

The background of the entire page is a close-up, slightly blurred image of the American flag, showing the stars and stripes. The flag is positioned diagonally, with the top-left corner of the image showing the blue field with white stars.

Public Service

Public Savings

A solid red horizontal bar is located below the main title.

**Case Studies in
Labor-Management
Initiatives in Four
Public Services**

By Allyne Beach with Linda Kaboolian

Acknowledgements

The following report draws on the Public Sector Labor-Management Committee's database of successful cases, some of which are included here and all of which are available on the website www.pslmc.org. Like the work it reports, the study is a collaborative effort of many organizations and talented, dedicated people who want to see this way of working succeed and inspire others to innovate and change the way they work.

The report relied heavily on the research and expertise of the AFL-CIO Working for America Institute's Executive Director Nancy Mills, Research Director Howard Wial and Communications Specialist Pat Reilly.

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—Allyne Beach

Executive Director, Public Sector Labor-Management Committee

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public service public savings

Case Studies in Labor-Management Initiatives in Four Public Services

By Allyne Beach with Linda Kaboolian



*The Public Sector Labor-Management Committee
and
The John F. Kennedy School of Government
at Harvard University*

Amalgamated Transit Union • American Association of School Administrators • American Federation of School Administrators • American Federation of State, County and Municipal Employees • American Federation of Teachers • Communications Workers of America • Council of State Governments • Government Finance Officers Association • International Association of Fire Chiefs • International City/County Management Association • International Brotherhood of Teamsters • International Federation of Professional and Technical Engineers • International Public Management Association for Human Resources • International Union of Operating Engineers • International Union of Police Associations • Laborers International Union of North America • National Association of Counties • National Association of State Retirement Administrators • National Conference of State Legislatures • National Governors Association • National League of Cities • National Public Employer Labor Relations Association • National School Boards Association • Service Employees International Union • Transport Workers Union of America • United Auto Workers • U.S. Conference of Mayors



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preface

In the public sector, the combination of cost, policy and political challenges have, perhaps, never been as severe. Therefore, tools that get results in service quality, cost effectiveness and political impact are at a premium for elected officials and managers. Union leaders feel these same pressures as well as the continuous call for privatization, and they must address the concerns, rights and fears of members. Despite its complications, cooperative labor-management relations focused on service effectiveness and quality of work life, provide, perhaps, the most effective tool available to meet the interests of both sides. Yet, it remains controversial and only occasionally utilized. New developments suggest that it merits reexamination.

Labor-management relations inevitably have an adversarial aspect and there are always situations that are not amenable to dialogue and cooperative work. However, public employees, even more so than in the private sector, want to participate in making service better and have shown that they can find ways to deliver more at less cost. They want their leaders to help them obtain those opportunities and have cooperative relations where possible (Survey and analysis by Joel Rogers and Richard Freeman, reported in *Working Together for Public Service*, pp. 50-52, U.S. Department of Labor, 1996). Despite the political and per-

sonal temptation of more adversarial relations, elected officials, administrators and union leaders can gain politically from the service, financial and workplace results of cooperation.

The selected case examples in this collection show what can be done when labor and management step away from the rhetoric, out of the spotlight of national or electoral politics, and focus on common goals, but still maintain their different perspectives. In each of these cases, service was improved, costs reduced and major complex policy problems resolved or advanced as a result of the structured labor-management dialogue.

In the mid-'90s, a Secretary of Labor Task Force identified labor-management cooperative relations of significant accomplishment, and catalogued the features that made those achievements possible. Mistrust, engendered by more recent political and related budget tensions, especially at the national level, has interfered with the use and spread of this way of working. Despite these tensions, expanded use of the labor-management tool has refined its application and has made it safer and more effective, as well as adaptable for more varied types of public service.

In work during and since that time, researchers and practitioners

have found that parties find it difficult, especially in hostile environments, to begin cooperation, but once they do, they rarely lose the ability to work more effectively together—even when electoral politics interfere. We have also learned more about how to accelerate and carry out a cooperative relationship that benefits labor, management and the community, despite hostile opposition. Even when there is competition between public employees and the private sector, public employees usually win the bid—by using cooperative methods and involving those who know the work best. Therefore, the tool of labor-management cooperation, focused on service quality and cost, and on quality of work life, deserves a renewed look. There is now a greater opportunity to safely and effectively use it if it is positioned properly as a choice and its application is refined with experience.

The “technology” for helping parties work together and gain these results has been documented and greatly advanced under the Ford-sponsored Public Sector Labor-Management Committee/Kennedy School of Government joint initiative. Using the



more standardized tools and training they have developed, and by making industry-specific, tailored consultation available, parties are better able to deal with difficult and complex issues. In this important current work, new ground has been broken by focusing parties more tightly on results, gaining progress more quickly and mitigating major risks to either's interests.

The results in the recent examples catalogued by this project are dramatic. We see large increases in student test scores, changes in teacher quality and qualifications, rapid and effective implementation of new social service mandates and reforms, millions and millions of operational savings, redeployment and retraining of employees to meet emerging needs, improved relations between police and the community, more than a tenfold improvement in DNA testing time. And we see labor and management together gaining greater funding for service priorities or capital investment through cooperative presentations to citizens and legislators. In almost every instance, these results are achieved with job security intact or enhanced, scheduling, training and other improvements, and greater community support for labor and management and their leadership.

One of the innovations suggested by the projects profiled is to embed knowledge of cooperative relationships

in the industry associations and industry unions in order to make available the knowledge and resources to engage in similar efforts. Labor-management knowledge aimed at service effectiveness then becomes a form of technical know-how passed on from professional to another interested professional. Similarly, on the union side, local affiliates that want to explore cooperative approaches can access the knowledge they need. Thus, local labor or management can learn from organizations they trust and who know their business and work environment about what kinds of problem-solving structures can work, how to engage and how to minimize risk.

Most use of labor-management cooperation relies on local interest, initiative and relationships. However, because of leadership changes at the local level, and political forces at the national level, there is a need for the presence of a steady source of information within national industry associations and unions, or through a mutually credible source of information. This can protect its use from being overtly affected by politics and leaves the labor-management option constantly available to local parties that can make use of it.

Cooperation cannot be mandated,

but it should not be precluded by leaving it to chance. By clearly endorsing the approach as legitimate and making the needed awareness and technical assistance available, no parties need sacrifice deeply held beliefs, nor abdicate their respective local or national responsibilities. In fact, the full range of both parties' political and service interests are advanced. The examples in this report should provide ample evidence that national labor and management leaders can and should ensure that this important method be available to address the challenges facing public service.

—Jonathan Brock
Associate Professor of Public Affairs
University of Washington



introduction

The Public Sector Labor-Management Committee set out in 2002 to find cooperative labor-management initiatives in four industries—education, police work, social services and water and wastewater treatment—in the hopes of discovering and disseminating their best practices to other government entities interested in improving the delivery of public services. This study has resulted in this book and a complementary website, which contains a complete database of cases and will allow the organizations to update their results over time. This book describes some of the best of these efforts and derives common lessons from them.

This collection of profiles illustrates just a few of the many public sector labor and management cooperative initiatives that are improving service delivery, cutting costs while maintaining good jobs and enhancing work environments. By forming alliances on these mutual beneficial goals, the Toledo Federation of Teachers and Toledo Public Schools have improved student test scores, Service Employees International Union, Local 790, and the Union City, Calif., Sanitary Water District have reduced costs for customers by 15 percent, Cuyahoga County, Ohio's Health and Human Services Children and Family Services Department and American Federation of State, County and Municipal Employees (AFSCME), Local 1746, have reduced employee turnover and child deaths and the Houston Police Department and the Houston Police Officers

Union (International Union of Police Associations, Local 2,) have increased police responsiveness to community concerns.

These profiles represent important developments in the labor-management approach under increasingly difficult fiscal and political circumstances. The focus of these relationships is neither the relationship itself nor solely the production process. While these projects required that the parties work with each other in different ways, drawing on new leadership skills and state-of-the-art process redesign technologies, what is more notable is that the goal of the joint effort was getting better results for taxpayers. In the best cases, labor and management leaders recognize that it is by working together to improve the product or service that they can achieve the management goals of effectiveness and efficiency and the goals of the unions, which are employment security, job enhancement, membership stability and growth. The most effective leaders—both union and management—are very aware of industry trends, sensitive to the public's needs and take the time to communicate regularly with their constituencies.

History

Most of these success stories had their beginnings in the late '90s. Some were prompted by threats of privatization or external reform, others by community pressure and some by internal desire to improve service. Some of the initiatives were outgrowths of projects started in the early and mid-'90s, when reinventing government was in vogue. The

DNA testing project in Philadelphia was an outgrowth of a citywide effort to improve services.

In the water and wastewater industry, the threat of privatization stimulated many of the labor-management cooperative efforts. In a response to a specific proposal, water departments promised to hold rates at current levels for a number of years if they could keep the work in-house (Miami-Dade, Fla., AFSCME, Local 121, and the Office and Professional Employees International Union, Local 100). Others promised to save money and improve service by competing with private industry standards (i.e. San Diego, Calif., AFSCME, Local 127, and the San Diego Municipal Employees Association).

In public education, even before the No Child Left Behind Act accelerated pressures to improve student achievement, school district labor and management leaders were working together. The national partners: American Federation of Teachers, National School Boards Association and American Association of School Administrators, working in coalitions and separately sponsored research, provided training and developed resources to help their local affiliates. At the district level, labor and management innovated with collective bargaining agreements and worked together on the core activities of curriculum and instruction: selection and implementation of research-proven reading programs and assuring teacher quality through joint peer assistance and review.



Industry Approach

Previous attempts at labor-management work have focused on geographical jurisdictions, attempting to disseminate collaborative techniques through agencies and unions in the same jurisdiction. Certainly the politics, union density and economic vitality of a specific geographic jurisdiction influence the ability for parties to cooperate and to succeed. In contrast, this work used an “industry focus.”

Looking at labor-management efforts from the perspective of an industry focuses on common conditions, constraints and external pressures. For example, conditions such as public policy, financing, national reform movements, technologies and compensation systems help identify changes in the economic, political or technical conditions of the industry, which skills are needed to do specific work, which types of products and services are involved, the method of measurement used and how the work is organized. In many ways, these conditions affect employees and managers in similar ways, creating a mutuality of interest between the parties.

Many public agencies and public managers belong to professional organizations that are formed along industry lines. These organizations assist in the dissemination of innovative practices through networks using the vehicles of professional conferences, training programs and newsletters.

The industry focus has been useful. In the area of education, we found more than 25 instances of labor-management cooperation that were focused on results. Clearly the national focus on education reform, student achievement and teacher quality and the high union density in this industry foster interest in innovation. The urban water and wastewater industry is also heavily unionized and the professional bias of the management toward public service and progressive management practices has in part led to many labor management partnerships in this industry. We have described 15. The social services industry, while strongly unionized, is under tremendous fiscal pressure, is more fragmented across jurisdictions and generally has weaker public support. Fewer and less comprehensive labor-management initiatives are found in social services. Police labor and management relationships have focused primarily on improving internal relationships. The examples in this study represent a new breed of police-union partnerships aimed at community policing. The dynamics of urban politics and focus on homeland security suggest that labor-management approaches may be even more needed in the future.

Methodology

This report does not include all labor-management cooperation in the police, education, social service and water and wastewater industries in the public sector. It only looks at labor and management efforts where the union is an affiliate of the AFL-CIO. Therefore, there are no examples of labor-management work with the National Education Association or police projects involving the Fraternal Order of Police, National Association of Police Officers, or other police associations. Projects were first identified by public interest organizations or unions that are part of the Public Sector Labor-Management Committee (PSLMC). Then professional organizations, such as the Association of Water Agencies and the Association of Sewer Agencies were polled. Some of the PSLMC organizations circulated an electronic survey. Some projects were discovered at professional or specialty conferences, such as the biannual conference sponsored by the Federal Mediation and Conciliation Service. Some projects were recommended by other projects. Information about specific sites was gathered by telephone survey between the winter 2002 and spring 2003. Both management and union representatives contributed information and reviewed these case studies. The Public Sector Labor Management website complements this study. The web format allows practitioners to give us the most up-to-date information regularly. For more information on particular initiatives and a comprehensive view of the survey, see www.pslmc.org.



Throughout this project the PSLMC has had a partner in the Public Sector Labor-Management Program at the A. Alfred Taubman Center for State and Local Government at the John F. Kennedy School of Government at Harvard University. Linda Kaboolian, the program's faculty chair, has served as a technical advisor, trainer and researcher throughout this work.

Public Sector Labor-Management Committee/Kennedy School of Government

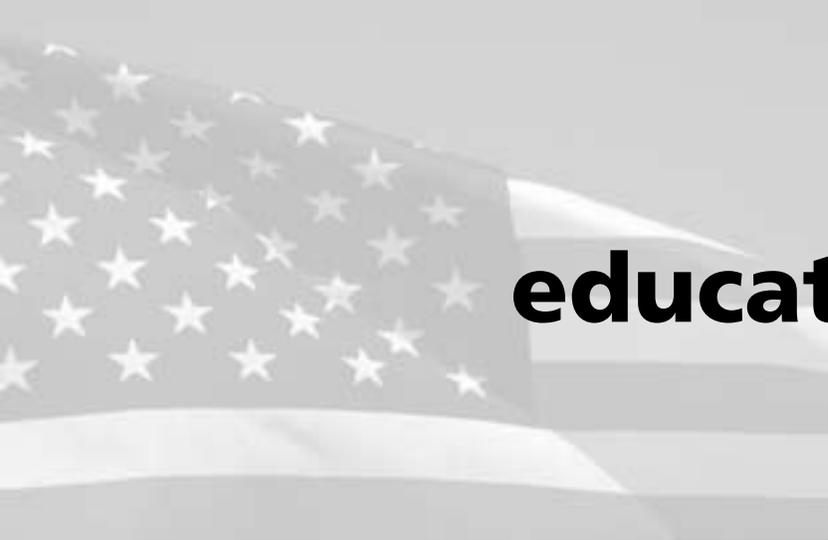
The PSLMC, (earlier known as the State and Local Government Committee) has been working to improve labor and management cooperative efforts for 18 years. For the last two and half years, the PSLMC and the Kennedy School of Government have been working to create communities of excellence in the public sectors of four industries: education, water and wastewater, social services and police. These areas were selected by the PSLMC. Over a two-year period, a series of meetings was held, usually at the

Kennedy School of Government, with labor and management representatives from each industry. Each industry meeting included three to five teams, who shared labor-management experiences and thought strategically about their relationships and their approaches to delivering service. In the case of education and water and wastewater, the smaller meetings led to more expansive discussions. PSLMC/KSG worked with the Council for Excellence in Government, the Ash Institute for Democratic Governance and Innovation, the American Federation of Teachers and the National School Boards Association in a November 2002 meeting in Toledo, Ohio, with 25 school districts from around the country. There already is a PSLMC labor-management subcommittee for education. In July 2003, a meeting was held with 13 utilities and their union counterparts. An additional PSLMC water/wastewater subcommittee is forming as a result of this meeting.

Findings

These cases show that labor and management working together on mutual goals of service can improve student achievement, cut costs of water delivery and wastewater treatment and limit child deaths from abuse while maintaining good jobs and improving the work environment. Moreover, these goals can be achieved while maintaining the underlying principles of public service—accountability, transparency and equitable service to all members of the community. And these goals can be achieved while maintaining and often enhancing workers' job skills and stabilizing union membership.

In this time of fiscal crisis and reassessment of the role of government in our society, these cases demonstrate that public servants are delivering valuable services to taxpayers with increasing efficiency under difficult conditions.



education

Teachers' Unions and School District Officials Raise the Bar on Student Achievement

Public education entities across the country—especially schools and school districts—have come under attack for a host of perceived shortcomings, including failure to raise student achievement, engage the community, build partnerships, or establish environments conducive to teaching and learning. In this era of high-stakes reform and accountability for results, making known just where and how schools and school districts are succeeding is critical to the survival of public education. Moreover, success stories can offer important examples and insights for reformers to learn new approaches to improving student achievement.

To that end, the Public Sector Labor-Management Committee (PSLMC) developed a database-driven website to profile 25 cases of union and district leadership getting reform right. While the individual stories and routes taken to reform vary widely, these cases hold in common collaborative action on the part of union leaders and school district officials, working together on behalf of students. Each story highlights how union and management representatives are jointly addressing the challenges of dwindling resources and increasing workloads to realize the mutual goal of raising student achievement.

Most of the cases we feature on the website are taking place in low-performing, urban school districts. The case studies attempt to capture the history and processes of district-union collaboration. These are vignettes of internal reform under quite difficult circumstances—rising poverty rates, shrinking budgets, eroding public support, language barriers, high teacher turnover and increasing calls for accountability. What enabled these districts to achieve against the odds were initiatives created by union leaders and school district officials working collaboratively to improve student achievement.

Accordingly, our label “success” and inclusion on the site and in this book are not based solely on increased test scores. In this book, we highlight two examples of how these labor-management collaborations have led to quantifiable improvements on assessments. For example,

- In Cerritos, Calif., sixth-grade reading scores climbed from 39 percent to 53 percent in three years.
- In Toledo, Ohio, the percentage of students passing the reading portion of state tests has gone from 37 percent to 64 percent.

Successful cases included in the database also include examples where collaborative work has led to the creation of structures that contribute to environments conducive to learning and teaching. Some of the efforts we profile focus on innovations in teacher training and evaluation; others have built parental involvement networks around learning; still others have successfully lobbied their communities for additional school resources.

In short, success includes not only increases in test scores but also establishment of the building blocks with which reform can begin and, in time, result in quantifiable increases in student learning.

The PSLMC is comprised of public sector unions and national management associations representing major stakeholders in the public school system:

- The American Federation of Teachers (AFT)
- The National School Boards Association (NSBA)
- The American Association of School Administrators (AASA)
- The American Federation of School Administrators (AFSA)
- The American Federation of State, County, and Municipal Employees (AFSCME) and
- The Service Employees International Union (SEIU)

Collectively, these organizations are committed to improving student achievement through labor-management collaborations. They offer technical assistance to support a range of local reform efforts, and advocate at the national level for increasing resources and building partnerships to improve student performance. In addition, the PSLMC partners with the Kennedy School of Government's Public Sector Labor Management Executive Program to provide an annual special session for educators on labor-management cooperation.

The American Federation of Teachers and the National School Boards Association have played leading roles on the Committee. The AFT and NSBA provided an early vision for partnership that is grounded in labor-management collaboration. They emphasized professional development as a mechanism for reform; and have identified and disseminated "best practices" for reform programs, governance arrangements and standards. The NSBA has developed a strategic approach to improving schools and provides its member states with technical assistance and research on best practices in attaining student achievement. Also, to build labor-manage-

ment networks locally, the AFT hosts an annual conference on union leadership and school reform and a bi-annual professional development conference where union leadership and their management counterparts discuss student achievement strategies. Finally, a number of the cases that follow illustrate the usefulness of the AFT's research-based Educational Research and Dissemination (ER&D) program, which focuses local reform efforts on classroom practice. NSBA also has a program to improve school performance called Key Work of School Boards.

The ABC Unified School District and ABC Federation of Teachers, AFT Local 2317, Artesia, Cerritos and Hawaiian Gardens and parts of Lakewood, Long Beach and Norwalk, Calif.

Program Goals:

The ABC Unified School District (ABCUSD) is a small urban school district that includes the cities of Artesia, Cerritos and Hawaiian Gardens and parts of Lakewood, Long Beach and Norwalk. It is on the south-east edge of Los Angeles County. The ethnically and economically diverse community is supportive of its schools. The District is governed by a seven-member Board of Education and includes 22,000 students in nineteen elementary schools, five middle schools, three comprehensive high schools, a college prep 7-12 school, a continuation high school, infant/children centers, extended-day care and an adult school. ABC has 1,170 certificated teachers and a 2.6 percent turnover rate. The District and the ABC Federation of Teachers enjoy a strong, collegial labor-management relationship. Together, they have worked on several programs to improve the teaching environment, the quality of teaching and student achievement. In the early '90s, ABC was a district with budget problems, labor strife and transient leadership. In the mid-'90s, the ABC Board of Educa-

tion trustees sought a superintendent who would work to improve labor-management relations. In 1999, they hired Dr. Ron Barnes, who is now starting his fourth year with the District. He and AFT Local 2317 President Laura Rico have developed guiding principles for improving the quality of life in the District and creating an environment of trust and respect.

The union and the ABC District now see each other as co-leaders in providing education to the community. They do not have a formal labor-management committee, but have a system that facilitates communication. They create ways to work together on projects or events that support education. The union and District sponsor annual retreats at the start of the school year. At these retreats, administrators and union representatives spend a day discussing topics of mutual interest and being briefed by the union president and the superintendent. The 2000-2003 strategic plan reflects their joint hopes for the schools. They set five goals with specific yearly targets for each of the three years of the plan. They address student achievement, quality of work life, modern facilities, professional staff and school-community partnerships.

1. To implement a world-class education system based on high expectations and common standards for all students.

2. To develop and implement systems that promote parent, student and community partnerships that result in student-centered learning environments and opportunities.
3. To improve performance by committing to provide staff development based on District priorities. To recruit and retain the highest quality professional staff for the District.
4. To establish an environment that will encourage innovation, provide flexibility to schools, ensure safety in schools and expand the customer service approach to support our school communities.
5. To modernize all schools by 2004 and provide a system of support to ensure long-term modern facilities.

About the Program:

In 1999, at the invitation of the ABC Federation of Teachers, unions officers, school board members and senior administrators met at the John F. Kennedy School of Government at Harvard University as part of its labor-management training. The ABC group established the South-Side Schools Reading Collaborative (SSSRC) to dramatically raise student achievement in six schools. This project is directed at students with low English proficiency; they constitute one-third of the student body. The six schools in the project have 50-70 percent English language learners and 10 percent special education students. In this program, teachers are funded by the District to attend special District training sessions or by the union to go out of the Dis-

trict to enhance their instructional skills. Representatives from each school visited model programs in California and Texas. The District, Local 2317 and the American Federation of Teachers convened its own reading conference in 1999 and a Leadership Institute in 2002.

The SSSRC uses a vertical team approach to provide for successful transition from elementary through high school. A staggered reading program requires teachers to teach an extra hour each day. Evening classes are held for parents. Plans are underway to start a mobile training center to bring learning opportunities to the community. A free voluntary preschool program is also in development. Monthly “progress and invention” sessions provide the leadership for the SSSRC. The specific goal for 2002-2003 is to have 95 percent of low-income students who have been in ABC for three years reading at grade level, according to the Scholastic Aptitude Test 9.

Peer Assistance and Support System: In a cooperative effort with the ABC Federation of Teachers, the District started the Peer Assistance and Support System (PASS) to assist new teachers as they work toward tenure and veteran teachers who need assistance to reach the school’s standard of effective teaching. The goal of the program is to allow “exemplary teachers to share their expertise and assist colleagues.”

Areas of focus of the PASS are: creating an effective teaching environment, organizing subject matter, plan-

ning instruction, assessing learning and continuing professional development. Participants are new teachers or veteran teachers who have received “unsatisfactory” evaluations in instruction and classroom management. A PASS council of three teachers and two administrators, who are appointed annually, governs the program. A teacher is relieved of duties to chair the council and coordinate the program, which reviews referrals of teachers for peer coaches. The council also assigns coaches to teachers and monitors their progress. It reviews all final evaluations from peer coaches and votes on recommendations for employment. It does not deal with issues of neglect of duty or misconduct. Teachers assigned to the program have the right to union representation at all meetings and can request a different peer coach.

Partners in Education and Volunteers Program: This is sometimes referred to as the Adopt-A-School Program. Started in 1999, this program initiates agreements between individual schools and local businesses that support student achievement with time and resources. Hundreds of parents, community members and businesses have become involved with the schools as mentors, guest speakers, reading partners, intern employers and project assistants. Among the District’s interim goals are increasing the involvement of business and community in learning support by 10 percent a year for three years; significantly increasing the number of volunteers in

the schools; improving the community’s assessment of the schools from 60 percent favorable to 80 percent favorable.

Professional Development: In 2002, the District aims to have 90 percent of staff participating in professional growth opportunities.

Teacher Recruitment: ABCFT and the District have jointly sponsored a Teacher Recruitment Fair annually for three years on a Saturday. In March, 50 administrators and 40 teachers worked screening, greeting and staffing information tables on teacher support opportunities, magnet programs, credentialing, fringe benefits, school/community partnerships and union membership. More than 350 teacher-applicants attended. Most of the District’s hiring resulted from this event.

Teacher Retirement Fair: In April 2000, the ABCTF and the District jointly sponsored the first Teacher Retirement Fair. Union staff and human resources personnel invited representatives from the state, Social Security Administration, AARP, Long Term Care, and Blue Cross Insurance to provide information to prospective retirees. Computers allowed teachers access to the state system so that they could estimate their retirement allowances. More than 100 teachers took part.

Progress:

The Southside Reading Project has resulted in improved reading and overall test scores. After three years, test

scores for sixth-graders have risen 39 percent to 53 percent. Three of the schools have received the governor's Performance Award for demonstrated growth in reading. It has been spotlighted on the Points of Light Foundation national website. It has recently received a Saturn Award for innovation. A video by the AFT's Research Unit will soon be distributed widely. Four ABC schools, including one in the South Side Collaborative, won "Staff Performance Incentives," one-time bonuses of \$5,000.

The Partners in Education program

has grown from 50 active volunteers to nearly 400. It has also provided teachers with opportunities for professional growth in conjunction with local business partners. The partnership works with the Cerritos Chamber of Commerce on an "externship" program in which ABC business teachers are linked with businesses to ensure that both teachers and students have current knowledge of the skills needed in the workforce.

The Cerritos Community College has established many links with ABC to coordinate curriculums to avoid duplication of learning; to coordinate

tech prep programs; to provide a teacher track program for students interested in becoming educators; and to expand college classes on the high school campuses.

Source:

Laura Rico

President ABC Federation of Teachers

Kay Jones

Director-Human Resources ABC Unified School District

Toledo Public Schools and Toledo Federation of Teachers, AFT Local 250

Program Goals:

The Toledo Public Schools serves 37,000 students at 62 sites in a city of 313,619. Enrollment has been stable for a decade, but is starting to decline. About half of the students are African American and 7 percent are Hispanic. Overall, 52 percent qualify for federally subsidized lunches but that number climbs to 70 percent at the elementary level. The district employs 2,800 teachers, with an annual turnover of about 7 percent. The district has added more than 100 regular classroom-teaching positions since the mid-'90s for the purpose of class-size reduction. Elementary classes have been gradually reduced since the 1994-95 school year, when the average size was 19 to 24 students per classroom last year. Up until the 1980s, teacher evaluations were done by school principals, who often had to evaluate areas of academic practice with which they were not familiar. The general feeling was that if teachers could manage classrooms, they could teach better. Teachers focused their concerns on their own classrooms and generally did not take responsibility for what was going on elsewhere in the school. Toledo Federation of Teachers (TFT) then-president Dal Lawrence believed that instructional leadership should be in the hands of teachers. As a union leader, he was often called upon to defend teachers in grievance situations and he was aware that he did so without knowing how they taught. He wanted teachers to take responsibility for standards of practice.

From 1972 until 1981, Dal Lawrence kept trying to introduce the idea of expert teachers working with new teachers. Finally, a lawyer representing the district, James Duggan, negotiated the addition of an intervention component to Lawrence's teacher-training idea that would address veteran teachers who were not teaching to standard. Assistant Superintendent William Lehrer and Mr. Lawrence worked together for the first 17 years of what became known as the Toledo Plan as co-chairs of its governing board.

The Toledo Federation of Teachers and the Toledo Board of Education implemented the Toledo Plan in 1981 to insure the success of teachers. It provides an Intern Program to evaluate and develop new teachers' classroom teaching performance and a peer performance review procedure to gauge whether veteran teachers' classroom performances are up to standard. Teachers who are not teaching to standard are provided with intense peer assistance and coaching to help them bring their work up to an acceptable level.

Toledo's example of peer mentoring and evaluation has received national recognition for improving teacher effectiveness. A 2001 Innovations in American Government Award from the John F. Kennedy School of Government at Harvard University and the Council for Excellence in Government enabled TPS to share the Toledo Plan with school districts throughout the nation.

About the Program:

The Toledo Plan is the result of a labor-management agreement on a peer-mentoring and evaluation plan. It identifies outstanding teachers in the system and

free them from classroom duties for up to three years to work with new teachers or to assist non-probationary teachers who have been identified as performing unsatisfactorily.

All new teachers in the Toledo Public Schools are required to attend the New Teachers Academy for five days before the start of the school year. Teachers' status is determined by an Intern Board of Review, which includes five union representatives and four management representatives. Chairmanship is rotated annually between the president of the TFT and an assistant superintendent. Interns are assigned a teacher who will work as a mentor for the purpose of professional development and evaluation during the novice teacher's first two semesters. The consulting teacher conducts a complete evaluation of the intern's progress and success in meeting the teacher-developed performance standards set by the Toledo Public Schools.

The evaluation process involves classroom observations and continuous meetings in which the intern and consultant set realistic goals for improvement based on the evaluation criteria. The consultant can use a number of different methods to help the intern reach the defined goals, such as training in classroom management techniques, sharing teaching strategies, observing other teachers, demonstration lessons and videotaping.

The consulting teacher's evaluations, at the end of each semester, are based on the intern's progress toward meeting mutually set goals. The consulting teacher makes a recommendation to the Intern Board of Review on the future

employment status of the intern teacher. Six votes of the nine-member Intern Board of Review are required to reverse a consulting teacher's recommendation. The Intern Board of Review is made up of five union representatives and four management representatives. Its chairmanship is rotated annually between the president of the TFT and an assistant superintendent. It assigns consulting teachers, approves applicable services, monitors the work of consulting teachers, reviews evaluation recommendations and manages the budget. Consulting teachers must have a minimum of five years of outstanding service. They receive an additional \$6,150 in salary and are limited to three years in the program.

The intervention component of the Toledo Plan allows the principal and/or the TFT's building committee to determine when a performance review of a teacher is necessary. The veteran teacher has the right to appeal the process.

Progress:

The Toledo Plan has seen labor and management working together to implement high teaching standards by providing individual guidance, support and evaluation of their peers. Since the Toledo Plan has been in place, there have been no labor-management disputes over teacher dismissal and the program has allowed for other joint labor-management efforts. The Toledo Plan is now widely emulated for peer review across the country.

While there has been no formal attempt to measure the impact of peer review on classroom practice due to a shortage of time and resources, both teachers and administrators say there are indications that it has improved reten-

tion. One measure of this improvement is Ohio's Report Card for Toledo. This Report Card documents dramatic improvement over the past several years, with the recently released 2001/02 Grade Card results placing the Toledo school district at an all-time high. Following are additional Grade Card results: The district has steadily increased the percentage of state achievement standards and/or growth indicators met: 37 percent in 1999/00; 41 percent in 2000/01; and 64 percent in 2001/02.

- The district met a State Report Card elementary level indicator for the first time on the sixth-grade writing test in 2002. The percentage of sixth-grade students passing the writing component of the Ohio Proficiency Test was 78 percent, up from 69 percent in 2001.
- The percentage of students passing the fourth-grade writing component of the Proficiency Test was 67 percent, an 8-percentage point gain.
- Fourth-grade reading test saw 42 percent passing, a jump from 29 percent in 2001.
- Other fourth grade test areas at an all-time high are math (34 percent), science (33 percent) and passed all attempted (17 percent).
- Other sixth-grade areas that are at or equal to all-time high scores are: math (38 percent), science (31 percent) and passed all attempted (18 percent).
- Ninth-graders achieved the highest scores ever on the citizenship (65.3 percent) and reading (82 percent) sections of the state proficiency test in 2002.

The district passage rates were the best since the test began in the early '90s. These upward trends continued in the 2002/3 school year. The Toledo Plan won the "Innovations in American Government Award" co-sponsored by the John F. Kennedy School of Government at Harvard University and the Council for Excellence in Government with funding from the Ford Foundation. The union president and former superintendent attended the Labor-Management Program to Improve Public Schools at the Kennedy School in 2001.

In the 2002 elections, the TFT, the District and local officials teamed to pass a school levy, called Issue 2 on the ballot, which will raise funds through a 4.99-mill levy and leverage state funding of \$614 million toward an \$821 million facilities plan to build 57 new school buildings and renovate seven schools, and add middle schools in five of seven learning communities. The TFT and School District in partnership with the AFT also hosted a conference of 200 educators from districts around the country to discuss peer review and other innovations through labor-management cooperation. Finally, labor and management have planned and assisted in the implementation of three charter schools, each designed for a specific hard-to-serve student population. These three schools, along with two new academies are to open in August 2003.

Source:

Francine Lawrence
President Toledo Federation of Teachers,
Local 250 (www.tft250.org)

Craig Cotner
Chief Academic Officer Toledo Public Schools



police

Police Initiatives Arm the Force for New Challenges

The breadth of labor-management relations in the police industry has been expanding beyond traditional positional collective bargaining discussions to improving police response to community needs. The complexity of policing diverse communities, the short tenure of police chiefs in urban areas and the significant political power of police unions and associations in many communities encourage a more collaborative style of management.

The Major Cities Chiefs Association has found that in city police departments with 1,000 or more officers, police chiefs have an average tenure of 2 to 3 years. Whether or not there is a formal collective bargaining law governing a particular jurisdiction, almost every major city in the United States has some sort of agreement with its police union. (Collective Bargaining Positions for Police and Fire by State, 2002, Allyne Beach, www.pslmc.org). Because it requires organizational alignment for success, labor-management collaboration has tremendous potential in lowering crime and increasing police effectiveness and police morale.

In two case studies that follow, Houston Police Department and Los Angeles Sheriff's Department with Locals 2 and 612 of the International Union of Police Associations, describe initiatives that expand the boundaries of traditional labor-management discussion. Both work to improve community-policing initiatives in their jurisdictions by putting more officers into the community and involving the community more in crime solutions. In addition, the City of Philadelphia Criminalistics Laboratory and the

American Federation of State, County and Municipal Employees, Council 47, work to streamline DNA evidence retrieval is profiled. This effort has allowed technicians to locate and retrieve samples more effectively. In 2002, 3,500 DNA tests were completed with a turnaround time of less than one month.

Increased demand for security after September 11, 2001, shifted federal law enforcement responsibility, such as in enforcement of immigration laws and prosecution of bank theft, to state and local departments. The simultaneous loss of federal funding for some law enforcement actions have put massive strains on police officers and police management. These strains are compounded by the fact that there are no federal standards regarding homeland security and there is a projected \$98 billion nationwide homeland security budget shortfall. (Emergency Responders: Drastically Underfunded, Dangerously Unprepared, Council on Foreign Relations, Inc., 2003, www.cfr.org). Despite the need for more security, there have been layoffs of police officers (Cities Confront Tough Choices as Fiscal Conditions Decline-Economic Recovery Threatened, National League of Cities, May 2003, www.nlc.org). Pending federal legislation, limiting overtime compensation could further threaten working conditions and morale. While the cooperative labor-management approach can yield some creative approaches, the incentives for labor and management to work together is uncertain.

Houston Police Department and Houston Police Officers Union, IUPA Local 2, Houston, Texas

Program Goals:

The City of Houston is the fourth largest city in the United States and its police department serves a population of 1.9 million people. The city is known for its diversity both in population and industry. The city has the fifth highest ratio of police officers to residents of the 10 largest U.S. cities.

In the 1980's, as a response to a poor relationship between the police department and the community, then-Police Chief (now Houston Mayor) Lee Brown initiated a community-policing program. The program began slowly and has grown to a nationally recognized program including: community awareness of crime prevention efforts; coordination of law enforcement activities with service providers; special programs on domestic abuse, violence and sexual assault; juvenile delinquency prevention and intervention; substance abuse prevention, intervention and treatment and gang-related crime prevention and intervention. At first there were community police offices in a few neighborhoods; now there are over 80 offices. There are advisory groups to the police department ranging from ministerial alliances and grandparents groups to cultural associations. There is specific training for police officers to help them build relationships with all members of the diverse Houston community.

About the Program:

In the mid-'90s, the Houston Police Officers Union (HPOU) began to develop a partnership with the Houston Police Department. In the beginning, discussions focused on collective bargaining issues alone. Now the relationship has matured to the point that partnering on strategic issues like community policing is possible. HPOU clearly understands the need and its leadership models strong relationships with many parts of the Houston community.

The Department and HPOU have worked jointly on several programs, such as the Police Advisory Committee, Ministers Against Crime program, and Block Organizing Neighborhood Defense (BOND). The community continues to participate in an advisory capacity to help establish standards for police services. Positive Interaction Programs (PIP) meetings are designed to encourage communication between the Department, its officers and the community. A dispute resolution process is in its initial stages. This process is being developed primarily to help resolve disputes within the department, but also to help resolve minor complaints of non-criminal activity and finally to intervene in problems in the community early enough to allow for problem solving instead of escalation to more serious activity. Both HPOU and the Department are present at almost all community events; often volunteering time to help the community.

Progress:

The Department and HPOU have been so successful in their efforts that the City had to find a way to prioritize calls

for service. The City of Houston recently established a 311 consolidated call center that provides citizens with easy access to city services 24 hours a day, seven days a week. The calls are then directed to the appropriate department. Callers are then given a tracking number to use in follow-up. This system was implemented shortly after Sept. 11, 2001, so the effectiveness is somewhat difficult to judge; although it appears to have reduced the number of non-emergency phone calls to 911.

The department and union are also working together on recruitment. They are increasing their recruitment focus on military bases. The department wants to reinstate its mentor program, which has veteran officers coaching new officers during the training period, as it was successful in improving retention.

Houston's community policing program has the longest history of similar programs. In 2003, the city's crime rate was down in the first six months. While there are many variables affecting crime, the ability of the Houston Police Department and HPOU to work collaboratively on community programs has certainly been part of their success.

Sources:

Michael Thaler
Executive Assistant Chief, Houston Police Department

Craig Newman
Houston Police Officers Union

Wayne Mosley
Houston Police Officers Union

Los Angeles County Sheriff's Department and Professional Peace Officers Association, IUPA Local 612, Los Angeles, Calif.

Program Goals:

The Los Angeles County Sheriff's Department (LACSD) is the largest sheriff's department in the world. It is responsible for the safety of 29 percent of California's residents, who live in Los Angeles County. The LACSD is divided into 10 divisions and includes a variety of specialized services. In addition to its own jurisdiction, LACSD serves 47 contract cities. This allows relatively small jurisdictions to take advantage of the most current technologies and police intervention techniques, which are generally more prevalent in large departments. The LACSD and Professional Peace Officers Association (PPOA) are committed to creating an environment between law enforcement and the community where dialogue and problem-solving are the primary methods for achieving safe neighborhoods. About the Program:

The LACSD and the PPOA are committed to community policing and have made resources available that have delivered an increase in public safety and a decline in crime. Officers have been given more manageable neighborhood assignments and have developed better communications with

the community residents. Special training on community policing practices has been given to police officers. The Los Angeles Sheriff's community policing program components are: graffiti abatement; visual environment (i.e. neighborhood cleanups); nuisance abatement; curtailment of unlawful shooting; inter-agency and inter-community networking and maintenance of equitable patrolling and community communication.

The PPOA and the LACSD effectively use labor-management meetings to resolve workplace issues and budget and program concerns. There are common concerns about sufficient staff, which have been exacerbated since Sept. 11, 2001. In the first three months after the terrorist attacks, there was an increase of 18,000 calls, which meant longer work shifts and additional requests from schools for training in emergency response.

Management and union leadership have been working on one joint solution to the staffing problem: "civilianize" 70 percent of the jail staff. To "civilianize" would mean that non-commissioned staff would primarily do custodial supervision of county inmates. This would free up more officers for patrols on the streets. It also provides a career ladder for civilian correctional staff and may help with recruitment of deputy sheriffs who prefer to go immediately to the Field Operations Region, instead of spending time in custodial duty. This could also save as much as \$14 million dollars in staffing and training costs.

In addition, the LACSD and the PPOA will be looking at working jointly on recruitment efforts for more qualified candidates. This includes the development of a public service campaign and a reward for those who help recruit staff for the Department.

Progress:

The development of this model for staffing of jails is an innovative way to increase job opportunities for the community and to get more sworn officers in the neighborhoods. It also represents an expansion of labor and management working together to solve complex problems in meeting community needs. Maintaining a strong labor-management relationship is critical as labor and management face greater terror risks, managing a community with greater fear and strained financial resources.

Source:

Paul Roller

Executive Director, Los Angeles County Peace Officers Association

Andrew Lamberto

Director of Labor Relations, Los Angeles County Sheriff's Department

American Federation of State, County and Municipal Employees, District Councils 33 and 47, Locals 2186 and 2187, and Philadelphia Police Department

Program Goals:

Philadelphia has 1.5 million residents and is both a city and county. It provides traditional municipal and county services as well as running prisons and providing public health and human services. There are 26,000 city employees; 90 percent of them are represented by American Federation of State County and Municipal Employees (AFSCME) District Councils 33 and 47, Fraternal Order of Police (FOP) and the International Association of Fire Fighters (IAFF).

After negotiations and a brief strike in 1992, the City and AFSCME DCs 33 and 47 sought to establish a productive working relationship to deal with the realities of tight fiscal restraints. The Redesigning Government Initiative (RGI) was proposed by the unions and accepted by Philadelphia officials in the 1996 collective bargaining agreement. In agreeing to this initiative, Philadelphia city officials made a commitment that barred contracting out if it led to layoffs or demotions in situations that involved RGI during the first two years of the contract. This language applies to RGI projects. These provisions were later

extended to the expiration of the contract in 2004.

The goals of the Redesigning Government Initiative in Philadelphia are to foster greater labor-management cooperation, to improve the delivery of public services to achieve economies in the cost of such services and to empower city workers to participate in decision-making concerning their jobs.

While a citywide Steering Committee of representatives of the Mayor and DCs 33 and 47 oversees the program, the day-to-day work of redesigning takes place at the department level. Teams of managers and employees work together on projects that must satisfy the "Win-Win-Win" criteria: providing something of value to the city budget, public employees and citizens.

Supported by a small grant from the Federal Mediation and Conciliation Service (FMCS), for staff persons, partial matching funds from the city, contributions from AFSCME and a donation of time from Professor Linda Kaboolian of Harvard University, RGI has been an on-going program for more than six years and proven to be a cost-effective program in many different departments.

One of the departments that adopted the RGI was the Police Department Forensic Sciences Division Laboratory, Criminalistics Unit, which was struggling to cope with a huge backlog of DNA testing and case analysis.

About the Program:

DNA testing is now a staple in police departments across the country because of the technique's usefulness in aiding positive identification. The amount of evidence being submitted to the Criminalistics Unit lab for DNA analysis has soared in the last several years. The number of DNA tests performed by the lab has increased more than tenfold, from 277 in 1996 to more than 2,500 in 2001.

The lab considered contracting out the overflow test requests, but found that the cost of having private laboratories do the testing was prohibitive. Meanwhile, the chemists in the laboratory were working mandatory overtime seven days a week and trying to hire and train additional chemists to handle the workload. AFSCME DC 47 proposed a RGI project at the lab to Deputy Commissioner Charles Brennan.

The RGI Department Committee was formed in the fall of 1999. Chief Police Inspector for Science and Communication Michael Feeney was the key management person on the committee, which ultimately approved recommendations for streamlining the lab's processes.

The committee focused on increasing the number of DNA samples processed and cases analyzed in a time frame. The goal was to reduce backlog and increase overall efficiency within the Criminalistics Unit Lab. The Committee wanted to find ways to reduce the amount of non-analytical

work that the chemists were performing so they could concentrate on analyzing samples.

The RGI Committee found that by eliminating inefficiencies in the work process, the Criminalistics Laboratory was able to reduce costs, improve working conditions and increase the productivity of the lab. There were two main areas in which they found they could streamline the process.

Lab staff identified an inefficient storage system and lengthy evidence retrieval process as a key obstacle to coping with the increased demand for DNA testing. The committee mapped and analyzed their process of evidence handling and storage.

The staff was spending a significant amount of time looking for stored evidence that was waiting for DNA analysis. Several areas posed challenges. Rape kits, which contained crime evidence, were logged manually into two separate books, resulting in a repetition of tasks. Through the mapping process, the committee also found ways to improve the evidence storage and eliminate duplicative steps.

There was a lack of space for storing physical evidence and an abundance of materials being submitted for storage. Off-site storage at times resulted in as much as a one-week delay from the time a test was requested to the time analysis could begin. The system also resulted in repetition of testing because initial test samples were not retained.

This system caused long searches for DNA materials that were to be analyzed, wasting large amounts of staff time. This translated into fewer cases being done and a backlog building up.

To address these problems, the committee instituted the following:

- Eliminated the use of the second log book, combining all required information into one book and reducing staff time required for information intake
- Added information about physical evidence to the remaining log book
- Restructured the storage systems for the rape kit and physical evidence samples
- Created a computer database that incorporated all information from the log books and previously manual records
- Identified and purchased necessary materials and implemented new systems
- Implemented a system of retaining initial test samples on physical evidence

Next the committee focused on the process for handling phone inquiries. These inquiries took time away from the work of DNA testing and case analysis. There was a high volume of repetitive phone calls with questions about services.

To address the high volume of phone inquiries on lab procedures, a comprehensive manual was written and produced for circulation; explaining all lab procedures to the users of these services. Input was sought from lab service users, all levels of lab staff and outside observers.

Progress:

As a result of the steps that were taken to streamline the DNA testing and analysis procedures, the Criminalistics Laboratory significantly reduced the time it took to locate and retrieve samples for testing and increased the amount of time chemists spent on testing and analyzing samples. This allowed the laboratory to substantially increase the volume of cases analyzed with the same resources. In calendar 2002, the lab successfully ran 3,500 DNA tests and eliminated the backlog. Turnaround time for new DNA test requests and analysis is now less than a month.

The staff's ability to analyze evidence efficiently increased while the time required for retrieval of evidence was dramatically reduced. Information regarding status of evidence processing became readily available.

By streamlining evidence retrieval from the storage and manual log system, the RGI produced the following results:

- **DNA Analysis** Reduced time to receive, log, and retrieve reference bloods from 1½ hours to a half-hour per sample on average. The Lab can now process three samples in the time it took to process one sample previously, a 200 percent increase in productivity.
- **Rape Kit Analysis** Reduced time to receive, log and retrieve samples for analysis from three hours to a half-hour per sample on average. The lab can now process six positive samples in the time it took to process one sample previously, a 500 percent increase in productivity.

- **Physical Evidence Analysis**

Reduced time to receive, log and retrieve samples for analysis from an average of 1½ hours to less than 20 minutes. The lab can now process four samples for analysis in the time it took to process one sample previously, a 300 percent increase in productivity.

There were even more benefits than just those represented by improved lab processing statistics. There was an improved relationship between labor and management as communication improved and a sense of common mission formed when members of unions and management are at the table focused on solving problems.

The RGI project process encouraged full participation from all levels of staff, which increases support for recommended changes. Finally, the success of the project has encouraged staff to continue to analyze their work and identify further efficiencies. As they move into a new and larger facility, the Forensics Division is using the RGI process to devise new evidence intake procedures.

Contacts:

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Mike Walsh
President, AFSCME, Local 2186

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Michael Feeney
Chief Police Inspector for Science and Communication

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social services

Small Investments in Social Services Make Important Gains

The difficulty of Social Services work manifests itself in a national social worker turnover rate ranging from 35 to 75 percent. In the Center for Public Service's recent report *The Health of the Human Services Workforce*, Paul Light observes:

"Unfortunately there is a vast gulf between what human service workers are asked to do and how they are equipped for that task. Much as they want to make a difference for the people they serve, many work under intense pressure with limited resources and rewards. Despite overwhelming evidence that even small investments in recruitment and retention generate significant gains for children, youth and families, these workers are asked to do more with less every year. Workloads often exceed recommended limits, turnover rates among the most qualified workers are high and human service workers describe their work as both frustrating and unappreciated."

The Center's study reveals that 98 percent of human service workers who were interviewed said that helping people is a very important or somewhat important consideration in the job. But 81 percent of respondents strongly agreed or somewhat agreed that it is easy to burn out in the work.

However, some social service agencies and worksites have pushed against the tide of work difficulty and strained financial resources. The PSLMC case studies capture some labor-management cooperative efforts to improve the health and safety of clients, decrease child deaths from abuse and neglect and stem employee turnover. The following cases represent two unions, the American Federation of State County and Municipal Employees (AFSCME) and

the Service Employees International Union (SEIU) as well as services at the state and the local level.

One of the most impressive examples of labor-management cooperation for important results is the Cuyahoga County, Ohio, Department of Human Services and AFSCME. With support from the Annie E. Casey Foundation, the Department engaged Cleveland neighborhoods in limiting cases of child abuse by creating a supportive environment for all family members. A community committee works with Department staff in developing a strategic plan for the agency. As a side note, this process was critical in allowing the important collaborative labor management approach to continue through transition to a new agency director. An Oregon State project sought to curb staff turnover and improve client service. Some agencies have reached out to the community to educate them about specific issues as well as agency programs. A few seek to prevent staff injuries in working with the mentally ill. A project in Wisconsin deals with a peer-training program to improve retention of nurses aides.

The financial support for social services has weakened, while demand for service has increased in this poor economy. There are even greater demands for documentation. This has the effect of sending over-extended social workers out of the field. All of these pressures have also strained labor-management relations and raised important questions for sustainability of these critical community services. But there is no doubt that the results of the cases described here and on the website are among the most dramatic and essential in public service.

Cuyahoga County Health and Human Services Department of Children and Family Services and American Federation of State, County and Municipal Employees, Local 1746, Cuyahoga County, Ohio

Program Goals:

Cuyahoga County, which includes the city of Cleveland, has a population of 1,381,000 and a median household income of \$28,595. The Department of Children and Family Services is the largest of its kind in Ohio. It takes care of 30 percent of the children in Ohio state custody. At the end of 2002, in an average month, the department has 800 children in protective supervision, 1,200 in emergency custody, 2,000 in temporary custody, 1,500 in permanent custody and 500 in long-term foster care. Since 1994, the number of children entering permanent custody has increased 184 percent; the number of adoptive placements has increased 250 percent. In addition to increasing in number, cases are becoming increasingly complex. Children and Family Services' mission is to assure that children at risk of abuse and neglect are protected and nurtured within a family and with the support of the community. Its goal is stabilizing and reuniting families who have been weakened through poverty, illness or crisis, resulting in children's neglect or abuse.

In 1992, the department received a grant from the Annie E. Casey Foundation to reform foster care and make it neighborhood-based. At that time, a

child from an inner city neighborhood, such as Hough, on the east side of Cleveland, might be sent 400 miles away for foster care. The first step the county agency took was to reach out to neighborhoods to establish trust for the child welfare staff. There was fear on both sides of the child welfare equation. Young middle-class caseworkers feared for their safety while poor inner city families were threatened by people from outside the community intervening in their lives.

In the late '90s, adoptions were down, the department had a logjam of caseloads, poor community relations and low employee morale. Labor-management relations were contentious and employee turnover exceeded 30 percent. In 1999, a new director, Bill Dennihan, and a new union president, Pam Brown, decided to change the way the county and American Federation of State, County and Municipal Employees (AFSCME), Local 1746, worked together. Both the union and the department were determined to improve the image of Family Services and improve service while making employees' jobs more rewarding. They did this by engaging labor in strategy planning as they worked with community organizations and businesses to move from a reactive position to a proactive one in dealing with the community's problems. Labor-management relations continue to be productive under the leadership of a new director, Jim McCafferty. Employee grievances have dropped from dozens a year to less than a handful.

The overall result is a lower turnover rate among social workers, more consistency in the handling of

cases, neighborhood-based foster care and a lower number of child deaths in the county. Child deaths went from 24 clients in 1998 to 18 in 2001 in a trend that continues downward.

About the Program:

This is a clear case where improving conditions of employment has resulted in better performance and higher quality services. One of the biggest challenges for frontline social workers in the '90s was a climate of disrespect in the community and actual danger when removing children from homes. One of the earliest accomplishments of the new labor-management partnership was getting police escorts for caseworkers asking for assistance. Though caseworkers do not generally use police escorts, there are times, particularly when there is a physical altercation in a family, when they are at increased risk. The department built neighborhood trust in several ways, but most obviously by posting offices and workers in five of the nine neighborhood jurisdictions they had identified. These assignments were made with the full cooperation of the union.

Public meetings gave community residents a chance to say how they wanted their children cared for. With state funding, the agency formed "neighborhood collaboratives," which brought together social service providers under a lead agency that would contract with the county to provide a service delivery system. For example, if a parent needed counseling, they might be referred to a neighborhood therapist with funding through Medicaid. In the neighborhoods of Hough and Glenville, large Catholic

organizations that had traditionally operated in the area brought more experienced staff and sophisticated services to the neighborhood collaborative. Service providers had to become part of a collaborative to contract with Children and Family Services.

The department created partnerships with neighborhood stakeholder groups such as family services, not-for-profit schools, rural services, including not-for-profit hospitals and clinics, private corporations and the area Workforce Investment Board. Nine neighborhood boards, which involve citizens, schools and police, work together on child protection issues. Social services and health care agencies and even small business people get involved. Hairdressers in one neighborhood contribute their services annually to prepare local schoolgirls for the prom. Community groups have come together to give parenting classes to foster parents.

The labor-management steering committee meets twice a month. In the beginning, the process had the input of the Cuyahoga County Office of Labor Relations and the Ohio State Employee Relations Board in encouraging their partnership. The parties identified issues of common concern, including worker safety, morale, case-load/workload and salary.

The job duties of social workers were upgraded, their pay was improved and a career ladder was created to expand the number of levels within the job classification. Front-line social workers were consulted about what they would change about how the department did its work. Supervisors were given extra training.

One area of particular concern was the unit that handled the round-the-clock hotline for Children and Family

Services, 696-kids. The hotline department investigates referrals of child abuse and neglect and refers families to services. The overtime for employees staffing the phones was costing the department over \$1 million a year. The union helped devise a schedule that would use flex-time to replace some of the overtime. They first asked how many people would accept a schedule change because the plan needed the buy-in of employees to accomplish the goal. It helped that this change occurred as the department was raising the salaries of workers and increasing the workforce.

In 1998, 200 more social workers were hired, bringing the workforce from 1,050 to 1,250. After the union did a study of social work in 2000, the County Commissioners voted to increase caseworkers' pay \$2 to \$2.50 an hour in 2001. The department also instituted exit interviews with departing social workers to find out why they were leaving.

The department invited members of the media to shadow social workers and understand the pressures of their jobs. It started a speaker's bureau and instituted public education and a liaison with legislators and of investigating complaints from citizens and legislators regarding the agency. A new customer service unit investigates complaints and shares the results with the complainant in a formal letter.

The department and the union are working on a strategic plan that involves issues such as: permanency for children, improved service delivery and increased community outreach. This summer, union and management members of the labor-management steering committee participated in a planning retreat.

Progress:

Social worker turnover has gone from 30 percent annually in the '90s to 8 percent today. Social workers' caseloads were reduced from an average of 35 families' cases in 1992-93 to 15 cases today and from 18 new assignments a month to between 10 and 12 a month. There have been budget constraints, which kept the positions vacated through early retirement from being filled. However, caseworkers have become more skilled at accessing risk and therefore better able to keep children in the community when appropriate. This enhanced skill has meant case loads continue to be at an appropriate level.

The number of children coming into the county's custody has decreased from 6,400 in custody in July 2001 to 4,772 today. More children experience only one placement in a foster home before going home or being adopted. There has been a decrease in the number of children placed out of county or out of state. Like others around the country, the Department has faced financial strains. However, in May, with the support of AFSCME, the largest levy in the history of the county, Issue 15, was passed for countywide services. For the time being, the Department is able to keep its staffing levels intact. There has also been a critical decrease in the amount of time cases are in intake before they are investigated. Where once cases waited for six months, cases now are opened within 60 days and moved to a service delivery unit.

Source:

Jim McCafferty
Director, Cuyahoga County Department of Human Services

Pam Brown
President, AFSCME, Local 1746

**State of Oregon
Department of Justice,
Division of Child
Support and Service
Employees International
Union, Local 503 Salem,
Ore.**

Program Goals:

Acting on a mutual goal to improve service delivery in May 2001, the Division of Child Support and Service Employees International Union (SEIU) formed a labor-management committee to improve the services and working conditions in the Division of Child Support, with its 400 employees.

The goal of the labor-management cooperation is to improve retention rates, caseload responsibility, inter-agency cooperation and customer service.

About the Program:

The Department of Justice labor-management committee began work in 1999 and in 2001 it was included in the collective bargaining agreement. A subcommittee was formed to deal with problems specific to the Division. The Department of Justice, Division of

Child Support Committee is composed of five members appointed by the union and five members of management and meets monthly. The Department of Justice provided facilitators during the start-up.

To be more responsive to citizens, child support services have been going through a decentralization process. Going from a division with 10 local offices and a central office to 16 branches, two outstations and a smaller central office. This process started in 1999 and is to be completed by the end of 2003. In addition to the "localization" process, there is another plan to blend the different work processes, such as establishing a claim, enforcing a claim, interstate claims and accounting. Performance standards for the various types of work in the Division that employees do is another topic the committee will be examining.

Progress:

The labor management committee has served as a vehicle to discuss the impact of these changes on employees and to discuss other ways to achieve mutual goals to improve child support services. The labor management com-

mittee has developed an exit interview process for those employees who leave the Division. The Committee is working to develop agreement on ways to reach the goal of returning all calls within 24 hours. The decentralization process has decreased complaints from citizens, as reported by members of the state legislature

Both SEIU and the Division have worked together on the current state budget to ensure adequate funding for child support. Management developed a strategy of not filling management vacancies; and requesting exceptions to the hiring freeze when the vacancy rate for caseload-carrying staff exceeded 6 per cent. This strategy has helped to prevent layoffs and to maintain services. The Division of Child Support budget has passed the legislature without the likelihood of layoffs and is now awaiting the Governor's signature.

Source:

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Oregon Department of Justice Division of
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water

Water and Wastewater Operations Save Money, Jobs and Time

Communities across the country are wrestling with the problem of maintaining reasonable water and sewer rates while making the investments necessary to improve water quality. The utilities represented in the following case studies and those on our website are successfully addressing this challenge in partnership with their unions. Working together, labor and management are changing the way work is done to deliver “best in class” products and services. Keys to this approach include innovating on work processes as well as maintaining a skilled public workforce.

The public sector is responsible for 90 percent of the water used in the United States. The public sector is also responsible for processing virtually all wastewater. According to year 2000 data supplied by the Bureau of National Affairs, roughly 30 percent of the 306,000-person workforce in water and wastewater is unionized. If only the country’s largest utilities are considered, the percentage is much higher. The American Federation of State, County and Municipal Employees (AFSCME) represents the largest percentage of facility employees, followed by the Service Employees International

Union (SEIU); International Brotherhood of Electrical Workers (IBEW) and Laborers International Union of North America (LIUNA). Given the relatively high union density in water and wastewater services, unions have a critical role to play in their operations and workplaces.

AFSCME generally provides services to its members through state and regional affiliates in state and regional organizations. At the national level, AFSCME has research and policy staff assigned to specific industrial sectors, including water, transportation and public works. The national staff provides research and other technical assistance to locals involved in labor management partnerships. They also work with members and other organizations to keep water services public. SEIU staff is organized by industrial sectors, too. This facilitates the development of staff expertise and industry leadership in water and wastewater issues. Both SEIU and AFSCME are affiliated with Public Services International, an organization that works with water and utility unions around the world to promote public ownership and operation of utilities.

Professional management associations also encourage best practices in water and wastewater utility management. The Association of Metropolitan Water Agencies and the Association of Metropolitan Sewerage Agencies provide management assistance, professional development and policy leadership to water and wastewater utilities. Other employer public interest organizations active in water and wastewater issues are the National League of Cities, National Association of Counties and the U.S. Conference of Mayors.

Many water and wastewater utilities in the United States have re-engineered work processes, some in response to privatization threats. What makes the cases described here and on the PSLMC website distinctive is that the re-engineering was done in coalition with unions representing employees in the workplace, forming a stronger workplace alignment for change and continuous improvement. One utility partnership—the Louisville Water Company and AFSCME 1683—is an outstanding example of strategic thinking and action. This is reflected in their internal improvement plan (in which both the union and management have their own strategic plan) to

community involvement in water rate campaigns to the bottling and free distribution of Louisville water, “Louisville Pure Tap,” at community events to increase the utility’s visibility. Their joint efforts have improved services, increased union membership and given the union a stronger voice in decision-making. Union Sanitary District and SEIU 790 have a long working relationship, dating back to 1988. From an initial focus on an internal cooperative relationship, they have expanded the focus of the labor management relationship to include work redesign resulting in a 15 percent reduction in costs, with no loss in employment.

Significant achievement is not limited to these utilities and local unions. Other innovations take the form of work and classification redesign (Phoenix, Ariz., AFSCME Local 2384; Administrative, Supervisory, Professional and Technical Employees’ Association), gain-sharing tied to work process engineering (San Diego, Calif., AFSCME Local 127 and the San Diego Municipal Employees Association), reinvesting savings from efficiencies into infrastructure (Kansas City , Mo., AFSCME Local 500).

Phoenix’s effort has resulted in \$77 million dollars in savings over the last 5 years. San Diego’s effort is a type of re-engineering where the utility’s performance matches or exceeds private sector benchmarks. AFSCME 127 and San Diego were finalists for the Innovations in Government Award. The Kansas City effort is a ten-year plan to put an anticipated \$217 million in savings back into the system infrastructure. Case studies also include discussion of employee incentive programs, like gain sharing, in which employees have received as much as an additional \$3,000 per year for top utility performance.

With Fortune magazine predicting water will be the oil of the 21st Century; these innovations are particularly worth attention.

Louisville Water Company and American Federation of State, County and Municipal Employees, Local 1683, Louisville, Ky.

Program Goals:

Through Louisville Water Company had initiated a Total Quality Organization (TQO) initiative in 1991, labor-management relations in the early 1990s has been characterized by a University of Louisville study as a “traditional adversarial model,” “often hostile.” However, the specter of privatization, led labor and management to form a partnership at the top levels of the union and facility management to drive towards quality goals and employee participation. In 1995, members of American Federation of State, County and Municipal Employees (AFSCME) Local 1683, which represented 30-40 percent of the employees, instituted mutual gains bargaining. Later that year, the company and AFSCME signed a Partnership Agreement. The agreement stated that the union was to participate in pre-decision meetings and planning at all levels of the company. It included a clause

guaranteeing the workforce that no layoffs would result from the the adoption of Total Quality Methods (reengineering) program. Still, a more balanced partnership only came about after the company invited the union to begin its own strategic planning in 1996. What is unique about this is both the union and the Water Company have their own distinct strategic plan for each organization. The union and management work together on common goals resulting from their organization’s strategic plan. The joint labor management team discussions have been assisted by neutral facilitators from the University of Louisville Labor-Management Center. Both sides came to understand that their survival as a public utility and as a union depends on the same factors: productivity, quality, customer service, process improvement; employment security for Water Company employees and membership growth in AFSCME 1683.

In February 1997, management and union leaders chartered a new labor-management team, the Decision Partners Team (DPT), to oversee implementation of the strategic plan and partnership agreement. The team developed a proposal for the implementation of six goals:

- Build a partnership for total quality
- Build trust among stakeholders
- Maintain a competitive workforce

- Increase participation of membership
- Improve customer satisfaction
- Expand the union’s workforce

Long-term goals are to:

- Identify and remove barriers for union participation as a genuine partner in decision-making.
- Expand the team’s role in strategic and operations decisions.

About the Program:

The Decisions Partners team (DPT), with help from University of Louisville facilitators, was responsible for promoting mutual understanding, insuring involvement and participation of members of Local 1683, encouraging communication and input from employees and sharing information with all employees. Some re-engineering programs require that collective bargaining issues not be discussed in this forum. In the Louisville case, discussions affecting the collective bargaining agreement were permitted but were always subject to collective bargaining and local union constitutional procedures.



Union representatives selected the level of union involvement in the process, (based on a model developed by Peter Lazes of Cornell University), and in strategic areas such as design, capital and operational plans, budgets and employee issues. In the Lazes model, the levels of involvement are defined as: informed, consulted, developers input in decision-making and involvement in final decisions. DPT members developed action plans for the union to help them attain the levels of involvement. The DPT conducts an annual review to determine the progress toward those levels and whether the union wishes to raise or scale back its involvement. The team adopted ground rules for its weekly meetings and a communications plan was adopted. An employee newsletter, *NewsLeaks*, aims to educate employees. There is a full time union quality coordinator, paid for by the Louisville Water Company to encourage and facilitate union cooperation. The union quality co-ordinator also leads the implementation of the Union Strategic Partnership Plan.

Progress:

Some of the changes that have taken place at the Louisville Water Company as a result of their labor management cooperation include: fewer grievances and arbitrations, establishment of natural work teams, increased knowledge among front-line workers, higher morale, the ability to discuss issues in a non-adversarial manner and a more competitive and efficient workforce.

There have been significant results from the partnership plan that include:

- Union President is a member of the Water Company Executive Leadership team
- Savings of \$3 million on service installation costs.
- Union membership has increased from 183 to 225 over three years.
- Less work is being contracted out.
- \$1-1.5 million has been saved in capital construction costs by the union bidding and then performing the work internally.
- The number of new service installations has increased.
- DPT reports some increases in productivity and customer satisfaction, but some may be due to other quality initiatives.
- Union membership has stronger voice in company decisions
- Improved Reward and Recognition programs

In 2000, the LWC management and Local 1683 successfully negotiated their 2000-2003 contract without attorneys at the bargaining table. Included in the contract as well as in the Water Company Strategic Partnership Plan is a commitment to move ahead with their labor management partnership. A decision was made to extend the collective bargaining agreement until 2006. LWC and AFSCME are working on developing job-skills programs for all employees. They are doing joint interviews for the hiring of new employees.

In 1998, the Louisville Water Company and AFSCME Local 1683 labor-management team were the recipients of the Kentucky Labor-Management Center Annual Award. This award honors labor-management workplace teams that have met criteria including cooperation, improving services, employee satisfaction and direct involvement of all employees.

Source:

Bill Meeks

President, AFSCME, Local 1683

John Huber

President/CEO, Louisville Water Company

Union Sanitary District and Service Employees International Union, Local 790, Union City, Calif.

Program Goals:

In January 1996, the Union Sanitary District, which employs 142 people, began a three-year process of improvement to become a high-performance public sector alternative to contract operations, privatization, consolidation or takeover. They signed a "Job Security Agreement" that included: no layoffs due to reorganization for 30 months; no increase in sewer service rates in 1997 and 1998 and no increase greater than the consumer price index in 1999; retraining, cross-training and reassignment options and severance.

About the Program:

Since 1988, the Union Sanitary District and Service Employees International Union (SEIU) Local 790 had been involved in changes that transformed the district from a rules-driven bureaucracy to one more driven by employees. Management and union worked together to redefine roles and responsibilities and revamp personnel systems. USD employs approximately 126 people.

In 1996, the union and management selected a consulting team with expertise on work redesign. The team designed a series of five large-group meetings or conferences, each focused on one element of change. Employees developed a system that analyzed areas of success and areas where improvement was needed. They also gathered information from other utilities and private sector agencies to help identify "best practices."

The agency redesign phase identified the following criteria:

1. Waste reduction
2. Customer satisfaction
3. Maximizing technology
4. Allow for natural workflow
5. Promote growth
6. Create challenging jobs

Progress:

The district met the goal of no rate increase by eliminating 16 positions, eight through attrition and eight through an early retirement program. The District now provides services for other agencies on a fee-for-service basis. This and cost-saving measures resulted in a \$2 million or 15 percent reduction in the overall operating

budget for 1998. The district has also secured no rate increases in the next three years.

The District was successful in meeting its redesign timeline for the joint labor-management effort, which has increased employee involvement and employee training. The district and SEIU Local 790 are working toward becoming an organization that focuses on customer satisfaction, understands efficient and effective work processes, involves its employees in making collective decisions and strives for continuous improvement.

The Union Sanitary District and SEIU Local 790 are committed to improving the quality of the working environment for all employees while providing a superior level of customer service. To this end, through the use of interest-based bargaining, a new three-year labor agreement incorporating organizational change and the labor-management relationship was reached in 2001.

Source:

Judi Berzon
Human Resources Administrator, Union Sanitary District

Sue Oszewski
Field Representative, SEIU Local 790



conclusions

Labor-management relationships are at a crossroads in the public sector. Severe fiscal strains at the state and local level have coincided with a shifting of program delivery and funding from the federal government to state and local governments and increasing demand for services provided by state and local government, particularly in the areas that must respond to the call for heightened security, improved education and more health care. These pressures could easily drive labor and management into fierce battles. In contrast to that dark vision, the examples described in this book and on the PSLMC website show that management and labor can work together to not only improve service, but build support with key stakeholders to create a positive alternative in the short term and for the future.

Looking across the industries and over the life of these projects, lessons emerge:

- Public services increasingly exist in competitive industries affected by distinct economic, political and technological forces. Labor and management teams learning together about the forces that affect their industry and the possible avenues of innovation is a powerful way to identify mutual interests.
- Successful programs come from a careful analysis of the “drivers” of poor service as opposed to analysis of individual behavior. Leaders of successful efforts approached problems from a “systems “ perspective, examining root causes of problems rather than symptoms.
- Much of the internal innovation emerged from training programs, i.e. peer mentoring or front line workers redesigning the work process. Employees directly involved in the work will contribute many original insights, if asked.
- Unions and union leadership can survive and blossom in these initiatives. To capitalize on opportunities, it is important to have a distinct union agenda and know clearly what decisions the union should involve itself with and which should be left to management and also what resources are needed to implement union decisions.
- Working together requires different skills for both union and management leaders. Because joint programs often involve changes in the workplace, clear and constant communication between the parties and within the parties is critical to maintain personal and organizational integrity.
- Labor-management efforts are most successful when supported by training in joint problem solving, mutual gains negotiation and other skills. In addition, neutral facilitation by third parties has contributed greatly to new endeavors.
- While labor and management may have some problems in common, union and management leaders represent distinct institutions. These differences can be beneficial, allowing each party to take separate actions in support of the mutual work. For example, union as advocacy organizations can aggressively and publicly push issues while management can determine the allocation of resources internally.
- To retain the franchise on public services, management and unions must reach out to the community. Many labor leaders and managers are already doing this separately. When they act together, the effort has increased impact. Witness the labor and management efforts for levies, bond issues and legislative action. Real involvement of citizens is the principal way to insure that services are accountable and meaningful to them.

It is a generally accepted notion that the difference between the public sector and the private sector is cost effectiveness. However, the PSLMC would argue that when it comes to improving the public or private processes, there is very little difference. Change is difficult, whether public or private, and is fraught with the same resistance and fears. In these profiles, we see that it is only successful with leadership and determination in any sector. The key



distinction between the public and private sector is not process, it is the constituency served. Private sector organizations serve a specific niche or market. The public sector must serve everyone and it often must satisfy conflicting interests. It delivers water to rural, urban, desert and wetland; it provides education to the gifted, those

with special needs and those with average ability. Police can't choose whom to protect. Social services must be there for every child and family.

The delivery of government services is much more complex than a private venture. To deal with these complex problems, one needs many perspectives and the involvement of different stakeholders. Ultimately, the

reason labor-management cooperation is so important to effective and efficient government is that it requires all the major stakeholders to be a part of the design and implementation of the work. Public services that meet the complex and contradictory needs of its citizens strengthen our society and our future.



labor-management initiative profiles

Available at: www.pslmc.org

Education

California

James A. Foshay Learning Center and Los Angeles Unified School District and United Teachers of Los Angeles and Urban Learning Center, Los Angeles, Calif.

Petaluma City Schools and Petaluma Federation of Teachers, AFT Local 1881, Petaluma, Calif.

San Francisco Unified School District and United Educators of San Francisco, San Francisco, Calif.

The ABC Unified School District and ABC Federation of Teachers, AFT Local 2317, Artesia, Cerritos and Hawaiian Gardens and parts of Lakewood, Long Beach and Norwalk, Calif.

Colorado

Douglas County School District and Douglas County Federation of Teachers, AFT Local 2265, and Douglas County, Colo.

Illinois

Belleville Public Schools and Belleville Federation of Teachers, Local 673, Belleville, Ill.

Chicago Public Schools and Chicago Teachers Union, Chicago, Ill.

Indiana

Anderson Community School Corporation and Anderson Federation of Teachers, AFT Local 519, Anderson, Ind.

Kansas

Wichita Public Schools and United Teachers of Wichita, AFT Local 725, Wichita, Kans.

Louisiana

New Orleans Public Schools and United Teachers of New Orleans, AFT Local 257, New Orleans, La.

Massachusetts

Boston Public Schools and Boston Teachers Union, Local 66, Boston, Mass.

Michigan

Taylor School District and Taylor Federation of Teachers, AFT Local 1085, Taylor, Mich.

Minnesota

Minneapolis Public Schools and Minneapolis Federation of Teachers and Educational Assistants, AFT Local 59, Minneapolis, Minn.

St. Paul Public Schools and St. Paul Federation of Teachers, AFT Local 28, St. Paul, Minn.

Missouri

St. Louis Public Schools and St. Louis Federation of Teachers, AFT Local 1220, St. Louis, Mo.

New Hampshire

Nashua School District and Nashua Teachers' Union, AFT Local 1044, Nashua, N.H.

New Jersey

Perth Amboy Public Schools and Perth Amboy Federation of Teachers, AFT Local 857, Perth Amboy, N.J.

New York

Rochester City School District and Rochester Teachers Association, Rochester, N.Y.

Ohio

Cincinnati Public Schools and Cincinnati Federation of Teachers, AFT Local 1520, Cincinnati, Ohio

Cleveland Municipal School District and Cleveland Teachers Union, AFT Local 279, Cleveland, Ohio

Toledo Public Schools and Toledo Federation of Teachers, AFT Local 250, Toledo, Ohio

Oklahoma

The Oklahoma City Schools and Oklahoma City Federation of Teachers, AFT Local 2309, Oklahoma City, Okla.

Pennsylvania

The Pittsburgh School District and Pittsburgh Federation of Teachers, Pittsburgh, Pa.

Rhode Island

Rhode Island Department of Education and Rhode Island Federation of Teachers and Health Professionals and Rhode Island Human Resource Investment Council Providence, R.I.

Wisconsin

Jefferson School District and Wisconsin Federation of Teachers, Jefferson, WI

Police

California

The Los Angeles County Sheriff's Department and Professional Peace Officers Association, IUPA Local 612, Los Angeles, Calif.

Pennsylvania

Philadelphia Police Department and American Federation of State, County and Municipal Employees, District Council 47, Locals 2186 and 2187, Philadelphia, Pa.

Ohio

Springfield Police Department and Springfield Police Patrolman's Association, IUPA Local 25, Springfield, Ohio

Texas

Houston Police Department and Houston Police Officers Union, IUPA Local 2, Houston, Texas



Social Services

California

Los Angeles County Department of Public Social Services and Service Employees International Union, Local 660, Los Angeles, Calif.

Riverside County Department of Public Social Services, Service Employees International Union, Local 1997, and Laborers International Union of North America, Local 777, Riverside, Calif.

Illinois

Illinois Department of Human Services Office of Developmental Disability, Office of Mental Health and American Federation of State, County and Municipal Employees, Council 31, the Illinois Nurses Association, the Illinois Federation of Professional Employees

Illinois Department of Human Services, Bureau of Disability Determination Services and, American Federation of State, County and Municipal Employees, Council 31

New York

Chautauqua County and Civil Service Employees Association, Unit 6300, Chautauqua County, N.Y.

Oswego County Department of Human Services and Civil Service Employee Assistance, AFSCME, Local 1000, Oswego County, N.Y.

Ohio

Cuyahoga County Health and Human Services Department of Children and Family Services and American Federation of State, County and Municipal Employees, Local 1746, Cuyahoga County, Ohio

Oregon

Department of Justice, Division of Child Support and Service Employees International Union, Local 503, Salem, Ore.

Wisconsin

Wisconsin Department of Health and Human Services Central Wisconsin Center and American Federation of State, County and Municipal Employees, Council 24, Local 634, Madison, Wis.

Water

Arizona

City of Phoenix Water Services Department, American Federation of State, County and Municipal Employees, Local 2384, and Administrative, Supervisory, Professional, Technical Employees Association, Phoenix, Ariz.

California

City of Los Angeles Department of Public Works, Bureau of Sanitation, and Service Employees International Union, Local 347, Los Angeles, Calif.

City of San Diego Wastewater Department and American Federation of State, County Municipal Employees, Local 127, and San Diego Municipal Employees Association, San Diego, Calif.

Los Angeles Department of Water and Power and International Brotherhood of Electrical Workers, Local 18, Los Angeles, Calif.

Union Sanitary District and Service Employees International Union, Local 790, Union City, Calif.

Florida

Miami-Dade County Water and Sewer Department and American Federation of State, County and Municipal Employees, Local 121, and Government Supervisors Association of Florida, Local 100, Dade County, Fla.

Iowa

Des Moines Water Works and American Federation of State, County and Municipal Employees, Council 61, Local 3673, Des Moines, Iowa

Kentucky

Louisville Water Company and American Federation of State, County and Municipal Employees, Local 1683, Louisville, Ky.

Maryland

Anne Arundel County Bureau of Utility Operations and American Federation of State, County and Municipal Employees, Local 582, Anne Arundel County, Md.

Minnesota

Saint Paul Regional Water Services and American Federation of State, County and Municipal Employees, Council 14 and Laborers International Union of North America, Local 132, Saint Paul, Minn.

Missouri

Kansas City Water Services Department and American Federation of State, County and Municipal Employees, Local 500, Kansas City, Mo.

Ohio

City of Akron Public Utilities Bureau and American Federation of State, County and Municipal Employees, Local 1360, and Civil Service Personnel Assoc., Akron, Ohio

Texas

Austin Water and Wastewater Treatment Programs and American Federation of State, County and Municipal Employees, Local 1624, Austin, Texas

Utah

Salt Lake City Corp. Water Department and American Federation of State, County and Municipal Employees, Local 1004, Salt Lake City, Utah

Washington

King County Wastewater Treatment Division and Teamsters, Local 117, King County, Wash.



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