

IPA

INTERGOVERNMENTAL PERSONNEL ACT

The 1970 Intergovernmental Personnel Act (IPA) is a new and highly-promising approach to the growing problems facing government at all levels. It addresses itself to the very foundation of governmental operations—the people who do the day-to-day work—to enable them to serve their states and localities in a more effective way.

IPA is based on the concept that understanding between different levels of government is essential if services are to be delivered effectively in an increasingly complex and interdependent society. Its primary purpose is to strengthen State and local government personnel resources and systems. The Act authorizes Federal assistance to State and local governments to accomplish this task.

Some help of this kind has been provided in the past, but only on a piecemeal basis and largely limited to specific Federally funded programs. The IPA will render the Federal Government more responsive to State and local government requests for assistance of various types to improve their delivery systems.

At the same time, the type of technical assistance in personnel management previously furnished by the Office of State Merit Systems (OSMS) in connection with certain Federally funded programs will continue, and the OSMS has been moved within the Civil Service Commission to unify this important aspect of intergovernmental relations.

In keeping with President Nixon's commitment to the policy of New Federalism, a drive for decentralization of government, much of the administrative authority for the IPA will be exercised at the regional levels of the Civil Service Commission.

The IPA grew out of a need to improve the personnel resources of State and local jurisdictions. It is based on the philosophy that a strong Federal-State-local partnership is essential to meet the increasingly complex problems each level will have to face in the 1970's.

FEATURES OF THE ACT

A Sharing of Skills

The IPA authorizes the Commission to provide technical assistance in personnel administration to States and local governments. For example:

- *Cooperative Recruitment and Examining* between the Commission and States and localities.
- *Admission of State and local personnel* to Federal agency training courses for professional, administrative and technical employees.

PRINCIPAL ELEMENTS OF THE INTERGOVERNMENTAL PERSONNEL ACT OF 1970

- Transfers to the Civil Service Commission responsibility for administering the State merit system standards function.
- Authorizes the Civil Service Commission to furnish technical assistance on personnel administration to State and local governments, usually on a reimbursable basis.
- Authorizes financial grants by the Civil Service Commission on a matching fund basis to State and local governments for personnel administration improvement.
- Authorizes grants by the Civil Service Commission on a matching fund basis for training. Also authorizes grants to certain "other organizations" to cover part of the costs of training State and local employees.
- Provides authority for the Civil Service Commission to make grants to support programs for "Government Service Fellowships" for State and local personnel.
- Authorizes Federal agencies to admit State and local employees to certain training courses for Federal employees.
- Provides more opportunity for personnel mobility through temporary assignment of personnel between the Federal Government and State and local governments and institutions of higher education.
- Authorizes cooperative recruitment and examining programs.
- Provides for the establishment of a Presidential Advisory Council on Intergovernmental Personnel Policy.

Technical assistance includes both operational and advisory services.

Operational services refer to such actions as referring names from Commission examination rosters, or joint recruiting and examining efforts between Federal employees and those of other governments. It also includes direct training by the Commission for State and local employees.

Advisory and consultative services include the furnishing of written materials on various personnel practices and assistance in developing guides for position classification or for restructuring jobs. In the initial phase, technical assistance will be primarily reimbursable.

Cooperative recruiting and examining represent a natural area of partnership. They avoid duplication, reduce costs and at the same time serve the public better. Most significantly, they will begin to make the labor market equally accessible to all levels of government.

The opening of Federal training facilities to certain employees of other governments is another partnership approach which is relatively easy to administer, makes use of programs already in operation and yet has tremendous potential for helping States and localities to meet their training needs. The Civil Service Commission encourages Federal agencies to make maximum use of this authority.

The precise amount of the assistance to be provided will depend upon what is available and on the actual interests and needs expressed by the States and other governmental units.

A Gathering of Forces

The IPA makes the Civil Service Commission the single Federal agency responsible for prescribing and maintaining the standards State and local governments must meet under certain Federal grant-in-aid programs.

With the Office of State Merit Systems now incorporated within the Commission, a significant portion of the initial technical assistance to States and local governments under the IPA will be provided as part of administering the merit systems function.

With this function now supported by new and growing technical assistance on a reimbursable basis under the IPA, there will be greater opportunities for the States, local governments, and the Federal Government to work together, fulfilling the spirit of the merit system requirement.

AN INTERCHANGE OF TALENT

Many of the most difficult intergovernmental problems of delivery of services can be simplified if the personnel of the different units of government have a fuller appreciation of the problems and difficulties faced by their counterparts in other levels and can contribute their skills to resolving them. The IPA provisions for personnel mobility between units of government are particularly intended to accomplish this goal.

These provisions, under Title IV of the Act, authorize and facilitate the temporary assignment of personnel between Federal, State, and local governments, making possible a real interchange of talent and ideas.

The Commission is not to function as a broker in arranging these assignments. The authority is given to Federal agencies and their bureaus and offices. However, the Commission has issued regulations to govern the personnel mobility provisions, and will both support and monitor the program.

The regulations permit the assignment of Federal employees to State and local governments and to institutions of higher education for periods up to 2 years without loss of employee rights of benefits. They also authorize temporary assignment of State and local employees to Federal agencies. In special cases, assignments may be renewed for (up to) an additional 2 years.

A written agreement is required between the jurisdictions involved, stating the obligations assumed by each. The assignment itself and all terms affecting the employee are subject to agreement by the employee concerned.

Temporary assignments of talented persons, mainly in administrative, professional, and technical occupations, are to be made only where the government agencies or educational institution will benefit and the person involved in the project is agreeable to the assignment.

The law provides that all assignments will be strictly voluntary on the part of the employee. During the assignment, a Federal employee will either remain on the

rolls of his regular employer, or he may be placed on leave without pay and given a new appointment by the jurisdiction to which assigned. In the latter case, if the pay is less than his Federal salary, he will receive a supplementary salary from his Federal agency to make up the difference.

Federal employees assigned to other governments may continue to have the same rights and benefits they would have received on their Federal jobs—including accumulation of annual and sick leave, and continued retirement, life insurance, and health benefits coverage, provided they continue to make necessary payments. State and local governments interested in participation are urged to provide comparable protection for their employees assigned to a Federal agency.

AN INFUSION OF FUNDS

Under the IPA, the Civil Service Commission can make grants to State and general purpose local governments to help meet the costs of improving their personnel administration capabilities.

Grants should be applied for by the *chief executives* of the various jurisdictions, thereby enabling them to enhance their ability to govern and administer more effectively.

Applications for grants are expected to strengthen such areas of personnel management as recruitment, selection, pay administration, research and demonstration projects, and employment and development of the handicapped and disadvantaged.

The Commission may also make grants to help States and local governments carry out training not now available, especially in the core management training areas, such as general administration, financial management, ADP management, and personnel management. Funds may be used to obtain training from the best available sources, or to develop in-house capabilities.

In addition to training grants, the Commission may award Government Service Fellowship grants to support graduate-level study, with State and local governments choosing recipients from among their current eligible employees and designing programs best suited to their needs.

During the first three years of the IPA grant programs for personnel administration improvement, training, and Government Service Fellowships, the Commission may support up to 75 percent of the costs of approved projects (thereafter, 50 percent).

The law provides that 80 percent of the grant funds must be allocated on a formula providing distribution proportionate to State needs as measured by population and by numbers of State and local government employees.

At least half of the funds distributed to a State must be used to help meet local government needs.

A CONCENTRATION OF EFFORT

The value of intergovernmental cooperation in drafting the IPA was clearly evident, and a partnership approach is essential in carrying out the Act. Hence it is highly appropriate that States and localities are represented in its

implementation. The National Governors' Conference, the Council of State Governments, the Conference of Mayors of the United States, the National League of Cities, the National Association of Counties, and the International City Management Association all participated in developing plans and guidelines.

In addition, the views of many groups, including the Public Personnel Association, the National Civil Service League, the Society for Personnel Administration, and the American Society for Public Administration were sought and used.

The Civil Service Commission has established a Bureau of Intergovernmental Personnel Programs, with two divisions: The Division of Merit Systems and Technical Assistance; and the Division of Grants Administration.

President Nixon has asked Congress for an additional \$10,845,000 for IPA programs beyond 1972 levels. In his 1973 budget message which went to Congress on January 24, 1972, the President asked for \$22,500,000 for the IPA grant program, up \$10 million from FY 1972, nearly \$900,000 for merit systems administration, up \$400,000 from the FY 1972 figure, and \$100,000 for nonreimbursable technical assistance.

The request includes \$75,000 for the Civil Service Commission to develop new training courses specifically tailored to the needs of State and local governments.

The estimated total budget for IPA for FY 1973 is \$28,260,000. Included in this is \$2,533,000 for reimbursable training of State and local employees.

Twenty grants have been made under the IPA between October 1971 and mid-January 1972 for more than \$1,000,000. These first grants are being used to fund Statewide as well as individual State and local government programs in support of a variety of personnel administration, training, and government service fellowship projects. Also included is the first grant to a nonprofit organization engaged in training State and local employees.

One of the most encouraging aspects thus far is the large number of States (over 40) working with local governments to develop a statewide plan. The statewide approach offers the most effective way to use the limited IPA grant resources available. Equally important, it demonstrates the real possibilities for intergovernmental cooperation under the IPA.

While the IPA authorizes specific programs which will strengthen State and local personnel administration, many of the problems facing these jurisdictions cannot be adequately dealt with until they are fully recognized and defined. To make further progress in this area, a Presidential Advisory Council has been established, with membership from Federal, State and local governments, educational organizations, public employee organizations, and the general public. The Advisory Council will study and make recommendations regarding State and local personnel policies and programs. With its charter and composition, the Council represents an unprecedented opportunity to make recommendations that may have significant impact. The group met for the first time in October 1971.

At this time in the history of the American Federal system, the IPA can serve as a useful, multifaceted, versatile

instrument to strengthen the personnel systems which undergird our cooperative government.

HOW THE IPA IS WORKING

Reimbursable Technical Assistance Agreements

Some recent projects:

A one-week workshop on job element examining procedures by the U.S. Civil Service Commission's Seattle Region for employees of the Idaho State Personnel Commission and other Idaho State agencies.

The Pennsylvania State Bureau of Personnel has contracted with the U.S. Civil Service Commission's Philadelphia Region for technical assistance in evaluating the personnel operations of the Pennsylvania Liquor Control Board. This project is also serving as a pilot effort to help develop a new personnel management evaluation capability in the Pennsylvania State Bureau of Personnel.

An intergovernmental committee has been established in the Chicago Region of the U.S. Civil Service Commission to study and improve personnel assessment techniques. Called the Great Lakes Assessment Council, the group is composed of representatives from the States of Illinois, Michigan, Minnesota, Ohio and Wisconsin, and the cities of Chicago, Detroit and Milwaukee. The group is developing plans for possible inclusion in IPA grant applications.

Other projects:

A classification and pay survey for the city of Hurst, Texas.

Assistance to the State of New Jersey in establishing a system for evaluation of classification and promotion operations.

Advice and assistance to the Philadelphia Housing Authority on its examining program.

Advice and consultation to the State of New Mexico on recruiting and examining procedures.

Advice and assistance to a number of States and localities to facilitate rapid hiring of the disadvantaged under the Emergency Employment Act.

Grants

Twenty grants have been made under the IPA between October 1971 and mid-January 1972 for more than \$1,000,000. During the first 20 days of January, the following grants were awarded including the first grant award for a nonprofit organization engaged in training State and local employees.

International City Management Association (ICMA) - \$120,000 - on behalf of the National Governors' Conference, the Council of State Governments, the Conference of Mayors, the National League of Cities, the National Association of Counties, and the ICMA to be used to establish a Continuing Education Service (CES) for State and local governments.

Council of State Governments - \$82,517 - to support an interstate consulting clearinghouse through which States can arrange to obtain technical assistance from other States.

D.C. Government - \$55,000 - for design, development, and installation of a planning system to meet future manpower needs.

Maine (Statewide) - \$60,000 - for training and assessment of training needs.

Alaska - \$29,926 - for training legislative audit agency staff and review of personnel system for EEO effectiveness.

Connecticut - \$55,000 - for improving job analysis, job evaluation, test validation, and general personnel research.

Lincoln, Nebraska - \$3,312 - for supervisory training.

Shreveport, Louisiana - \$1,835 - for supervisory training.

Arizona (Statewide) - \$88,000 - for three projects for personnel administration and training.

Anchorage Borough, Alaska - \$7,500 - for job classification and pay system improvement.

Montana (Statewide) - \$60,000 - for two projects, one of which is to develop a State Government Personnel Bureau.

Personnel Mobility

As of February 1972, 110 assignments had been made under the IPA. The leading Federal agencies in number of assignments are the Department of Agriculture with 33, Labor with 17, HEW with 9, AID with 6, and Interior and GSA with 5. States, including localities, with the most assignments in either direction are Kentucky with 12, New York with 10, California with 9, and Georgia with 8. Twenty-nine states have participated in the mobility program so far.

The total breakdown is as follows:

28 from State to Federal 46 from Federal to State

3 from local to Federal 9 from Federal to local

7 from educational institutions to Federal 17 from Federal to educational institutions

Each regional office of the National Park Service has a designated Coordinator for the Intergovernmental Personnel Act. For more information you can contact the one in your region.

For specific information on grants contact your regional U.S. Civil Service Commission Intergovernmental Personnel Program Coordinator.

NATIONAL PARK SERVICE INTERGOVERNMENTAL PERSONNEL ACT REGIONAL COORDINATORS

Region	Address	Coordinator	Area Served
<i>National Capital Parks</i>	1100 Ohio Drive, S.W. Washington, D.C. 20242	Dick Stanton 202-426-6716	Washington Metropolitan area
<i>Northeast</i>	143 S. Third Street Philadelphia, PA 19106	Ben Butterfield 215-597-9652	Conn., Del., Ill., Ind., Me., Md., Mass., Mich., Minn., N.H., N.J., N.Y. Ohio, Pa., R.I., Vt., Va., W. Va., Wisc.
<i>Midwest</i>	1709 Jackson St. Omaha, NE 68102	John Kawamoto 402-221-3463	Colo., Iowa, Kans., Mo., Mont., Neb., N.D., S.D., Utah, Wyo.
<i>Pacific Northwest</i>	4th & Pike Bldg. Seattle, WA 98101	Glenn Gallison 206-442-5565	Alaska, Idaho, Ore., Wash.
<i>Southeast</i>	3401 Whipple St. Atlanta, GA 30344	Sam Weems 404-526-7594	Ala., Fla., Ga., Ky., Miss., N.C., Puerto Rico, S.C., Tenn., Virgin Islands
<i>Southwest</i>	Old Santa Fe Trail P. O. Box 728 Santa Fe, NM 87501	Charles Boatner 505-982-3365	Ark., La., N. Mex., Okla., Tex.
<i>West</i>	450 Golden Gate Ave. San Francisco, CA 94102	Theodore Owings 415-556-4164	Ariz., Cal., Hawaii, Nev.
<i>Harpers Ferry Center</i>	General Delivery Harpers Ferry, WV 25425	Donna Roberts 304-535-6371	Harpers Ferry, W.Va.