally, unionization of public employees and collective bargaining were seldom found some 20 years ago. Growth of employee organizations has been accompanied in recent years by a militancy -- and we do not use that word here in a critical sense -- that has resulted in bannerings, strikes, slow-downs, stoppages and mass resignations. Existence of no-strike legislation has not necessarily meant it would be obeyed.

Of the 64 largest suburban municipalities replying to the Citizens League questionnaire, all but 21 had some of their employees represented by unions. Of the 21, nearly all (with the exception of New Hope and North St. Paul) are smaller towns and villages with few employees, having a total of 108 full-time and 120 part-time employees. Adding in the New Hope and North St. Paul figures brings totals to 195 full-time and 255 part-time employees. The 43 communities with union representation reported a total of 2,538 full-time and more than 800 part-time employees, the latter figure fluctuating because of the seasonal nature of some part-time work.

Union representation among suburban employees, according to the survey, is greatest among workers in the public works and street maintenance departments, with 42 suburbs reporting that category having union membership. Next are police, who were represented by unions in 17 suburbs at the time of the survey. Other unions can be found representing a scattering of suburban fire departments, park departments, waste-treatment plant operators, municipal liquor store employees, public utilities departments and village office staffs. Unions have made heavy inroads among employees in Minneapolis and St. Paul city government and Hennepin and Ramsey county government.

Bannering and a threatened slowdown by Minneapolis policemen captured headlines in recent months. Early this fall, Minneapolis firemen authorized their executive board to set a strike deadline. Labor disputes also have jarred the suburban scene, involving police and utilities workers in Columbia Heights, police in Crystal, police and road workers in Deephaven, maintenance men in New Brighton, police in Robbinsdale, and police, bartenders and clerks in St. Anthony.

Teacher militancy was very evident in salary negotiations with area school boards last spring, resulting in some teachers withholding contracts and others refusing to supervise extra-curricular activities because of dissatisfaction with new salary schedules.

Changes will be sought during the 1969 legislative session in laws affecting public employees. The Minnesota Federation of Teachers will seek repeal of the Meet and Confer Law on salary negotiations and will ask the Legislature to give teachers and other public employees the right to strike. The State Employees Union is proposing modification of the state's no-strike law by providing binding arbitration as final step in the collective bargaining process.

2. Labor negotiations are time-consuming, often are conducted by administrators with no special skills in the bargaining process, and involve many of the same unions and business agents.

Minneapolis city government deals with some 30 union locals, St. Paul with about 22, Ramsey County with 6, and Hennepin County with 5. The prevalence of union activity in the larger suburbs was noted in the preceding section. Negotiating efforts are often duplicated from one municipality to the other because the same basic unions are involved.

The Hennepin County personnel director reported he spends one-third of his time in negotiations, conciliation and fact-finding. The unions understandably try to play one local government against another in seeking wage and fringe-benefit improvements.

Personnel directors conduct negotiations in Hennepin and Ramsey counties and in St. Paul. The City Coordinator's office has been given that task in Minneapolis. But such expertise is not available to the suburbs, where there are no full-time personnel officers and where labor negotiations and other personnel matters fall to the village and city managers, or to the clerks, to councilmen, administrators, administrative assistants, mayors, department heads and township supervisors.

3. Limited effort has been made to conduct labor negotiations on other than an individual basis.

Individual local governments conduct their own dealings with employee groups -- with one exception. Under a successful plan that has evolved over the last eight years or so, some 20 cities and villages in Hennepin, Ramsey and Anoka counties -- most of the municipalities having managers or administrators -- form a negotiating team to work out an annual salary increase with Operating Engineers Local 49. The union represents public works and street maintenance men in many of the larger suburbs.

The team is composed of five municipal managers and administrators, plus the Hennepin County personnel director, the Anoka County administrator, and a representative of the Metropolitan Section of the League of Minnesota Municipalities. A gross figure is negotiated, and this is taken back to local governing bodies and adjusted according to how much is paid out in wages and insurance.

4. The private enterprise example of collective bargaining, where a management representative and a labor representative sit down and negotiate a settlement, is not directly applicable to public personnel systems.

The clean lines of authority and responsibility in private enterprise are not found in government, where power is divided between the executive, legislative and judicial branches, where specialized functions are assigned to independent agencies, where one governmental body is dependent upon another for funds, and where political considerations are an important factor in decision-making.

Private business is structured to be as efficient and effective as possible. It does not always achieve this goal, but at least it theoretically strives for it. On the other hand, government is structured with many barriers to efficiency and effectiveness. Through a system of checks and balances, authority and responsibility are dispersed.

Because responsibility is split into different branches of government, there is no one in the public sector who is equivalent to the management representative in the private enterprise bargaining arrangement. In government, the bargaining is conducted by a representative of the executive branch, but he has no power to commit funds for payment of salary increases included in any negotiated agreement. Authority to appropriate funds remains in the legislative body -- the city or village council, the school board, or the board of county commissioners. Thus, in government there is no negotiator who represents "management" in the private enterprise sense.

This does not destroy the bargaining process, but it places extra demands on government negotiators and the legislative body to establish liaison so there can be discussion and understanding on general policy. Governmental separation of powers erects formal barriers that do not exist between union negotiators and the rank-and-file membership. But the difficulty of achieving liaison even in the private sector is evident on those occasions when union membership votes down a settlement recommended by its negotiators.

In Minneapolis, a professional approach to employee relations has been taken by assigning labor negotiations to the city coordinator's office. Detroit has created a Department of Labor Relations, within which are representatives of the mayor's office and the city council. In New York, the mayor has established a department within his office to represent "management" in all labor negotiations involving the city; the negotiating team consists of skilled labor attorneys and conciliators from the city attorney's office.

The necessity of negotiating agreements that maintain good employee relations places demands on public policy-makers in the Twin Cities area to assess carefully whether existing governmental structure is adequate to deal with problems arising from the collective bargaining process. Demands are also great for keeping the role of negotiator on a professional plane, and for accommodating budgeting and fiscal procedures to the collective bargaining process.

DISCUSSION OF RECOMMENDATIONS

Basic Concepts

Meaning of "strengthening"

Charged with determining the feasibility and desirability of some central mechanism to strengthen the public service in the Twin Cities metropolitan area, the committee had to decide how its proposed Local Government Center should operate to bring about a "strengthening" of the public service. Should the Center be management-oriented, on the theory that stronger management would benefit the employee indirectly? Or should the employee have as much access to the Center's services as would his employer, the local government?

The question of which approach to take was discussed at great length by the committee, particularly in relation to employee training and assistance in labor negotiations. Why, it was asked, should the Center provide assistance in labor negotiations to one side of the bargaining table -- to the local government -- and not to the other side -- the employee groups -- when the employees are very much a part of what is known as the public service? And why shouldn't the employee as well as the municipal administrator be able to go to the Center and make known his training needs?

The committee concluded that a strengthening of the public service had to come through management, that it was the management end of government that is responsible for providing services to constituents in as effective and efficient a manner as possible.

Insofar as the training operations of the Center were concerned, the committee noted that employees can and should make their training needs known to their supervisors, and that supervisors should develop a positive attitude toward training and recognize the importance -- both to the employee and to the public service -- of an employee realizing his fullest potential.

As far as labor negotiations are concerned, the committee concluded there should be certain general information, such as information on labor laws, that the Center should make available to employees as well as to local governments. But the committee concluded that employees must look to their union business agents or officers to represent their interests in the collective bargaining process. In fact, the thought that the Center should perhaps assist employees in their labor relations probably was overly solicitous. The business agent of a large Minneapolis public employees' union reacted curtly, "I don't need any help."

The committee felt that assistance in recruiting -- another function of the proposed Center -- would be a "strengthening" factor, to the benefit of both the employee and the local government for both would use that service . . . one as the job-seeker, the other as the job-hunter.

Other proposed functions -- preparation of job classifications, research into personnel matters, an expanded salary survey, a manpower inventory, and preparation of model personnel ordinances -- would bring order out of what is now a virtually chaotic system. These, too, the committee concluded, would make for a stronger public service and redound to the benefit of the public employee.

Through its Local Government Center, then, the committee proposes a strengthening of the public service through a pooled effort that primarily will serve the management side of government, but will greatly improve the lot of its employees.

The Voluntary Nature of the Proposal

In developing its proposal for a Local Government Center, the committee was impressed with how jealously each local government guards its sovereignty. Each jurisdiction insists on exercising its prerogatives regarding whom it hires, how much it pays them, how much it spends on personnel services, etc.

Any centralization of personnel services, the committee concluded, would be achieved only if the various local governments were free to participate or not participate. Thus, while a formal structure is proposed for a Local Government Center, use of the services offered by the Center must remain voluntary.

The committee realizes that, under this voluntary-use concept, the success of the proposed Center will depend on how much its "customers" make use of it . . . how much of a need there is for it.

We propose to set up shop much as a storekeeper does, and are optimistic that the customers will walk through the door. Our study of the personnel systems in this area show a strong need -- as revealed in our findings and conclusions -- for the type of services this Center would offer. Recruiting, for example, is conducted now by individual governmental units with a limited number of tax dollars to spend, and each going their separate ways in seeking job applicants. The Center would be equipped to conduct a more thorough search and scan a much wider geographical horizon . . . in other words, do a much better job than the individual government could do.

The proposed method of financing is such that the Center would dispense general services without direct charge to the local government -- a further inducement for using the Center.

Beginnings of Joint Effort

A concern of the committee, in recommending a broad cooperative approach to personnel problem-solving, was whether local governments in this area would be receptive to this type of proposal.

The committee saw several beginnings in this direction, and is heartened by them. First, there were small, scattered instances of cooperation, such as the police-recruiting effort of Bloomington and Burnsville, and the management training sessions organized by five northern Ramsey County suburbs. On a larger scale is the annual team effort in negotiating wage increases with the union local representing maintenance men. An even larger effort involved those communities that banded together to underwrite the cost of the 1968 salary survey. These examples are detailed in the committee's findings and conclusions. Each of these instances brought together governmental units that saw a common need and a way of satisfying it cooperatively.

As it looked at the operation of personnel systems in the metropolitan area, the committee was struck by the need for doing things better. It found two personnel systems of exceptional quality -- those of the University of Minnesota and Hennepin County. The committee concluded it might well be that these two systems would make no use of the proposed Center. Yet it saw areas -- labor negotiations for the county and recruiting for the University -- where they very well might turn to the Center. And the committee saw many areas where other governmental units should turn to the Center for assistance.

Specific Recommendations

Participating Organizations

The committee viewed as "natural" the involvement in the proposed Center of the Metropolitan Section of the League of Minnesota Municipalities, representing about 50 of the municipalities in the seven-county area, and the Metropolitan Inter-County Council, an association of the seven metropolitan counties -- Anoka, Carver, Dakota, Hennepin, Ramsey, Scott and Washington -- plus Wright County.

Less clear to the committee initially were the other associations or organizations that should be included in the sponsoring or parent structure. We decided to include the Metropolitan Council because of the prime role it has been given in metropolitan affairs. We also decided to include the State Planning Agency's Office of Local and Urban Affairs, which functions statewide but has a sizable "clientele" in the metropolitan area.

The committee decided against including school districts in the organizational structure from the beginning. Committee members clearly saw the value of the Center's services to school districts, mainly in regard to noncertificated (non-teaching) personnel, but they were unsure if the school districts also would see that value and make use of the Center. The Educational Research and Development Council, representing superintendents of more than 40 school districts in the area, was seen by the committee as a logical participating organization at some future time. The committee, as it was completing its report, was encouraged to hear that the ERDC was considering joining in the 1969 salary survey sponsored by the League of Minnesota Municipalities, its Metropolitan Section, and the Inter-County Council.

The University of Minnesota was not included in the proposed Center structure directly, but the committee recognized it has been vital to the existence of the League of Minnesota Municipalities, which has offices on the Minneapolis campus, and to the short courses, conferences and other training activities sponsored by the League. Therefore, we recommend a close link between the Center and the University in the educationally oriented areas of research and training. This, we believe, is in keeping with the "communiversity" principle -- the University serving the community -- declared by President Malcolm Moos.

Where the proposed Center should be located was discussed at length by the committee. It saw merit in having offices near or on the University campus, since the League of Minnesota Municipalities is there, and that area will be readily accessible by freeways. But it decided to leave that decision to those establishing the Center.

It should be noted that, while the committee was preparing its report, a \$15,000 federal grant to provide certain personnel services statewide was obtained by the League of Minnesota Municipalities, its Metropolitan Section, the Association of Minnesota Counties, the Metropolitan Inter-County Council, and the Office of Local and Urban Affairs. The sum spent on the salary survey was considered to be matching funds for that grant, obtained under Title IX of the Demonstration Cities and Metropolitan Development Act of 1966. Emphasis will be placed on providing assistance in labor relations, preparing position classification and salary plans and personnel ordinances, and in carrying out joint recruiting and examining programs.

In the committee's view, here were the beginnings of what it had been talking about -- a cooperative effort to meet personnel needs in a more efficient manner. Here is something on which the committee's proposal for a Local Government Center can build.

Center Structure

Specific recommendations on how many persons should serve on the proposed operating committee, and what their terms should be, were left undecided by this committee, which deferred those questions to the organizations creating the Local Government Center.

On the surface, it might appear unwieldy for the executive director of the proposed Center to submit program and budget matters at least annually to boards of the parent organizations for review and approval. But there was strong feeling on this committee that the Center should not be left to operate by itself somewhere out in left field, so to speak. The committee felt that if the Center were responsive to the needs of its "customers" -- and it would have to be under the voluntary-use concept -- the executive director would have no trouble "selling" his program to the boards representing those customers.

Functions

The committee spent a majority of its time studying recruiting and training aspects, and these emerge in the recommendations as prime areas of activity for the proposed Local Government Center.

In view of the tight labor market existing for all classes of employees, and the growing need for top-quality personnel, the committee sees recruiting assistance as a priority service that will have ready acceptability. In the training area, of course, the Center would be starting with programs that already exist and already have acceptance, and would be building them into something better that should have greater acceptance.

Assistance in labor negotiations was seen by the committee as a need that will grow in importance with the increasing activity of employee groups. Many administrators will be coming face to face with labor relations problems for the first time, as unions extend their activity in coming years to new governmental jurisdictions. The committee felt that assistance will be essential . . . assistance in labor law, in collective bargaining technique, in the handling of grievances, etc. In this regard, it was noted that the new technical assistance program mentioned earlier in this discussion section has secured the services of Professor Cyrus Smythe, of the University of Minnesota Industrial Relations Center, as a part-time consultant in labor matters.

The many "other aspects of personnel management" recommended as services of the proposed Center are areas of demonstrated need, as listed in our findings and conclusions.

The research activity, especially, was seen by this committee as an important area in which nothing much is being done locally. One area -- performance standards -- was studied specifically by a subcommittee that saw the necessity for setting standards, but further saw that it becomes an involved problem when you talk about just how you go about formulating a recommendation for the many governmental structures in this area. The committee concluded this is a subject area where specific study is needed.

Not included in the committee's study, because they do not deal specifically with personnel matters, were technical assistance in financial administration and legal services. The latter is now being provided to some degree by the League of Minnesota Municipalities. The committee concluded that these services might well be a part of the Center's operations, but made no recommendation since they are beyond the scope of our study.

Staff

The committee did not draw up a table of organization, spelling out how many staff members would be needed and what their duties would be. It was felt that the proposed Local Government Center would not spring up full-blown, since its being is so totally dependent upon the financing it can marshal, and upon the services that the local governments would want it to perform.

An exciting part of the proposal, in the committee's view, is the recommendation that the Center maintain a roster of experts in various governmental activities . . . men who could go out to other communities and provide advice and assistance on a consulting basis. Concern was expressed that this might interfere with services now offered by private consultants, but investigation indicated that this would not be the case. Consultants are not concerning themselves with such relatively small problems as garbage collection and accounting systems, two areas where advice might be valuable. It just doesn't pay for them to do so.

Financing

In recommending that the parent organizations finance "some significant portion" of the Center's budget, the committee recognized that funding by at least two of the organizations might not add up to much. The Metropolitan Section's parent, the League of Minnesota Municipalities, has a 1968-69 budget of \$151,600, but the Section itself has an annual income of only about \$23,000. The Inter-County Council has a 1968 budget of \$40,000. And they could divert only part of those sums to support the Center.

The bulk of the financing, as the Center becomes a working agency, will have to come from other sources mentioned . . . from federal, state and foundation money.

What federal money might be available can be seen in a Housing and Urban Development Department proposal last August to the Metropolitan Council. HUD invited the Council to undertake a metropolitan manpower study, sharing the cost on a one-third (local) and two-thirds (federal) basis. The Council concluded it was not in a position to do so at this time, but would consider it for 1969. The executive director reported he hated to turn down the invitation, but his staff was loaded with work and support money was not immediately available. He tried to develop interest in other agencies for the study. This could very well be a project for the proposed Local Government Center.

The recommendation that the Legislature allocate funds is couched in general terms. But the committee suggested a specific source in its discussions: the Property Tax Relief Fund. The suggestion was made that metropolitan counties and municipalities request the Legislature to take a certain sum, say \$100,000, from monies they get annually from the fund and target that amount for the Center. If that financing were provided, individual governments could not opt out and, in fact, would be encouraged to use the services of the Center because they would have a very real stake in it.

WORK OF COMMITTEE

The Citizens League has long been concerned with ways to improve the public service and thereby strengthen local government in the metropolitan area. Research committees in the early years of the League's existence issued four reports recommending changes in veteran's preference laws. A report on the need for a uniform merit personnel system for Hennepin County was released May 10, 1965, and provided the basis for the county's present Personnel Department.

In the fall of 1967, the Board of Directors created this Committee on Strengthening the Public Service and directed it to determine the feasibility and desirability of a continuing mechanism within the Twin Cities area to work centrally on four pressing problems in public employment: the recruitment of candidates, particularly from outside the metropolitan area; the in-service training of public employees; the resolution of disputes involving basic issues of representation and bargaining, and the resolution of disputes involving compensation of public employees.

A total of 23 members participated in the deliberations of the Citizens League Committee on Strengthening the Public Service. Chairman was Harold D. Field, Jr., a Minneapolis attorney. Other members were Donald H. Anderson, St. Clair Beeman, Mrs. Hy J. Brandwein, Robert C. Burton, Robert A. Chapman, T. B. Corlett, Jr., Vince C. Forrest, James W. Fritze, Glen Galles, Lloyd Graven, Ed Hamilton, George C. Hite, Frank Laegeler, Richard Lamberton, Dr. Theodore Lindbom, Stuart R. Peterson, Kenneth E. Pettijohn, John Proctor, Sidney Schwartzfield, Ramon L. Stave, Paul Van Valkenburg and Leslie E. Westin. The committee was assisted by James J. Carney, Citizens League research associate.

The committee held its first meeting November 28, 1967. There were a total of 27 meetings of the full committee, most of them luncheon sessions. In addition, a subcommittee on performance standards held two meetings, and another subcommittee to refine the Local Government Center proposal held four meetings.

The following resource persons appeared before the committee:

Glen Galles, manager of organization planning, The Pillsbury Company.
Robert S. Reed, research director, Minnesota Education Association.
Dean Lund, executive secretary, Metropolitan Section of the League of Minnesota Municipalities.
Nathaniel Ober, assistant superintendent for secondary education, Minneapolis Public Schools.
Lloyd Graven, director of special projects, University of Minnesota General Extension Division.
Russell J. Rosendahl, personnel relations supervisor, Northwestern Bell Telephone Company.
John Proctor, director, Minneapolis Civil Service Department.
John Haider, director, St. Paul Civil Service Department.
Leo Bernat, consultant on Civil Service and employees' insurance programs.

Frank Pieper, director, University of Minnesota Civil Service Department.

David Kennedy, director, Office of Local and Urban Affairs, State Planning Agency.

Donald Wood, executive director, Twin City Hospital Association.

Arthur Naftalin, Mayor of Minneapolis.

John Hanson, director, Hennepin County Personnel Department.

Camille Andre, (former) city manager, St. Louis Park.

Robert Knoch, associate, Stanton Associates, Inc.

Detailed minutes of committee meetings were prepared and circulated to all committee members and to an extensive list of public officials and labor representatives concerned with the public service.

The staff made a number of contacts in person and by telephone to gather information and discuss aspects of the report. Those contacted included John W. Jackson, director, Minnesota Civil Service Department; Vera Likins, (former) training director, Minnesota Civil Service Department; Wallace F. Doerr, executive secretary, Municipal Employees Retirement Board; Herbert G. Heneman, Jr., and John J. Flagler, University of Minnesota Industrial Relations Center; Mrs. Antona Richardson, director, Study for the University of Minnesota Advisory Committee on Fire Protection and Fire Prevention Education; Richard Turnlund, Roseville village manager; Robert Bruce, assistant Minneapolis city coordinator; A. Bertram Locke, Associated Industries of Minneapolis; Charles Bridge, American Arbitration Association; Archie M. Shand, representative, City and County Laborers Union Local 363; Nick Schneider, representative, State, County and Municipal Employees Local 8; Robert C. Woodworth, Jr., director of college recruiting, Cargill, Inc.; Van D. Mueller, executive secretary, Educational Research and Development Council; Carroll C. Jorgensen, administrator, Ramsey County Civil Service Department; Ramon L. Stave, training director, Hennepin County Personnel Department; Thomas Gleason, assistant director, St. Paul Civil Service Department; and Larry Granger, administrative aide, Bloomington.

The committee wants to thank all these people for their willingness to provide information. It also wishes to thank those officials in the 64 suburban communities who took the trouble to complete its questionnaire on their personnel practices.