APPALACHIAN
COUNCIL OF GOVERNMENTS

Session 6

Group Exercises

Supervisory Situation 13 -1
Case Study: The Reorganization
Supervisory Situations 14-1 through 14-4

Individual Exercises

Lesson 1
Preparing for Change

Articles and Materials

The Change Cycle
Articles/Materials on Change
Articles on Pilot Projects
Three Leadership Essentials to Create and Maintain a Great Workplace
Articles/Materials on Harassment, Diversity. And Inclusion

Homework

Read Chapters 15 and 16 from the text
Complete the Individual Exercises and read Articles and Materials from the thumb drive for Session 7
Prepare to discuss your organizations wellness program, safety program, and/or security policy with the class

Group Exercises

Supervisory situation 13-1

The manager of Glenview County has just announced that the county will begin a countywide citizen-service campaign with the county's work teams, departmental managers, and supervisors reviewing county services from customers' perspectives. The manager has announced that she expects many changes in the way the county performs its operations and delivers its services.

George is a supervisor in the finance department. His work unit is responsible for processing tax bills. When George announced the pending campaign to his staff, a look of alarm passed across the faces of several staff members. After the meeting, Sue and Tom approached George. Both asked him whether the changes would mean layoffs. Sue was also concerned that her system for filing receipts would change. "I have a really good system that works for me, and I don't like the idea of changing it," she said. George wasn't quite sure how to respond to Sue and Tom.

1. What are some of the reasons that Sue and Tom might be resistant to possible changes in their work processes?

2. What steps might George follow to analyze his unit's work processes?

3. What suggestions would you give to George for reducing the potential negative effects of change?

Case Study: The Reorganization

Gloria Phillips has worked in the finance department for slightly more than ten years. After graduating from a local business school Gloria started working for the city as a clerk-typist, and through hard work and good performance, she moved up slowly and steadily to her current position as senior secretary. As one of the department's two senior secretaries, Gloria reports directly to Regina Schuster, the assistant director of finance. Her responsibilities are to provide administrative support for the department director and assistant director.

Three months ago, the city employed a consultant who spent some time in the finance office asking questions and taking notes. About a month later, Gloria read in the local newspaper that the city council had approved a general reorganization plan for the city. Included in the plan was the consolidation of several offices in the finance department. The report indicated that administrative support services were among those to be streamlined, which would save the organization money.

When Gloria asked a friend in personnel about the change, she learned that the plan was to hire someone to spearhead a newly created administrative support pool that included Gloria. They had begun the interviewing process and were expected to choose between two candidates: a young man who had just graduated from college and a woman with two years' experience in the county government. She also learned that reorganization plan was to include raises for the two senior secretaries in lieu of hiring an entry-level clerk.

Under the reorganization, the administrative and clerical duties would be channeled through the office head, who would then distribute the work among the support staff. The consultant's report showed that this would be more efficient and less costly because the cyclical flow of work meant that several support positions were without work at certain times of the month. Furthermore, according to the consultant, there were several instances in which support staff were frustrated by conflicting demands put on them by working for several different bosses. Since under the new plan all support staff would report to one office director, the reorganization was expected to reduce these interpersonal conflicts.

When she heard about the reorganization plans, Gloria was anxious and upset. She liked her senior position and felt that she had worked hard to get there. When she protested that she knew more about running the office that any new employee, Regina suggested that she look at it as an opportunity to make more money for doing less work. She added, "You know you wouldn't want to be in charge of the pool, Gloria."

1. What impact has the reorganization had on Gloria? How has it affected her motivation?

2. What should the city have done differently in planning and implementing the change?

3. What should Regina have done differently?

Supervisory situation 14-1

Joan is part way through her interview with Deborah. Deborah just said that "Bob took my face in his hands and tried to kiss me. " Joan asked, "When he did that, what did you do?" Deborah replied, "I left." Then Deborah asked, "That's sexual harassment, isn't it?"

Which of these responses would be the most appropriate?

1. You're right. Bob does not have the right to treat you this way.

2. Let me explain the factors that would make this a case of sexual harassment, and see if they apply.

3. I know you don't like being treated this way, but until I have more information, I can't decide what this is or how to resolve it.

Supervisory situation guidance   The third response is most effective because it acknowledges how Deborah feels while making it clear that Joan needs more details before she can determine what her next steps will be.

Supervisory situation 14-2

Joan's employee, Deborah, has just told her that her co-worker, Bob, has been repeatedly asking her out. During their meeting Joan asked Deborah for more detail and documented their conversation. Joan is now explaining that she is going to contact the HR department about this situation.

Deborah asks Joan not to do anything because she does not want to get Bob in trouble and she is afraid of getting a reputation as a troublemaker. Based on your employer's complaint process, what should Joan do?

1. Tell Deborah "I understand, but I must notify HR."

2. Tell Deborah "I won't do anything now, but if it happens again, I'll have to talk with HR."

3. Tell Deborah that you'll "respect her request but that you must document their conversation."

Supervisory situation guidance   The most appropriate response is number one because the supervisor has knowledge of alleged behavior that is prohibited by the employer's harassment policy which must be reported and investigated. The second response is less appropriate because if Bob is doing the alleged behavior, it creates a hostile work environment for Deborah or other employees which establishes a potential legal liability for Joan and the organization. Number three is not quite right. Though Joan should document their meeting she should also contact the HR department.

Supervisory situation 14-3

Pam, who is Ivan's supervisor, saw him point his cell phone at a co-worker's buttocks and take a picture. Pam immediately asked Ivan to come to her office. When she explained the purpose of her meeting and talked about his prohibited behavior, Ivan became defensive. Here is a summary of their conversation.

Pam: Ivan, the reason I asked you to join me is that I want to talk with you about what just happened.

Ivan: What do you mean?

Pam: Before I start, I want you to know that I'll be documenting our conversation.

Ivan: Why?

Pam: Because it's my responsibility to document these types of discussions, which I then submit to HR.

Ivan: Ok, but I still don't know why I'm here.

Pam: The purpose of this meeting is to discuss what I observed, to address your behavior, and to make sure it does not happen again. I'll be talking with Tom about the same issues later today. I observed you and Tom stop your conversation as Wendy walked by. I then saw you look her slowly up and down and take a picture of her buttocks with your cell phone.

Ivan: No I didn't!

How should Pam respond?

1. Ivan, I saw you, so why are you denying it?

2. Ivan, please don't get upset, that will only make this intervention meeting more difficult.

3. What do you mean, "no, I didn't"?

4. Do you believe I am making up what I just said"?

Supervisory situation guidance   Pam's most effective response is "What do you mean, 'no, I didn't'?" because it is a neutral, open-ended question that asks Ivan to provide more information and clarify what he meant.

Asking, "Why are you denying it?" is less effective because it is a combative question. Pam would be making assumptions about what Ivan is thinking or feeling if she asked, "Do you believe I am making up what I just said?" or said, "Please don't get upset." Even if she is correct this time, she is guessing and could be wrong the next time. Plus, because these types of questions and assumptions are more likely to increase the harasser's defensiveness, and hinder open communications, you should not use them.

Supervisory situation 14-4

As Pam continues her intervention meeting with Ivan, he gets very upset. Here is a summary of their continuing conversation.

Pam: What do you mean, "No I didn't?"

Ivan: How could I take a picture of her when I don't even know how to work my phone yet!

Pam: OK. Then what I saw was, you looked Wendy slowly up and down and then you pointed your phone at Wendy as she passed.

Ivan: Where I come from, in my culture, that is how a man shows his appreciation for a pretty woman. If you don't notice, a woman gets offended.

Pam: This is not about where you came from or your culture, Ivan. Looking a woman up and down and pretending to take a picture of her buttocks is unacceptable. And it's prohibited by our policy against harassment. After this meeting I want you to go to our website…

Ivan: So to work here [irritated, disbelief], I have to give up my culture! Well, I'm [raises voice] not going to do that, I'm out of here! [Stands up].

What is an effective way for Pam to respond?

1. Ivan, unless you want to be disciplined, please sit down.
2. Ivan, please listen to me before you decide what to do next.
3. Ivan, please stop being defensive and listen to me.
4. Ivan, if you want to continue working here you must stop those types of behavior.

Supervisory situation guidance   Pam's most effective response is to ask Ivan to "listen to me before you decide what to do next" because she is focusing on getting Ivan to listen and to think about what he is doing, and Pam is maintaining control of her own emotions by not reacting defensively.

Individual Exercises

Lesson outcomes:

When you finish this lesson, you should

- Understand why an openness to change in policies, procedures, equipment, and more is important to work unit success
- Be familiar with strategies for assessing the potential benefits of work improvements and changes
- Know your role in introducing and leading necessary changes
- Be aware of the potential challenges of and obstacles to introducing changes in your work unit
- Know the three-step process for building commitment to change.

Lesson overview

This lesson is designed to increase your understanding of the value of organizational change and enhance your skill in introducing new approaches in your work unit from initial idea to long-term commitment. It explores how to deal with the range of emotions that often accompany the idea of change and provides activities to help you manage the change process.

Review questions

1. What types of changes might you consider in your work unit? What factors might lead you to consider making changes in your work unit?
2. What should you take into account when thinking through a change and its implications for your work unit?
3. What makes implementing change in a work unit difficult or stressful?

4. What is a "pilot project," and how might a pilot project be used when introducing a new idea or new approach to your team?
5. What questions should you ask yourself before launching a change process to fix a troublesome operation?
6. Identify the six stages that people move through in responding to change.
7. What is the difference between a commitment to change and compliance with an implemented change?
8. Describe the three steps of change leadership that will help you build commitment to a change among your team members. Based on your experience, what is the most important step to take to gain employee commitment?
9. What are the benefits of involving employees in the change process?
10. Have you ever been involved in a change process that didn't go well? What went wrong? What could have been done differently?
11. What are the three most important ideas you gained from reading this chapter that you believe will help you become a better supervisor?

Learning activities

Activity 13.1   Attitudes toward change

Read each of the following statements and indicate whether you agree (A) or dis-agree (D) with each, based on both your work for this lesson and your experience, by putting an A or D in the space preceding each statement.

_____ 1. Most employees don't like change.

_____ 2. Most organizational changes are designed to increase efficiency or productivity.

_____ 3. The best way to introduce change is to get it over all at once.

_____ 4. If employees are uncomfortable with change, they will tell their supervisors about it.

_____ 5. Most employees either reject or accept all changes, regardless of what the changes are.

Preparing for Change

	Not At All	Not Much	Some -what	Yes Definitely
Do I view changes as an opportunity?				
Have I come to terms with the fact that change is continuous?				
Do I prepare myself for change as soon as I spot it on the horizon?				
Do I actively seek out information about the change and what it means to me?				
Do I recognize what is "ending" for me and what I need to let go of?				
Do I understand that I need to enter a neutral transition phase?				
Do I allow myself a time for "mourning" the past?				
Do I look for what is continuous in my life?				
Have I created support systems to help me through the transition?				
Do I have someone as a sounding board to share my thoughts and feelings about the present change?				
Do I have a personal stress management plan?				
Am I using the neutral zone as an opportunity to take stock of my life?				

Articles and Materials

THE CHANGE CYCLE

"Often, people facing change resemble a couple packing their car for a vacation to a specific destination, yet with no idea about how to get there and no map to assist them.

You can imagine what must be happening in the brain in order to prepare for the trip. Since there is no route, no plan, no map, then the logical conclusion of the brain is to look through its memories for past vacations and by using association skills and schema, to retrieve historical information. This can be very cumbersome. If you have been on a camping trip in the mountains and a vacation on the beach, then your brain pulls up all "vacation" information and you will find yourself putting everything from suntan lotion and a beach ball to a down jacket and wool socks in your suitcase.

Our journey through change often resembles this. We begin it with no map, very few skills, and a file clerk in our brain who is retrieving our historical change experiences. If that history happens to be saved as negative (and often is), then we're also predisposed to perceiving the journey as not being any fun or bad.

Now that you have learned how your filing system works, you need a good, clean, accurate, and easy-to-use *change map*. The Change Cycle™ is that map. It exists within you, and now is the time to learn how it will help you determine where you are and in what direction to move, anticipate possible problems or slow-downs, and measure the distance from where you are to where you want to be. Basically, it enables you to plot the quickest, easiest, lowest risk way to get through any change.

The Change Cycle™ map is depicted as a circle to show the continuous and cyclical nature of change in our lives. The first humans noticed cycles in the days and nights, the weather and their own bodies. These observations led to the need for and the development of time to mark the seasons and cycles. Clearly, everything in nature is process-driven and therefore cyclical. The migration south of some birds during the winter months or the hibernation of bears follows cycles that are predictable and are

designed to assist them in responding to the changing seasons. Because we are a part of the same forces of nature that created other animals, we too operate on cycles in some parts of our lives.
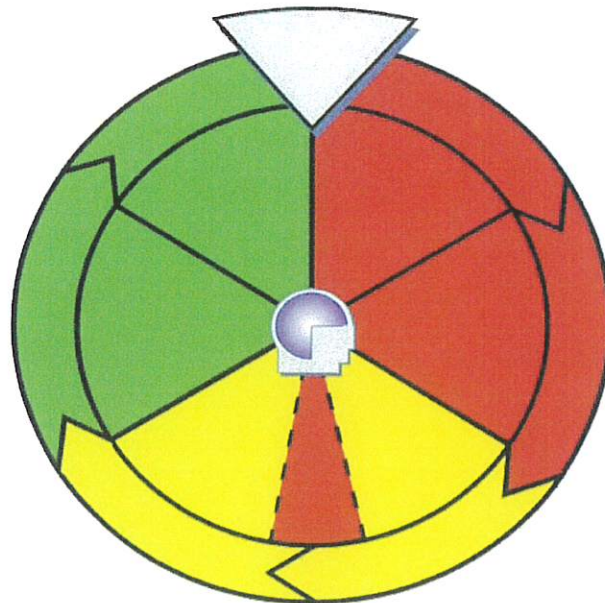
When a change enters your life, (shown as the blue triangle at the top centre), the Change Cycle™ begins. Because all change affects you at the emotional, behavioural, and mental levels, understanding your feelings, behaviours, and thoughts becomes the vital tool in assisting you to take personal responsibility for the changes you face. In the centre, there is an image of the brain, because the unconscious mind works in a sequential way (with or without the conscious mind's awareness), to sort out the new experience.
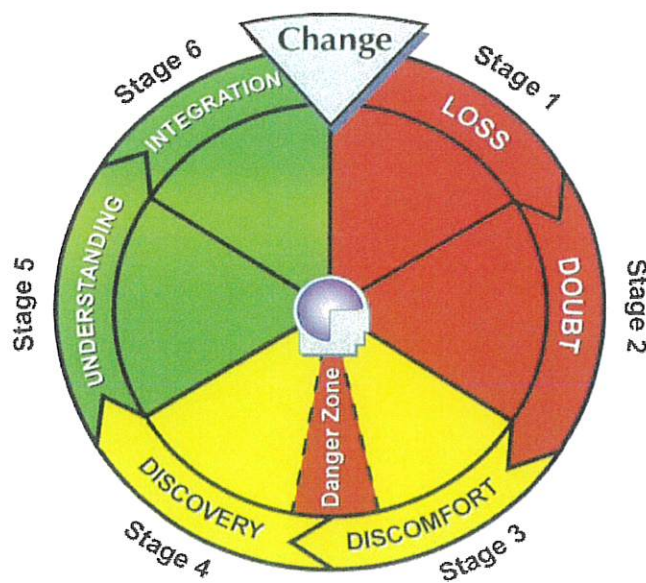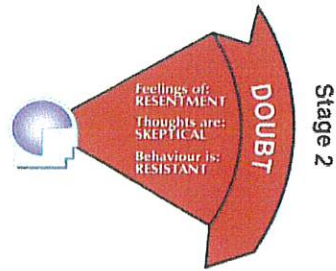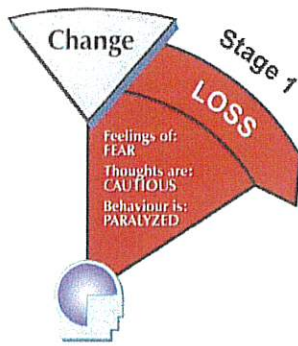
The Change Cycle™ model represents the series of six "Stages" you will pass through in dealing with any change. The outside ring, Loss, Doubt, Discomfort, Discovery, Understanding, and Integration, indicates what the primary experience is for each stage. Each of the six Stages is shaped like a pie piece and the colours, red, yellow, and green, are used to symbolically indicate a traffic light. The first two Stages and The Danger Zone are the colour red to warn you to stop and be observant of potential danger coming from other directions. Stages 3 and 4 are yellow to signal the need for some amount of caution. Your responses in the yellow Stage will probably be similar to what you do when faced with a yellow light when driving. Do you immediately slow down to stop, knowing that the red light is next, or do you hit the gas and get through the intersection quickly? Stages 5 and 6 are green to indicate freedom of forward movement.
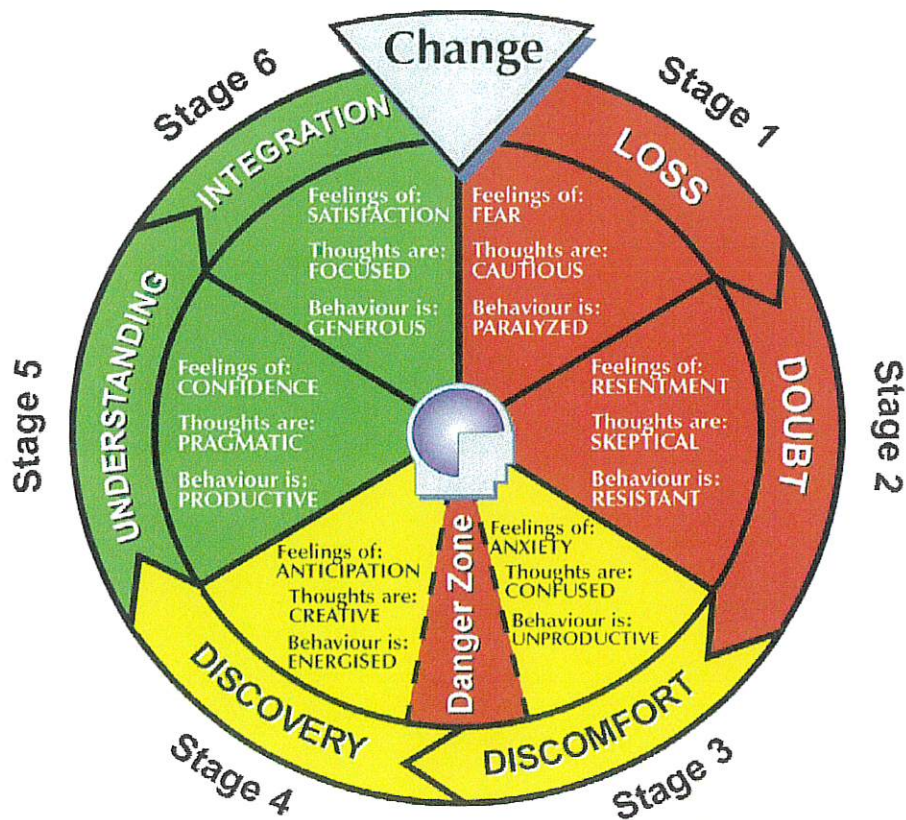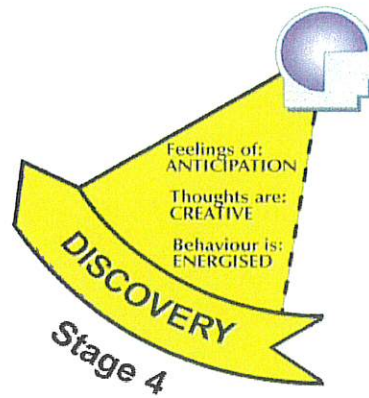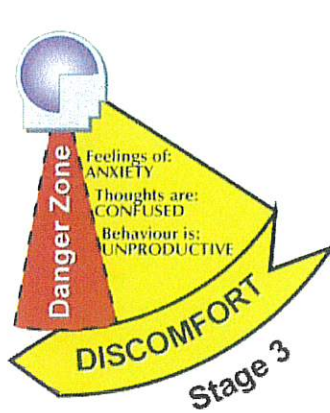

In each Stage, the primary feeling, behaviour, and mental aspects of your response to change are listed. Remember, each characteristic is representative of a wide range of possible thoughts, feelings, or behaviours and, of course, all three are happening simultaneously.

Stage 1 — LOSS
Change
Feelings of: FEAR
Thoughts are: CAUTIOUS
Behaviour is: PARALYZED

Stage 2 — DOUBT
Feelings of: RESENTMENT
Thoughts are: SKEPTICAL
Behaviour is: RESISTANT

During the red Stages, 1, Loss and 2, Doubt, your thoughts, feelings, and behaviours are consistently converse or opposite to what you need to accomplish in order to move forward. Moving through your fears to find safety is the foundation for the successful completion of any change.

Stage 3 — DISCOMFORT
Danger Zone
Feelings of: ANXIETY
Thoughts are: CONFUSED
Behaviour is: UNPRODUCTIVE

Stage 4 — DISCOVERY
Feelings of: ANTICIPATION
Thoughts are: CREATIVE
Behaviour is: ENERGISED

Stage 3, Discomfort, and Stage 4, Discovery, are yellow to symbolise the need for caution. During Stage 3, forward motion is critical in order to create the momentum to "turn the corner" through The Danger Zone and move toward the green Stages. Stages 3 and 4 are the beginning of your shift to assimilating new information and working with it to formulate viable options.
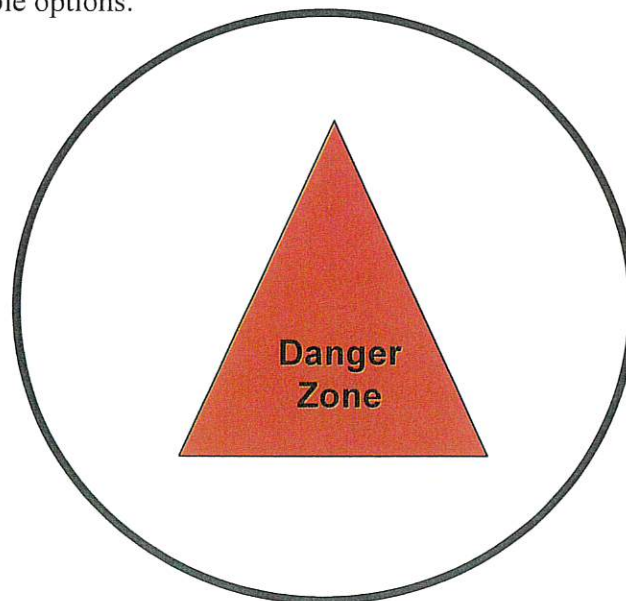
Danger Zone

Looming at the bottom of the Change Cycle™, and between Stages 3 and 4, is The Danger Zone. Beware. The Danger Zone is where your inability or unwillingness to continue forward progress (because of confusion, lethargic behaviour, or anxiety) recreates fear and a lack of safety, thus looping you back to Stage 1. This typical pattern of looping you back to Stage 1 is one of the reasons your long-term memory has encoded negative experiences with change. This coding can be updated by adding successfully completed change experiences.
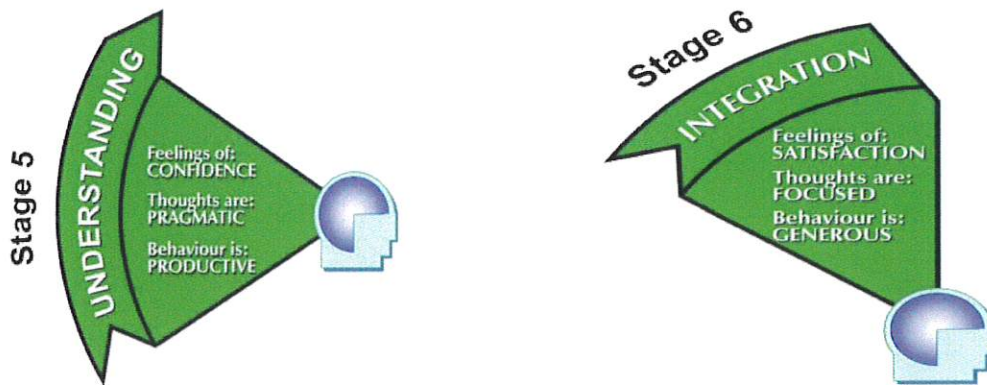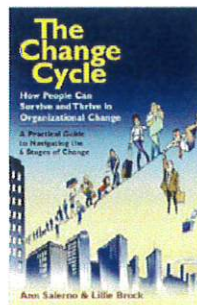

The final Stages, 5, Understanding, and 6, Integration, are green. At this point, the original change has become such a part of the individual that it is unlikely to be labelled as a change at all.

By using the Change Cycle™ as your navigation map, you will be able to identify your needs and utilise your skills to complete your change processes in a healthier and more positive way."

Excerpt from: "The Secret to Getting Through Life's Difficult Changes."
Lillie R. Brock and Mary Ann Salemo, 1994

Reasons People Resist Change

Reason	Description	Antidote
Loss of Control	A feeling of powerless comes when change is done to us rather than by us. Powerlessness can result in pettiness, territorial behavior, rules-mindedness, and over-control.	Active involvement in the process.
Excess Uncertainty	Simply not knowing enough about the next step makes comfort impossible. "It's safer to stay with the devil you know than to commit yourself to the devil you don't.	Complete information.
Surprise, Surprise	People are easily shocked by decisions or requests suddenly sprung on them without groundwork or preparation. Lack of warning can be seen as a sign that the organization doesn't trust or value the individuals involved.	Share the "vision" and concrete change steps as early as possible.
The "Difference " Effect	Radical change makes people become conscious of and to questions familiar routines and habits. The need to reprogram habits will add extra stress. Asking people to completely "renounce the past" can cause too much stress.	Minimize the number of "differences" introduced; present change as continuous with tradition; break large, complex changes into manageable "bite-sized" bits.
Loss of Face	If accepting a change means admitting that the way things were done in the past was wrong, people are certain to resist. Minimize loss of face or feelings of embarrassment ("jerkophobia").	Put past actions in positive perspective; celebrate actions of the past, then create excitement about future changes.
Concerns about Future Competence	People who have personal concerns about their ability to be effective after the change may resist the change. These concerns are rarely expressed directly; but are expressed by finding many reasons why the change should be avoided.	Reassure people of their competence and place in the new organization and supply adequate training.
Ripple Effects	Change often disrupts plans, projects, or personal and family activities of individuals. The inadvertent "ripples" sent out by the change may be the source of much of the resistance generated to it.	Flexibility.
More Work	Change almost always means that extra effort will be required.	Recognize, support and reward the extra effort required.
Past Resentments	Past unresolved grievances are likely to resurface during the change process. These unresolved grievances have been seething "just below the surface" of the old organization.	Deal with critical past issues.
The Threat is Real	Sometimes the threat represented by change (especially to specific individuals) is real; confronting and dealing with peoples' fears is more effective than minimizing them.	Avoid creating "losers," but if some people are going to lose in the change, they should learn about it early; take actions to ease their loss in a fair/sensitive way.

"We've Always Done It That Way" Is Over— WHAT'S NEXT?
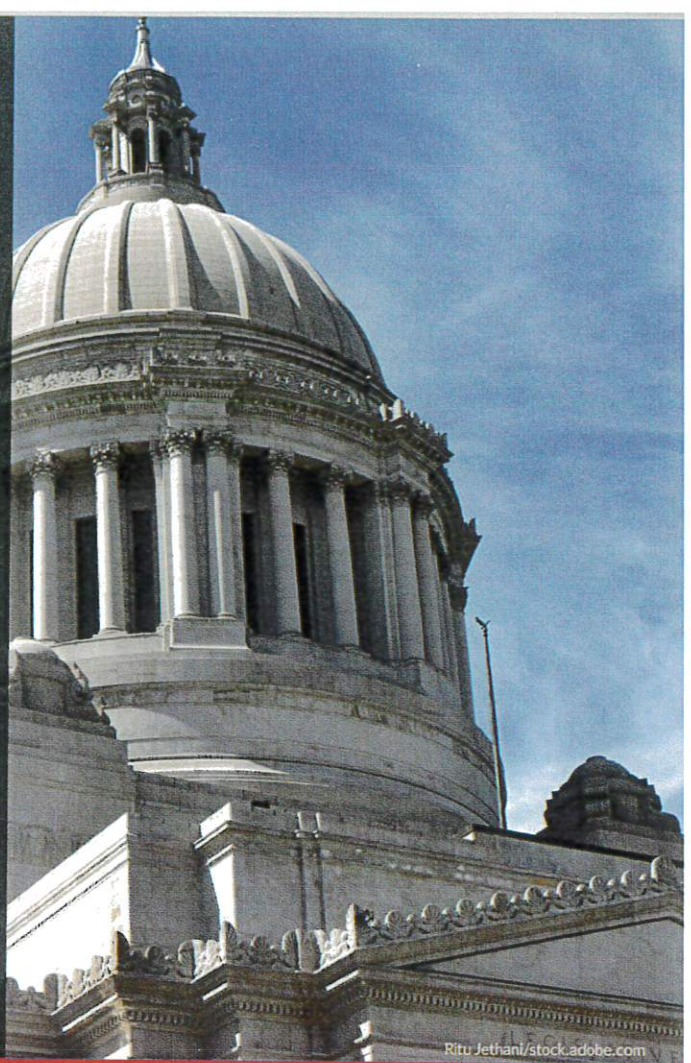
Ritu Jethani/stock.adobe.com

PART 3: Reimagining Your Community | BY PATRICK IBARRA

This is the third of my four-part series in which I focus on the numerous changes impacting local government. In this edition, I share why shifting conditions are prompting leaders to reimagine the future of their community. Instead of relying on strategic planning, they are utilizing a Futures Planning approach.

Local government directly affects the daily existence and quality of life for residents within the community. Local government leadership is about making things happen that might not otherwise happen and preventing things from happening that ordinarily might happen. It is a process that helps transform intentions into positive actions, visions into reality. The role of government is evolving, but the question is, in what direction is it moving?

As a result of recent events—economic volatility, shifting political winds, the COVID-19 pandemic, and disruptive innovation—I am experiencing an

re·im·ag·ine/
reinterpret (an event, work of art, etc.) imaginatively; rethink

com·mu·ni·ty/
a group of people living in the same place or having a particular characteristic in common

fu·ture/ time regarded as still to come.

increased interest in strategic planning services by government leaders. In my initial discussion, we determine that instead of tying their community's future to a strategy geared to a single set of events, smart management benefits from a deeper understanding of the present possibilities offered from multiple views about possible futures.

During periods of Turbulence, Uncertainty, Novelty, and Ambiguity (what the Oxford scenario planning approach refers to as TUNA conditions), communities and organizations frequently experience serious challenges that disrupt continuity of operations, financial stability, and community expectations. Such conditions can be unsettling and destabilizing on many different levels. But they also present opportunities for organizations to reframe their strategies and innovate. I refer to TUNA forces as

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headwinds and the purpose of Futures Planning is to convert those headwinds into a tailwind helping to accelerate your community toward realizing its potential. Navigating the path forward requires a disciplined balance of three actions: managing your present business, creating your future, and selectively unlearning the past.

The best strategic leaders anticipate where their business/community/organization is headed and see changes before others do. Far from being magicians, instead they shine at "outside-in thinking" that sharpens their ability to anticipate what is to come. They know their customers extremely well, foresee emerging trends, and understand changing dynamics. The headwinds for public sector agencies are daunting indeed, yet increasingly leaders are participating in strategic thinking processes that lead to planning for a number of futures.

The actions that position your community for the future differ from a "we've always done it that way" approach. Maintaining a healthy balance between the status quo and innovation is hard work. Striking the right balance between sustaining a legacy organization and building for the future requires judgment.

Increasingly, local governments are reconsidering their approach to strategic planning by referencing the following shift in mindset:

More and better budget planning is not the solitary factor available to you to mitigate the changes impacting your community and organization. I argue that people who lose weight are not always healthier because of it. The phrase "tighten your belt" is a cliché, and it has returned with vigor to local governments throughout the world. I offer that it's time to "change your pants," because you cannot cut your way to a better future.

Similarly, making across-the-board uniform budget cuts makes absolutely no sense. Some people might believe that it's a fair and equitable approach, but in reality, the impacts in some operations can be enormous while in others negligible. Trying to decide priorities while you are trying to reconcile your budget is nearly impossible.

Healthier budgets do not guarantee better government nor does the opposite hold true—smaller budgets leading to ineffective government. I contend money/budget is not your organization's most precious resource; time is—on what are elected officials and agency staff investing their time? In fact, increasing the number of employees does not always translate into improved productivity.

OLD MINDSET	MODERN MINDSET
Adoption of the plan is the strategy.	Execution is the strategy.
Change is dangerous.	Stability is dangerous.
An event.	A process.
Wish list—the longer the better.	Prioritized list—less is more.
Community is static.	Community is dynamic
Tell residents.	Involve residents.
A linear process with one particular scenario for the future.	Non-linear process with several possible future scenarios.
Arithmetic—sequential	Calculus—lots of moving parts
Reductions to public safety (fire and police) are off-limits.	Nothing is sacred for potential budget reductions, including public safety.
Assumption that existing advantages will persist.	Assumption that existing advantages will come under pressure.
Deficit-closing strategy.	Capitalize on strengths.
Conversations that reinforce existing perspectives.	Conversations that candidly question the status quo.
Relatively few and homogenous people involved in strategy process.	Broader constituencies involved in strategy process, with divergent input.
Precise but slow.	Fast and roughly right.
Prediction oriented.	Discovery driven.
Seeking confirmation.	Seeking disconfirmation.
Extending a trajectory.	Promoting continual shifts.

The most effective leaders anticipate where their community is headed and see changes before others do.

I have dedicated my entire career to advocating for high-quality responsive government, and I can also be one of its toughest critics. Accordingly, government does many things well, but knowing what to stop doing isn't one of them. There are employees right now as you read this article, in your organization, working on assignments that really don't matter in the scheme of what's important, like producing reports no one reads. It's not only a waste of time; it's demotivating to those staff members.

I am a huge fan of Lewis and Clark, whose intent was to explore unknown spaces in their pursuit of building a nation. The Corps of Discovery, as they called themselves, had to continually create a new map as they reperceived their future, relying on a learn-it-all approach, teamwork, and cooperation to achieve their vision. The next chapter for your community is how it reimagines itself. Forwarding-looking leaders recognize linear strategic planning is a relic of the past. Similar to the Lewis and Clark expedition, a passionate curiosity and relentlessly inquisitive mind are the hallmarks of success in interpreting the changes occurring.

Whenever you face high uncertainty, you need to be creative as you navigate uncharted waters. But you also need to prepare your mind. Way more than polishing up your vision, modifying your mission statement, refreshing your values, revising goals, and setting new objectives, the value of the Futures Planning approach is that it's less of a focus on identifying projects or getting to the "right" scenario, and more about discussing purpose and helping leadership understand that the future can be dramatically different from the present, while fostering a deeper understanding of the forces driving potential changes and uncertainties. The approach gives leaders the ability to *reperceive* reality. The dividend is to sharpen their capability to toggle between present reality and future possibility.

Recommended Approach for Futures Planning

There are three types of communities: First are those who set the bar low and take a roof shot; second are the ones who are reckless and take a wild shot; and the third are those who are ambitious and take a moon shot! Which of these describes yours? Moon shots do not begin with brainstorming clever answers. They start with the hard work of finding the right questions.

Have you ever noticed that the front windshield of your car or truck is larger than your rearview mirror? That is because it's more important about where you're going than where you've been. And that is why I refer to convening your elected and appointed officials as an advance instead of retreat. Few forums can have as powerful an effect on building a stronger community, increasing a shared understanding among key stakeholders, and overall enhancing relationships as well-executed Advance Sessions that focus on Futures Planning for the short- and long-term. Continually stimulating your thinking and self-reflection is a critical aspect of building and maintaining your advantage. You have to moisten your mind and have thoughtful, prudent discussions about the present and the future.

An Advance Session provides elected and appointed officials the opportunity to discuss topics and exchange ideas in a manner they normally don't get to, in a way they often don't get to, and while not an efficient discussion, it is productive. Keep in mind "no one washes a rental car" so enlisting elected officials in this type of discussion ensures they have "skin in the game," which is crucial.

In exploring various futures, conversations among policy makers deal with two worlds—the world of facts and data, and the world of ideas and perceptions. Dialogue, conversation quality, and engagement allow people to experiment with ideas and perceptions by taking facts and data into imagined or speculative worlds for the future of your community.

The types of questions that may be asked during the Advance Session may include:

- What profound trends are or will influence our future?
- What is our direction and response to these shifts?
- How can we be both responsive and proactive?
- What aspects of the current strategic plan need to be modified?
- Are any changes to the strategic initiatives needed?
- How will we enlist residents in our journey?
- What types of services will residents require in the future that are not already provided? What might be required to fund and staff these services?
- How will we describe our desired results in measurable terms?
- What are the best ways and means to get there?
- What are the potential impacts from growth?
- Which of our processes and practices might need to change to serve a larger population?
- What types of infrastructure additions or expansions will be required to handle our anticipated growth? What financial resources are required to fund this work?
- What can we do to make our community more attractive for business expansion or development opportunities?

The outcome of these Futures Planning discussions is to help you construct and evaluate an array of options that offer a broader view of the landscape and possibilities for success. Exploring your community through various lenses helps build your capacity to be agile—possessing the balance and capability that enable you to shift focus, priorities, and resources to meeting changing circumstances.

Local governments must operate in a legacy world, meaning that you must be able to keep doing the nuts-and-bolts work at the core of the mission. But you also must be ready to succeed in a fast-changing environment, one that is difficult to predict.

The advantage now goes to those who don't just learn to live with change, but who create change and fashion themselves as catalysts. The most effective leaders anticipate where their community is headed and see changes before others do.

Your community has tremendous untapped potential. Speaking of which, what is your community's potential? It's only limited by your collective imagination because the best days for your community are in front of it! **PM**

CHANGE MANAGEMENT

Change Management Needs to Change

by Ron Ashkenas

APRIL 16, 2013

As a recognized discipline, change management has been in existence for over half a century. Yet despite the huge investment that companies have made in tools, training, and thousands of books (over 83,000 on Amazon), most studies still show a 60-70% failure rate for organizational change projects — a statistic that has stayed constant from the 1970's to the present.

Given this evidence, is it possible that everything we know about change management is wrong and that we need to go back to the drawing board? Should we abandon Kotter's eight success factors, Blanchard's moving cheese, and everything else we know about engagement, communication, small wins, building the business case, and all of the other elements of the change management framework?

While it might be plausible to conclude that we should rethink the basics, let me suggest an alternative explanation: **The content of change management is reasonably correct, but the managerial capacity to implement it has been woefully underdeveloped.** In fact, instead of strengthening managers' ability to manage

change, we've instead allowed managers to outsource change management to HR specialists and consultants instead of taking accountability themselves — an approach that often doesn't work.

Here's an example of this pattern: Over the course of several years, a major healthcare company introduced thousands of managers to a particular change management approach, while providing more intensive training in specific tools and techniques to six sigma and HR experts. As a result, managers became familiar with the concepts, but depended on the "experts" to actually put together the plans. Eventually, change management just became one more work-stream for every project, instead of a new way of thinking about how to get something accomplished.

Obviously, not every company lets its managers off the hook in this way. But if your organization (or your piece of it) struggles with effectively implementing change, you might want to ask yourself the following three questions:

1. Do you have a common framework, language, and set of tools for managing significant change? There are plenty to choose from, and many of them have the same set of ingredients, just explained and parsed differently. The key is to have a common set of definitions, approaches, and simple checklists that everyone is familiar with.
2. To what extent are your plans for change integrated into your overall project plans, and not put together separately or in parallel? The challenge is to make change management part and parcel of the business plan, and not an add-on that is managed independently.
3. Finally, who is accountable for effective change management in your organization: Managers or "experts" (whether from staff groups or outside the company)? Unless your managers are accountable for making sure that change happens systematically and rigorously — and certain behaviors are rewarded or punished accordingly — they won't develop their skills.

Everyone agrees that change management is important. Making it happen effectively, however, needs to be a core competence of managers and not something that they can pass off to others.

Ron Ashkenas is a coauthor of the *Harvard Business Review Leader's Handbook* and a Partner Emeritus at Schaffer Consulting. His previous books include *The Boundaryless Organization, The GE Work-Out,* and *Simply Effective.*

This article is about CHANGE MANAGEMENT

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6 COMMENTS

Parag Bibekar   9 days ago

Hi Ron, Very interesting article to read. My point of view is that definitely the Managers need to learn the change management and should be accountable for it but given the focus that Managers have on the project or technical aspects they might not be able to focus on people aspect and hence a

ICMA

Retooling our Organizational Culture

Creating more innovative local governments means changing your culture.

BLOG POST | Oct 3, 2017

by *Dan Singer, ICMA member, Poway, CA*

Government cultures have been described as sterile, if not stale; unexciting, if not stodgy. Local government cultures are perceived to lack innovation and creativity or that entrepreneurial spirit often found in the private sector.

Bureaucracies are slow to adapt and change if they change at all. And as Ford Foundation's Lou Winnick once said: "In government, all of the incentives are in the direction of not making mistakes." It is no wonder government moves and learns slowly and lacks innovation.

Understandably, organizations are driven by rules, procedures, policies, and laws meant to minimize risk, create certainty in the work environment, and prevent discrimination and harassment. All laudable goals. But sometimes policies are so encompassing and rigid they work to stymie creativity, risk-taking and individual expression.

Today's younger employees, aka the Millennials (but soon to include the post-Millennials, also labeled the iGeneration or Generation Z), aren't turning to the public sector for a career. They are accustomed to thinking about innovation and entrepreneurship and environments that are flexible, adaptable and exciting. And for them, a job in government does not fit that

bill. They seek greater autonomy and individualism and they want to participate in decision-making at an early stage because they are driven to "make a difference" in what they do.

That is where Cal-ICMA's new *Talent Initiative* comes in. This is the latest response to the dwindling interest in public service by studying how we can attract, retain and grow more quality talent at the local level. Through extensive input and data gathering - including a statewide survey and numerous focus groups - the *Talent Initiative* is exploring the challenges we face in the public sector and how to become more attractive, especially to a changing workforce.

From the local level, it is clear we need to take a fresh look at how dynamic and flexible our organizations are (or are not). We need to ask: Is it possible to change our organizational cultures in the face of existing rules and practices and public expectations? Is it possible to allow our organizations to be more fluid and adaptable while still creating a safe environment in which to thrive?

I suggest the answer is absolute yes. Here are a few simple examples of how we can get there.

● Our job descriptions have the capacity to be dynamic and purpose-driven, not simply focused on the functions we require, but rather the talent and qualities we are seeking and the opportunities employees have to contribute to the community.

● What if employees wishing to expand their understanding and experience and learn and grow in an organization were provided an opportunity to spend time in a different department or on a project outside of their discipline or attend conferences normally reserved for senior managers.

● Instead of the usual Dress Codes, our organizations all maintain, why couldn't employees create their own dress code within certain safety and sensitivity parameters.

● And what if employees were allowed to create their own work title that better describes their function in addition to the formal classification they hold.

These are achievable, and one could argue necessary considerations if our organizations are going to continue to become more creative and effective in meeting the needs of tomorrow's

residents and customers and, as significantly, in attracting young women and men to the otherwise sterile halls of government employment.

Local government must find a way to be more attractive, since it is culture, not money, that ultimately brings meaning to the work we do in the field of public service.

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Turning a Commitment to Outcomes Into Practice

A vision for results-driven government isn't enough. The way business is conducted needs to change.

BY: Lisa Morrison Butler, Danielle Cerny | January 8, 2019

In recent years, more and more jurisdictions have been working to redefine success in the public sector, changing their focus from how many people receive services to how those services impact the residents who receive them. Often, such shifts start with strategic planning -- departmentwide visioning of the future mapped against broad goals for achieving that vision.

But declaring a *commitment* to outcomes is rarely enough to *change* outcomes. Instead, governments need to translate this planning into practice.

This was the challenge Chicago's Department of Family and Support Services (DFSS) faced in 2017. DFSS had spent two years creating a strategic framework to shift the focus of its $420 million budget from outputs to outcomes. Next, the department needed to connect its results-driven vision to how it actually conducted business across 13 divisions, 350 full-time staff and 400 community-based grantees.

Managing public-sector change at this scale is never easy. Tight budgets, entrenched interests and the natural caution of those in elected positions all tend to favor the status quo. Yet DFSS's experience provides an example of a multi-pronged approach that a wide range of agencies can use to translate a commitment to outcomes into methods for engaging grantees, making funding decisions and managing contracts.

To begin, DFSS needed to connect its high-level goals to day-to-day programming. As is true in social-services agencies across the country, the majority of DFSS programming is provided through contracted community-based organizations. So DFSS started by using procurements and contracts as strategic tools to translate outcomes goals into the documents that govern service delivery. To do so, the department leveraged a scheduled cycle of requests for proposals to issue $55 million in results-driven RFPs that elevated program priorities and outcome metrics; identified target populations and their needs; and increased flexibility for grantees to offer innovative, evidence-based solutions. To lock in these changes, DFSS changed its default RFP templates to include the core elements of results-driven RFPs. By late this year, DFSS anticipates that every program division will complete a major RFP cycle using results-driven approaches.

Implementing change at this scale also required an investment in the front-line staff who design and manage contracted services. With assistance from the Harvard Kennedy School's Government Performance Lab, DFSS trained more than 80 team members in strategies for executing results-driven RFPs and actively managing contracts with data. Implementing these new approaches on tight deadlines was difficult, and many staff members voiced the need for more time and additional RFP cycles to continue honing these skills. Still, over 85 percent of staff involved in the department's last contracting cycle said they felt "very ready" or "somewhat ready" to build on this experience and use similar results-driven approaches in the future.

With this foundation in place, DFSS worked to align contract incentives with desired outcomes through targeted performance payments. While governments often view performance payments as something of a holy grail, they can produce unintended consequences in human services and are rarely enough, on their own, to improve outcomes. Targeted performance payments can, however,

improve data quality and reinforce agency priorities. Beginning with its workforce-development contracts, DFSS developed new performance payments for serving priority populations and helping participants retain longer-term employment. While payments are small -- under 5 percent of total contract value -- they are designed to improve reporting and strengthen DFSS's ability to understand and manage toward longer-term improvements.

Finally, to infuse outcomes into ongoing grantee engagements, DFSS built on its recent $19 million results-driven homeless-shelter RFP to pilot monthly active contract management meetings with a select group of shelter grantees. These meetings were designed to help the department collaborate with grantees in the use of data to monitor trends and to act on real-time opportunities to troubleshoot problems and share best practices. DFSS plans to use what it learns from this pilot to expand active contract management strategies to all shelter grantees when new contracts begin this year.

Two years into these efforts, DFSS' work is far from done. To keep improving, the department has had to adapt to evolving needs and learning while sustaining its focus on outcomes. The department has, for example, implemented procedures for continuously revising its priorities and engaging staff and grantees to surface opportunities for growth. Acting on one such opportunity, DFSS is developing a process, adapted from Louisville, Ky.'s strategic procurement system, for identifying and resourcing priority programs for improvement across its portfolio.

Ultimately, there's no silver bullet for creating and maintaining a focus on outcomes. Taken alone, none of the above approaches is likely to change how a department -- or even a single program -- operates. Together, however, they create a foundation of knowledge, practices and tools upon which an agency can start turning a commitment to outcomes into a practice of performance improvement.

This article was printed from: **http://www.governing.com/blogs/bfc/col-turning-commitment-outcomes-practice-results-driven-government.html**

Ask an ICMA Manager: How Do You Increase Your Likelihood of Success?

In this edition of Ask an ICMA Manager, Kate Fitzpatrick, town manager, Needham, Massachusetts, argues that managers need to remember Step Zero when starting a new project.

BLOG POST | Jul 23, 2018

Editor's Note: Ask an ICMA Manager is a monthly blog series where ICMA asks a current or former local government manager or local government professional to answer a question on a management issue facing local government.

Ask an ICMA Manager: How Do You Increase Your Likelihood of Success?

by Kate Fitzpatrick, town manager, Needham, Massachusetts

I have the unfortunate (but correctable) habit of wading into projects—even my own—at step four or five and expecting the world to catch up with me. I have learned fairly recently that starting at step one often isn't early enough, and that starting at Step Zero is the best predictor of success.

Labeled by our Department of Public Works management team, Step Zero is too often seen through the rearview mirror, as in "We really should have done more research, planning, and outreach before we started down this path. . . ." Sound familiar?

Step Zero played or should have played a role in two important projects in Needham this year: the town-wide group health insurance conversion and the approval and implementation of a stormwater bylaw.

When planning the health insurance conversion for approximately 1,800 active and retired employees, we held dozens of planning meetings; engaged consultants for their expert advice; involved employees and union officials in the decision making; communicated with all stakeholders, including elected officials; and crafted a formal implementation plan, which we used as a guide for regular status meetings. The health insurance conversion was highly successful, with more than 60 percent of eligible employees electing a new, complicated, qualified, and high-deductible plan because they were given the time and information to make the best decisions for their families. This project started at Step Zero.

Sadly, implementation of the stormwater bylaw did not go as smoothly. Staff developed several drafts of the bylaw modeled after comparable communities and reviewed them with legal counsel. At this point, I waded into the project and immediately moved it to the legislative approval stage. I should have taken the time to look back to Step Zero and run the draft by stakeholders, elected officials, and subject-matter experts, all of whom, predictably and appropriately, raised concerns at the last minute when they finally had a chance to review it. I was forced to pull the bylaw from consideration and start over at Step Zero. Happily, that project is now on pace for consideration in early fall.

This experience led me to challenge the town's management staff to consider Step Zero in developing their own work plans. More importantly, I gave all staff permission to challenge me when they see me skipping that critical step.

Do you have projects still in the early stages or foundering at steps three or four? Try taking them back to Step Zero, developing an implementation plan, and hitting restart.

Related Resources

The Problem With One-Stop Government

It was a big improvement for permitting and other forms of service delivery, but it's already outdated. The new goal should be no-stop government.

BY: Stephen Goldsmith | August 19, 2019

Several years ago, I wrote an article in the *Harvard Business Review* in which I suggested that if McDonald's emulated government it would have customers order their buns at one store, their meat at a second, and so on for the drink and fries. Since that time, service delivery at the local-government level has improved greatly, and one-stop permit centers have in many places replaced confusing, geographically dispersed approval processes. So the new analogy would be a McDonalds where in one restaurant you could move easily from counter to counter ordering your bun, then ordering your meat, then giving your credit card, and so on.

One-stop represented a major breakthrough, but one that's now badly outdated.

If we peer behind the private-sector curtain, we'll see that both online and brick-and-mortar retailers have learned how to take data from a number of different sources, aggregate that information into a single repository, and use it to both complete an order and recommend products when they anticipate we'll need them. The approach has disrupted the one-stop, big-box retail model that in the 1980s and '90s had already upended mom-and-pop shops.

A local government that reduces forms or doors that an applicant must make their way through is on the right path. But forms and doors are both analog -- not digital -- concepts. Residents should not be forced to complete even online forms in order to accomplish a regulated activity. Instead they should be responsible for insuring that government has all the necessary information it needs to make a decision, so government can in turn make forms and doors obsolete.

Recently, researchers from Queensland University of Technology in Australia and the University of Münster in Germany explored the concept in detail in an article in *Government Information Quarterly*. "Where a one-stop shop reduces the number of forms by integrating the front end," they wrote, "a no-stop shop omits information exchange from the citizen to the government altogether in the course of service delivery and its subsequent operational execution."

Let's imagine that a family moves into a city that's recently adopted a no-stop-shop service-delivery model. Behind the scenes, agency integration means that information related to their address is already accessible within their local government's databases and -- should they opt in -- even more data can be assembled for them. The most pertinent information is disseminated to the family immediately so they can make their move-in as easy as possible: how trash pickup works, street sweeping schedules and parking restrictions in their immediate area, transit options, and how to apply for alarm and dog licenses. Families also would be screened for benefit eligibility.

Within a year, the family grows by one and they provide just a little new information to complete the official registration and birth certificate at the hospital. As new parents, the no-stop shop is a welcome model that understands how pressed for time and overwhelmed they've become. Information about postpartum support, children's recreation opportunities, child-safety product recalls and school enrollment are sent to the family at appropriate times, saving time and stress. In accordance with nudge theory, government sets a series of opt-out and opt-in service-delivery models that mean that a family -- even if they are not paying attention -- will do well.

Of course, there are a number of steps that need to be taken to realize the no-stop shop. Government must eliminate paper, personalize its services, and understand when opt-in permission

is required. Behind the scenes, government must push to eliminate agency silos, bringing their data together in a fluid fashion so information is no longer isolated between agencies.

The private sector has paved the way for much of this technology. It also has uncovered some of the flaws with it: When service delivery becomes predictive rather than just proactive, we run the risk of getting things wrong and doing harm in the process. In addition, officials must be sensitive to privacy and work to protect their constituents' data.

Still, all signs point toward the adoption of a no-stop-shop model in government. The forces pushing in that direction are simply too powerful to ignore. Data siloing and antiquated, redundant government forms are costly sources of inefficiency. That's why Austria, Estonia, Poland and other countries have already begun to implement a "once-only principal" for data collection. Their aspiration is that data should be collected, stored and shared so effectively among agencies that basic information should never have to be asked for twice.

A hundred years ago, government regulatory reform created the need for multiple forms and reviews. Today, with the achievability of no-stop, no-form governance, we have the opportunity to deliver public services efficiently while reducing red tape and frustration. Governments at all levels should be moving in that direction as quickly as they can.

Cities across America and around the world are working to find new ways to discover and address civic problems and improve public services through the integration of data into governance. Best practices, promising case studies and the work of top innovators from government, industry and academia are the focus of Data-Smart City Solutions (https://datasmart.ash.harvard.edu/), a continuing project of the Harvard Kennedy School's Ash Center for Democratic Governance and Innovation. And for more on the subject from Stephen Goldsmith, follow him on Twitter at @GoldsmithOnGov.

This article was printed from: **https://www.governing.com/blogs/bfc/col-new-goal-no-stop-shop-government.html**

Workforce of the Future: Strategies to Manage Change

October 2018

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Contents

Executive Summary

Human resources (HR) leaders are shifting from a transactional to a strategic approach to support local and state governments in adapting to changing workforce demographics and the increased competition for talent. State and local governments are modernizing their operations, revamping their hiring practices, and developing a brand that appeals to a more diverse pool of applicants.

These leaders apply creativity to build a more robust pipeline for hard-to-fill positions and to offer a wide range of learning opportunities. Having an engaged workforce that is motivated to gain skills and knowledge is essential to an organization's success and well-being.

To learn more about the change management approaches that are most effective, the Center for State and Local Government Excellence (SLGE) undertook a literature review and interviewed leaders from seven local governments and one state government. SLGE conducted interviews with human resources and management leaders in the State of Michigan, the City of Centennial and the City and County of Denver, Colorado; Johnson County, Kansas;

the City of Minneapolis, Minnesota; Montgomery County, Maryland; the City of San Antonio, Texas; and the City and County of San Francisco, California. The key findings are described in the following pages.

TRENDS AND INNOVATIONS

Some of the human resources leaders interviewed for this study had moved to the public sector after spending several years in the private sector. Their private sector background, coupled with public sector experience, reinforced their commitment to change management and leadership development, including the following practices:

- Taking the initiative to seek feedback from employees and elected officials

- Seeking candidates who have diverse experiences and backgrounds

- Focusing on how to get to "yes" with other agencies and departments

- Examining business processes to find efficiencies

- Developing great managers who are committed to their teams

- Developing greater cultural competence

Workforce of the Future: Strategies to Manage Change

- Providing supervisors and employees with the tools and resources they need to achieve goals and improve performance.

EFFECTIVE RECRUITMENT AND RETENTION STRATEGIES

As a greater number of younger and more diverse workers enter the job market, local and state governments are adapting their recruitment strategies to reach them. They participate in job fairs and use social media, YouTube videos, and infographics in their advertising.

Some organizations are offering more flexibility, including in their compensation and benefits package. San Antonio, Texas, for example, has amended its paid time-off policy to provide an additional twenty-four hours of leave specifically earmarked to encourage employees to participate in activities that help transform the workforce and the community. Employees can use this leave to volunteer for a nonprofit, go to their annual physical appointment, meet with someone regarding financial wellness, attend their child's parent-teacher conference or military swearing-in ceremony, take their pet to the vet, or adopt a pet from the city's animal shelter. In addition, parental leave is provided to all employees immediately upon hire. Parental leave allows for six weeks of paid time to bond with a child after birth, adoption, or placement from foster care.

The City and County of San Francisco, competing for talent in a highly competitive job market, has found

excellent job candidates by reaching out to individuals with disabilities. San Francisco also makes sure that candidates understand the value of the city's defined benefit pension plan.

EMPLOYEE ENGAGEMENT

Listening to employees and responding to their interests and concerns are key to effective employee engagement. Some organizations regularly survey their employees to gauge how engaged they are with the organization and its mission. The State of Michigan, for example, has conducted employee engagement surveys every eighteen months since 2002. In response to survey feedback, Michigan established a leadership development program and a new employee recognition program.

The response rate to the survey has continued to go up every year. Michigan credits its focus on taking actions on issues employees raise as the reason the rate has climbed.

Other ways of engaging employees can be more personal. The City of Minneapolis, for example, created Employee Resource Groups (ERGs) in response to feedback from employees. The city government has adopted aspirational workforce diversity goals for people of color and women. In response to workforce diversity goals, female employees expressed a desire to form an employee resource group with a focus on attracting and retaining women in the workplace—as well as provide feedback to leaders regarding policies and practices that impact women.

Workforce of the Future: Strategies to Manage Change

Additional ERGs include the Black Employee Network as well as a group for employees who have served in the military. ERGs are open to all city employees and must have an executive sponsor.

STREAMLINE HR PROCESSES WITH TECHNOLOGY

Examining a current process is the first step in considering a technology solution to improve a service. Managers can start by asking employees, department leaders, and elected officials for feedback. What is working well and what needs to change to improve HR services? That feedback will lead to the question, how can we leverage technology? Once the process issues are identified, the information technology experts can make recommendations on ways that automation can lead to improvements.

These are some of the issues that human resources leaders identify as priorities for technology solutions:

- Volume of employee questions and need for timely response
- Cumbersome application process
- Applicant assessments
- Onboarding activities
- Time-consuming work, including address changes and benefit enrollments
- Desire for a more consumer-oriented employee experience

Montgomery County, Maryland, has focused on improvements in its candidate qualification process and system. Rather than simply submitting a resume, the automated process requires job applicants to respond to online questions related to job requirements that assess their experience and skills. A benefit of the change is that human resources can work more closely with the hiring manager upfront to identify clearly what is needed in candidates for the department to succeed. The automated process saves time for both the recruiter and hiring departments by analyzing each candidate's proficiency level in the skills required for the job. The new system is more efficient, as it eliminates multiple manual touches, but the organization continues to work through implementation challenges.

GOVERNMENT'S BRAND ADVANTAGE

Social media, YouTube videos, and advertising help get the message out that local and state governments are a great choice for people who want to make a difference to society. Johnson County, Kansas, for example, features positions on the county's Facebook and Twitter accounts, and the Sheriff's Office has hosted an online career fair to recruit for hard-to-fill positions. Personal outreach is equally important, say many government leaders, as they participate in university career fairs and visit schools to raise their profiles.

Having a reputation as a learning organization also enhances a government's brand. Johnson County is

has more than doubled. For skilled trades, for example, the percentage of agencies expressing difficulty in hiring has risen from 1 percent in 2009 to 21 percent in 2018.[i]

Leaders in human resources and other government departments are building a more robust pipeline for hard-to-fill positions and revamping their recruitment methods in order to address these competitive employment market challenges. They are responding to changing expectations of the workforce as they, for example, offer more flexibility and enhance some of their benefits, such as parental leave and paid time off.

well known as an organization that is responsive to employees and that offers educational opportunities.

The City and County of Denver must compete in a marketplace that has 2-percent unemployment. With that level of competition, the city has to stand out as it publicizes its job openings. Denver uses an advertising agency that helps it to showcase employees as brand champions. Photographs are used on billboards, posters, and light rail trains with the message "Be a part of the city you love." These efforts have increased job applicants by 10 percent and led to a stronger talent pool. Applicants say they have seen the billboard, like the slogan, and want to do work that matters.

STATE AND LOCAL EMPLOYMENT AND BENEFITS

SLGE analyzed data from the U.S. Bureau of Labor Statistics (BLS) to project employment trends over the next 10 years as well as identify the demand for skill sets, changes in benefit offerings, and other underlying drivers of change. The analysis projects that state government employment will grow by 3.8 percent and local government employment will grow by 7.4 percent. The increase in anticipated employment figures reflects both population growth and the ongoing catch-up in employment levels in the aftermath of the Great Recession.

Since 2009, the share of state and local government agencies identifying key positions as being hard to fill

Transforming Governments for the Future

TRENDS AND INNOVATIONS

As the competition for talent grows, human resources executives in state and local governments are demonstrating more leadership and innovation. Rather than simply managing staffing for their respective governments, they recognize the need to lead some of the change management required to ensure that their organizations have the talent they need for the future.

The need for HR professionals to take more of a leadership role in transforming their organizations and to help them adapt to change was a key recommendation in the 2016 IPMA-HR 2020 Task Force. The HR 2020 report examined why an effective HR function is critical to an organization's success.

The HR profession exists in a rapidly evolving world; volatile economies, environmental impacts, rapid changes in technology, and the changing needs of the workforce require HR professionals to think differently about how to shape the organizations that deliver services to citizens....it is critical that future-focused strategies are developed now...to meet the challenges and opportunities ahead.[ii]

Minneapolis offers an example of responding to changing dynamics. It has established an eighteen-month pathway program, a career development initiative designed to increase the talent pool of police officer candidates. One goal of the program is to increase the number of women and people of color who go into policing. The individuals who complete the Community Service Officer pathway program meet the requirement of a two-year degree program.

Figure 1. 2009-2018: Hard to fill positions (detail).
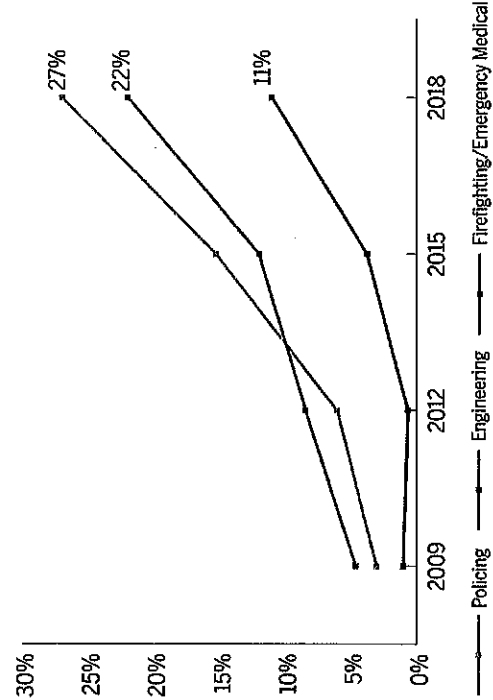
Legend: Policing — Engineering — Firefighting/Emergency Medical

The City of San Antonio identified the civil service exam as one barrier to boosting the number of applicants for the police force. In response, the city bargained with the police union in order to give the test to individual candidates in an online format rather than relying solely on a group exam.

Many governments devote attention to developing their current employees. Denver provides a development report for current employees who applied for a position but were not selected. These employees have an opportunity to work with an industrial psychologist who will go over their scores with them to identify any shortcomings that may need to be addressed.

Developing the human resources staff is a goal for many organizations. "Human resources departments are asked to do so much," observes Micki Callahan, who serves as the human resources director for the City and County of San Francisco. "We have to recruit, onboard, and separate employees. How can we expect one person to do everything?"

San Francisco requires all HR staff to take "HR Essentials." This course broadens staff's understanding of all HR responsibilities; in this way, a specialist who primarily works on exams will gain an understanding of leave management, Equal Employment Opportunity law, civil service regulations, fair hiring, and the Americans with Disabilities Act. The learning activities help HR develop its own talent pool by providing the training an individual will need to pass a test to work

in another HR specialty. The city also has programs to help interested clerical staff move into HR. Online learning and classroom training for all employees is offered through City University.

Implicit bias training is a current focus for San Francisco agencies and is required across all categories of employees. In-person training is delivered to all Police Academy recruits. For non-safety hiring, San Francisco is implementing changes to reduce the opportunity for implicit bias early in the hiring process: hiring managers will not see the names, addresses, or schools of job candidates until *after* deciding whom to interview.

With more hires now coming from the private sector, governments are giving attention to supervisory excellence training that includes public sector framing. Developing a culturally agile workforce is a performance expectation in the City of Minneapolis. Recognizing that unconscious bias can be a barrier in hiring top talent, a focus of training for hiring managers and supervisors is to discover, reduce, and minimize bias in the interview process. HR provides the tools and resources to address expectations about how to engage with employees, provide for two-way feedback, respect differences, and hold each other accountable. Leaders, managers, and individual supervisors all receive training and support.

Innovation is viewed as an integral part of the mission, vision, or values of government organizations.

according to 40 percent of the International Public Management Association for Human Resources (IPMA-HR) members who responded to a Kronos–IPMA HR 2017 survey. This research study examined the role of human resources in fostering innovation in their organizations. Over 60 percent of respondents reported programming innovations in learning and development programs that emphasize leadership development with increased availability of online programs and materials.[iii]

Johnson County, Kansas, has used the High Performance Organization (HPO) framework for much of its professional development over the last eight years. HPO emphasizes the importance of leadership at all levels, promoting systems, structures, and strategies that encourage and empower cross-department teams and continuous improvement efforts. Johnson County directors and employees teach Leadership Empowers All People (LEAP), a three- to five-day course based upon a program designed and taught by the Weldon Cooper Center for Public Service at the University of Virginia. LEAP focuses on leadership principles and practices and encompasses everything from the essence of public service and democracy to leadership philosophy, mission, vision, and values to strategic issues and culture change. Over 3,0000 employees have completed the LEAP program.

The State of Michigan has relied on employee engagement, performance metrics, and strategic planning initiatives to drive accountability, focus on improvements, and track progress on key goals. All agencies and all levels of employees put together an action agenda with three to five items they seek to improve or strengthen. Updates are posted every three months on the State of Michigan website. The plan gets attention. Michigan Governor Rick Snyder meets quarterly with each department head for an hour to go over the scorecard and the action plan.

Good data and feedback are essential to drive change. A service delivery model that responds to changing expectations of the workforce can create opportunities for major improvements. In Minneapolis, HR staff reached out to employees, department heads, unions, and elected officials to seek feedback on what the department did well, what opportunities there were to introduce change, and what promising practices could be adopted. Patience Ferguson, chief human resources officer, City of Minneapolis, notes that it is important to address employee expectations. "People want to grow, develop, and have different experiences," she said.

"The City of Minneapolis is viewed as innovative," Ferguson added. "While seeking to attract new people to the workforce, it is also important to ensure that employees who are currently working are valued and supported."

This year Minneapolis implemented internal career development fairs for current employees to help them find out about opportunities within the city and build

"People want to grow, develop, and have different experiences."

- Patience Ferguson
Chief Human Resources Officer
City of Minneapolis

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connections throughout the organization. Employees can sign up to have their resumes reviewed, learn about enterprise-wide developmental opportunities, and get a professional headshot for their LinkedIn page.

Some governments rely intensively on private sector or contract employees. The City of Centennial, Colorado, is a relatively new city with a population of 110,000. After filing a petition to incorporate in December 1998, voters approved the formation of the City of Centennial on September 12, 2000. As a new city, Centennial has been willing to try out different models to provide services. It currently has just 65 regular employees and relies heavily on contract employees. Jacobs Engineering has the contract to provide traditional city services. There are no interactions between the Centennial HR department and the contract employees.

Centennial prides itself on being efficient, lean, and organized. HR emphasizes the development of great managers—and of the 65 employees, 22 are managers. Centennial managers must oversee contracts as well as Centennial employees. Centennial received a Gallup Great Workplace Award in 2017 and 2018, based on Gallup's criteria for cultivating a workplace culture of engagement. It also has been named a Denver Best Place to Work in the small company category. Nominees for this Denver Post recognition must complete the Quantum Workplace employee engagement survey. A minimum level of employee participation is required to be named as a finalist.
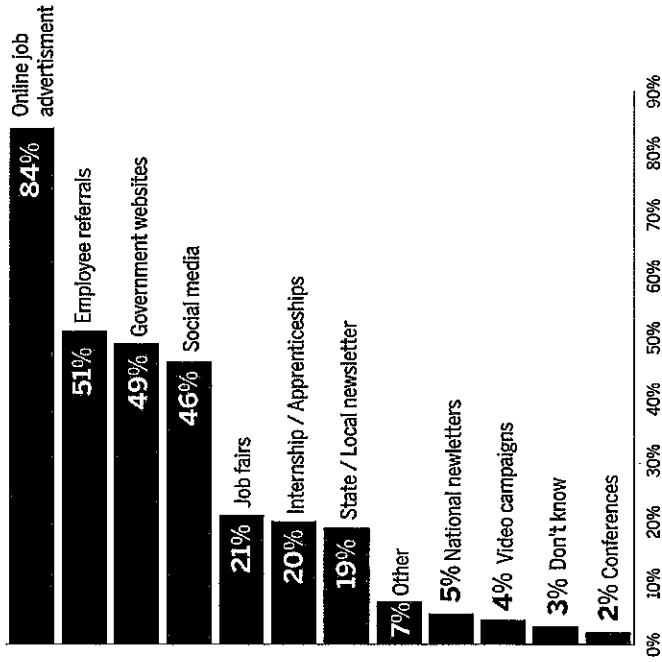
Like other high-performing organizations studied for this project, Centennial has a reputation for innovation as well as a strong workplace culture and commitment to professional development and learning.

EFFECTIVE RECRUITMENT AND RETENTION STRATEGIES

Governments are adapting their recruitment methods and making much greater use of social media in order to bring younger candidates into the applicant pool.

Figure 2. What recruitment practices are most successful in reaching qualified candidates? (n=311)

Recruitment practice	Percentage
Online job advertisment	84%
Employee referrals	51%
Government websites	49%
Social media	46%
Job fairs	21%
Internship / Apprenticeships	20%
State / Local newsletter	19%
Other	7%
National newletters	5%
Video campaigns	4%
Don't know	3%
Conferences	2%

"Millennials are more likely than earlier generations to find job opportunities using social media sites like LinkedIn and Facebook," Jonathan Wiersma of CivicHR wrote in *Government Technology*. "In fact, an Aberdeen [a market intelligence group] study reports that 73 percent of 18- to 34-year-olds found their last job through a social network."[iv]

Local and state government employers look for ways to stand out and get the word out about their job openings. The State of Michigan uses infographics, photographs, and posters to get the attention of younger workers and job candidates. The City and County of Denver participates in career fairs, offers internships, and makes active use of social media. Denver uses an advertising agency and posts videos of employees doing their jobs and serving as brand champions. Photographs are included on billboards, posters, and light rail cars with the message. "Be a part of the city you love."

Building the pipeline of talent is another strategy. The San Francisco Fellows Program is geared toward recent college graduates and targets historically black colleges, among other places. Even after the Great Recession required the city to freeze much of its hiring, the Fellows Program continued in the airport, utility, and transit departments. This highly competitive program has brought dozens of diverse and qualified candidates into entry-level professional positions across the city.

Candidates with disabilities are another source of talent that San Francisco has tapped. These individuals are often overlooked and have skills needed by many departments. The California State Department of Rehabilitation pays for any adaptive equipment needed for their jobs.

The City of San Antonio features a job of the week on Facebook and LinkedIn with hiring managers describing the job's unique aspects. The city uses social media to highlight individual employees and to share information about the city and the department with the job opening. Once a month, the city has a live "Chat with a Recruiter" opportunity on Facebook, https://www.facebook.com/CitySanAntonio HR/. Individuals can pose their questions and get answers on the spot.

Multiple approaches and methods of recruitment are needed to reach as wide an audience as possible. San Antonio held a virtual job fair through the National Forum for Black Public Administrators network. It also has outreach programs to connect with veterans who are transitioning from the military to civilian life. Blogs, e-mails, and traditional advertisements for certain positions are used as well.

HR recognizes that it is essential to work closely with hiring managers to support them and to develop their skills. San Antonio's Office of Innovation worked with HR to map and streamline the recruitment process from 2009 to 2010. A module of San Antonio's supervisory

The City of San Antonio features a job of the week on Facebook and LinkedIn.

training now addresses hiring. The module explains the do's and don't's involved with the hiring process and how to create good interview questions. As San Antonio finds more of its hires coming from the private sector, it is giving particular attention to incorporating public sector framing into its supervisor excellence training, helping these employees understand that public service work engages a broad range of stakeholders and often puts staff in the public eye.

While comparable private sector jobs generally offer higher wages, the public sector can have a competitive advantage with respect to employee benefits. San Antonio markets the advantages of its benefits and policies. After employees identified paid time off (PTO) as a high priority in the city's biannual employee engagement survey, San Antonio allocated an additional twenty-four hours of paid leave. Employees can use these absences for enrolling in school, attending wellness appointments, participating in their child's school activities, volunteering in the community, or engaging in responsible pet ownership.

Parental leave is another important benefit San Antonio and many other governments offer. Starting on the hire date, San Antonio employees receive six weeks of parental leave, which can be used for adoptions, foster parenting, or the birth of a baby. San Antonio also offers a bridge policy to encourage people to return to city government employment. If an employee returns to government service within five years of leaving, he or she can receive the same health insurance premium rates that others with their original

date of hire are currently paying. This benefit has been useful to employees who have pursued a degree or served in the Peace Corps.

San Antonio's Management Fellowship Program, established in 2007, has helped that city develop its pipeline of leadership. Fellows, typically recent college graduates, are given rotating assignments in the city manager's office, budget office, and an operating department. Some of the program alumni now hold executive-level positions in San Antonio government agencies.

Johnson County, Kansas, has been attentive to position descriptions. Each job description includes background on the county's pillars of performance, which describe the county's leadership philosophy, mission, vision, and values. The county's public information officer has been enhancing the Johnson County career portal to better convey more about the organization. It is optimized for mobile users, highlights recent hires, and includes more social media communication.

"According to comScore Media Metrix, 21 percent of millennials almost exclusively use a mobile device to go online," Jonathan Wiersma wrote in *Government Technology*, "and according to a study by Jobvite, 37 percent of millennial job seekers expect career websites to be optimized for mobile." Optimization for mobile means that employers need to create concise job postings and job descriptions that can be easily scanned from a mobile device. Online forms for job applications should be the norm and the mobile

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experience should be easy to navigate with minimal drop-down menus.

Turnover is a reality in many governments. Denver estimates that 20 percent of its workforce may retire in the next five years, so it is working with managers to identify critical positions and who might have the interest and potential to develop the needed skills. Although not every employee is interested in developing the skills needed to advance, training is offered to everyone.

Effective onboarding, training, and professional development are essential retention strategies. The City and County of Denver now provides much of its training online, rather than through full-day, in-person training. The online training is more condensed and covers such subjects as using spreadsheets, word processing, the HR information system, ethics, performance reviews, and coaching conversations.

Karen Niparko, executive director, human resources, City and County of Denver, encourages HR employees to network and get engaged in the broader Denver community. She believes her employees need to know what is going on in the business community and with all aspects of the city/county government. "They need to have strong connections with public and private sector colleagues and to be open to doing things differently," she said. "Networking is important locally, nationally, and globally. Speaking and participating on panels is good for Denver."

EMPLOYEE ENGAGEMENT

There is substantial research to reinforce the importance of employee engagement in improving organizational performance. As Robert Lavigna writes in the June 2018 *PA Times*, "Results from two research studies on the public sector workforce have revealed perplexing and seemingly contradictory results. According to one study, government human resources leaders believe that focusing on employee engagement is a high priority. However, other research reveals that engagement among government employees is low. These results are not only contradictory, they're alarming. If engagement is important, why is it low?" [vi]

Lavigna cites the findings of a 2018 poll conducted by SLGE, the National Association of State Personnel Executives (NASPE), and the International Public Management Association for Human Resources (IPMA-HR) in which 79 percent of respondents selected employee engagement as a top workforce issue for their organizations. Yet in a national poll conducted by the Institute for Public Sector Employee Engagement, respondents indicated that state and local government employee engagement is low and lags that of private sector employees.

Figure 3. Employee Engagement by Sector

State Government	28%
Local Government	31%
Private Sector	43%

Source: *Institute for Public Sector Employee Engagement online survey, June/July 2016*

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State and local government executives interviewed for this project have made a strong commitment to employee engagement initiatives. Some conduct regular employee engagement surveys and strive to implement programs that respond to employee interests and concerns. Others provide ongoing feedback and engagement opportunities for employees.

Michael Zingsheim, engagement specialist in the State of Michigan's Office of Performance and Transformation, reports that he and his team have worked with cabinet-level agencies on good government initiatives for the past five years, including employee engagement, performance metrics, and strategic planning. Over this period, the response rate to the employee engagement survey has increased from 69 percent to 76 percent and the percentage of highly engaged employees (champions) has grown from 40 percent to 54 percent. This level of responses exceeds the high performance benchmark among companies rated the "best of the best," he says.

Zingsheim notes that Michigan has champions in every agency who serve as change agents and advocates for good government. These individuals are highly engaged and help with the follow-through on key initiatives, such as leadership development.

In response to survey feedback from employees who sought more professional development opportunities, Michigan established a Leadership FIT program in 2013; 2,000 employees have now completed this program. Leadership development programs are structured over a four-month period. The program

brings employees together once a month and has other activities scheduled in between meetings. The importance of developing leadership cannot be underestimated. As Zingsheim points out, "People leave leaders, not their positions."

Another Michigan initiative is a poster contest. Winning posters are hung in state buildings. Last year 2,400 employees voted for their favorite poster; so far 7,500 employees have voted this year.

A related program called COIN recognizes employees who exemplify Michigan's core values of teamwork, leadership, excellence, and customer service. Anyone from an agency can request that an employee be given recognition. Honorees receive one of the four coins created for the program and a letter signed by the Michigan governor.
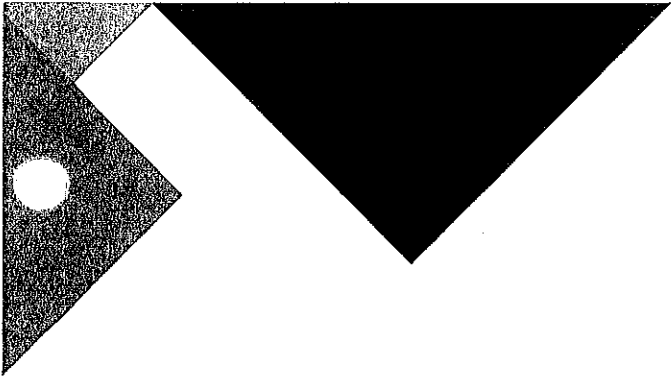
Zingsheim observes that retention will be more challenging as the economy improves. There are fewer financial incentives the state government can offer, so it is important to demonstrate that state leaders care, that Michigan is a good place to work, and that it offers opportunities for growth. For example, Michigan has a college partnership that provides reduced tuition rates, making it more affordable for employees to finish degrees or to pursue an advanced degree. In addition, when employees feel empowered and are involved in the decision-making process, government agencies become more attractive places to work.

Johnson County, Kansas, has conducted an employee engagement survey since 2005. Based on research

"People leave leaders, not their positions."

- Michael Zingsheim
Engagement Specialist
State of Michigan's Office of
Performance and Transformation

regarding the impact of a direct supervisor on an employee's engagement level, Johnson County implemented a new survey tool in 2015 that provides results for each supervisor. The survey process includes criteria to ensure participant confidentiality while still allowing most supervisors to get more specific feedback. The depth of the feedback allows each team to focus on the areas that are most significant to them. It has also helped to engage more employees and supervisors in the process. As a result of this change, Johnson County has incorporated additional employee engagement training for supervisors.

Because employees indicated they wanted more options in how they receive their annual merit increase, Johnson County is implementing a new total rewards compensation program this year. It will offer employees more choices, such as receiving their merit increase in the form of additional paid time off or as a contribution into their supplemental deferred compensation program. Employees may also choose a lump sum payout of their merit increase. To ensure that the employee's salary base is retained for future years, HR keeps track of the data in a separate field, allowing the compounding effect from the traditional merit increase to remain intact.
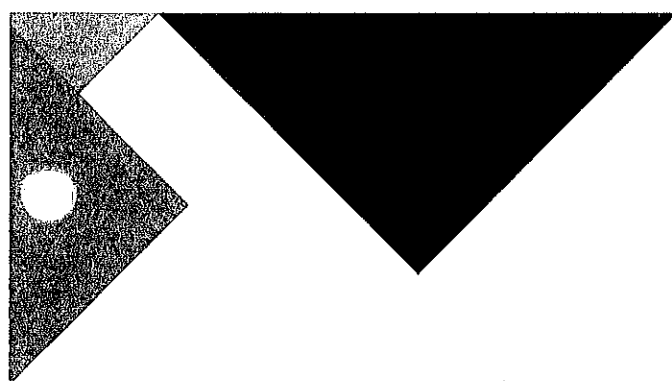
The Minneapolis HR department publishes dashboards that detail its ambitious goals for hiring and retaining employees, including specific goals related to women and people of color. The city's aspirational goal is to have 41 percent employees of color and 45 percent women in the workforce by 2022—goals that more closely reflect the diversity in the Minneapolis community.

When employees heard elected officials talk about these diversity goals, groups of employees, including women, said they wanted to do research and do something about the concerns. City leaders supported these requests and HR now meets monthly with employee groups that include the 29 percent club (which anyone can join), the Black Employee Resource Group, and military employees. Keeping an open mind about employee initiatives and creating opportunities for two-way communication is part of the Minneapolis strategy for employee engagement.

A women's leadership program in San Antonio, started in 2014, offers both employee engagement as well as mentoring and professional development opportunities. The program pairs a senior San Antonio leader with an emerging leader, with mentors and interested mentees going through a "speed matching" exercise to pair up with each other. Mentees sometimes choose a mentor outside of their primary career area in order to broaden their exposure and learn more about processes in other departments.

Many who have gone through the leadership program have been promoted to manager and executive positions. As San Antonio City Manager Sheryl Sculley explains, "Local government is one of the places where one can experience a variety of careers with the same employer."

"How can we help department leaders and elected officials get the data they need to make good business decisions?"

- Patience Ferguson
Chief Human Resources Officer
City of Minneapolis

STREAMLINE HR PROCESSES WITH TECHNOLOGY

When local and state government managers consider using technology for process improvements, they say that it's more about change management than the technology itself. As Minneapolis Chief Human Resources Officer Patience Ferguson explains, the questions have become, "How can we leverage technology? What do the data tell us? How can we help department leaders and elected officials get the data they need to make good business decisions?"

Sometimes the organization already has an HR information system (HRIS); in other cases, HR may be looking for a new HRIS to help achieve its goals. It's critical to identify the processes most in need of change.

For example, when Montgomery County, Maryland, looked at its job application process, it identified several time-consuming elements. The county receives in excess of 40,000 applications a year, and it previously relied on a manual screening process. The recruiter would review each resume that had been uploaded to determine if minimal qualifications had been met. The resumes that met the qualifications were then sent to raters in the hiring department who would assess whether or not the candidates met the required qualifications and then would rate them based on the preferred criteria. Based on the ratings, candidates were placed within a categorical ranking with applicants in the highest categorical ranking placed on the eligible list. The hiring manager would then review the eligible list to determine which candidates to interview.

Ultimately, the County's goal was to reduce the time it takes to fill a vacant position. HR considered which steps in this process could be automated and subsequently put out a request for proposals. The county selected a vendor with experience doing assessments through an online candidate qualification tool. Using this tool, a candidate fills out an online application, indicating relevant years of experience, degrees, types of jobs held, and time periods working in relevant areas. Then the system relies on the information the applicant provides and the job's predefined minimum requirements to identify qualified candidates for HR to review. HR looks at the system results to ensure that the minimum qualifications and preferred criteria match the candidate resumes.

In a highly competitive job market, the streamlined process allows HR to more quickly generate an eligibility list and deliver it to hiring managers. It also reduces the redundant work of processing, printing, copying, and/or distributing paper applications and resumes.

HR sees other advantages to the new approach. HR now works more closely with the hiring manager at the outset to find out what knowledge and skills are needed in the candidates. The automated system also eliminated the need for department raters to review and rate applications—previously, two raters may have been required to review as many as a few hundred applications.

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While staff had consistently expressed dissatisfaction with the time-consuming manual process for hiring, shifting to the enhanced candidate qualification process and system brought new challenges. Making greater use of automation often requires helping people adapt to change. Montgomery County addressed these types of concerns by first bringing various hiring departments and HR staff to the table to talk about recruitment and selection issues and concerns. The county continues to manage change through regular department feedback mechanisms and ongoing education, training, and process updates to departments.

Going forward, Montgomery County HR Strategy and Innovation Officer Kimberly Williams sees these areas as potential targets for improvement:

- Better data and analysis of the recruitment and selection process, such as applicant and hiring demographics that may assist HR and departments with recruitment strategies
- Creation of pathway programs for hard-to-recruit positions (e.g., permitting jobs)
- Onboarding process for new employees from the time the individual accepts the offer to the completion of the probationary period.

Continuous feedback from new hires, hiring managers, and HR is needed to identify changes that may create a better experience for new employees. The goal, says Williams, is to free up time so that HR can collaborate with departments, rather than be consumed by transactional processing.

Minneapolis HR leaders also describe their relationship with the Information Technology (IT) Department as a partnership. Before automating some of its transactional services, HR received up to 50 calls a day with basic questions, particularly about benefits. Using a digital platform selected by IT, the HR Service Center operates more like an internal 311 system. The platform gives callers a quick response, and also provides HR with real-time data to highlight how requests can be handled more efficiently and other areas for improvement. Since its inception in October of 2017, the HR department has fielded over 4,000 inquiries, resulting in a more positive and productive employee experience.

The bottom line for state and local governments is to leverage technology to provide more efficient service for internal as well as external customers.

GOVERNMENT'S BRAND ADVANTAGE

The idea that a government employer has a brand was a novel concept just a few years ago. Today, it is not unusual for government leaders to pay much more attention to their government's brand and how to improve it.

Local and state governments have certain advantages over most private sector employers when it comes to mission and purpose. They also have complex

problems to solve that can be appealing to impassioned workers who want to make a difference. Tech-savvy workers will find it appealing to make sense of the massive amount of data that is now available to state and local governments.

The following are some insights from the government leaders interviewed for this project:

1. "People who come to Minneapolis to work are drawn to public service," says Patience Ferguson. "The city has a newly created employment brand tagline: 'Serving Community. Building Careers.' The employment brand strategies associated with the tagline are designed to communicate a set of offerings, associations, and values that sum up the unique employer offerings of the City of Minneapolis."

2. In a highly competitive job market, the City of Denver has to stand out and get the word out about its job openings. The city's slogan, "Be a part of the city you love," is cited by many job applicants who say they wanted to do work that matters.

3. Michigan's branding efforts are working. People are embracing the message that "we're all trying to make a difference"

4. San Francisco's brand message is, "Choose purpose," says Micki Callahan. "The City/County of San Francisco is more diverse and is merit-based."

5. San Antonio received approximately 125,000 job applications in 2017 and sees itself as an employer of choice. City officials market their benefit offerings

and flexible work practices to job candidates.

6. "Our successful candidates are those who understand that it is our responsibility to leave this community better than we found it, and who are committed to doing the right thing for the right reason, for the public good," says Mary Biere, Johnson County human resources manager. [vii]

In the Metropolitan Kansas City area, Johnson County is well-known as an organization that is responsive to employees and that offers educational opportunities. Compensation is competitive—but the county has limited flexibility to compete on salary so good benefit offerings are important.

In the race to attract and retain talented employees, local and state government leaders are focused on developing a culture for excellence and a place where people can make a difference in the lives of others. They do this by the following means, among others:

- Engaging employees in meaningful ways

- Being open to change

- Leveraging technology to streamline services

- Taking initiative to increase employee satisfaction

- Offering career development and learning opportunities

- Making time for what's most important.

State and Local Employment and Benefits

State and local employment is poised for significant change over the next decade, with growth projected in total staffing. Technology will drive some revolutionary changes in particular career fields.

Since 2006, the leading growth areas for local and state employment have been in transportation (local: increased by 11.1 percent), and education (state: increased by 5.2 percent).[viii]

What is on the horizon for the next ten years? From media reports, one would expect autonomous vehicles, Uber, and similar developments to cut into staff levels needed for government fleets and related jobs. Through 2026, some positions are indeed projected to decline precipitously, such as drivers of light-duty vehicles (-16.5 percent among local staffing, -20.7 percent among state staffing). Nevertheless, together, those account for under 10,000 jobs. Most other positions in transportation or fleets are projected to increase along with the rest of the local and state employment base, with exceptions being local automotive service technicians and mechanics (-14.1 percent). Bus and truck mechanics and diesel engine specialists are expected to grow by 14.9 percent.

From 2016 to 2026, overall local government employment is projected to increase by 7.4 percent, with state government employment projected to increase by 3.8 percent. These totals include the larger segments of the workforce, such as public safety, education, and health care.

Figure 4. Projected Employment Growth through 2026

State Government	+3.8%
Local Government	+7.4%

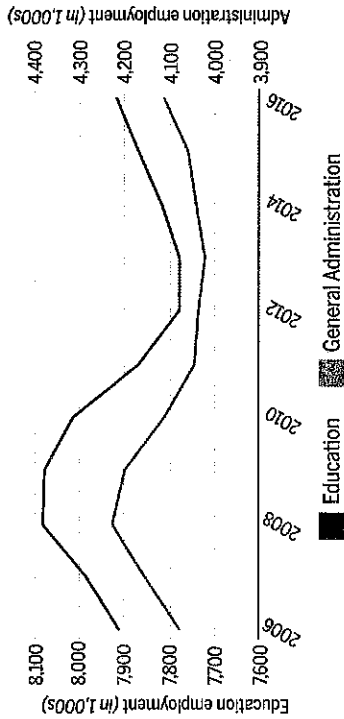**Source:** *U.S. Bureau of Labor Statistics (BLS) Current Employment Statistics*

Such changes do not necessarily reflect a historic high, as many of the affected governments had significantly lower employment in the aftermath of the Great Recession. Of the four sectors shown in Figure 5 for 2006-2016, only state education did not experience a decline in this period, increasing from 2.3 to 2.4 million employees.

In many cases, these prior declines in staffing were the result of layoffs, hiring freezes, or other efforts to reduce the number of staff or cut personnel costs. As
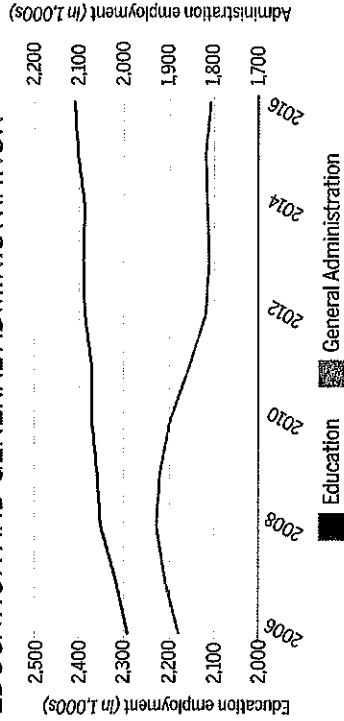
Figure 5. Local and State Employment, 2006-2016

LOCAL GOVERNMENT EMPLOYMENT:
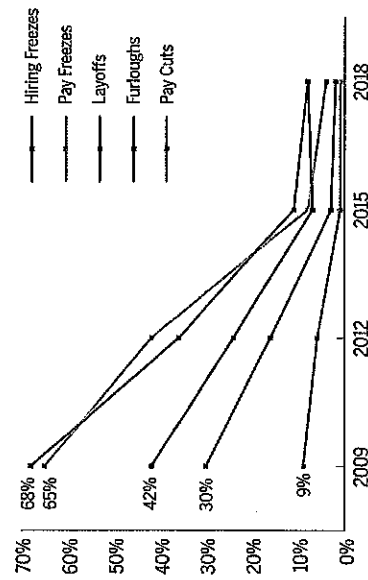### EDUCATION AND GENERAL ADMINISTRATION

Education employment (in 1,000s): 8,100 / 8,000 / 7,900 / 7,800 / 7,700 / 7,600

Administration employment (in 1,000s): 4,400 / 4,300 / 4,200 / 4,100 / 4,000 / 3,900

Years: 2006 2008 2010 2012 2014 2016

■ Education ▨ General Administration

STATE GOVERNMENT EMPLOYMENT:
EDUCATION AND GENERAL ADMINISTRATION

Education employment (in 1,000s): 2,500 / 2,400 / 2,300 / 2,200 / 2,100 / 2,000

Administration employment (in 1,000s): 2,200 / 2,100 / 2,000 / 1,900 / 1,800 / 1,700

Years: 2006 2008 2010 2012 2014 2016

■ Education ▨ General Administration

Source: *Employment data: Bureau of Labor Statistics, Employment, Hours, and Earnings from the Current Employment Statistics survey (National). Figures are not seasonally adjusted. December 2016 data based on preliminary data release as of February 15, 2017.*

the recession has passed, the share of agencies pursuing such strategies has decreased. For example, layoffs were reported by 42 percent of jurisdictions in 2009, but only 8 percent in 2018.[ix]

Figure 6. Jurisdictions reporting workforce changes implemented over the past year (detail)

— Hiring Freezes
— Pay Freezes
— Layoffs
— Furloughs
— Pay Cuts

68%
65%

42%

30%

9%

70% / 60% / 50% / 40% / 30% / 20% / 10% / 0%

2009 2012 2015 2018

Source: *State and Local Government Workforce: 2018 Data and 10 Year Trends, Center for State and Local Government Excellence*

At the same time, while the total number of those laid off or otherwise discharged spiked in 2009, the number who chose to quit state and local employment declined. Even though the number of other separations remained somewhat consistent, in 2009, 44 percent reported that their retirement-eligible employees were postponing retirement—a figure that has since fallen to 21 percent in 2018.

Figure 7. State and Local Turnover, 2006-2016

(in 1,000s): 90 / 80 / 70 / 60 / 50 / 40 / 30 / 20 / 10 / 0

2006 2008 2010 2012 2014 2016

— Layoffs and Discharges — Quits — Other Separations (e.g., retirements)
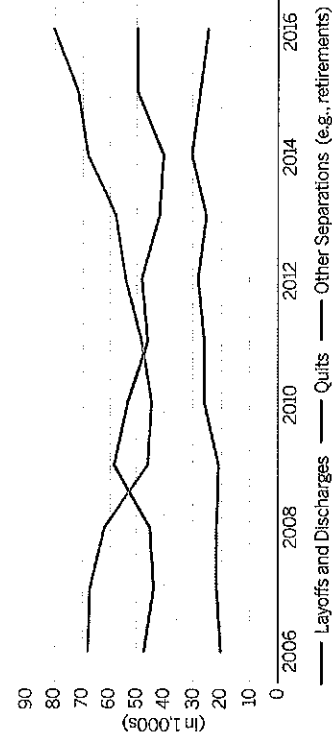
Source: *Bureau of Labor Statistics, Job Openings and Labor Turnover Survey. Figures are not seasonally adjusted. December 2016 data based on preliminary data release as of February 15, 2017.*

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In local employment, the greatest gains from 2016 to 2026 are expected to be in heavy vehicle maintenance (14.9 percent), planning (12.7 percent), subway and streetcar operations (4.4 percent), and human resources (4.1 percent). Information technology positions for network administrators and systems analysts will also be increasing (2 percent), which may be a challenge, considering that they are among the positions human resources staff identify as being hard-to-fill (see discussion accompanying Figure 8 below).

Areas of decline in local government employment may reflect changes with clerical, administrative, or corrections staffing, or expected automation impacting positions such as cashier (-0.7 percent) or meter reader (-3.4 percent). Areas of greatest decline include light vehicle mechanics (-14.1 percent), and various clerk, secretary, and support positions (led by word processors and typists, -35.6 percent).

While overall state government employment is anticipated to increase by 3.8 percent, there are declines projected in customer service (-6.6 percent), first-line supervisors of administrative staff (-7.6 percent), correctional officers (-9.8 percent), and support staff (ranging from -6.6 percent to -37.7 percent).

Clerical jobs are expected to decline significantly. Just a few years ago, the 2014-2024 projections anticipated local and state clerical employment to change by -0.8 percent and -6.8 percent, respectively. The 2016-2026 projections now show much steeper decreases of -5.9 percent and -12.1 percent, respectively.

If the most significant impacts of the recession have passed, one lingering issue jurisdictions face is how to recruit the staff they need during a time of low unemployment. Police and fire vacancies have traditionally drawn a wealth of applicants, but those positions and others that directly compete with the private sector, such as engineering, nursing, and skilled trades, are becoming harder to fill. Information technology positions are also reported as hard to fill (by 16 percent in 2015, with as many as 22 percent reporting the same for various IT specialty areas in 2018).[x]

Figure 8. 2009-2018: Hard to fill positions (detail)
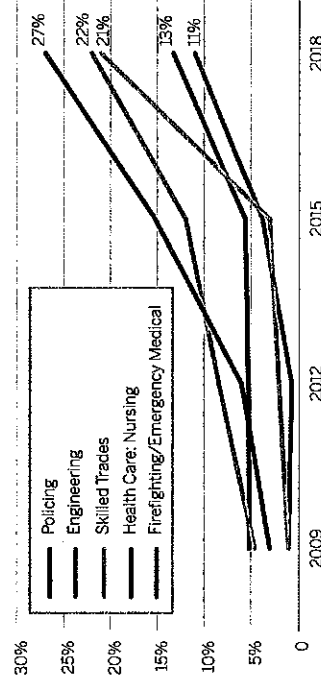
As hiring for some positions proves difficult, some government agencies are opting to fill their staffing needs via short-term contracting in the gig economy. While this approach is not practical for public safety, 20 percent of jurisdictions reported using it for office/administrative support, 12 percent for maintenance work, 9 percent for accounting, 7 percent for IT support, and 5 percent for engineering, among others.[xi]

PROJECTIONS: 2016 TO 2026

Figures in this section are from the Bureau of Labor Statistics National Employment Matrix.
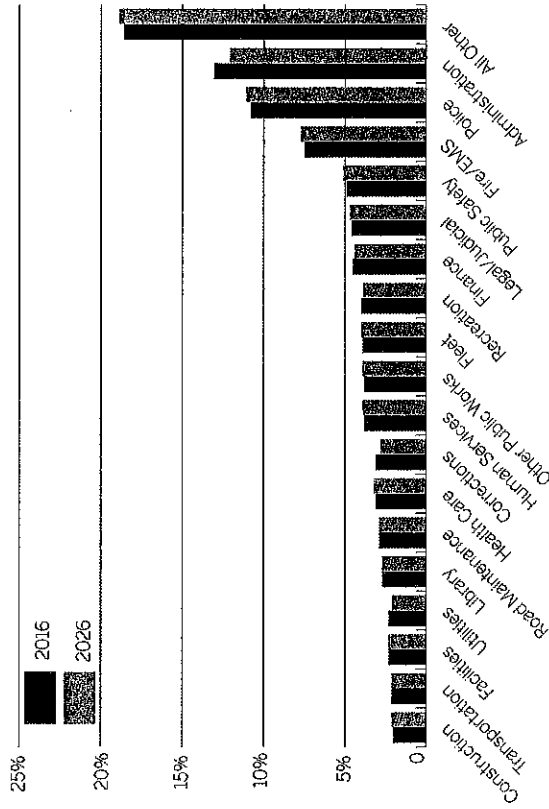
Projections by Industry

Before looking at how employment is expected to change in various fields, it is important to consider how sizeable those fields are compared to overall employment. Thus, even where there may be dramatic percentage changes in some fields, if they do not represent a significant share of total employment, they are excluded from this analysis. The same is true when looking at individual job descriptions; if the number of such local government or state government jobs nationwide is less than 10,000 individuals, it is not discussed here.

Overall local and state employment is projected to increase by 7.4 percent and 3.8 percent, respectively, but many industries are expected to vary from that average. Figures shown are for all state and local government employment except education and hospitals.

As a share of total workforce, the most significant change for local government will be in administration, which is projected to decrease from 13.1 percent of total employment to 12.1 percent. This represents a drop from 751,000 jobs to 724,400—a decrease of 3.5 percent. By contrast, utilities employment is also projected to decline (from 131,000 to 128,700 jobs—a decrease of 1.8 percent), but this represents a much smaller portion of overall local government employment (dropping from 2.3 percent to 2.1 percent of the total).

Workforce of the Future: Strategies to Manage Change

Figure 9. Local Government Employment: Percentage of Total

Legend: 2016, 2026

Categories: All Other, Administration, Police, Fire/EMS, Public Safety, Legal/Judicial, Finance, Recreation, Fleet, Other Public Works, Human Services, Corrections, Health Care, Road Maintenance, Library, Utilities, Facilities, Transportation, Construction

Figure 10. State Government Employment: Percentage of Total

Legend: 2016, 2026

Categories: All Other, Administration, Corrections, Legal/Judicial, Human Services, Health Care, Finance, Police, Information Technology, Engineering, Environment, Road Maintenance, Neighborhood Services
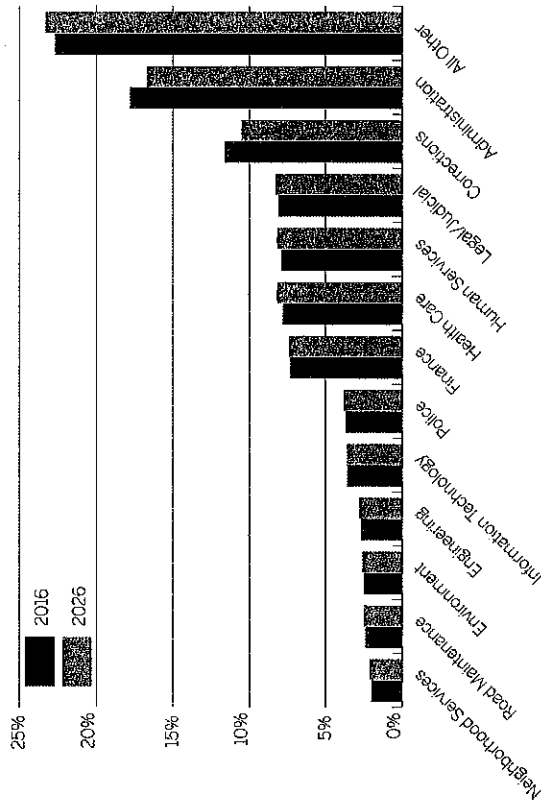
Growth industries include mapping and surveying (expected to see +14.2 percent more employees), marketing (+9.5 percent), and neighborhood services (+8.7 percent), with slower growth in information technology (+4.9 percent), finance (+3.0 percent), and recreation (+2.0 percent), and a decline in corrections (-5.8 percent) and parking (-17.0 percent).

As with local government, there is projected to be a steep decline in state government administration (from 417,400 jobs to 390,100, or -6.5 percent), but also in corrections (from 271,400 jobs to 244,900, or -9.8 percent). This would decrease their shares of total state employment, but they would remain the largest industries, surpassed only by "all other."

Growth industries in state government include fleet maintenance (+5.7 percent), scientific fields (+5.4 percent), and neighborhood services (+4.4 percent), with slower growth in legal/judicial (+2.3 percent), finance (+2.1 percent), and transportation (+1.4 percent), and a decline in food services (-3.2 percent).

Some of the industries projected to decline would be particularly impacted by automation. For example, in a 2013 study, library and traffic technicians were identified as facing 90 percent or higher probability of computerization, with bus drivers, highway maintenance workers, and parking enforcement workers close behind.[xii] Other changes in employment may relate to private sector competition (e.g., food services) or a combination of technological, political, and financial factors (e.g., administration).

Projections by Category

Another way to consider employment changes is to look across the organization at various categories of workers—including technical, professional, supervisory, management, and support staff. In both the local and state sectors, the greatest decline is predicted in clerical staffing, although at the state level, public safety and supervisory staffing are also projected to decline.

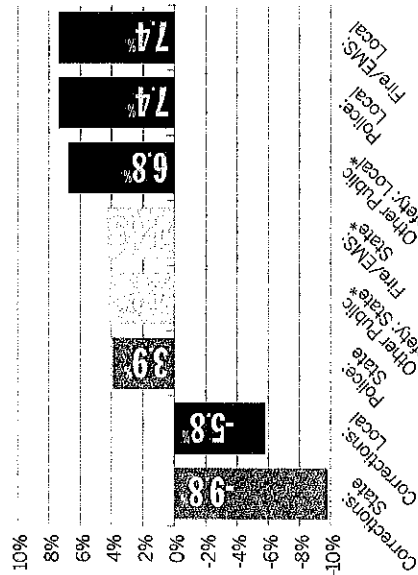**Figure 11.** Local Government Employment Change by Category, 2016-2026

Category	Percent
Inspector	7.6%
Professionals	7.2%
Technician	7.0%
Manager	6.1%
Public Safety/Corrections	5.7%
Operations	5.4%
Supervisor	5.2%
Staff	4.8%
Clerical	-5.9%
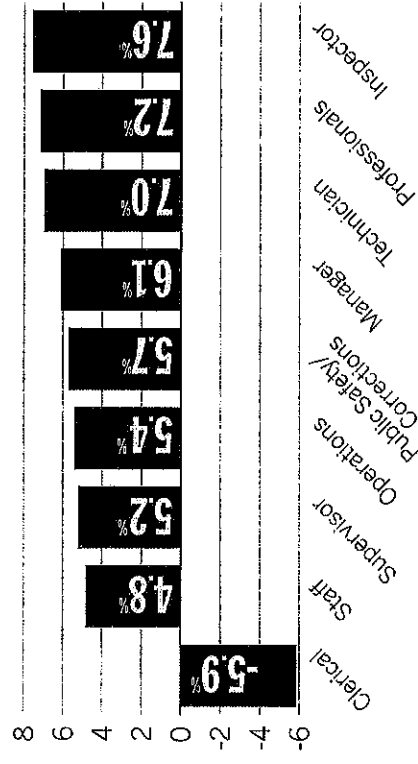
Figure 12. State Government Employment Change by Category, 2016-2026

Category	Percent
Inspector	5.5%
Technician	3.5%
Professionals	3.3%
Operations	2.6%
Staff	2.6%
Manager	2.5%
Supervisor	-3.3%
Public Safety/Corrections	-5.0%
Clerical	-12.1%
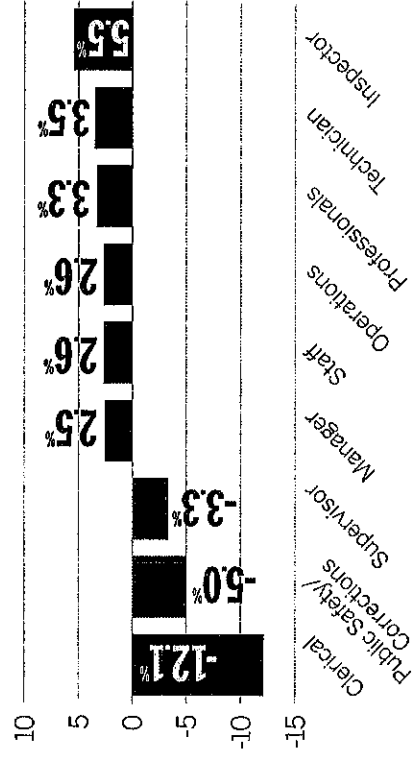
Delving into the public safety segment in more depth, one can see that local police, fire/EMS, and other public safety staff will remain in demand, but corrections employment is projected to decline for both state and local agencies. This may be a function of crime rates, shifts to private prisons, decriminalization of some drug offenses, changes in policies regarding alternative sentencing, or other factors.

Figure 13. Public Safety Employment Change, 2016-2026

Projections by Position

Considering the increasing reliance on technology, it is striking that state information technology staffing is only projected to increase by 0.5 percent. Breaking that total down further, most state IT staffing is projected to increase by 3.8 percent, but a few categories are projected to decline. The greatest decline is in computer operators, which may be more tied to legacy systems. However, in neither state nor local government is there a large number of jobs for this position description (2016: 1,600 state jobs and 2,000 local jobs).

Figure 14. State Government Information Technology Employment Change, 2016-2026

NOTE: Employment in state fire/EMS and other state public safety is less than 50,000 individuals each, and as such, does not contribute significantly to total state public safety employment.

As opposed to the decreases seen here, just two years ago, the Bureau of Labor Statistics was projecting that by 2024, state corrections staffing would increase by 1.6 percent and local corrections staffing would increase by 5.7 percent. Given the uncertainty about local, state, and federal crime and incarceration policies, these corrections figures may remain somewhat fluid.

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Breaking down the administration figures further, several specific positions are identified as decreasing:

Figure 15. Staffing, selected positions 2016-2026

	Local Employment	State Employment
Chief executive	-8.7%	-11.8%
Executive secretaries	-19.5%	-22.2%
Customer service representatives	-3.4%	-6.6%

Source: *Bureau of Labor Statistics National Employment Matrix.*

The BLS defines chief executives as those providing the highest level of management direction within their organizations, including a governor, mayor, city manager, county administrator, county commissioner, chief operating officer, commissioner of internal revenue, or "government service executive."

They attribute the projected decline among chief executives to increased efficiency through office technology and a shift toward a less hierarchical organizational structure, within which a single chief executive officer (CEO) might provide direct oversight for a wider array of services. It is difficult to say exactly where the decline would be most likely to manifest itself.

Looking at the local government sphere, for example, there are more than 20,600 cities, counties, villages, and towns, 3,600 townships, plus another 24,000 special districts (for utilities, fire protection, parks, or other services). According to the BLS, the projected decline in local chief executives is from 17,500 to 16,000 (a decline of 1,500 positions). This decrease could come from internal efficiencies (e.g., where a

large entity might currently have a chief administrative officer (CAO) and multiple commissioners, external consolidations (e.g., where a city/county/township/special district might work together under a single CAO), or some combination of the two.

State CEOs currently total 7,300, with a decline of 900 positions projected by 2026 (roughly 18 per state).

STATE AND LOCAL BENEFITS

Retirement

Traditionally, state and local governments have provided defined benefit (DB) pension plans to their employees, while private industry has either provided a defined contribution (DC) plan or no retirement benefits. Ninety-six percent of state employees are eligible for a plan, along with 90 percent of local government employees and 48 percent of private sector employees. The percentage of state and local employees participating in those plans is shown in Figure 16.

Figure 16. Retirement plans: Percentage eligible

Legend: State Government, Local Government

	Defined Benefit	Defined Contribution
State Government	76%	21%
Local Government	74%	15%
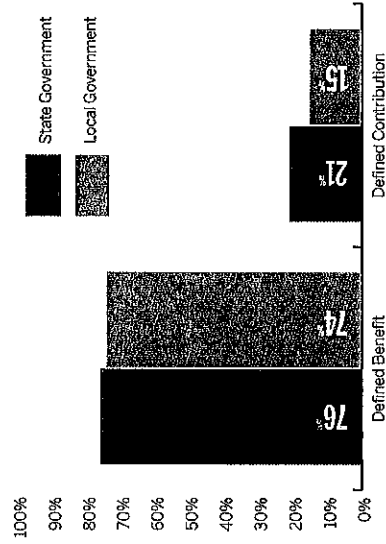
Source: *BLS National Compensation Survey, March 2017.*

Note: *In some cases, a jurisdiction may provide both a DB and a DC plan.*

Workforce of the Future: Strategies to Manage Change

For DC plans, just under half of eligible state and local employees choose to take part (yielding participation rates of 21 percent and 15 percent, respectively, of all employees).[xiii] The lower participation for DC plans may reflect employee reliance on defined benefit plans or a reticence to participate in the employee contribution that may be required under the DC plan. Some governing bodies have begun authorizing automatic enrollment provisions, which can serve to encourage DC participation and help employees save for retirement.[xiv]

Health Care

Health care benefits are also fairly common, with 96 percent of state employees and 87 percent of local government employees eligible for medical care benefits. In addition to health care benefits being more prevalent than in private industry, the share of medical premiums paid by state and local government employers is also higher than among private employers.

Paid Leave Benefits

Whereas other benefits can be tracked by both the percentage of workers eligible and the percentage participating, it is impractical to track actual participation in leave benefits, as some may be taken only sporadically (e.g., family leave, funeral leave). Figure 18 shows those shares of state and local government employees who are eligible to receive such benefits.

Sick leave is the most common form of paid leave—available to 95 percent of state government employees

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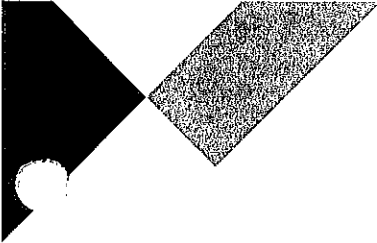**Figure 17.** Medical care benefits: Share of premiums paid by employer
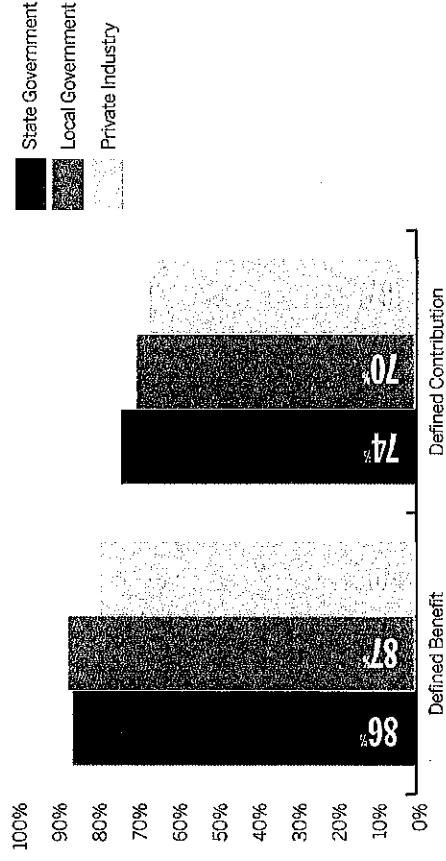
Source: BLS National Compensation Survey, March 2017.

Figure 18. Leave benefits: Percentage of employees eligible
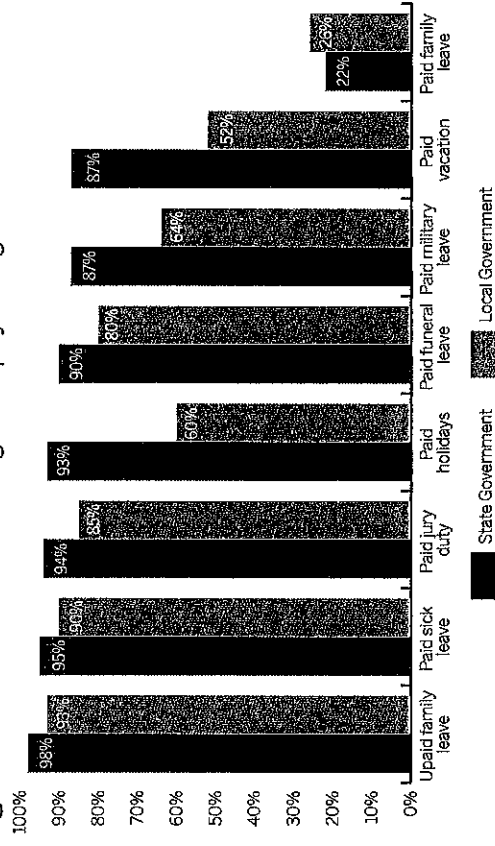
Source: BLS National Compensation Survey, March 2017.

and 90 percent of local government employees. By comparison, paid sick leave is only provided to 67 percent of private industry workers, up from just 50 percent in the 1992 to 1993 period.[xv] Paid holidays and vacation in private industry are somewhat more common, provided to 77 and 76 percent of workers, respectively—ahead of the rates for local government, but not as high as those for state government.

The average amount of paid sick leave accrued per year for state and local government workers is twelve days for full-time workers employed at least five years.[xvi] For private industry, the average is 8 days, not rising to 9 days until employees have been on staff for at least 20 years.[xvii]

Paid family leave is by far the least common leave benefit, but it has been cited by 34 percent of state and local human resource managers as an offering used to assist in employee recruitment and retention.[xviii] There is some regional variation in its spread, ranging from 37 percent in parts of the South and Midwest to 19 percent in New England and the Mountain West. By contrast, in private industry only 13 percent of employees are eligible for paid family leave, up from 11 percent in 2012.[xix]

Other Benefits

An array of other benefits may be offered, either as an additional tool for recruitment and retention or as a way to assist with employees' quality of life. Across all categories of other benefits, the percentage of state employees eligible is higher than the percentage of local employees eligible. For example, employee assistance programs are available to 93 percent of state employees and 73 percent of local employees. Childcare benefits are available to 30 percent of state employees and 9 percent of local employees.[xx] By comparison, looking at all private and public sector employees, those benefits are available to 54 percent and 11 percent, respectively. Childcare benefits include full or partial subsidy, either on or off the employer's premises.

Flexible work practices may vary in type and scope. According to a recent SLGE survey of state and local human resource professionals, 50 percent of employers offered at least some flexible scheduling (e.g., 4 days at 10 hours each), 47 percent offered flexible work hours (e.g., starting earlier or later to adjust for rush hour travel times), and 21 percent offered teleworking. Whereas BLS data show 7 percent of state employees are eligible for some form of flexible work practices and 4 percent of local employees are eligible, there are often restrictions put in place based on the type of work involved (e.g., excluding public safety, public works, health care, or education).

Experts Interviewed

CITY OF CENTENNIAL, COLORADO

Paula Gibson
Human Resources Director

CITY AND COUNTY OF DENVER, COLORADO

Karen Niparko
Executive Director, Human Resources

JOHNSON COUNTY, KANSAS

Mary Biere
Human Resources Manager

Penny Postoak Ferguson
County Manager

Leslie Fortney
Principal Human Resources Partner

Tambra Rodriguez
HR Manager focusing on Compensation and HRIS

Joe Waters
Assistant County Manager

STATE OF MICHIGAN

James Williams
Employee Engagement Manager

Michael Zingsheim
Engagement Specialist, Office of Performance and Transformation

CITY OF MINNEAPOLIS, MINNESOTA

Patience Ferguson
Chief Human Resources Officer

MONTGOMERY COUNTY, MARYLAND

Kimberly Williams
Human Resources Strategy and Innovation Officer

CITY OF SAN ANTONIO, TEXAS

Renee Frieda
Assistant Director, Human Resources

Krystal Strong
Assistant Director, Human Resources

CITY AND COUNTY OF SAN FRANCISCO, CALIFORNIA

Micki Callahan
Human Resources Director

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ix Gerald Young. *State and Local Government Workforce.*

x IPMA-HR HR2020 Task Force, *HR2020, Shifting Perspectives.*

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xii Carl Benedikt Frey and Michael Osborne, *The Future of Employment* (Oxford: Oxford University, 2013). Available at: https://www.oxfordmartin.ox.ac.uk/downloads/academic/future-of-employment.pdf

xiii Among state governments, 49 percent of employees are eligible for a defined contribution plan, with 21 percent participating, for a take-up rate of 43 percent. Among local governments, 33 percent of employees are eligible for a defined contribution plan, with 15 percent participating, for a take-up rate of 44 percent. Source: Bureau of Labor Statistics, National Compensation Survey.

xiv See related research from South Dakota, available at https://slge.org/wp-content/uploads/2018/03/AutoEnrollmentSDPE.pdf, and authorizing legislation from Georgia, available at http://www.legis.ga.gov/Legislation/en-US/display/20172018/SB/333.

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END NOTES

Workforce of the Future:
Strategies to Manage Change

October 2018

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6 Tips for Piloting New Programs

Small test-runs can help an entity avoid big mistakes, but there's an art to getting meaningful results.

BY: <u>Katherine Barrett & Richard Greene</u> | August 28, 2019

Pilot programs are a terrific way for states and localities to test-run new or experimental programs before implementing them entity-wide. But there's one caveat: If the pilot isn't set up right, the results, as we explored in <u>another column</u>, may be skewed, or even worse, misleading.

To make sure it's done right, we compiled six time-tested precepts that will guarantee the pilot produces useful results.

Avoid the Piecemeal

Each individual component of a system -- particularly a technology system -- may get through a pilot OK, but if the individual pieces don't work well together, then you could still have a failure on your hands.

For example, about a decade ago, Minnesota embarked on a $100 million license and registration system. Joel Alter, a director in the state's legislative auditor office, reports that although each component of the system was tested independently, "you have to do end-to-end testing to make sure they work together. That wasn't done."

Unfortunately, the system as a whole failed. The state is continuing to use the previous system while it begins work on an alternative. It has little to show for the $100 million spent.

Keep an Eye on the Big Picture

Pilot programs can be used to help begin major initiatives with minimal expense. Public administrators can be risk adverse, notes Bill Leighty, former chief of staff to Gov. Mark Warner. Pilots, he says, allow incremental "decision-making, which can be far more appealing to decision-makers, as they are far less risky to their careers than big bold programs."

Spread the Wealth.

Pilots should be staged so that they are reflect all the populations and regions that might use the program.

While a pilot program limited to Utah's densely populated Salt Lake City area may prove to be successful, for instance, there's no reason to have confidence that it will work well in sparsely populated portions of the state if it isn't piloted there as well. "Pilots fail because they fail to take into account the differentiation between where the pilot was done and full application," says Leighty.

A subsection of this point has to do with who is chosen to run the pilot. One particular hazard is that the departments or the communities that are used for pilots may simply be the first ones to raise their hands. As a result, they may not have the infrastructure or environment in place to give the pilot a fair chance, and so a perfectly good notion is discarded.

Get Buy-In from Lawmakers.

If legislators aren't informed and onboard before the test run, a pilot's findings can be overwhelmed by political considerations. "The analysis doesn't always carry the day at the legislature," says Larry Jacobs, director for the Study of Politics and Governance at the University of Minnesota.

This point isn't a surprise to us, given the frequency with which good solid information doesn't go far to inform policy decisions. This is especially true when the program or policy may be politically unpopular.

Be Scalable.

Those in charge of running the pilot need to make sure that -- if it works well -- the project can grow to cover the entirety of an entity. That is, if you just have a pilot without a plan for scaling it, the program is unlikely to be widely utilized.

Go With Piloting Experience.

Several experts we talked to told us that sometimes the people who are running the pilot haven't done so before. There is a science to it. Although individuals may be well-intentioned, they may be unqualified to run a pilot effectively.

This article was printed from: **https://www.governing.com/columns/smart-mgmt/gov-six-tips-piloting-new-programs.html**

Testing Period

Pilot programs don't always fly right.

BY: Katherine Barrett & Richard Greene | September 2019

Many cities have a common problem: the metal grates put around trees to protect them. As tree roots grow, they can shove up the protective material and create tripping hazards on surrounding sidewalks, opening cities to lawsuits.

Recently, Stamford, Conn., went looking for a fix to this problem. City leaders decided to try replacing the grates with a more flexible material. They found one made from recycled tires and other materials bound with moisture-cured polyurethane.

The new grates sounded like a good idea, but Erin McKenna, associate planner of Stamford's Land Use Bureau, was concerned that the new material might not hold up for more than a year or two and could wind up failing a cost-benefit test. She, as well as others in the city, decided to establish a pilot program for the project. With some 200 trees with metal grates throughout the city, officials wanted to avoid putting in an unproven material at a total cost of nearly $160,000. The pilot started with one tree and has now expanded to four more, at a cost of about $250 apiece (the vendor is sharing the expense). Not only was the pilot set up to help preclude overspending and safety hazards, it was also established to allow the city time to gauge the reaction of store and restaurant owners whose businesses fronted these trees.

Pilots—for programs ranging from a new model of fire engine to teen pregnancy prevention efforts—are an accepted management technique almost everywhere. Unfortunately, there are lots of ways to get tripped up by them.

One such way is when a portion of a town's residents are given access to the benefits of the pilot program. As officials await results on the program's efficacy, those residents can become accustomed to the idea that they will have these new goods or services forever. "I don't think citizens are aware that they're getting support from a pilot," says Marv Weidner, founder and CEO of Managing Results LLC. So, if the ultimate decision is made that permanently implementing the pilot program would be too expensive, those who've enjoyed the benefits of the new service will lose it. "This can be cruel," says Weidner, "if people are getting healthier or more self-sufficient with a pilot and then the money goes away."

In some cases, even though the pilots may be intended to help save money, they may end up being costly or set up in a way that makes it difficult to measure how well they are performing. As far back as 2008, North Carolina's Fiscal Research Division reported that the state's pilot programs had "flaws in evaluation design." These drawbacks included such managerial no-no's as a lack of controls and inadequate time frames for measuring outcomes.

Although legislation was passed in 2017 to improve the way pilots are constructed and managed, North Carolina legislators have never seemed keen to use pilots to guide action. "If they got bad news about something they wanted to try, they'd tell the assessor to go away for a while, and then they'd try it out anyhow," says John Turcotte, director of program evaluation for the state.

Many observers are particularly concerned that a pilot program that is very successful for a portion of the city, county or state—geographically or demographically—may not be scalable to the entire entity, especially if the pilot program isn't truly representative. Too often the pilot locations aren't thought through thoroughly.

It might sound like we're condemning pilot programs. That's certainly not our intent. Rather, it's to offer a series of cautionary notes. With the right planning and parameters, pilot programs can be designed in a solid way that leads to successful results.

This article was printed from: **https://www.governing.com/columns/smart-mgmt/gov-testing-period.html**

Session 6

ICMA

Three Leadership Essentials to Create and Maintain a Great Workplace

Three elements, combined with passion and wisdom, are critical to a workplace where employees willingly exert discretionary effort to help the organization succeed.

BLOG POST | Aug 1, 2019

by Valorie Waldon, SPHR, SHRM-SCP, human resource consultant, Employers Council

This post is the third part of a three-part blog series titled 'A Great Workplace Is Great for Your Local Government'.
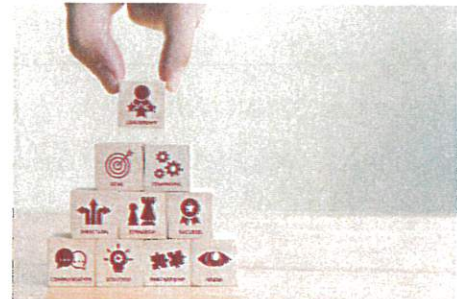
In parts one and two of this three-part series, we discussed how creating a great workplace is important to organizational success. There are three components of creating a workplace where people want to do their best work and they center on the **people**, the **communication**, and the **leadership** within the organization. Today we will look at leadership.

It's about great leaders.

While the need for great leadership may seem obvious, it is not always easy to satisfy. Organizations cannot be great places to work without leaders that intentionally exemplify the characteristics and behaviors that people want to follow. According to Gallup, managers alone determine if you have a "lousy, good, or great" culture. In other words, 70 percent of

the variance between the "lousy, good, or great" workplace cultures is found in the capabilities of the team leader.

In addition to credibility, three leadership essentials to creating and maintaining a great workplace include a future focus, prioritization of employee engagement, and creating a culture of accountability. These three elements, combined with passion and wisdom, are critical to a workplace where employees willingly exert discretionary effort to help the organization succeed.

Embrace "Future Focus."

"Future focus" requires leaders to concentrate on more than the day-to-day tactical transactions that so easily bog us down. Engaging leaders have the ability to imagine and communicate the possibilities of the future in an exciting and captivating way. These leaders not only help others see what is possible, they help them believe that it can become real, for both the organization and the individual. This can only be accomplished if the leader has credibility and passion. Once the leader is clear about the direction that the organization is headed and has articulated that vision, it is important to take stock of where the organization is now, develop a plan to address any gaps, and execute the plan. This requires the leader to capitalize on two important competencies, strategy and execution, in order to shape the future and to make things happen toward achieving that future.

Gallup research tells us that great leaders communicate where the organization has been and where it is going in a clear manner and on a consistent basis. In his book, *The Invisible Organization*, Mitch Russo explains that having a clear vision is critical for a leader who wants to achieve great things.

Prioritize employee engagement as an organizational strategy.

This does not mean that management determines the engagement program from behind the closed doors of an executive team meeting. The best engagement strategy begins at the front lines, i.e., from the bottom up, not the top down. First, find out how engaged your employees are. Since team leaders are the great variable in engagement, break the results down by manager so that each one has his or her own "team score." Managers should demonstrate transparency and share the results with the team. Then, with input from the team, develop a plan of action to move forward with team members.

Factors to work on within the context of engagement as a strategy include:

Building employee trust in leadership. This is dependent upon manager credibility and being transparent and honest with employees, as well as being inspirational and passionate about the future.

Ensuring growth and development opportunities. Development and growth are not synonymous with promotions. They have everything to do with listening to what your employees value and seek in their work lives and then, together, discovering opportunities for them.

Making work meaningful. By creating alignment between the employee's role and the goals and objectives of the organization, employees are able to see how their individual work ties into the important work of the organization.

Thinking in terms of the employee experience. Consider adopting a more holistic view of the workplace. This requires actively seeking and providing feedback, taking action on that feedback, and monitoring the results of your actions.

Create a culture of accountability from the top down.

Accountability is not just about identifying someone to take the blame when things go wrong. It is about fulfilling a commitment and delivering on a promise. It is about making sure employees clearly understand what is expected of them and that they understand the impact of either fulfilling their commitment or failing to do so. The impact of meeting the commitment might be positive for the organization and for the individual, whereas failure will have less desirable outcomes.

Pulling it all together.

To make this culture a part of everyday life, the first step is to make sure that there is clarity about what is expected. Often, employees have a more stringent expectation of themselves than leaders might have of them. The more collaborative this part of the process is, the more likely the employee will be willing to commit and, moreover, will be successful in meeting that commitment. Also be sure to explicitly ask the employee to commit to meeting the expectation.

In establishing expectations, it is important to make sure that the employee has the skills, ability, and resources to meet those expectations. If one of those elements is missing, it needs to be addressed early on. Otherwise, we are setting the individual up for failure.

Determine how you will know whether the commitment has been met. What are the measures of success? Are there deadlines, milestones, or other measurable results? What is the plan for regular check-ins and feedback regarding progress? Lay these things out at the beginning when expectations are being established.

Be clear about what the impact of successfully meeting the commitment will be on the organization. You also want the individual to understand how failing to meet the commitment will affect not only them, but also the organization, the team, or the customer.

Ask for the employee's commitment to the expectation. If they aren't able to commit, return to previous parts of the process. Is there a clear understanding about the desired outcomes? Does the employee have the needed resources and skills to be successful? Do the measurements make sense to the employee and are they realistic? Once these questions are cleared up, ask again for the employee's commitment.

Provide feedback regularly, and ask the employee for feedback regarding progress toward meeting the expectations.

Follow through with the employee whether they meet or fail to meet the commitment. If they met the commitment, reward them appropriately. If they have not, address the reasons why. It might mean they need additional training or that the assignment was not appropriate for their role. This is not punishment. It is recalibration.

Without a doubt, leaders make the difference in whether a workplace is great, good, or lousy. Credible leaders demonstrate passion, look to the future, and prioritize creating a workplace where employees want to contribute and make a difference. Employees are watching their leaders and listening to the messages that they send. Take time to make sure that the actions that you take drive the culture that you desire.

Established in 1939, Employers Council provides professional services to over 4,000 employers, helping them develop and maintain effective, successful organizations.

About the author

UPS ships case of supervisor harassment to jury

April 22, 2005

A UPS supervisor's sexually harassing conduct went unreported by fellow supervisors who saw him harass other employees. Even though the harassed employees didn't report the conduct according to the company's sexual harassment policy, the Sixth U.S. Circuit Court of Appeals (which covers KY, TN, OH, and MI) sent the case to a jury trial based on the facts that the harassment was by a supervisor *and* other supervisors should have reported the conduct. Read on to find out how employers may be held liable if their supervisors don't follow the rules.

Facts

Sandra Clark and Rhonda Knoop worked for United Parcel Service (UPS) in the claims department. Eli Brock was the department manager.

Both Knoop and Clark claimed that Brock behaved inappropriately toward them as follows:

- Brock asked Clark if she wanted some chips. When she said yes, he held the bag in front of his crotch. This happened in front of a supervisor.
- Clark was talking to her immediate supervisor over a wall partition. Brock walked up behind the supervisor and scratched the wall where Clark's breasts were on the other side. Brock and the supervisor laughed.
- On a "dress down" day, Knoop wore overalls. When Brock asked her what she was wearing underneath them, she relied, "A thong." He then grabbed her overalls in an attempt to look inside. This incident took place in front of a supervisor.

UPS began investigating Brock for making unauthorized promises to a contractor on the company's behalf. Knoop was interviewed and told the investigator about Brock's inappropriate behavior. Both Knoop and Clark then submitted written statements about Brock to the investigator. Brock resigned under threat of discharge.

A couple of months later, Knoop and Clark filed a sexual harassment claim against the company in federal district court. The district court threw out the case, and they appealed to the Sixth Circuit.

The Sixth Circuit focused on whether UPS should be held accountable for its supervisors' action. To escape that liability, the company would have to show that the employees complaining about sexual harassment didn't take advantage of the opportunity to report the conduct as outlined in the harassment policy. The court, however, said that once the employer is aware of the harassment, it must take steps to stop it:

Regardless of whether the victimized employee actively complained ... an employer will not escape vicarious liability if it was aware of the harassment but did nothing to correct it or prevent it from occurring in the future.

UPS argued that because the employees who witnessed Brock's behavior were low-level supervisors and not Brock's superiors, they weren't required to take any action to stop it.

The Sixth Circuit rejected the company's argument. The court concluded that the company's sexual harassment policy "placed a duty on *all* supervisors and managers" to report sexual harassment to the appropriate management people. The court said it was up to a jury to decide if the supervisors should have reported Brock's behavior under the policy and sent the case back to the district court. *Clark v. United Parcel Service*, No. 03-6393 (6th Cir.).

Bottom line

The effectiveness of your harassment policy depends on your supervisors and managers. Train them to report all harassment claims so your company can investigate them. If they don't report the harassment, you might be liable even if the employee who sues for harassment doesn't formally report it.

ICMA

Managing Diversity and Inclusion

Insights and Resources [PM Magazine, September 2019]

ARTICLE | Sep 1, 2019

BY JONATHAN M. FISK, GEOFFREY A. SILVERA, COURTNEY N. HAUN, JEFFREY DOWNES, NATHAN EBERLINE, AND PHILLIP SMITH-HANES

Public administrators need to not only assess their organization's level of diversity and inclusion, but also be equipped to align such efforts with their strategic goals. A recent article by a group of academic scholars (Fisk, Silvera, and Haun) has provided a framework to map and understand organizational efforts aimed at diversity and inclusion. In addition to a brief description of this framework, local government administrators (Downes and Smith-Hanes) have provided commentary on the usefulness of this framework in practice and their own strategies for improving diversity and inclusion.

Defining Diversity and Inclusion

For current purposes, diversity management can be considered a set of surface-level and deeper-level tools, rules, and policies that encourage diversity based on the presumed performance benefits associated with an inclusive workforce.[1] In short, diversity management includes a range of voluntary actions that address diversity both in long-term strategic planning and in the more short-term activities of managers and employees.[2] Organizations opt to pursue diversity and inclusion for a number of reasons[3] :

1. To deepen employees' and other stakeholders' knowledge of the backgrounds, beliefs, and values of their employees and stakeholders. Equipped with this knowledge, they can then modify their policies, practices, and programs to improve how they deliver goods and services. To satisfy goals and priorities outlined in their mission statements or strategic plans.[4]
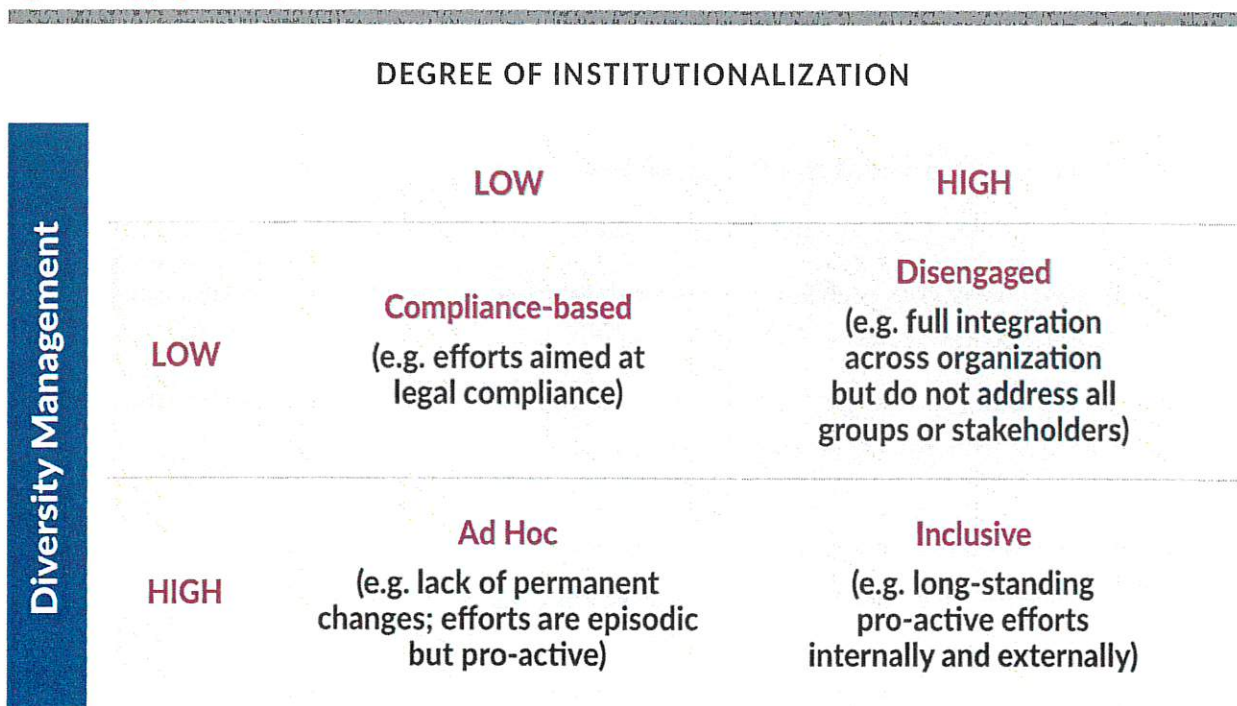
2. To satisfy applicable employment laws.
3. To increase employee engagement within the organization.[5]
4. To respond to a diversifying population of customers/residents and other stakeholders.
5. To create organizations that capitalize on the diverse collection of employees' backgrounds, knowledge, and experiences to develop greater problem-solving capacity.[6]

Thinking About Diversity in Organizations

In an article in *Public Integrity*, we described a typology of diversity and inclusion efforts in organizations.[7] The typology is intentionally nonprescriptive and does not suggest that all organizations should seek to be inclusive of all groups at all times, as organizations have various needs and goals with regard to diversity management. Instead, the typology offers administrators a tool by which to evaluate their current practices and assess whether they are appropriate to achieve their desired organizational outcomes. The typology uses the management theory of institutionalization[8] to assess the degree to which the diversity management practices become incorporated within the organization.

Figure 1 illustrates the typology of diversity and inclusion efforts by placing them in four quadrants, based on the degree of institutionalization and the degree of diversity management.

Figure 1. Mapping Diversity and Inclusion Efforts

DEGREE OF INSTITUTIONALIZATION

Diversity Management		LOW	HIGH
LOW		**Compliance-based** (e.g. efforts aimed at legal compliance)	**Disengaged** (e.g. full integration across organization but do not address all groups or stakeholders)
HIGH		**Ad Hoc** (e.g. lack of permanent changes; efforts are episodic but pro-active)	**Inclusive** (e.g. long-standing pro-active efforts internally and externally)

Acknowledgment: This figure is derived in part from an article published in Public Integrity 21:3, 286-300, June 27, 2018, by Taylor and

Compliance-based efforts are characterized by low commitment or ability to support and/or engage with the voluntary programs associated with diversity and a low degree of institutionalization. The reason may be limited financial or human capital that impedes efforts to diversify the workforce. In short, organizational efforts target legal compliance rather than efforts that go beyond compliance.[9]

Ad-hoc efforts depend on a particular employee, group of employees, or organizational unit that demonstrates a significant commitment to supporting diversity. However, because these actions are not enshrined in official organizational policy or practice, they are likely to possess a low degree of institutionalization or utilization across the organization. In other words, efforts in this quadrant are likely to be voluntary, siloed, short term, and/or temporary rather than long term, sustainable, and permanent.

Disengaged efforts are characterized by low commitment to diversity in organizations that do have well-established programs. These programs, however, are few in number and are likely operating as silos, meaning that they have very little integration across the organization despite having access to resources. For example, an organization may have an employee recruitment program for one stakeholder group, but fail to engage with other groups that it is likely to serve, or is otherwise neglected by organizational leadership.

Inclusive efforts define an organization that dedicates resources so that its efforts to improve diversity are widespread, sustainable, and designed to empower employees.[10]

Developing Diversity and Inclusion: So What?

As a first step in looking at the diversity and inclusion practices in your own organization, you can use Figure 1 to place your organization in the quadrant you feel best describes the organization as a whole. You might also use the tool to "map" administrative subunits or organizational functions as recruitment, development, performance management, and service delivery. It may also be helpful to ask these important questions:

1. Where is my organization in Figure 1? Do all members of my team feel this way?
2. Is this where we want our organization to be?
3. If not, how can we get to where we want to be?

Table 1 provides a way of organizing answers to these questions to begin the conversation and organizational self-reflection.

Table 1. Self-Assessment and Goals: Add Your Answers from Your Own Organization

	Status quo: Where are we now?	Goal: Where do we want to be?	Action plan: How do we get there?
Employee Recruitment			
Employee Retention and Development			
Employee Performance Appraisal			
Service Delivery			

Goal Identified: Now What?

A variety of mechanisms are available to organizations that seek to implement diversity programs or to move their efforts into a different quadrant in Figure 1. These mechanisms can be high-cost or low-cost, strategic or tactical, preventive or reactive. Moving from "so what" to "now what" offers organizations the opportunity to examine and consider tools that reflect their specific needs, strengths, weaknesses, and opportunities. Table 2 shows some options.

Table 2. Diversity Options

Employee Recruitment	Employee Development	Employee Performance Appraisal
Strategic partnership building, especially with groups that would not normally be part of your applicant pool (the partnership can be highlighted in announcing positions and recruiting applicants)	Employee mentorship programs targeting minority, female, or employees from other historically underrepresented groups	Data collection and analysis on: • Hours spent in trainings • Increases in knowledge, skills, abilities (as established in pre- and post-tests) • Overall number of trainings
Internships, job shadowing, and other partnerships, especially with groups that would not normally be part of your applicant pool	Trainings and other educational opportunities aimed at improving listening skills, identifying bias, or knowledge of specific stakeholder groups	Specific items/evaluative criteria in performance appraisals about intercultural knowledge, skills, and abilities
Incorporating intercultural knowledge, skills, and abilities as part of the job description	Specific cultural knowledge, skills, and abilities identified in a job analysis	Specific intercultural knowledge, skills, and abilities included in employee goal setting

Barrier analysis: why applicants from specific groups may not be applying to your organization	Barrier analysis: why employees from specific groups may not be advancing or participating in development programs in your organization	Barrier analysis: why employees from specific groups may not be scoring as high during promotional exams or performance appraisal

Perspectives from the Field

It's important to note that many of the programs described in Table 2 have significant associated costs in terms of staff time and money. While there's a business case for diversity, it may be that some organizations do not have the time or resources to support an internship program, conduct a barrier analysis, or build relationships with specific groups in the community (outside of what they already do).

Recognizing that many local governments have limited resources, we are sharing two suggestions of low- or no-cost options that are already being utilized in public sector organizations.

The Platinum Rule (by City Manager Jeffrey Downes, Vestavia Hills, Alabama). I face daily interactions with internal staff, elected officials, and external stakeholders that all have different points of view. To be a successful public servant, I have to treat every situation as unique and understand the history being brought to me on the particular interaction. Reaching into my toolkit, one of my very favorite and most productive tools is something I call the Platinum Rule.

The Platinum Rule was introduced to me very early in my career and in essence is a variation of the Golden Rule: Treat others as you would like to be treated. The Platinum Rule emphasizes that you should treat others the way *they* want to be treated.[11]

Everyone is different. Everyone has different motivators. If you understand your audience and react based upon their innate needs, you can be successful building a team or working together to accomplish many tasks. I can think of many ways exercising this rule has produced results for my team and me.

I remember hiring a very talented economic development professional who made a move from academia. He was not used to working in a bureaucratic environment where hierarchy and reporting relationships were an important context to success. His theoretical basis for

actions was accurate, but his ability to navigate the bureaucracy made for implementation issues. Understanding his mindset was important to keeping his energy and enthusiasm intact. I could not treat him as I do a 20-year government veteran; I had to understand how to create an environment unique to his needs for him to be successful.

My evaluation of the outcome of this effort was that many successful projects reached fulfillment due to adjusting my standard management based upon the unique needs of my employee. The Platinum Rule helped guide that particular challenge. Whether the situation involves a citizen complainant who is especially sensitive to noise or an elected official wanting only a concise summary of a project opportunity, I have seen success in altering my style to accommodate their needs.

How can one become proficient in using this tool? There are several ways. Simple listening without knee-jerk reactions is one way. Probing different means of motivation is another. However, when dealing with your staff or teammates, the use of training environments is most helpful. Myers-Briggs or DISC assessments completed in a nonthreatening training environment can really help in formally learning your audience.

If that information is then actually used to inform your actions, a powerful formula can be unleashed. I do not treat introverts the same way that I treat extroverts. Don't spring an idea on an introvert and expect an immediate solution. Engage a team of extroverts on brainstorming exercises in a fun environment and awesome ideas will be generated. The key here, again, is that success demands that you understand the individuals with whom you are working.

Self-Reflection and Listening (by County Administrator Phillip Smith-Hanes, Ellis County, Kansas). One route to becoming more aware, sensitive, and knowledgeable is through self-reflection and listening. One low-cost and easy way to accomplish this is to ask others about their experience and "then shut up." This requirement means shutting up not only outwardly, but silencing internal reactions as well.

Listening to others to understand their point of view can break down barriers with regard to generational differences, as well as race or gender. In fact, I had a personal experience with this earlier this year when a millennial broke down in tears in a class I was in because she felt others in the class were making (unfair and incorrect) assumptions about her based on her

age. She was genuinely hurt by the "funny" comments about millennials that those of us from older generations sometimes let fly.

The second useful tool is to do some self-work and be aware of when your own personal values are transgressed by the actions of others. For example, I was raised to believe that with hard work I can achieve anything, and excuses are not acceptable. It tends to drive me crazy when people start expressing their own victimization by an organizational environment.

I have to acknowledge that my value system is shaped by an upper-middle-class, white, Protestant, English-speaking upbringing by parents who were born into one of the most upwardly mobile generations the planet has ever seen. Not everyone has had even a fraction of the advantages I have had within the economic and political system, and I have to listen to others' stories from their perspective rather than my own.

Key Takeaways

The goal of this article is to provide insights into diversity and resources for the intentional diversification of public service organizations. We have provided an assessment tool germane to the improvement of diversity and inclusion, as well as some low- to no-cost interventions. These are designed to precipitate difficult and honest conversations, to promote organizational growth and development, and to reinforce the core values of public service.

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Connecting state and local government leaders

Inclusion Starts with Better Management— Here's What Employees Say about Making Diversity Work

SHUTTERSTOCK/PARTY PEOPLE STUDIO

By Kim Brimhall , The Conversation | SEPTEMBER 18, 2020

COMMENTARY | To fully tap into the positive outcomes of diversity, organizations need to focus on inclusion.

WORKFORCE   DIVERSITY AND INCLUSION   MANAGEMENT PRINCIPLES

Since the death of George Floyd in May, dozens of companies such as Apple, Estee Lauder and Facebook have vowed to increase diversity and inclusion in their workplaces.

The diversity part seems straightforward enough. But what's meant by inclusion?

As a social work scholar, I study how leaders create socially just, equitable and inclusive workplaces, particularly when they have a diverse workforce. A recent study I conducted with social policy scholar Lawrence Palinkas examined how employees perceive leaders who are inclusive—and those who aren't.
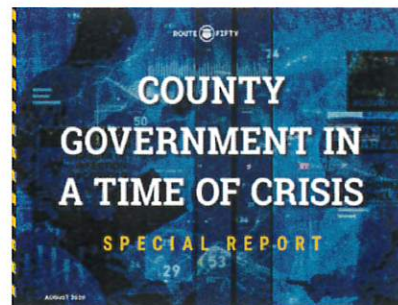
The Value of Inclusion

Companies have long focused on trying to make their workforces more diverse. But research shows that simply enhancing the representation of employees from diverse backgrounds is not enough. To fully tap into the positive outcomes of diversity, organizations need to focus on inclusion.

What does this mean?

For a start, it means ensuring all employees regardless of background feel that they are important and valued members of the team. This improves employee job satisfaction, trust, engagement, creativity, commitment and performance.

Inclusion also enhances employee well-being and can lead workers to perceive fairness in decision-making, such as when colleagues are promoted.

The U.S. Census estimates that within a couple decades over half of all Americans will be members of a racial or ethnic minority group, which means creating more inclusive workplaces will be vital to keeping their future workforces happy, engaged and productive.

So we know inclusion is good for employees and workplaces, but what is less well understood is what leaders can do to exhibit inclusiveness—the goal of our study.

Over a period of two years, we surveyed employees in a department of a large nonprofit hospital located in a diverse urban city in California. We sent them three online surveys at six-month intervals, conducted six in-person organizational observations and confidentially interviewed 20 employees from a variety of different job positions, genders and racial and ethnic backgrounds to ensure we captured a wide variety of employee perspectives.

In the one-on-one interviews, we asked employees what they believed inclusive leadership was and to provide examples of what leaders do—or do not do—to help employees feel included. Because people tend to remember negative experiences more than positive ones, we asked them to start by describing leaders who did not help them feel valued.

What a Less Inclusive Leader Looks Like

Less inclusive leaders were described as having talent blindness, meaning they were unable to recognize employees' unique strengths. They treated all employees the same regardless of how hard they worked or whether they needed additional training and did not seem to value employees for their contributions.

These leaders discouraged others from sharing their ideas or excluded employees from important meetings if they did not agree with the manager's views. Participants also described less inclusive leaders as

having a tendency to blame others when things went wrong and to create divides among employees by using "us versus them" language.

Employees described less inclusive leaders as being dishonest and unclear in their communication. One said that less inclusive leaders often talk about their values and beliefs but behaved in very different ways.

For example, employees described one less inclusive leader as always telling everyone that they are honest and transparent. However, in day-to-day interactions, they were neither.

One employee said, "the [leader] never tells me the truth. In my evaluations they say all positive things but never the things I need to work on. I know I'm not being promoted for a reason, but they just don't want to tell me. I trust the leader more if they are honest or transparent."

Leading with Inclusion

The employees described inclusive leaders, on the other hand, as leaders who act in ways that demonstrate their values and communicate openly and honestly. They treat each employee as a unique individual, recognize each person's strengths and value diverse perspectives.

One employee recalled an experience where someone on their team needed extra shifts during the holidays to afford medical care for an ill family member. Their manager brought the team together and asked if everyone would be willing to donate one of their shifts. This employee described this experience as being inclusive because the leader was sensitive to the unique needs of one of their team members, and felt that if they needed help the leader and team would do this for them.

Inclusive leaders were also described as asking others for feedback when making important decisions and providing everyone access to critical information. They encourage everyone to work together as a team and go out of their way to make sure employees of all job positions are valued and encouraged to be involved.

As companies strive to fulfill their pledges to improve workplace inclusion and decide whom to promote to leadership positions, they should bear in mind what their employees actually say about what makes someone an inclusive leader. I believe that's one of the best ways to ensure workers feel equally valued with a shared sense of purpose.

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NEXT STORY: Poorly Protected Postal Workers Are Catching COVID-19 by the Thousands. It's One More Threat to Voting by Mail.