

**1991
LOCAL GOVERNMENT
SALARY STUDY**

**Office of the State Auditor
Research and Government Information Division**

March 1992



PREFACE

This study of salaries and wages paid to employees of Minnesota's local governments has been prepared by the Office of the State Auditor as mandated by Laws of Minnesota (1991), Chapter 345, Article I, Section 20, Subdivision 4. In pertinent part, the mandate requires:

By February 1, 1992, the state auditor, with the cooperation of the commissioner of employee relations, shall report to the legislature on the salaries of the positions subject to the political subdivision salary limit in Minnesota Statutes, section 43A.17, subdivision 9. This report shall include analysis of total salaries, highest salaries, comparisons with other states and public and private sectors, and any other information the state auditor considers appropriate regarding salaries and other potential efficiencies and cost savings in political subdivisions. Political subdivisions shall cooperate with the state auditor in providing the information necessary for this report.

This Report is the culmination of seven months of extensive data collection, research and analysis of Minnesota's local government salaries. The report was prepared by the Research and Information Division of the Office of the State Auditor. The division is headed by Mr. Jim Gelbmann, Assistant State Auditor for Research and Information. The study, and preparation of the Report to the Legislature, was directed by Ms. Dorothy Bliss, Director of Research. Mr. John Jernberg and Mr. Dan Medenblick conducted much of the research for this study and assisted in drafting the report. Assistance was also provided by Mr. Robert Paolina.

The Office of the State Auditor could not have completed this project without the assistance of Commissioner Linda Barton of the Minnesota Department of Employee Relations and her staff, Ms. Jan Wiessner, Assistant to the Commissioner, Mr. Jim Lee, Director of Compensation, and Ms. Liz Koncker, Personnel Representative. The Commissioner and her staff assisted our Office in designing the methodology for the study, as well as providing insight on a number of issues related to public employee compensation.

The Office of the State Auditor also extends its appreciation to Commissioner R. Jane Brown and the staff of the Minnesota Department of Jobs and Training. Commissioner Brown made available data on Minnesota's private sector salaries and wages collected through the 1990 Annual Salary Survey conducted by the Department of Jobs and Training. This data base was a key component of our analyses of local government salaries.

The Office of the State Auditor would also like to thank the Association of Minnesota Counties, the Minnesota School Boards Association, the League of Minnesota Cities and the dozens of local government officials who provided input for our study. These individuals provided us with technical assistance to facilitate our analysis of the wage and salary data. They

also responded to our inquiries as we sorted through the many issues related to the wage and salary comparisons. The associations designated individuals to serve on an advisory council established by our Office for this study. (The membership of the Advisory Council, in addition to the over 50 individuals who took the time to provide input into the many issues addressed by this study, are identified in Appendix A.)

Finally, we would like to extend our most sincere appreciation to the hundreds of local government officials who took the time to complete our surveys and respond to our requests for clarification of the information provided.

This Report is hereby respectfully submitted to the Minnesota Legislature in compliance with Laws of Minnesota (1991), Chapter 345, Article 1, Section 20, Subdivision 4.

Mark B. Dayton
State Auditor

March 1992

EXECUTIVE SUMMARY

During the 1991 Minnesota legislative session, an article in the *St. Paul Pioneer Press* on local government salaries caught the Legislature's attention. The article focused on the number of St. Paul city employees earning over \$50,000 per year. It generated so much concern that the Legislature considered language freezing non-represented local government employee salaries. One proposal froze all salaries over \$50,000; another went even further and froze those salaries above \$35,000. In conference committee the language freezing salaries was omitted. In its stead, the Office of the State Auditor was directed to do a study of local government salaries.

To do this study, we looked both at groups of employees earning over and those earning less than \$50,000 per year. For employees earning over \$50,000, we conducted a survey of over 650 cities, counties, school districts and special services districts with at least one employee earning more than \$50,000. For employees earning less than \$50,000, we relied on data from several local government surveys. We compared this local government data to salary data for similar private sector occupations.

SUMMARY OF FINDINGS

Employees Earning Over \$50,000

In our research we found that as of June 30, 1991, over 4,800 local government employees earn more than \$50,000 per year. Based on the Census Bureau's 1989 count of 137,071 full-time local government employees statewide, this means that **approximately 3.5 percent of all full-time Minnesota local government employees earn over \$50,000 annually.** Five percent of Minnesota state government employees earn over \$50,000. For all employees in Minnesota, in both the public and private sectors, six percent earned over \$50,000 per year in 1990 (CPS data).

Almost 70 percent of the local government employees earning over \$50,000 are in administrative, managerial, or supervisory positions. Other positions paying at that level are highly trained professionals, such as attorneys or engineers. In addition, a significant proportion of city employees (26 percent) paid over \$50,000 are police and fire personnel.

Insufficient data made it impossible to compare every position earning over \$50,000 with similar positions in the private sector. Where comparisons are possible, however, we find that **most local government professionals make wages comparable to their private sector counterparts.** Some occupations, such as social worker or librarian, earn more in local government. Others, such as attorneys, engineers, and accountants, may be able to earn more in the private sector.

One area in which the private sector clearly pays more than the public sector for comparable positions is in senior management. We compared the salaries of a limited number of top metropolitan local government managers (i.e., county administrators, executive directors, and mayors) to the salaries paid to senior executives in selected Minnesota corporations. (See Table C-1 on page 65.) These comparisons show that **private sector senior executives earn several times more than comparable top executives in local government.**

We were not able to make similar comparisons for lower-level managers or for the administrators of medium to small local jurisdictions. The responsibilities of administrators, managers and supervisors in both the public and private sectors can vary widely. More focused research would be needed to make adequate public-private comparisons for these jobs.

Local Government Executives - National Comparisons

The International City Management Association publishes annual comparisons of the average salaries of local government executives (e.g., city managers, county administrators, finance directors, police chiefs) for all states. Our review of Minnesota's local government executive salaries for 1990, relative to other states, found that Minnesota ranks from fifteenth for the average salaries of assistant managers, to seventh for the average salaries of parks and recreation directors. **The Bureau of Labor Statistics (1990) reports that Minnesota ranks fourteenth among the states for average salaries of all public and private sector employees. Minnesota's national rankings for local government executive salaries, therefore, are comparable to its national rank for overall salaries.**

Employees Earning Less Than \$50,000

When we looked at local government employees earning less than \$50,000, we found that **the lesser-paid employees of local governments tend to earn more than their private sector counterparts.** Our comparison of benchmark occupations indicates that local government salaries for a number of jobs seldom fell behind the private sector average. Metropolitan area jurisdictions, especially, generally out-paced the wages of the private sector.

Significant Disparities in Local Government Salary Structures

In addition to wages, we examined the salary structures of local government jurisdictions by comparing the percent of full-time employees paid over \$50,000 between cities, counties and school districts of similar characteristics. We found that metropolitan area cities have the greatest disparities in their salary structures, ranging from no employees paid over \$50,000, to 10.48 percent of the employees of the City of St. Paul earning over \$50,000. Greater Minnesota city salary structures range from no employees earning over \$50,000 to 6.1 percent of Rochester's work force earning more than \$50,000 per year.

All metropolitan area counties pay some employees over \$50,000. Carver County pays 3.5 percent of its work force over \$50,000, while Ramsey County pays 10.53 percent of its employees over \$50,000. Greater Minnesota counties appear to have the most uniform salary structures, ranging from no employees earning over \$50,000 in 37 counties, to 2.7 percent of Sherburne County employees earning over \$50,000.

All metropolitan area school districts employ at least one person at \$50,000 per year or more. Their salary structures range from one percent in the Norwood school district to eight percent in North St. Paul. At least 187 Greater Minnesota school districts employ one or more individuals at salary levels of \$50,000 or greater. Their salary structures range from less than one percent of employees over \$50,000 to seven percent of employees earning over \$50,000 in the Kenyon school district.

The results of this analysis show a general lack of consistency in salary structures for cities and school districts. For example, the results of Table 3 on page 16 show that **there is no apparent relationship between city size, expenditures, and the salary paid to the city manager.** Table 4 on page 19 reveals that some large cities pay a smaller proportion of their full-time employees more than \$50,000 than do other, smaller cities. This discrepancy is also true for school districts, and the salaries paid to school superintendents (see Table C-2 on page 70). Counties, on the other hand, seem to follow a more consistent pattern: larger counties usually pay higher salaries than smaller counties.

Public Employee Unions Impact Salaries

Part of our survey research involved asking whether a position was represented by a bargaining unit. We found that **almost 85 percent of employees earning over \$50,000 in the City of St. Paul are represented by a union.** Over half of the City of Minneapolis' employees at that level are represented. Nearly a third of Hennepin and Ramsey county employees over \$50,000, and over 40 percent of high-paid school district employees are organized. The levels of unionization in the suburban metropolitan area, and in Greater Minnesota, are much less.

Levels of unionization are clearly related to salary levels. A study by the National Conference of State Legislatures found that the states with the highest average earnings for state and local employees also are highly unionized; the states with the lowest average earnings have low unionization.

Benefits Range From Good to Excellent

After analyzing local government employee salaries, we opted to review employee benefit packages as well. **We found evidence of good, and often excellent fringe benefits.** For example, 14 percent of private sector employees receive over 25 days of paid vacation per year, regardless of their length of service. In contrast, **almost 28 percent of Greater Minnesota**

cities over 2,500 offer more than 25 paid vacation days per year, after 15 to 30 years of service. One bargaining unit in the City of Mountain Iron receives 40 days of paid vacation (eight weeks) after 25 years of service.

Another area where the public sector benefits clearly exceed private sector levels is in paid holidays. **Only 28 percent of the full-time employees in the private sector receive more than ten paid holidays; in contrast, 76 percent of the Minnesota cities and counties in our sample provide more than 10 paid holidays.***

In the area of sick leave and health insurance, local government employees also fare better than the private sector. Many private sector employees have a limited number of days to use for sick leave each year, while local government employees may carry sick leave accruals over from one year to the next. Virtually all local governments in our study offer some level of health coverage. For counties and non-metropolitan cities over 2,500, about 78 percent pay the full premium for single coverage. For metropolitan cities over 2,500, 93 percent pay the full premium for single coverage. Many private sector employers offer health insurance, but only 48 percent of workers have the full cost of coverage paid for by their employers.

The combined effects of good pay and great benefits means that local government employees overall fare better than their private sector counterparts.

THE NEED FOR COMMON GOALS TO ACHIEVE COST CONTAINMENT

Our findings indicate there is sufficient reason for concern about the salaries and benefits being provided for many local government employees. **For cities over 2,500, salaries and benefits comprise approximately 54 percent of total city expenditures. For Minnesota counties, salaries and fringe benefits account for approximately 38 percent of total expenditures.** (The lower county percentage is a result of the large amounts counties spend on payments to individuals for various public assistance programs.) Efforts to contain local government costs cannot ignore areas of overly generous employee compensation.

A number of different groups are involved in, or affected by, the salary setting process. To address the friction inherent in efforts to contain local government spending through controls on local government salary levels, and the desire of local governments for autonomy in salary decisions, we considered both the spoken and implied goals of each of these groups. They include: the Legislature; local governments; unions; both public and private sector employees; private sector employers; and the taxpayers of Minnesota. The principal goals of these groups are:

*Ten paid holidays are mandated by state law (MN Statutes 645.44, Subd. 5).

- 1) maintain or improve service quality;
- 2) cut the costs of doing business, or keep costs low;
- 3) keep taxes, individual and corporate, from rising;
- 4) improve working and employment conditions; and
- 5) control government spending.

Many of these goals are shared by more than one of the parties listed above. These goals also reflect the tension between the forces for saving and those for spending. Our most important finding in this exercise, however, is that one important group may not share the goal of reducing government costs, particularly if it affects wages. Public employee unions rightfully exist for the purpose of protecting and enhancing workers' rights, wages, and benefits. They share no responsibility for reducing public spending. Because of their size, and therefore influence in the public sector, they are an important counterweight on the drive to control costs.

Public employee unions representing essential employees (e.g., fire, police) have a unique influence on local government salaries. If a local government and an essential employee bargaining unit are unable to negotiate a contract, the matter goes to arbitration. In arbitration, a neutral third party is chosen to decide the contested issues. The decision of the arbitrator is binding on both employer and union. The effect of the binding arbitration process is to place decisions about salary levels in the hands of individuals with no direct accountability to local taxpayers.

Because of their size and influence, unions have another effect on the salary setting process. State and local elected officials are reluctant to conflict with employee unions, which wield considerable political clout. For example, the Minnesota Senate last year approved a proposal to freeze local government salaries over \$50,000 -- but only for non-represented employees.

Locally elected officials also may have difficulty challenging the salary requests of public employee unions. Public employee unions can be a significant factor in the outcome of local elections because of their ability to turn members out to vote, combined with the relatively low general voter turnouts for local elections. Elected officials need the direct involvement and cooperation of public employee unions if local government salary levels are to be addressed.

It may also be in the best interest of public employee unions to become involved in attempts to balance local government salaries with those in the private sector. Failure to address excessive disparities in local government and private sector salary structures where they exist will breed increasing levels of taxpayer discontent. Minnesota taxpayers may opt to register their discontent at the ballot box. Forcing government cost containment through the election of candidates committed solely to reducing government spending could result in significant public sector employee layoffs and critical reductions in public services.

THE EFFECT OF STATE POLICIES

The statute creating this study directs the State Auditor's Office to compare local government salaries with the private sector. The Legislature has directly indicated, however, through policies enacted in statute, that there are at least two areas where they clearly do not want public sector salaries to mirror private sector salaries. The first is in traditionally female-dominated job classes. Through passage of landmark pay equity laws in 1983 and 1984, the Legislature made it clear that their goal is to correct market-based inequities in pay between male-dominated and female-dominated jobs of comparable worth. As the policy succeeds, the expected result is to find an increase in the difference between private sector and public sector pay for the affected occupations.

The second area where public sector salaries differ from the private sector by design is in top-level public sector jobs. The legislatively mandated salary cap for public employees of 95 percent of the governor's salary indicates the Legislature's belief that no public employee should aspire to earn more than the highest-ranking public employee. While exceptions to this rule are made for physicians, the Minnesota Legislature has effectively sent the message that employment in the public sector is in large measure service, and that there is a reasonable limit to what public servants can expect to be paid.

SUMMARY OF CONCLUSIONS

Based on the findings of this study, we draw these main conclusions:

- 1) **Local government employees overall are adequately, and often amply compensated relative to the private sector as a whole.**

The fact that local government employees fare well in a comparison of average salaries with the private sector does not mean, however, that every local government employee is overpaid. Nor do we conclude that most local government employees earning over \$50,000 are overpaid. In fact, we found no reason to focus concern about salary levels only on employees earning over \$50,000 per year. **If over-compensation of public sector employees is suspected, it should be investigated on a jurisdiction by jurisdiction, job class by job class basis.** This applies to the examination of overgenerous benefits, as well.

- 2) **The level of unionization among local government employees earning over \$50,000 in the metropolitan area is so high that any blanket approach to controlling salaries, if it focuses only on non-represented employees, will miss the mark.**

Despite their concern about local government salaries, the Legislature did not propose a salary freeze for union members. We heard several times from local government officials that a selective freeze on only non-represented employees would only provide the necessary motivation for groups of currently non-represented local government employees to organize (e.g., department heads and professionals). The only group of employees left unorganized in the metropolitan area could eventually be those statutorily prohibited from doing so.

- 3) **The apparent lack of consistency in salary structures for Minnesota cities and school districts points to the need for greater understanding of the factors influencing salary levels, and the need for more accountability to the taxpayers in those areas.**

The findings relative to salary structures for all jurisdictions are preliminary. We have made this conclusion based on our comparison of the percent of employees paid over \$50,000, local government size, population, and fiscal capacity. We found a fairly consistent salary pattern for counties: larger counties tended to have a larger percentage employees paid over \$50,000. When we compared cities of similar size, however, some had many more employees paid over \$50,000 than others. The numbers and salaries of full-time and part-time employees also varied quite dramatically for cities of similar size. The percent of employees paid over \$50,000 also did not appear to be related to the total number of pupils in a school district.

We do not know every reason for this variation in the number and percent of high-paid staff. However, state and local officials, and Minnesota taxpayers, should take note of these differences and determine if the salary structures of individual jurisdictions are appropriate.

- 4) **The extent of health and pension coverage offered by local governments is commendable, as it meets the goals of social policies. Local government employee paid leave benefits for some jurisdictions, however, are extremely high compared to those offered in the private sector.**

Local government fringe benefits vary somewhat between jurisdictions and bargaining units, but are uniformly generous. Health and pension benefits help to meet the goals of government, by taking care of employees who need assistance in illness or advanced age. Overly generous paid leave compared to the private sector, however, only contributes to the public impression of inefficiency and wastefulness in government. These disparities need to be addressed and analyzed in relation to other factors in public employee compensation.

- 5) **To be successful in keeping public sector salaries in line with private sector salaries, some means must be found to encourage public employee unions, especially those of essential employees, to share the goal of government cost containment.**

For unions, increasing constraints on spending in the public sector have already created some difficulty. Fringe benefits, such as health insurance, while generous in the public sector compared to the private sector, have been affected. Unions are feeling the pressure of trying to maintain the status quo.

Nonetheless, public employee unions may need to adjust their responsibilities toward members. "Good" might no longer be defined as across-the-board annual increases in wages above the cost of living. Instead, more compensation might be given according to individual performance and productivity. Opportunities for merit pay could be increased, with unions ensuring that the measures of performance are clear, consistent, fair, and equitably applied. All employees should have the opportunity to excel. Unions would have to be willing to allow members to shoulder the responsibility for turning in a job performance that merits an increase in pay -- and be willing likewise to allow some members not to receive an increase.

SUMMARY OF RECOMMENDATIONS

1) Affirm the salary cap and pay equity laws.

Both the statutory salary cap and the pay equity requirements are repeatedly raised as significant issues by representatives of local government, although neither of these two policies have anywhere near the effect on local government salaries as do public employee unions.

The salary cap has been reached by only two local government employees, indicating that at its current level it is not a problem for most local governments. This statute prohibiting public sector employees from earning more than 95 percent of the Governor's salary is one of the few checks the Legislature has successfully placed on the growth of local government salaries, and should be retained.

The Department of Employee Relations reports that the average cost of implementing pay equity for local governments is about two percent of payroll, although this percentage may vary considerably from jurisdiction to jurisdiction. This policy plays an important role in defining the nature of public employment, and should not only stay in place but be reaffirmed.

2) Do not impose a blanket freeze on local government salaries at any level.

There are many factors to consider when trying to discover if local government employees are overpaid. These include the population served, number of people supervised, size of budget, and other individual responsibilities. When public sector employees are generously compensated compared to their private sector counterparts, there may be rational and justifiable explanations for the differences. The mere existence of differences in public and private sector salaries does not necessarily reflect capricious overcompensation on the part of local

governments. The possible factors should be considered, and instances of overcompensation investigated on a regional and job class basis.

3) Require local governments to report periodically on their overall salary structures to the Legislature and to local taxpayers.

Though we found that many local government employees, especially highly trained professionals, are paid salaries comparable to those found in the private sector, and that senior executives are sometimes paid less, we could not ignore the fact that some local government employees are overpaid relative to the private sector. Local governments should be allowed considerable discretion in establishing salary policies. But it is reasonable to expect that there should be some relationship between salary levels and other factors, such as the quality of services provided. At a minimum, there should be public accountability in local salaries.

Local government salary data is public information and is available upon request. Many local governments report salary information annually. This information, however, is not always readily available or understandable to the general public. Overall local government salary structure information should be periodically provided to the Legislature and to local taxpayers. Comparisons of salary structures between similar units of government will make it possible to identify areas of overcompensation that are not caused by the implementation of state policies. Such information will allow local taxpayers to determine if the salaries of their local government employees are comparable to the salaries paid by other local governments with similar characteristics.

4) Institute reasonable limits on paid leaves for local government employees.

Benefits for local government employees are even more generous, compared to the private sector, than salaries. Fringe benefits levels in local governments are almost always above the private sector average. This is especially true in the area of paid leaves: vacation days, holiday, and sick leave. Because these policies essentially pay employees for not working, local governments need to take steps wherever possible to correct excessive leave policies, including accruals.

5) Ensure that all employers offer adequate health and pension benefits.

A significant portion of the cost of inadequate health and pension benefits for working Minnesotans is clearly borne by the State. While the provision of generous health and pension benefits is another factor setting local government employment apart from the private sector, these benefit levels may be viewed as fulfilling the Legislature's policy goals. Rather than reduce these benefits to private sector levels, private sector employers should be encouraged, if not required, to offer adequate health and pension benefits to their employees.

6) **Develop incentives for public employee unions to participate in cost-containment efforts.**

The issue of union settlements was pervasive throughout our discussions with local government representatives. Part of the issue of high union salaries is historical: earlier generous settlements continue to carry the whole structure forward at a higher level. Another part of the problem is that the binding arbitration process does not have to take costs into account. Public employees are organized to a much greater degree than private sector employees, and even more are poised to organize if a salary freeze is imposed. Solutions to high salary costs for local government will not work unless unions participate. Unions need to recognize that it is in the long-term interests of their members to share in efforts to contain the costs of government.

DIRECTIONS FOR FUTURE STUDY

The issues of salaries and occupations are immensely complex. We have given an overview, with specific focus on local government salaries over \$50,000. But the possibilities for analysis are endless. This is in part because salaries are a moving target: always changing. It is also because every job is to some degree as unique as the individual that holds it. Future studies of local government salaries could take several directions: comparisons of specific local government jobs to similar private sector occupations; comprehensive data collection on a few benchmark occupations for all local units of government and a private sector sample; or an analysis of the relationship between government organization structures and salary levels. The goals, or purpose of any such research needs to be clearly spelled out, however, before the resources to do a study are expended.

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INTRODUCTION

Over the past five years, there have been dozens of articles in Minnesota newspapers focusing on the salaries paid to Minnesota's local government employees. Most of these articles have compared the top salaries of city and county officials in the seven county metropolitan area. Several of the articles have focused on the pay structure within the City of St. Paul, noting that the city of St. Paul appears to have a disproportionate number of high-paid employees. It is unclear whether public concern about local government salaries has triggered the increased attention of the media, or whether the increased attention of the media has triggered more public concern about local government salaries. Regardless of the correct cause and effect relationship, it is clearly apparent that Minnesotans have become more concerned about levels of compensation provided for public employees.

Concern over local government salaries has spilled over into public policy deliberations at the Minnesota State Legislature. During the past several sessions of the Legislature, there has been an increased level of interest in the salaries paid by Minnesota's local governments. Numerous proposals have surfaced to establish state-imposed guidelines and constraints on the salaries paid by local governments. Most of these proposals failed to win legislative approval. In 1990, however, Legislative interest in local government salaries resulted in a legislatively mandated study of salaries paid to managerial employees of Minnesota local governments. That study was completed by the Minnesota Department of Employee Relations and forwarded to the Legislature in January of 1991.

During the 1991 Legislative Session, budget constraints again focused attention on salaries paid to public employees. The Economic and State Affairs Division of the Senate Finance Committee recommended a two-year salary freeze for all state and local government employees who were earning over \$50,000 per year and who were not subject to a collective bargaining agreement. This recommendation was placed in the Omnibus State Government Appropriations bill. On the Senate floor, an amendment was adopted that reduced the threshold for a salary freeze from \$50,000 to \$35,000 per year.

During the House-Senate Conference Committee on the Omnibus State Government Appropriations Bill, the conferees discussed the proposed salary freeze for public employees. Senate conferees noted that there appeared to be increasing public concern over the salaries paid to local government employees. While a salary freeze for all higher-paid local government employees might not be the appropriate response, the conferees agreed that something should be done. After considering several options, the conferees decided more data was necessary before appropriate statewide public policies could be implemented. The final conference Report on the Omnibus State Government Appropriations bill required the State Auditor to complete a comprehensive study of local government salaries.

Issues and Limitations

As we proceeded with our research, we encountered numerous issues that have a direct effect on local government salaries. Many of these issues significantly increase the complexity of salary comparisons.

Following is a list of the issues which must be considered when attempting to compare local government salaries. While many of these issues will be discussed in greater detail in subsequent sections of this report, we believe it is important for individuals to be aware of these issues as they review the actual salary comparisons.

- o While the Legislature required this study to include comparisons with the private sector, there are at least two areas where they clearly do **not** want public sector salaries to be like private sector salaries. The first is in traditionally female-dominated job classes. Through passage of landmark pay equity laws in 1983 and 1984, the Legislature has made it clear that their goal is to correct market-based inequities in pay between male-dominated and female-dominated jobs of comparable worth. As the policy succeeds, the expected result is to find an increase in the difference between private sector and public sector pay for the affected occupations.

The second area where public sector salaries differ from the private sector by design is in top-level public sector jobs. The legislatively mandated salary cap for public employees of 95 percent of the governor's salary indicates the Legislature's belief that no public employee should aspire to earn more than the highest-ranking public employee. While exceptions to this rule are made for physicians, the Minnesota Legislature has effectively sent the message that employment in the public sector is in large measure service, and that there is a reasonable limit to what public servants can expect to be paid.

- o Statewide comparisons of local government salaries can be misleading. The cost of living differences between the various regions of the state impact the salaries paid to local government employees.¹ Cost of living differences are a major factor influencing the considerably lower salaries paid by local governments in Greater Minnesota. Based on the findings of a recent study by the Legislative Auditor, a city manager earning \$42,000 in a small city in Greater Minnesota has the same purchasing power as a city manager earning \$50,000 in the Twin Cities metropolitan area. Recognizing this issue, we make separate comparisons for local government salaries in the Twin Cities metropolitan area and local government salaries in Greater Minnesota.
- o While it is possible to compare the salaries of specific job titles within separate

¹A 1989 study by the Legislative Auditor found that the cost of living in Greater Minnesota is about 11 percent less than the cost of living in the Twin Cities metropolitan area. The cost of living in smaller cities in Greater Minnesota may be 16 percent lower than the cost of living in the Twin Cities. The cost of living in larger metropolitan areas in Greater Minnesota may be six percent lower than the cost of living in the Twin Cities.

organizations, it can not be assumed that those positions require exactly the same level of skills, abilities and experience, or that the duties of the position are exactly the same.

- o Several job classifications within the public sector are not found in the private sector, such as police officers, firefighters, or school district superintendents. Comparing the salaries of these job classifications to the private sector would require a more extensive analysis of the skills required for each job than we are able to do here.
- o An analysis of individual salaries fails to acknowledge possible productivity differentials between high paid and low paid employees. For example, assume there are two similar cities, City A and City B. City A has 200 employees and a total payroll of \$6 million; City A has 20 employees earning over \$50,000. City B has 150 employees and a total payroll of \$6 million; City B has 50 employees earning over \$50,000. If the citizens of City A and City B are receiving the same level and quality of service, should the citizens of City B be concerned that their city is paying higher salaries to more of its employees? Unfortunately, comparing the productivity of Minnesota local governments, while a worthy endeavor, goes far beyond the scope of this study and the resources that were allocated for it.

Our analysis of salaries is in two parts. The first part compares the job categories and actual salaries of those local government employees earning over \$50,000 per year to similar job categories in the private sector. Since there are over 120,000 local government employees, we could not hope to survey all local government jobs for analysis in this study. We therefore focused our primary data collection on those earning over \$50,000.

The second part of the analysis looks at occupations usually earning less than \$50,000 per year. For this part we rely on existing data bases compiled by local government associations. The majority of these surveys focus on the salaries of selected job classifications, rather than providing comprehensive data on all salaries. Several of these surveys also use salary **ranges** for the specific job classifications and do not give the distribution of salaries within the ranges.

For comparison with the private sector we use data supplied by the Minnesota Department of Jobs and Training. This data base, while quite extensive, has only a very general classification for salaries of general managers and chief administrative personnel. Other classifications were difficult to match by job title with our data on local government employees. Nonetheless we are able to make a number of specific and general comparisons.

In addition to the analysis of salaries, we compare the benefits of local government and private sector employees. The private sector data we were able to obtain for Minnesota companies is limited, but where it is lacking we are able to make national comparisons.

More information on the methodology and data bases used in this study is available in Appendix B on page 59.

ORGANIZATION

This report contains five main sections.

Section I reviews the findings of the State Auditor's salary survey. It identifies how many local government employees earn over \$50,000, what positions they occupy, and the percentage of employees within each jurisdiction who earn more than \$50,000 annually. In this Section we compare local government salaries for individuals earning over \$50,000 to private sector and to state jobs with the same job title.

Section II looks at a set of ten "benchmark" occupations, using the data available from the existing local government association reports. The purpose of this section is to provide a limited analysis of local government salaries under \$50,000, including a comparison to private sector salaries, and salaries paid to state employees, for similar positions.

Section III provides a limited analysis of employee benefits in the public sector. The area of benefits is particularly key to a comparison of occupational compensation between the public and private sectors. In-depth analysis of this area would require more time and resources; however, since employee benefits are a key component of overall employee compensation packages, we have provided some summary employee benefit information. This summary information includes a comparison of benefits offered by a number of local governments with those offered by private sector employers.

Section IV identifies a number of issues which are directly related to local government employee salaries. As noted earlier, our research methodology included a number of meetings with local government representatives. These meetings enabled us to better understand the complex factors affecting local government salaries. We also provided opportunity for written comments on the survey forms. In response, many issues were raised, all related in one way or another to local government salaries. Four issues, in particular, were repeatedly noted in conversations and correspondence: 1) unionization and the effect of binding arbitration on a jurisdiction's ability to determine salaries; 2) pay equity/comparable worth requirements; 3) market forces and competition for employees; and 4) the statutory salary cap and salary compression. Section IV of this report is dedicated to untangling the relationships of these issues to local government salaries.

Section V identifies our overall findings and conclusions relative to local government salaries and proposes a number of recommendations which will help state and local policy makers address public concern over the level of compensation paid to local government employees.

SECTION I: LOCAL GOVERNMENT SALARIES EXCEEDING \$50,000 PER YEAR

This section of the report focuses on the local governments that are paying one or more employees a base salary over \$50,000 annually. The first part of this section identifies the local government job classifications of the employees who are earning over \$50,000 annually. The second part of this section identifies the average salaries in the private sector for the job classifications similar to local government employees who are earning over \$50,000. The third part of this section compares statewide average salaries for local government executives to their counterparts in the other 49 states. The fourth and final part of this section examines the percent of local government employees earning over \$50,000 for each reporting jurisdiction.

MINNESOTA LOCAL GOVERNMENTS: EMPLOYEES EARNING OVER \$50,000 PER YEAR

Research Question:

Which local government occupations earn the most, and why?

The first question we attempt to answer is this one: just what kinds of jobs are being paid over \$50,000? And are those salaries justified? Clearly, the educational level, skills and experience required for some jobs, both in the public sector and the private sector, warrant an annual salary in excess of \$50,000.

Therefore, the first step in our analysis of local government employees who earn more than \$50,000 annually is to compare the actual classifications of local government employees earning over \$50,000 to corresponding classifications in the private sector. The information collected on our local government salary survey enabled us to begin to make those comparisons.

Our survey allowed us to create a comprehensive data base of specific classifications of local government employees reported to be earning over \$50,000 annually. By grouping the employees earning over \$50,000 into appropriate classifications, we were able to begin to assess if their salaries were out of line with those paid in the private sector. Clearly, not all local government employees within these classifications are paid over \$50,000. We make no attempt, therefore, to calculate an average salary for each job type. (A more thorough comparison of average public sector and private sector salaries will be presented in Section II of this report.)

We received data on over 4,800 local government employees earning more than \$50,000 annually. After entering this information into data bases for cities, counties, school districts and special districts, we assigned a job classification to each position title. The purpose of this step was to make some sense of the hundreds of position titles we received in the survey.

The local government employees earning over \$50,000 annually fall into very similar classifications for all reporting jurisdictions (a listing of job types follows). Primarily, they are administrative positions, including top executives, assistant administrators, directors of departments, managers, principals, coordinators, and supervisors. There are also several categories of highly-trained and specialized professionals, including attorneys, engineers, chemists, accountants, nurses, and psychologists. In the larger jurisdictions and special service districts, some professional positions that often earn less in the private sector have reached the \$50,000-plus threshold, apparently through multiple levels of seniority.

The number of Minnesota city employees earning over \$50,000 for the 85 cities reporting in our survey is 1172. For **cities**, the following job classifications were reported as earning in excess of \$50,000 annually:

Accountants	Division Superintendents
Administrators	Engineers
Analysts	Finance Directors
Architects	Fire Employees
Assessors	Fire Chiefs
Assistant Administrators	Librarians
Assistant Directors	Managers
Attorneys	Nurses
Chemists	Police Employees
City Managers	Police Chiefs
Coordinators	Professionals, misc.
City Clerks	Specialists
Directors of Departments	Supervisors

The number of Minnesota county employees earning more than \$50,000 annually for the 49 counties reporting in our survey is 1321. For **counties**, the following job classifications were reported as earning in excess of \$50,000 annually:

Accountants	Engineers
Administrators	Finance Directors
Analysts	Librarians
Assessors	Managers
Assistant Administrators	Nurses
Attorneys	Physicians
Auditors	Professionals, misc.
Assistant Directors	Psychologists

Controllers
County Administrators
Court Employees
Dentists
Directors
Division Superintendents

Recorders
Sheriffs
Sheriffs' Employees
Social Workers
Supervisors
Teachers

The number of Minnesota school district employees earning over \$50,000 for the 229 independent school districts reporting in our survey is 1757. For **school districts**, the following job classifications were reported as earning in excess of \$50,000 annually:

Administrators
Administrative Assistants
Assistant Principals
Assistant Directors
Assistant Superintendents
Business Managers
Consultants
Controllers
Coordinators
Counselors
Curriculum Specialists
Directors
Elementary Principals

Junior High Principals
Senior High Principals
Vocational School Principals
Finance Directors
Instructors
Managers
Psychologists
Specialists
Superintendents
Supervisors
Teachers
Technical College Administrators

The number of Minnesota special service district employees earning over \$50,000 for the 29 special districts reporting in our survey is 276. For **special service districts**, the following job classifications were reported as earning in excess of \$50,000 annually:

Accountants
Administrators
Architects
Assistant Administrators
Assistant Directors
Attorneys
Auditors
Controllers
Coordinators
Directors
Division Superintendents
Executive Directors, CEOs, Chairs

Engineers
Chief Financial Officers
Finance Directors
Managers
Nurses
Physicians
Planners
Presidents
Professional, misc.
Supervisors
Vice Presidents

COMPARISONS TO THE PRIVATE SECTOR

Research Question:

How do these local government salaries compare to state salaries and those paid by private sector employers for similar jobs?

Unfortunately, comparing many of these job classifications to their private sector counterparts was difficult, and in some cases, impossible. The majority of job classification of the local government employees earning over \$50,000 annually included senior managers and administrators. In local government, these job classifications include:

City Managers	Supervisors
County Administrators	Chiefs
School District Superintendents	Superintendents, non-school
Executive Directors, Special Districts	Principals
Mayors ("strong")	Assistant Superintendents
Directors of Departments	Assistant Administrators
Administrators	Coordinators
Managers	Assistant Principals

Managers and Administrators

Over 3,000, or almost 70 percent, of the local government jobs earning over \$50,000 per year are managers and administrators. This varies by level of jurisdiction: for cities and counties it is 54 percent; for special districts it is 83 percent; and for school districts it is 92 percent.

In the Department of Jobs and Training private sector data, only one category is available for comparison with top local government administration. This category, "General Managers and Top Executives," is defined as follows:

Both top and mid-level managers whose duties and responsibilities are too diverse and general in nature to be classified in any functional or line area of management and administration.

The salary for this occupational category, calculated on an annual basis for 1991, ranges from a low of \$9,388 per year to a high of \$561,653 per year. Clearly, this is a catch-all category that is difficult to compare to the local government data. This is the case whether comparing top or middle level managers and administrators. Given the general nature of the job description, we have no way to identify the specific tasks of the job or differences in job responsibilities.

The comparison of local government top administration to the private sector, because of this limitation, is difficult. The extremely broad salary range of the DJT category for chief executives indicates that this category may include low-paid managers with minimal levels of general responsibility, as well as CEOs of large corporations. The data privacy conditions governing the Department of Jobs and Training salary survey, and the limitations of that research, prevent us from knowing any more specific information about a particular organization than the number of employees it has and the general industry to which it belongs. It does not permit us to select any one organization for comparison to local governments in terms of fiscal capacity, responsibilities of the manager, or number of employees supervised.

Several other managerial occupational classifications are available in the DJT data. These include financial managers, purchasing managers, marketing managers, property and real estate managers, and industrial production managers. However, the assumptions we would have to make to try to compare these classifications with local government jobs would be uncomfortably broad. This is in part because managerial jobs, as contrasted with specific professional occupations, are more likely to vary widely in scope and responsibilities, regardless of title. Conclusions from comparisons based on administrative job titles alone would not be valid.

To compensate for the lack of detail in the DJT data, we compared our data to the information collected by the *Star Tribune* on the 1989 salaries of top executives in the Upper Midwest. We categorized this information according to the total revenues of the corporations surveyed, and compared it to local governments with similar levels of revenue (1989). The survey only encompasses corporations with more than \$100 million in revenues. Salaries include those for the chief executive officer, president and chair. Detailed tables containing this information may be found in Appendix C on page 65.

For 13 private sector companies with between \$100 and \$200 million in revenues, the salaries of chief executives vary from \$151,518 to \$985,209. The local governments which have revenues between \$100 to \$200 million are Anoka, Washington, Dakota, and St. Louis counties; and the city of Duluth. The Anoka County Administrator earns \$88,889, and the highest salary in those jurisdictions is paid to the Anoka County Attorney -- \$89,788.

Five private sector companies in the survey have annual revenues of between \$300 and \$400 million. This compares to the City of St. Paul, with \$355.3 million in 1989 revenues. The salaries of the chief executives for these companies range from \$319,533 to \$548,460. The chief executive of St. Paul, the mayor, earns \$71,607. St. Paul's highest paid official is the General Manager of Water, at \$86,006.²

In six private sector corporations with \$400 to \$600 million in annual revenues, executive salaries range from \$343,159 to \$700,107. This size company compares to Ramsey County, with revenues of \$474 million, and the City of Minneapolis, with \$578 million. The Ramsey

²This position is multi-jurisdictional and provides water services to several municipalities around St. Paul.

County Executive Director earns \$93,456; the top earning Ramsey County official is the Ramsey County Attorney, earning \$94,377. In Minneapolis, the top salary of \$86,500 goes to the City Coordinator.

The executive salaries of the six private companies with \$600 to \$900 million in revenues range from \$404,629 to \$1,342,774. These companies compare in revenues to Hennepin County, with \$702 million. The Hennepin County Administrator earns \$99,195, and is the highest paid local government administrator apart from one special district executive and three school superintendents. The most any local government official can earn is \$103,600.

Revenues for the State of Minnesota were \$10.5 billion in 1989. The governor's salary is currently set at \$109,056. This amount contrasts dramatically with the \$905,479 to \$1.5 million annual salaries of the chief executive officers of three private sector corporations with \$10 to \$14 billion in revenues.

While this comparison of chief executives is useful for putting the top salaries of the largest local governments in perspective, it does not provide the necessary information for comparing lower level local government administrators and managers with their private sector counterparts. The responsibilities of administrators, managers and supervisors in both the public and private sectors can vary widely. Meaningful comparisons between local government managers and administrators and the private sector would require a significant research effort. Job descriptions would need to be developed that capture the unique range of responsibilities of local government officials. Private sector occupations with similar responsibilities would have to be found and surveyed. Comparisons could only be made between organizations of similar size, with similar total budgets, employees and customer base. Without these kind of controlled comparisons, further conclusions about general administrative and managerial pay in the public sector must remain at best tentative.

Non-Managerial And Non-Administrative Classifications

While most local government jobs earning over \$50,000 annually are managerial and administrative, other classifications of local government employees also showed up in our survey of local government employees earning over \$50,000 annually. Over 1,300 of the position titles reported to us in our survey were for other classifications of occupations, primarily high-level professionals.

Once again, we recognize that some of these job classifications, such as police and fire personnel and school district specialists, are unique to the public sector and defy attempts to identify appropriate private sector counterparts. However, we are able to identify a number of non-managerial, non-administrative classifications that appeared to have appropriate private sector counterparts.

Assuming that the job titles within the public sector and the private sector indicate similar requirements relative to educational background, skills, responsibilities and experience, we are able to compare the salaries of specific local government job classifications to the Department of Jobs and Training private sector data. We chose the following set of local government job classifications for the comparisons:

Attorneys	Librarians	Chemists
Accountants	EDP Systems Analysts	Psychologists
Social Workers	Engineers	

We chose these titles because the types of jobs they represent are professional, with specific training requirements necessary to gain the title. Most of the local government employees within these classifications who earn more than \$50,000 are located in the seven-county metropolitan area. To provide for more accurate comparisons, we used only the Twin Cities metropolitan data within the Department of Jobs and Training private sector data base.

Table 1 summarizes the results of our comparisons of the top paid local government employees to the top pay levels of their private sector counterparts.

By definition, Table 1 lists **the highest** paid local government employee within each classification. The limitations of our data base makes it impossible for us to calculate the **average** local government salaries for these classifications, since we have no data for local government employees within these classifications who earn less than \$50,000 per year. When making comparisons to the private sector, we assume it would be reasonable for the highest paid local government employee within each classification to earn near the top of the private sector pay scale for that classification.

TABLE 1:

**PUBLIC AND PRIVATE SECTOR COMPARISONS --
HIGHEST PAY FOR SELECTED OCCUPATIONS**

Job Classification	Highest Salaries Paid to Local Government Employees Within Classification	Highest Salaries Paid to Private Sector Employees Within Classification³	95th Percentile of Private Sector Employees Within Classification⁴
Attorneys	\$ 94,377	\$ 388,208	\$ 161,689
Accountants	60,834	133,578	51,787
Social Workers	55,092	51,917	36,981
Librarians	62,582	51,311	43,754
EDP Systems Analysts	55,362	97,820	53,362
Civil Engineers	84,996	97,344	57,163
Chemists	51,548	102,860	76,988
Psychologists ⁵	64,667	56,243	51,874

Sources: OSA Survey
Department of Jobs and Training

³If the highest private sector salary within a given classification was at least three times greater than the second highest salary within that classification, the salary listed is the second highest salary.

⁴The 95th percentile means that 95 percent of private sector employees in this occupation (in this sample) earn less than this amount.

⁵Does not include individual private practice. The Department of Jobs and Training only surveyed businesses of 25 employees or more.

A review of Table 1 demonstrates, for the most part, the top local government salaries for our selected classifications are not out of line with the salaries these individuals could earn in the private sector.

A further analysis of the data in Table 1 demonstrates that:

- o The highest-paid local government attorneys and chemists in Minnesota clearly could earn more in the private sector;
- o The highest-paid local government accountants, EDP systems analysts, and engineers probably could earn more in the private sector; while
- o The highest-paid local government social workers and librarians are earning more than they could likely earn in the same profession in the private sector.

OTHER FORMS OF PUBLIC SECTOR COMPENSATION

Salaries are not the only form of compensation available for some public sector employees. Top-level public sector managerial and administrative employees, like their private sector counterparts, receive additional compensation in the form of car allowances, housing allowances, deferred compensation, and/or other forms of compensation.

Additional forms of compensation are viewed by some local governments as one way to make up for the gap between public sector and private sector salaries for top executives. However, top level private sector executives also receive other compensation, for example, large bonuses and/or stock options. One private sector consultant indicated that these kinds of bonuses for some executives can easily run as high as fifty percent of annual salary. A recent report in *City Business* (January 1992) indicated that of the 25 highest paid executives in the Twin Cities, only three receive 100 percent of their compensation in the form of an annual salary.

Our survey asked local officials to identify the cost and the type of all other forms of compensation provided to employees earning over \$50,000 annually. We received information on nearly 400 local government employees who receive some other form of compensation (not including fringe benefits such as health insurance) in addition to their \$50,000+ annual salaries. The other forms of compensation range from a performance-based payment of \$13,000 for the superintendent of the Eden Prairie schools, to a \$270 per year salary supplement for the Lyon County Engineer. Unfortunately, for some local units of government, this information was either difficult to quantify or difficult to obtain from the payroll records for our survey. We are concerned, therefore, that the information we received is not complete and thus is not representative of local governments overall, and so we have not analyzed it further.

**MINNESOTA LOCAL GOVERNMENTS:
NATIONAL COMPARISONS OF SALARIES PAID TO MANAGERS AND
ADMINISTRATORS**

Although we were unable to identify appropriate private sector comparisons for managerial and administrative personnel within local governments, we did obtain a data base which compares average salaries paid to Minnesota local government managers and administrators with the average salaries of their counterparts in other states. To make these comparisons, we reviewed a data base compiled by the International City Management Association (ICMA). The data base, presented in a publication entitled *Compensation 1991*, looks at 1990 average salaries for local government executive positions, by state and region. Minnesota's rank for each of the positions analyzed is as follows:

**TABLE 2: MN LOCAL GOVERNMENT EXECUTIVE POSITIONS --
1990 AVERAGE SALARY AND NATIONAL RANKING**

POSITION TITLE	MINNESOTA'S RANK	1990 MN MEAN SALARY
City Manager	11	\$ 59,989
County Manager	8	\$ 73,354
Chief Administrative Officer	13	\$ 46,938
Finance Director	12	\$ 44,969
Police Chief	13	\$ 44,781
Fire Chief	14	\$ 45,071
Chief Personnel Officer	11	\$ 45,979
Parks and Recreation Director	7	\$ 46,197
Public Works Director	10	\$ 44,629
Assistant Manager	15	\$ 42,689

Source: ICMA

For perspective, we looked at data from the Bureau of Labor Statistics on average annual pay by state and industry. This data is compiled from reports submitted by employers whose workers are covered by State and Federal Unemployment Insurance programs.

Based on Bureau of Labor Statistics data, the average 1990 pay of workers nationwide was \$23,602. Minnesota's statewide average annual pay for that year was \$23,126.

Minnesota's overall rank, compared to the rest of the states, is 14th. Minnesota's rank in local government executive salaries, therefore, is comparable to its rank for overall salaries nationwide. Only the classifications of County Manager and Parks and Recreation Director received a disproportionately high national ranking relative to average salaries paid for those classifications.

MINNESOTA LOCAL GOVERNMENTS: TOP SALARIES

Research Question:

Which local governments pay the most?

While it is difficult to compare the salaries of local government managers and administrators to the salaries of their counterparts in the private sector, it is possible to compare salaries paid to top level managers and administrators of similar local government jurisdictions. Table C-2 in Appendix C (page 66) lists the top ten salaries of several management positions in cities, counties, school districts, and special service districts. The specific classifications of managers and administrators we have listed are, for cities: city managers, mayors, city attorneys, police chief, fire chief, director of parks and recreation, director of public works, and finance director. For counties: county administrator, sheriff, county attorney, and public works director/engineer. For schools we list the superintendent of schools, and for special service districts we list the executive director/chief administrator.

A review of these tables provides some indication of which local governments pay the most. The four largest local government jurisdictions -- Hennepin and Ramsey counties, and the cities of Minneapolis and St. Paul -- consistently pay the highest salaries for almost all of the selected positions. The three exceptions to this pattern are the salaries paid to the Southern Minnesota Municipal Power Agency's Executive Director, the White Bear Lake superintendent of schools, and Anoka County's County Attorney. St. Paul salaries are higher than those of Minneapolis in four categories; Minneapolis salaries are higher than St. Paul in three.

For cities other than Minneapolis and St. Paul, the metropolitan cities paying the highest salaries in four or more of the position categories are Burnsville, Eagan, Eden Prairie, Edina, Minnetonka, Golden Valley, St. Louis Park, and Brooklyn Park. The highest paid city manager in the metropolitan area is the Plymouth city manager, at \$86,800. In Greater Minnesota, Rochester and Duluth consistently pay the highest salaries, and Mankato and St. Cloud are often in the top ten.

For counties, after Hennepin and Ramsey, Anoka County pays the most; Carver County pays the least. In Greater Minnesota, St. Louis County ranks highest in every position category; Olmsted County is also always in the top ten.

In school districts, Minneapolis is again the highest, but the White Bear Lake ranks

second, before St. Paul. The rest of the school districts in the top ten are primarily metropolitan suburbs in Hennepin County. Rochester leads superintendent salaries in Greater Minnesota, followed by St. Cloud. Duluth ranks eighth.

The highest salary paid to the director of any special service district goes to the Southern Minnesota Municipal Power Agency Executive Director. St. Paul Port Authority is next, followed by several metropolitan commissions and the MCDA.

While actual size of the jurisdiction must be taken into account when making these comparisons, it is clear that size is not the sole determinant of a top administrator's salary ranking. Where there is a significant difference in size, such as between Minneapolis, St. Paul and other Minnesota cities, salaries are clearly different. But beyond that point the relationship becomes less clear.

Table 3 shows the ten cities with the highest city manager salaries, together with their populations, direct current expenditures, and total number of city employees.

TABLE 3: TOP PAYING CITIES BY SIZE AND EXPENDITURES

City	City Manager 1991 Salary	1990 Population	1990 Direct Current Expenditures (in millions)	Total Full-Time Employees	Total Employees	% of FT Employees over \$50K
Plymouth	\$86,800	50,889	\$ 15.9	167	311	7.2
Golden Valley	86,615	20,971	11.6	123	236	9.0
Bloomington	86,500	86,335	45.7	490	946	6.1
Edina	85,000	46,070	17.8	227	515	8.8
Minnetonka	81,140	48,370	15.6	188	200	7.4
Robbinsdale	80,745	14,396	5.8	74	175	5.4
Blaine	79,718	38,975	9.4	107	141	8.4
Brooklyn Park	78,814	56,381	15.8	219	458	9.6
Eagan	77,719	47,409	13.5	136	237	9.8
Eden Prairie	76,420	39,311	17.3	226	482	5.3

Sources: OSA Survey; OSA 1990 Financial Health Profiles; 1990 Census

The results of this table are surprising. **There appears to be no relationship between city size, expenditures, and the salary paid to the city manager.** For example, the City of Golden Valley, with a population of 20,971 and direct current expenditures of \$11.6 million, pays almost nine percent of its 123 full-time employees more than \$50,000. Bloomington, on the other hand, pays just over six percent of its 490 full-time employees over \$50,000. The city manager of Golden Valley earns slightly more than the city manager of Bloomington, a city that

has a population of 86,335 and direct current expenditures of \$45.7 million. Another example: the City of Eagan has 47,409 people and 163 full-time employees. Almost ten percent of these earn over \$50,000. The City of Eden Prairie has 39,311 people and 226 full-time employees, and pays just over five percent over \$50,000. Brooklyn Park has about the same number of full-time employees as Eden Prairie -- 219 -- but pays almost twice as many of them over \$50,000.

We suspect that there may be any number of factors at work here, but had insufficient time to pursue more information. Based just on population and expenditures, some local governments appear to be paying salaries that are inconsistent with the salaries paid by similar jurisdictions.

MINNESOTA LOCAL GOVERNMENTS: PERCENT OF EMPLOYEES EARNING OVER \$50,000

Research Question:

How many local government employees earn over \$50,000? What percent of local government employees earn more than \$50,000?

Our survey returns indicated that at least 4,800 Minnesota local government employees earn more than \$50,000 annually. **Based on the Census Bureau's 1989 count of 137,071 full-time local government employees statewide, approximately 3.5 percent of all full-time local government employees earn over \$50,000 annually.**⁶ Six percent of all Minnesota full-time employees, in both the public and private sectors, earn more than \$50,000 per year (1990 CPS data -- see Methodology, Appendix B, page 61).

As part of our analysis we focused on the percent of employees paid over \$50,000 by each local government jurisdiction. Our salary survey asked respondents to list the total number of full-time employees, as well as the total number of full time employees paid over \$50,000. Before drawing any conclusions from this information, however, we kept in mind the following:

- 1) The individual salary distributions of any employer depends greatly upon the activities and responsibilities of the organization. Some organizations will be weighted more heavily toward lower-paid occupations, such as manual labor or clerical functions. Others may have responsibility for oversight and administration, with a greater proportion of professional and managerial employees.
- 2) Salary ranges will vary according to regional location, and will be influenced to some degree by factors such as the cost of living in the area.

⁶Adding Minnesota state employees -- 27,653 full-time, with 1417 earning over \$50,000 -- the number of state and local government employees earning over \$50,000 increases to approximately 3.8 percent.

- 3) The threshold of \$50,000 is an arbitrary cutoff. The percent of employees earning over \$50,000 says nothing about the employees earning just under \$50,000. Some cities have cohorts of police and fire employees (who generally move up the salary scale as a group) earning more than \$40,000 and close to \$50,000. Some school districts have a number of teachers, who also move as a group, earning just under \$50,000 annually.

To help compensate for these limitations, comparisons of the percent of employees earning over \$50,000 should only be drawn between organizations with similar structures, located within similar geographic regions. Time and other resource constraints did not permit us to conduct research into the organizational structure of local jurisdictions. To make comparisons, therefore, we considered several variables as proxies of structure, including: type of jurisdiction (i.e., cities, counties, school districts, special service districts); size of organization (total full-time employees); size of fiscal structure (1990 direct current expenditures); geographic location (i.e., metro/greater MN); and 1990 population for the area served by the jurisdiction.

While all of the aforementioned variables were considered, an analysis of the data indicated that the **type** of the jurisdiction and the **location** of the jurisdiction were the two variables that consistently resulted in significant differences in the total percent of employees paid over \$50,000 annually. We opted therefore, to make our comparisons among local governments of the same type and location: metropolitan cities, Greater Minnesota cities; metropolitan counties, Greater Minnesota counties, and so forth.

Before proceeding to the comparisons, note that we have included data for the State of Minnesota within the tables for all categories of local governments. **Using data provided by the Minnesota Department of Employee Relations, we determined that 5.12 percent of Minnesota state employees are paid over \$50,000 per year.** This percentage will be compared to all local government jurisdictions in all the following tables.

Minnesota City Comparisons

The majority of Minnesota cities do not employ anyone earning in excess of \$50,000 annually. There are 168 cities in Minnesota with more than 2,500 population. In our survey we received data from 85 cities with over 2,500 population that employ at least one person at an annual base salary of over \$50,000.

For these 85 cities, we compared the number of employees earning over \$50,000 to the total number of full time employees of the city. Using these numbers, we were able to calculate the percent of their full time employees who earn over \$50,000 annually. These percentages ranged from 0.58 percent for the city of Winona to 10.48 percent for the City of St. Paul. Table 4 identifies the 85 Minnesota cities paying one or more employees over \$50,000 annually, listing the percent and actual number of full-time employees paid over \$50,000 per year.

TABLE 4: MINNESOTA CITIES WITH ONE OR MORE EMPLOYEES PAID OVER \$50,000 ANNUALLY⁷

METROPOLITAN AREA CITIES			METROPOLITAN AREA CITIES (Continued)		
CITY	PERCENT OF FT EMPLOYEES EARNING OVER \$50,000	ACTUAL NUMBER OF FT EMPLOYEES EARNING OVER \$50,000	CITY	PERCENT OF FT EMPLOYEES EARNING OVER \$50,000	ACTUAL NUMBER OF FT EMPLOYEES EARNING OVER \$50,000
ST. PAUL	10.48	344	ANDOVER	4.35	1
EAGAN	9.82	16	HOPKINS	4.08	4
BROOKLYN PARK*	9.59	21	ST. ANTHONY	3.85	2
WEST ST. PAUL	9.47	9	SHAKOPEE	3.45	2
NEW BRIGHTON*	9.38	6	CHASKA	3.33	2
GOLDEN VALLEY	8.94	11	STILLWATER	3.33	2
EDINA	8.81	20	SOUTH ST. PAUL	2.94	3
PRIOR LAKE	8.7	4	WAYZATA	2.94	1
BLAINE	8.41	9	HASTINGS	2.63	2
WHITE BEAR LAKE	8.33	8	CHANHASSEN	2.38	1
BROOKLYN CENTER	8.16	12	ROSEMOUNT	2.22	1
SAVAGE	8.16	4	CHAMPLIN	1.98	1
COTTAGE GROVE*	8.16	8			
MAPLE GROVE	8.09	11			
ANOKA	7.94	10			
NEW HOPE	7.89	6			
ORONO	7.89	3			
MOUNDS VIEW	7.89	3			
MENDOTA HEIGHTS	7.5	3			
BURNSVILLE	7.46	15			
MINNETONKA	7.45	14			
LAKEVILLE	7.45	7			
FRIDLEY	7.3	10			
SHOREVIEW*	7.25	5			
PLYMOUTH	7.19	12			
OAK PARK HEIGHTS	7.14	1			
MINNEAPOLIS	7.06	321			
ROSEVILLE	6.81	8			
COON RAPIDS	6.56	12			
WOODBURY	6.49	5			
SPRING LAKE PARK	6.45	2			
ST. PAUL PARK	6.25	1			
BOOMINGTON	6.12	30			
ST. LOUIS PARK	6.09	14			
NORTH ST. PAUL	6	3			
RICHFIELD*	5.88	13			
MAPLEWOOD	5.69	7			
APPLE VALLEY	5.52	8			
INVER GROVE HEIGHTS	5.48	4			
ROBBINSDALE*	5.41	4			
COLUMBIA HEIGHTS*	5.31	6			
EDEN PRAIRIE*	5.31	12			
MOUND	5.13	2			
STATE OF MN	5.12	1417			

(Continued next column)

METROPOLITAN AREA CITIES (Continued)

CITY	PERCENT OF FT EMPLOYEES EARNING OVER \$50,000	ACTUAL NUMBER OF FT EMPLOYEES EARNING OVER \$50,000
ANDOVER	4.35	1
HOPKINS	4.08	4
ST. ANTHONY	3.85	2
SHAKOPEE	3.45	2
CHASKA	3.33	2
STILLWATER	3.33	2
SOUTH ST. PAUL	2.94	3
WAYZATA	2.94	1
HASTINGS	2.63	2
CHANHASSEN	2.38	1
ROSEMOUNT	2.22	1
CHAMPLIN	1.98	1

GREATER MN CITIES

CITY	PERCENT OF FT EMPLOYEES EARNING OVER \$50,000	ACTUAL NUMBER OF FT EMPLOYEES EARNING OVER \$50,000
ROCHESTER	6.07	40
BUFFALO	5.26	2
PIPESTONE*	4.35	1
MONTICELLO*	4.35	1
ELK RIVER*	4.17	2
VIRGINIA	3.39	4
MANKATO	3.38	7
OWATONNA	3.06	3
WILLMAR	3.03	3
DULUTH	2.88	27
DETROIT LAKES	2.78	2
MARSHALL	2.6	2
ALBERT LEA	2.56	4
WORTHINGTON	2.38	2
NORTH MANKATO	2.22	1
BRAINERD	1.9	2
ST. CLOUD	1.83	6
LUVERNE	1.74	2
FERGUS FALLS	1.74	2
FAIRMONT	1.74	2
LAKE CITY	1.72	2
NORTHFIELD	1.37	1
HUTCHINSON	1.32	1
NEW ULM	1.31	2
AUSTIN	1.23	2
RED WING	1.14	2
BEMIDJI	1.09	1
MOORHEAD	1.06	2
FARIBAULT	0.98	1
WINONA	0.58	1

Source: OSA Survey

⁷More than half of the employees of the cities marked with an asterisk are part-time. Their dependency on part-time staff instead of full-time makes the percent of full-time employees paid over \$50,000 seem higher. This percent, however, is offset when the total number of employees, including part-time, is considered.

The table indicates that Minnesota cities have adopted their own unique salary policies for their top officials. For example, the cities of South Saint Paul and Golden Valley are both first ring metro suburbs, with similar populations and total number of full time employees. However, in South St. Paul, three employees earn over \$50,000 annually (2.9 percent), while in Golden Valley, eleven employees earn over \$50,000 annually (8.9 percent). (Our data also identified significant differences in the **actual number of employees** for similar sized cities in similar geographic locations. While this data is relevant to discussions about overall spending by Minnesota local governments, it is outside of the scope of this study.)

Most cities in our sample had about three percent of employees in the over \$50,000 category. Over half, or 47 cities, had less than six percent earning over \$50,000, while 38 cities paid more than six percent of employees over \$50,000 annually. Graph D-1 on page 72, in Appendix D, shows these distributions.

The percent of employees paid more than \$50,000 varies most according to the location of the local government. Metropolitan location is a stronger factor on the distributions of salaries within a city than either city population or total expenditures of the city. While this indicates that metropolitan area cities pay a greater proportion of their employees more than \$50,000 per year, it also reflects the overall higher salaries found in the metropolitan area and a higher cost of living. As noted in the introduction, a recent Legislative Auditor's study found that the cost of living averaged 11 percent less in Greater Minnesota than it did in the Twin Cities metropolitan area.

Comparisons Between St. Paul and Minneapolis

While data for St. Paul and Minneapolis have been incorporated with data for all other metropolitan cities, the size and complexities of these governmental units warrant separate comparisons.

To ensure that the comparisons we are making between Minneapolis and St. Paul are as reasonable as possible, we met with both cities to get advice on the specific employees we should include in our analysis.

Because the economic development arm of each city is organized differently, we combined data from the St. Paul Port Authority with the City of St. Paul data, and combined data from the Minneapolis Community Development Agency with the City of Minneapolis data. We also consolidated data for a number of Minneapolis municipal functions that are governed by separate Boards with the Minneapolis city data. Included in this consolidation are:

- o The Minneapolis Park Board employees;
- o The Minneapolis Library Board employees;
- o The Minneapolis Building Commission employees; and
- o The Minneapolis Board of Estimates and Taxation employees.

These consolidations increased the overall percent of employees earning over \$50,000 by 0.2 percent for each city.

Having made the appropriate adjustments to the data to ensure accurate comparisons⁸, we found that the City of Saint Paul reported 10.48 percent of its employees earn over \$50,000, while the city of Minneapolis reported 7.06 percent of its employees earn over \$50,000. St. Paul stood out throughout the analysis as consistently having some of the highest salaries in many job classifications.

St. Paul city officials were quite candid about their large number and percentage of highly paid employees. The current administration recognizes the issue and has taken steps to correct the situation. Mayor Scheibel has imposed a salary freeze on all non-represented employees of the city. While this will help restrain some St. Paul salaries, it will not address the relatively high salaries of St. Paul employees that belong to bargaining units. In fact, **almost 85 percent of St. Paul employees earning over \$50,000 are represented by bargaining units.**

A further analysis of St. Paul data indicates the problem of high paid employees dates back many years, and is not a recent phenomenon. In fact, the contract settlements negotiated by the city in recent years are very much in line with those negotiated by the state and the city of Minneapolis. However, since wage and salary settlements routinely include an across the board percentage increase for covered employees, the disparity between the historically high salaries of St. Paul employees and those of Minneapolis employees continues to grow.

Minnesota County Comparisons

Fifty of Minnesota's 87 counties reported that they employ at least one person earning over \$50,000 annually. The percent of total full-time employees earning more than \$50,000 for these counties ranged from 0.36 percent for Polk County to 10.53 percent for Ramsey County. Unlike Minnesota cities, the total percentage of employees earning over \$50,000 annually varied little from county to county, with most of the 50 counties in the survey paying approximately one percent of its employees \$50,000 or more.

Table 5 identifies the 50 Minnesota counties paying one or more employees over \$50,000 annually, listing the percent and actual number of full-time county employees paid over \$50,000 per year.

⁸We removed the employer's insurance contribution from City of St. Paul salaries.

TABLE 5:

**MINNESOTA COUNTIES WITH ONE OR MORE
EMPLOYEES PAID OVER \$50,000 ANNUALLY**

METROPOLITAN AREA COUNTIES			GREATER MN COUNTIES (Continued)		
COUNTY	PERCENT OF FT EMPLOYEES EARNING OVER \$ 50,000	ACTUAL NUMBER OF FT EMPLOYEES EARNING OVER \$ 50,000	COUNTY	PERCENT OF FT EMPLOYEES EARNING OVER \$ 50,000	ACTUAL NUMBER OF FT EMPLOYEES EARNING OVER \$ 50,000
RAMSEY	10.53	269	COOK	1.47	1
HENNEPIN	8.41	662	GOODHUE	1.44	3
SCOTT	6.74	25	OTTER TAIL	1.42	4
WASHINGTON	6.6	42	CASS	1.32	3
DAKOTA	5.34	58	CLAY	1.27	3
STATE OF MN	5.12	1417	LYON	1.23	1
ANOKA	5.06	61	CROW WING	1.17	4
CARVER	3.49	11	TODD	1.11	2
			WINONA	1.09	3
			SIBLEY	1.08	1
			STEVENS	1.06	1
			WADENA	1.03	1
			BELTRAMI	1.02	3
			WATONWAN	1.01	1
			WASECA	0.97	1
			HOUSTON	0.96	1
			JACKSON	0.93	1
			LAKE	0.84	1
			KOOCHICHING	0.83	1
			DODGE	0.82	1
			BENTON	0.75	1
			RENVILLE	0.72	1
			NICOLLET	0.68	1
			MILLE LACS	0.67	1
			ISANTI	0.65	1
			AITKIN	0.63	1
			MEEKER	0.57	1
			PINE	0.56	1
			MOWER	0.52	1
			MORRISON	0.5	1
			KANDIYOH	0.4	1
			POLK	0.36	1

GREATER MN COUNTIES		
COUNTY	PERCENT OF FT EMPLOYEES EARNING OVER \$ 50,000	ACTUAL NUMBER OF FT EMPLOYEES EARNING OVER \$ 50,000
SHERBURNE	2.73	6
OLMSTED	2.68	19
RICE	2.6	5
CARLTON	2.03	4
ITASCA	2.01	7
ST. LOUIS	1.96	41
STEARNS	1.95	10
BLUE EARTH	1.68	5
WRIGHT	1.61	6
DOUGLAS	1.59	3
FREEBORN	1.49	3

(Continued next column)

Source: OSA Survey

The clear majority of counties in the sample pay less than three percent of their employees over \$50,000. Again, metropolitan location is the principal indicator of whether or not this number will be less or greater than three percent. All of the counties paying less than three percent are located outside of the Twin Cities metropolitan area. (See Graph D-2 on page 73 in Appendix D.)

For the seven-county metropolitan area, the percent paid over \$50,000 ranges from Carver County at 3.5 percent, to Ramsey County at 10.5 percent. For Greater Minnesota counties, size of the county (in 1990 population) is the best indicator of the county's rank in terms of the percent paid over \$50,000.

Compared to our city data, counties appear to have more direct relationships between county population, county total expenditures, total number of county employees, and the percent of employees earning over \$50,000. In general, the larger the county, the greater the proportion paid more than \$50,000.

Minnesota Independent School District Comparisons

We received responses from 229 of Minnesota's 435 school districts that pay at least one person more than \$50,000 per year. Most of the remaining school districts have no employees paid over \$50,000. In our survey, if there was only one person paid over \$50,000 annually, it was the school district superintendent.

The percent of total full-time employees, including teachers, earning over \$50,000 for these school districts ranges from 0.62 percent in East Grand Forks to 8.7 percent in Annandale. The range of these percentages is fairly evenly distributed between one and four percent. Tables 6 and 7 identify the 229 Minnesota school districts paying one or more employees over \$50,000 annually, by the percentage of all full-time school district employees paid over \$50,000 per year.

TABLE 6:

MINNESOTA SCHOOL DISTRICTS WITH ONE OR MORE EMPLOYEES PAID OVER \$50,000 ANNUALLY in the Metropolitan Area

METROPOLITAN AREA SCHOOL DISTRICTS *			
PERCENT OF FULL-TIME EMPLOYEES EARNING OVER \$50,000			
1 Percent	4 Percent	5 Percent	8 Percent
NORWOOD	CENTENNIAL CHASKA	ANOKA-HENNEPIN BROOKLYN CENTER	N. ST. PAUL/MAPLEWOOD
2 Percent	FARMINGTON FRIDLEY JORDAN LAKEVILLE	HASTINGS MINNETONKA NE METRO INTERMEDIATE DISTRICT RICHFIELD ST. ANTHONY/NEW BRIGHTON	
WACONIA	MAHTOMEDI MOUNDS VIEW OSSEO		
3 Percent	EDEN PRAIRIE FOREST LAKE INVER GROVE HEIGHTS MINNEAPOLIS PRIOR LAKE/SAVAGE ROSEMOUNT/DAKOTA TECH SOUTH WASHINGTON COUNTY SPRING LAKE PARK ST. FRANCIS	6 Percent EDINA ST. LOUIS PARK	
	ROBBINSDALE ROSEVILLE SHAKOPEE STILLWATER ST. PAUL WAYZATA WEST ST. PAUL WESTONKA	7 Percent COLUMBIA HEIGHTS	

* Not all metropolitan school districts responded to our survey.

Source: OSA Survey

TABLE 7: MINNESOTA SCHOOL DISTRICTS WITH ONE OR MORE EMPLOYEES PAID OVER \$50,000 ANNUALLY in Greater Minnesota

GREATER MN SCHOOL DISTRICTS PERCENT OF FULL-TIME EMPLOYEES EARNING OVER \$50,000				
1 Percent	2 Percent	3 Percent		4 Percent
ADA	ADRIAN	ALBANY	ST. PETER	ALBERT LEA
AITKIN	ATWATER	ALDEN-CONGER	SWANVILLE	AUDOBON
ARLINGTON-GREEN ISLE	BAGLEY	ALEXANDRIA	THIEF RIVER FALLS	BELGRADE/EL ROSA
BELVIEW	BARNUM	BECKER	UPSALA	BELLINGHAM
BENSON	BATTLE LAKE	BIG LAKE	VIRGINIA	BEMIDJI
BIRD ISLAND	BROWERVILLE	BLACKDUCK	WADENA TECH COLLEGE	BREWSTER
BLOOMINGTON PRAIRIE	CAMBRIDGE-ISANTI	BRAINERD	WASECA	DEER RIVER
BLUE EARTH	CANBY	BYRON	WINONA	DELANO
CALEDONIA	CLARISSA	CANNON FALLS	WORTHINGTON	EDGERTON
CASS LAKE-BENA	COLD SPRING	CARLTON	WRENSHALL	ELK RIVER
CHATFIELD	COOK COUNTY	CHISAGO LAKES	ZUMBROT/MAZEPPA	FAIRMONT
EAST GRAND FORKS	CROOKSTON	CHOIKIO-ALBERTA		FLOODWOOD
EDEN VALLEY-WATKINS	CROSBY	CLIMAX		HANCOCK
ELBOW LAKE	DODGE CENTER	COLERAINE		HUTCHINSON TECH
FOSSTON	DULUTH	CROMWELL		LITCHFIELD
GIBBON-FAIRFAX	ELGIN-MILLVILLE	DAWSON-BOYD		MANKATO
GLENCOE	ELLENDALE/GENEVA	DETROIT LAKES		MORGAN
GRANITE FALLS	GAYLORD	DOVER-EYOTA		PAYNESVILLE
HAYFIELD	GLYNDON	ELY		RED WING
HOLDINGFORD	GRAND RAPIDS	EVANSVILLE		ROCKFORD
JASKSON	HERMANTOWN	FERGUS FALLS		TYLER
LAKE CRYSTAL	KERKOVEN-MURDOCK-SUN	GRAND MEADOW		WALNUT GROVE
LAKE SUPERIOR	LA CRESCENT	HENNING		
LE CENTER	LANESBORO	HERON LAKE-OKABENA		5 Percent
LEWISTON	LESTER PRAIRIE	HILL CITY		BRICELYN
MAHNOMEN	LITTLE FALLS	HINCKLEY		BROWNS VALLEY
MAPLE LAKE	MCGREGOR	HUTCHINSON		BUFFALO
MAPLETON	MONTGOMERY-LONSDALE	LIVERNE		CLOQUET
MARSHALL	MOORHEAD	MELROSE		FISHER
MENAGHA	MOUNTAIN LAKE	MILACA		HAWLEY
MONTEVIDEO	NEWFOLDEN	MONTICELLO		HIBBING
MORRIS	NORTHFIELD	NEW ULM		MIDDLE RIVER
MOUNTAIN IRON/BUHL	OSAKS	NORTH BRANCH		NICOLLET
NASHWALK	PAINVIEW	OWATONNA		ST. MICHAEL-ALBERTVILLE
NEWYORK MILLS	PARK RAPIDS	PARKERS PRAIRIE		
OGLIVIE	PILLAGER	PROCTOR		6 Percent
ONAMIA	PRINCETON	ROCHESTER		--
ORTONVILLE	RED LAKE FALLS	ROYALTON		
PELICAN RAPIDS	ROSEAU	RUSH CITY		7 Percent
PEQUOT LAKES	SPRINGFIELD	SANDSTONE		INTERNATIONAL FALLS
PIPESTONE	STEWARTVILLE	SARTELL		KENYON
RED LAKE	ST. JAMES	SAUKCENTRE		
REDWOOD FALLS	ST. LOUIS COUNTY	SAUKRAPIDS		8 Percent
REMER	UNDERWOOD	SLAYTON		--
RUSHFORD-PETERSON	WABASSO	SOUTHLAND		
SHERBURN	WADENA	STAPLES		
WAUBUN-OGEMA		ST. CHARLES		
WINDOM		ST. CLOUD		

Source: OSA Survey

As noted from the preceding tables, most school districts pay less than four percent of their employees over \$50,000. (Also see Graph D-3 on page 74 of Appendix D.) Metropolitan location for school districts, while still a key variable, made less of a difference in determining the proportion of employees paid over \$50,000 than it did for cities or counties. That may be due to several factors, including the levels of training and experience of the school district employees.

There did not appear to be a relationship between the percent of employees paid more than \$50,000 per year and the size of the school district, as measured by total number of pupils.

Minnesota Special Service District Comparisons

Special service districts, clearly, are a case where the percentage of employees earning over \$50,000 is a reflection of the agencies' functions and the level of education and skills required of their employees.

Twenty-two of the special service districts responding to our survey pay at least one person over \$50,000 annually. The percentage of employees ranges from .7 percent for the United District Hospital and Home in Staples to 32.43 percent for the Southern Minnesota Municipal Power Agency. Table 8 identifies the 21 Minnesota special service districts paying one or more employees over \$50,000 annually, listing the percent and actual number of full-time special service district employees paid over \$50,000 per year. (Also see Graph D-4 on page 75 in Appendix D.)

TABLE 8:

MINNESOTA SPECIAL SERVICE DISTRICTS WITH ONE OR MORE EMPLOYEES PAID OVER \$50,000 ANNUALLY

METROPOLITAN SPECIAL DISTRICTS		
DISTRICT	PERCENT OF FT EMPLOYEES EARNING OVER \$ 50,000	ACTUAL NUMBER OF EMPLOYEES EARNING OVER \$ 50,000
PORT AUTHORITY/ST. PAUL	30.77	8
MINNEAPOLIS COMMUNITY DEVELOPMENT AGENCY	26.7	55
METROPOLITAN COUNCIL	25.93	49
METROPOLITAN LIBRARY SERVICE AGENCY	25	1
METROPOLITAN SPORTS FACILITIES COMMISSION	18.18	6
METROPOLITAN AIRPORTS COMMISSION	15.21	54
REGIONAL TRANSIT BOARD	13.51	5
DAKOTA HRA	11.76	4
METRO WASTE CONTROL COMMISSION	8.54	87
STATE OF MINNESOTA	5.12	1417
SUB HENNEPIN REGIONAL PARK DISTRICT	4.47	8
METROPOLITAN MOSQUITO CONTROL DISTRICT	3.13	2
PHA/MINNEAPOLIS	3.1	9
PHA/ST. PAUL	2.33	5
METROPOLITAN TRANSIT COMMISSION	0.71	14

GREATER MN SPECIAL DISTRICTS		
DISTRICT	PERCENT OF FT EMPLOYEES EARNING OVER \$ 50,000	ACTUAL NUMBER OF EMPLOYEES EARNING OVER \$ 50,000
SOUTHERN MN MUNICIPAL POWER AGENCY	32.43	12
DULUTH SEAWAY PORT AUTHORITY	8.33	1
ST. CLOUD HRA	5	1
RICE CITY DISTRICT ONE HOSPITAL	3.45	4
DULUTH HRA	3.45	2
MONTICELLO-BIG LAKE COMMUNITY HOSPITAL DISTRICT	3.26	3
CUYUNA REGIONAL MEDICAL CENTER	2.88	4
UNITED DISTRICT HOSPITAL & HOME	0.71	1

Source: OSA Survey

SECTION II:

LOCAL GOVERNMENT SALARIES UNDER \$50,000 -- BENCHMARK OCCUPATIONS

Research Question:

Do public sector employees in small jurisdictions in Greater Minnesota earn more than their private sector counterparts?

As noted in Section II above, given our time and resource limitations, we focused our own data collection on local government positions earning more than \$50,000 annually. However, the legislative mandate also directed us to compare local government salaries to the private sector for positions that earn less than \$50,000. To do so we rely upon the existing data bases identified in Appendix B. Wherever possible, we compare the average salaries paid to government employees in specific job classifications to the average salaries paid to their private sector counterparts. Where the local government data does not permit calculation of averages, we compare the private sector average to the jurisdiction salary ranges. Private sector averages have been calculated separately for the metropolitan area and for Greater Minnesota. For independent school districts, we selected a random sample of 30 school districts, from six geographic regions of the state (as defined by the Department of Jobs and Training (DJT)), to use for comparisons to the private sector.

We chose ten occupational classifications, or "benchmarks," to use for the public-private sector comparisons. The benchmarks are jobs that were included in all or most of the available data sources. We chose these in order to focus on occupations that usually pay less than \$50,000 per year. When more than one level of skill or training was available in the data base, we chose the levels where the job descriptions most closely matched those provided by the DJT private sector data job descriptions. In some cases, that meant combining several skill levels into one category for comparisons. We made comparisons for each of these jobs among eight regional and local government categories. The occupational classifications are:

- | | | |
|-----------------------------|-----------------------|-----------------|
| 1. Custodian | 5. Property Appraiser | 8. Accountant |
| 2. Light Equipment Operator | 6. Dispatcher | 9. Clerk-Typist |
| 3. Maintenance Supervisor | 7. Accounting Clerk | 10. Secretary |
| 4. Engineering Technician | | |

Job descriptions of each of these classifications are provided in Appendix E, on page 77. The eight categories of local government and region we used for comparison with the private sector are:

- | | |
|-----------------------------------|--------------------------------|
| A. Metro Area Cities Over 10,000 | E. Metro Area Counties |
| B. Metro Area Cities Under 10,000 | F. Greater MN Counties |
| C. Greater MN Cities Over 10,000 | G. Metro School Districts |
| D. Greater MN Cities Under 10,000 | H. Greater MN School Districts |

Tables listing salaries by position for each jurisdiction, and the data sources used for the comparisons are also listed in Appendix E, pages 84-106. Salaries for several metropolitan agencies (special service districts) also are compared to the private sector; these salaries are listed on page 107.

Findings

Local government jurisdictions consistently pay higher wages than the private sector for occupations requiring limited skills or training. In the lesser-skilled occupations it was not uncommon to find every local government within a category paying a higher average salary than the private sector. This is demonstrated by the salaries paid to Custodians, Light Equipment Operators, Clerk-Typists, and Secretaries. (For detail, see Appendix E, page 84-107.)

For example, the private industry average for custodians in the metropolitan area is \$15,341. In Greater Minnesota the private industry average is \$13,785. Only three out of 66 Minnesota cities pay less than the private sector averages to their custodians. Twenty-one Greater Minnesota counties pay a minimum salary that is **less than** the private sector average, but only one has a maximum salary less than the average (in other words, nearly all county custodians could be being paid more than the private industry average).

Another example of this is the job of Clerk-Typist. The average private industry salary for clerk-typists in the metropolitan area is \$18,495; in Greater Minnesota it is \$14,167. Only eight of 52 Minnesota cities, six of 30 school districts, and eleven of 87 counties pay **less than** the average private sector salary to clerk-typists. The highest actual clerk-typist salary paid is \$26,349, in Chisholm; the highest potential salary (top of the range) is \$29,786, in Clay County.

As one moves up to jobs requiring more training or education, the differences between public and private sector salaries begin to diminish. In jobs such as Maintenance Supervisor, Engineering Technician, or Property Appraiser, the private sector salaries equal, and sometimes surpass, the salaries paid to their counterparts in local government. For example, the private industry average salary for property appraisers in the metropolitan area is \$31,367; in Greater Minnesota, \$28,446. Half of the cities in the sample paid more; half paid less than the averages. Half of the metropolitan counties, and all of the Greater Minnesota counties paid less than the private sector averages for property appraisers.

A good example of the tendency for the differences in public and private sector salaries to diminish with increasing levels of skill and training is provided by looking at the salaries paid to Accounting Clerks and Accountants. Although both are involved in financial services, an

Accounting Clerk position requires a high school education and minimal experience, while an Accountant position requires a Bachelor's degree. Local governments tend to pay Accounting Clerks as much or more than the average salary in private industry. This is especially true in Greater Minnesota cities, where 37 of 42 jurisdictions pay above private sector wages. The private industry average for Greater Minnesota is \$16,747; the average salary for these 42 cities is \$20,255. When one looks at Accountant salaries, however, the situation is largely reversed, with government salaries generally at or below the market wage. For example, the private sector average salary for Accountants in the metropolitan area is \$30,966. Only two metropolitan area cities pay more than this; 12 pay less. The average salary paid by these 14 metropolitan cities for Accountants is \$28,987.

This pattern of higher pay for lower-skill jobs and comparable to lower pay for more highly-skilled jobs is consistent with reports from some local government officials. They claim that there are large numbers of applicants for lower-skill positions, where the pay is better than that found in the private sector. When they attempt to fill positions requiring more skill or education, the number of applicants drops off, because the pay is not as competitive.

The same pattern holds true for salaries paid by the state of Minnesota and the Metropolitan Agencies. For lower-skill positions the metro agencies and the state of Minnesota pay higher average salaries than the private sector. The pay differential for higher-skill positions is less pronounced, although some metro agencies pay more than the private sector for all the benchmark positions. The difference between state of Minnesota average salaries and private sector salaries is especially pronounced in Greater Minnesota. Because the State pays the same salary for a job category, regardless of location, the State's salaries tend to be well above private industry averages in Greater Minnesota.

The results of the benchmark analysis show that public sector pay for these occupations is usually above levels set for the private sector. While this varies somewhat by occupation and by geographic location, in general **public sector employees are highly paid relative to their private-sector counterparts.**

SECTION III: LOCAL GOVERNMENT FRINGE BENEFITS

Research Question:

Do local governments offer their employees benefits that are comparable to those offered by similar-sized private sector businesses?

Any analysis of salaries paid to employees is not complete without some attention to the level of fringe benefits provided for the employees. Given the current economic conditions, consideration of fringe benefits provided by an employer has a major impact on the overall value of an employee compensation package.

Although time and staff constraints limited our ability to do a comprehensive analysis of the fringe benefits provided to employees of local government, the significance of fringe benefits is too great to be completely overlooked. Therefore, we have provided an analysis of specific fringe benefits provided to selected units of local government.

Whenever possible, our analysis of local government fringe benefit packages include appropriate comparisons to the level and type of fringe benefits offered by private sector employers. Unfortunately, we were unable to access a comprehensive data base on private sector fringe benefit packages. For certain fringe benefits, such as vacation and sick leave policies, we were forced to rely on general or national private sector fringe benefit data available through the DCA Stanton Survey and the U.S. Department of Labor, Bureau of Labor Statistics.

Our discussion of employee fringe benefit policies focuses on the following analyses:

- o For all counties and cities over 2500 in population, we list the **maximum** number of **vacation, holidays and sick days** an employee may earn. We also identify the number of years required to attain the maximum vacation allowance. When different bargaining units within a jurisdiction have different levels of benefits, we state the range. A brief discussion of private sector vacation policies is also included in this analysis. Due to the unique nature of school district work schedules, we do not include these employees.
- o For all counties, cities over 2500 in population, and school districts, we identify the health insurance and pension coverage provided by Minnesota's local governments. A brief discussion of the comparative health insurance and pension benefits available in the private sector is included in this analysis.

Due to the limited amount of specific private sector data we were able to obtain, our analysis of local government employee benefits may be more useful for comparing benefit packages among local government jurisdictions. While comparisons with national private sector data are provided, a detailed comparison of benefits available in Minnesota public and private sectors would require a significant amount of primary survey research. Time and budget constraints did not allow us to conduct the necessary research.

VACATION ALLOWANCES

For analysis of typical private sector vacation policies, we reviewed two data bases:

- o The DCA Stanton 1991 Twin Cities Metropolitan Salary Survey, which includes data on private sector vacation policies obtained through a survey of 99 Twin Cities area businesses.
- o The United States Department of Labor, Bureau of Labor Statistics 1989 report entitled, *Employee Benefits in Medium and Large Firms*. This publication contains data on the average vacation policies of medium and large firms nationwide.

For analysis of Minnesota city and county vacation allowances, we rely on the following data sources:

- o The DCA Stanton 1991 Twin Cities Metropolitan Salary Survey.
- o The League of Minnesota Cities 1991 Salary Survey.
- o The Association of Minnesota Counties 1991 Salary Survey.

The "typical" annual vacation allowance provided to private sector employees in the metropolitan area, according to the DCA Stanton survey, includes 5-10 days of vacation after one year of service; 15 days of vacation after 5-8 years of service; and 20 days of vacation after 15-20 years of service. The Bureau of Labor Statistics publication reports a similar pattern, in Table 9 below.

TABLE 9:**PRIVATE SECTOR ANNUAL VACATION ALLOWANCES**

Length of Service	Average, or Typical Private Sector Vacation Allowance
One year	5 to 10 days per year
Five years	10 to 15 days per year
Ten years	15 to 17 days per year
Fifteen years	17 to 20 days per year
Twenty years and over	20 to 25 days per year

Source: U.S. Department of Labor, Bureau of Labor Statistics

Further analysis of the national data reveals that only 14 percent of private sector employees receive over 25 days of paid vacation per year, regardless of the length of service. Private sector employers who provide 25 or more days of paid vacation for their employees typically require 20 to 25 years of service before an employee is eligible for that amount of paid vacation.

The "typical" annual vacation allowance provided to metropolitan local government employees, according to the DCA Stanton survey, includes 5 days of vacation after six months of service; 10 days of vacation after 1 year of service; 15 days of vacation after 5-6 years of service; and 20 days of vacation after 14-15 years of service.

A comparison of the paid vacation days offered to public and private employees indicates that it takes less time for local government employees to reach each level of vacation. For example, city and county employees generally become eligible for vacation leave after six months of service, while 41 percent of private sector employers nationally require one year of service before vacation benefits are provided. As city and county employees increase their length of service, their vacation accruals, and the number of years required to attain the maximum vacation accrual, become even more generous than their private sector counterparts. It typically takes 15-20 years to attain 20 days of paid vacation in the private sector; it takes only 14-15 years to reach that same level in local government.

In some instances, particularly on Minnesota's "Iron Range," the amount of paid vacation provided by jurisdictions is very high when compared to the private sector. (See Tables F-1 through F-4 on pages 109 - 113.) For example, one bargaining unit in the City of Mountain Iron provides 40 days of paid vacation to employees after 25 years of service. The next highest is the City of International Falls, with 36 days paid vacation after 25 years of service. In fact, **almost 28 percent of Greater Minnesota cities over 2,500 offer more than 25 days of paid vacation to employees, after an average of 21.4 years of service.**

PAID HOLIDAYS

Paid Holidays Provided for Employees in the Private Sector

Our analysis of paid holidays provided for private sector employees is based on the United States Department of Labor, Bureau of Labor Statistics publication entitled, *Employee Benefits in Medium and Large Firms*. This publication provided detailed information on vacation policies of medium and large sized firms nationwide. The publication noted that, while many businesses remain open on certain holidays, employees that work on those days are often allowed to take an alternative day off with pay.

The Department of Labor's survey found that 97 percent of all employees of medium and large firms were given at least one paid holiday per year. The following table identifies the distribution of employees of medium and large sized firms by the total number of paid holidays allowed each year.

**TABLE 10 : PERCENT OF FULL-TIME EMPLOYEES
 BY NUMBER OF PAID HOLIDAYS
 (NATIONAL)**

Number of Paid Holidays	Percent of All Full-Time Employees of Medium and Large-sized Firms (National)
No paid holidays	3 percent
0 to 5 paid holidays	5 percent
6 paid holidays	10 percent
7 to 9 paid holidays	28 percent
10 paid holidays	25 percent
11 paid holidays	14 percent
12 paid holidays	7 percent
13 paid holidays	5 percent
More than 13 paid holidays	2 percent

Source: U.S. Department of Labor, Bureau of Labor Statistics

Minnesota City and County Paid Holidays

Most Minnesota city and county employees are given more paid holidays than the majority of their private sector counterparts. Only two counties and two cities in our sample

of 85 counties and 170 cities provided less than ten paid holidays for their employees.

Tables F-5 and F-6 in Appendix F (pages 114-115) identify the actual number of paid holidays to which employees of Minnesota counties and cities are entitled. Where different groups of employees within a single jurisdiction are allowed varying numbers of holidays, the range of holiday days is also noted.

Table 11 below identifies the percent of Minnesota cities and counties by number of paid holidays. Only **28 percent** of the full-time employees in the private sector receive more than ten paid holidays; in contrast, **76 percent** of the Minnesota cities and counties in our sample provide more than ten paid holidays.⁹

TABLE 11:

**PERCENT OF MINNESOTA CITIES AND COUNTIES
BY NUMBER OF PAID HOLIDAYS**

Number of Paid Holidays	Percent of MN Cities and Counties
0 to 8 paid holidays	0 percent
9 paid holidays	2 percent
10 paid holidays	22 percent
11 paid holidays	44 percent
12 paid holidays	25 percent
13 paid holidays	5 percent
More than 13 paid holidays	2 percent

Sources: LMC and AMC Salary Surveys; DCA Stanton Metro Area Salary Survey

Minnesota City and County Combined Leave Policies

Our findings of holiday and vacation leave policies in the public sector indicate that very large yearly accruals are possible. Tables F-7 and F-8 in Appendix F (pages 116-117) identify the maximum days of paid leave that may be provided by the cities and counties in our sample. This number was obtained by adding together the maximum number of vacation days and the total number of paid holidays provided by each jurisdiction. Table 12 below lists the Minnesota cities and counties with the most paid vacation and holidays combined. The range of total paid leave varies from 22 days in the City of Mahotomedi, to **54 days** in the City of Mountain Iron,

⁹Ten paid holidays are mandated by state law (MN Statutes 645.44, Subd. 5).

or over ten weeks. This level of paid leave is clearly excessive compared to the private sector.

TABLE 12:

**MINNESOTA CITIES AND COUNTIES WITH
THE MOST PAID LEAVE**

City	Maximum Leave Granted (Days)	Vacation Days	Vacation Range*	Holidays	Holiday Range*
MOUNTAIN IRON	54	40	(35-40)	14	----
INTERNATIONAL FALLS	48	36	(30-36)	12	(12-13.5)
TWO HARBORS	47	35	----	12	----
HIBBING	46	35	(25-35)	11	----
DULUTH	44	33	(28-33)	11	(11-15)
EVELETH	44	30	----	14	----
VIRGINIA	44	30	----	14	(13-14)
CHISHOLM	43	30	(15-30)	13	----
STAPLES	42	30	----	12	----

County	Maximum Leave Granted (Days)	Vacation Days	Vacation Range*	Holidays	Holiday Range*
ST. LOUIS	44	33	(29-33)	11	----
STEVENS	44	33	(24-33)	11	(10.5-11)
FARIBAULT	40	30	(22-30)	10	(10-11)
KOOCHICHING	39	27	----	12	(11-12)
KITTSON	38	27	----	11	----
COOK	37	25	----	12	----
ITASCA	37	25	----	12	----
LAKE	37	24	----	13	----
MOWER	37	25	----	12	(11-12)
RAMSEY	37	25	----	12	----

Source: LMC and AMC Salary Surveys; DCA Stanton Metro Area Salary Survey

*The range indicates where different bargaining units have different levels of paid leave.

SICK LEAVE BENEFITS

Sick Leave Policies of Private Sector Employers

Based on data from the DCA Stanton Survey of 99 business organizations in the metropolitan area, and the U.S Department of Labor's Publication on *Employee Benefits In Medium and Large Firms*, private sector employers have a wide variety of sick leave policies for their employees. These policies range from no paid time off for days missed due to accident or illness, to partially paid leaves of absence (a percentage of actual salary is paid to the employee), to fully paid leave time for time spent away from work due to accident or illness.

Nationwide, 32 percent of employees of medium and large sized firms are not eligible for paid sick leave. These employees are required to take time off without pay or use annual vacation allowances for accidents and illness.

Most private sector employers that allow for paid sick leave cap the maximum number of days which may be taken in any one year. In the private sector, the maximum number of sick leave days allowed per year is often dependent upon the length of service of the employee. The most common sick leave policies of medium and large firms allow between 5 to 10 paid sick days per year. After one year of service, only 28 percent of all employees of medium and large sized firms were allowed to take ten or more paid sick days per year. A number of private sector employers require the employee to take 1 to 4 days of unpaid leave, per incident, before they become eligible for paid sick leave benefits. These policies are intended to provide paid leave for major illnesses and serious accidents, while discouraging time off work for minor ailments.

Sick Leave Policies of Minnesota Cities and Counties

City and county sick leave policies are relatively standard for all units of government. While the total number of sick days allowed per year ranges from 6 to 19 days, the vast majority of cities and counties have adopted policies of 12 sick days per year. Unlike the private sector, most cities and counties have established a maximum number of paid sick days that may be accrued per year, regardless of the length of service of the employee. These accruals, however, may be carried over from year to year.

Nearly all counties, and cities with population of 2500 or more, offer fully paid sick leave for their employees. Furthermore, cities and counties generally allow employees to accumulate unused sick leave from one year to the next. Many cities and counties allow employees, under certain conditions, to cash in unused sick leave for vacation days or cash. Unused sick leave is also often used as part of an employee's severance package when they terminate their employment with the local unit of government. Nationwide, 49 percent of the employees of medium and large sized firms are allowed to accumulate unused sick leave.

HEALTH INSURANCE

Health Care Benefits of Private Sector Employers

The provision and cost of health care benefits has been a topic of considerable national interest for several years. Many studies have been done to determine the extent of uninsured individuals in the nation and in specific states. A variety of state laws have been passed to encourage employers to provide health insurance benefits to employees. Several bills have been proposed to mandate employer health insurance coverage. Health insurance coverage has also grown tremendously as an issue of contention between management and employee unions.

Minnesota came close to passing a health insurance bill to cover all uninsured Minnesotans in 1989. Instead, the Health Care Access Commission (HCAC) was formed to study the matter further. Research done by this Commission in 1990 found the following levels of health care benefits by industry type in Minnesota:

TABLE 13: PERCENT OF EMPLOYERS BY TYPE OF INDUSTRY OFFERING INSURANCE TO EMPLOYEES

Type of Industry	Percent Offering NO COVERAGE	Percent Offering SOME COVERAGE	Percent Offering FULL COVERAGE
School	0	19.5	80.5
Government ¹⁰	17.5	20.3	62.2
Miscellaneous	19.1	38.0	42.9
Manufacturing & Mining	23.2	31.6	45.2
Church	28.0	26.0	46.0
Finance, real estate, & insurance	31.4	32.2	36.4
Construction	41.2	29.0	29.8
Agriculture	41.4	25.3	33.3
Transportation	45.2	33.7	21.1
Retail and Sales	45.6	26.3	28.2
Other services	49.2	26.8	24.0

Source: HCAC

¹⁰Includes many small Minnesota townships.

The survey involved 1,125 Minnesota employers. Employers with at least one paid employee in addition to the owner were included in the survey population. This means that the sample includes very small as well as very large businesses, and part-time as well as full-time employees. For the survey, employers were defined as providing "full coverage" if they:

- 1) paid at least 75 percent of the premium or fee for full-time employees;
- 2) paid any of the costs for insuring employees' family members;
- 3) do not have a deductible that requires employees to pay more than \$300 per person or more than \$1,000 per family each year; and
- 4) paid for any outpatient services, such as doctor's office visits, laboratory tests, or prescription drugs.

Employers were defined as providing "some coverage" if they met any but not all of these criteria.

The Health Care Access Commission survey found that the types of industries, besides schools and other governments, most likely to offer some level of health insurance coverage to employees to be manufacturing and mining industries, churches, and finance, real estate and insurance businesses. Those industries most likely **not** to provide health insurance coverage are transportation, retail and sales, and other services. Based on the survey, approximately 59 percent of Minnesota employers provide partial or full health care coverage for their employees. Ninety percent of employers with 30-49 employees offer health insurance, while only 33 percent of employers with less than five full-time employees offer coverage.

The Health Care Access Commission survey also found that the likelihood of health insurance coverage varied according to how long an employer had been in business; almost 65 percent of employers in operation over ten years offer some health insurance coverage. This survey also found that approximately 67 percent of private sector employers pay the full cost of single health insurance coverage, and almost three-fourths pay 50 percent or more of dependent coverage.

According to the Bureau of Labor Statistics, **medical care is one of the most common employee benefits in medium and large firms nationally.** In 1989, medical care benefits were provided to 92 percent of all full-time employees; this only varied slightly by occupational group. Forty-eight percent of workers had the full cost of health care coverage paid by their employers; 31 percent had fully paid family coverage.

Minnesota City and County Health Care Benefits

The Health Care Access Commission survey found that 100 percent of the public schools and 82.5 percent of the government employers provide at least partial health insurance coverage for their employees. The comparisons for private sector industries are: 76.8 percent of manufacturing and mining; 72 percent for churches; 68.6 percent for finance, insurance and real estate; 58.8 percent for construction; 58.6 percent for agriculture; 54.8 percent for transportation; 54.5 percent for retail and sales; and 50.8 percent for other service industries.

Of the jurisdictions examined for our study (counties, metro and non-metro cities over 2,500 and school districts), 100 percent offered its employees one or more health insurance plans, or provided money to purchase health insurance on their own. The difference between the findings of the Health Care Access Commission survey and our study may be explained by the differences in the survey populations: we have no information on benefits for townships or very small cities. The Health Care Access Commission survey sampled all levels of local government, including townships and small cities.

Most local government jurisdictions in our survey cover the full cost of the employee's individual health insurance premium. Seventy-seven percent of non-metro cities under 2,500 paid the full premium for single coverage for their employees. For metropolitan cities over 2,500, 93 percent of the local governments paid the full premium for single coverage. For counties, 78 percent of the local governments paid the full premium for single coverage.

PENSIONS

Pension Benefits in the Private Sector

According to the Bureau of Labor Statistics, 81 percent of all workers were covered by at least one retirement plan in 1989. These plans include defined benefit plans (63 percent) and defined contribution plans (48 percent).

Pension Benefits in the Public Sector

All full-time, permanent public employees are eligible to be covered by a retirement program. Most are covered under one of the programs in the table below. The vast majority of local government employees are covered by a defined benefit pension plan, meaning the benefit paid to the retiring employee is based on years of service and salary at retirement, and is not based on the amount the employee contributed into the pension fund.

TABLE 14:**PUBLIC EMPLOYEE RETIREMENT PROGRAMS**

PLAN	EMPLOYEES COVERED
Minnesota State Retirement System (MSRS)	State employees; employees of the Metropolitan Council, Metropolitan Waste Control Commission, Metropolitan Sports Commission, and most University of MN non-academic personnel
Municipal Employees' Retirement Fund (MERF)	City of Minneapolis employees and Metropolitan Airports Commission, some Metro Waste Control Commission, and some Hennepin County employees
Individual Municipal Police and Fire Retirement Funds	Police officers and fire fighters in selected municipalities
Public Employees' Police and Fire Fund	Police officers and fire fighters not covered under individual pension funds
Public Employees' Retirement Association (PERA)	Other municipal and county employees not covered under one of the special plans above; non-licensed school district personnel
Teachers Retirement Association (TRA)	Licensed and administrative school personnel

Sources: *1991 Twin Cities Metropolitan Area Salary Survey, Volume II: Employee Benefits.* DCA Stanton Group, July, 1991.
Minnesota School Boards Association.

SECTION IV:

ISSUES --

FACTORS AFFECTING LOCAL GOVERNMENT SALARIES

Research Question:

What are the factors affecting local government salaries? Which factors have the greatest effect on local government salaries?

As part of our research, we held a number of meetings with local government officials to learn from them what factors they believe have the greatest influence on local government salaries, particularly salaries over \$50,000. Through these discussions, interviews with other individuals involved with local government salaries, and other research we learned about several significant issues related to local government salary and benefit policies that are somewhat unique to the public sector. We believe it is necessary to consider these issues while making comparisons between public sector and private sector salaries. Those issues are: unions and the level of unionization in the public sector; the state's pay equity policy; labor market competition; and the statutory salary cap.

Unions in the Public Sector

According to national data from the Bureau of Labor Statistics, 43.6 percent of all government workers nationwide were represented by a union in 1989. In contrast, only 13.7 percent of all private nonagricultural wage and salary workers were represented by a union during that year. The U.S. Bureau of the Census stopped collecting state-by-state data on union representation in 1981. The Minnesota AFL-CIO, however, estimates that 21 percent of all Minnesota workers are represented by a union, including public sector employees. When government workers are considered separately, the percent represented is likely much higher. The cities of St. Paul and Minneapolis estimate their percent of total employees represented by a union to be 98 percent and 94 percent, respectively. Ramsey County estimates 72 percent of their work force to be union members; Hennepin County estimates 55 percent. Over 35 percent of just the local government employees earning over \$50,000 are represented by a union.

The degree to which an organization's employees are organized will affect the way in which that organization sets salary levels. The larger the union, the greater the ramifications of a strike, and the greater the union's ability to apply pressure to management during salary negotiations. Levels of unionization are clearly related to salary levels. A study by the National Conference of State Legislatures in 1990 found that the states with the highest average earning for state and local employees are highly unionized; the lowest states have low unionization.

Government workers are organized to a greater degree than other categories of workers. For local governments, however, the issue is not only public employee unions. In addition to the bargaining power of unions, local governments have large groups of represented employees who are classified under state law as "essential" employees. Essential employees include:

firefighters, peace officers, guards at correctional facilities, confidential employees, supervisory employees, principals, and assistant principals. For state employees, the definition includes all law enforcement employees, health care professionals, correctional guards, professional engineering, and supervisory collective bargaining units, and no other employees. (MN Statutes, Chapt. 179a, subd. 7, 1991)

The Public Employment Labor Relations Act (PELRA) prohibits essential employees from striking because a strike-related work stoppage by these employees could seriously endanger the safety and welfare of the public. Because essential employees are prohibited from striking, they are guaranteed the right to binding arbitration. This trade-off has ensured uninterrupted services from firefighters, police officers, prison guards, and others.

Binding arbitration means that when the employer and the union cannot agree on a contract, the matter goes before a professional arbitrator. The arbitrator acts as a neutral third party during the negotiations. In the end, however, the arbitrator's decision on the contract, including wage levels, is binding on all parties.

According to several local government officials, the problem with the binding arbitration process is that it has the potential to inhibit genuine good faith collective bargaining if the parties rely on the arbitration process rather than the negotiation process. In addition, local government officials expressed frustration at the concept of increasing their accountability to the taxpayer for local government employee salaries. They question whether they should be held accountable for these salary levels when binding arbitration effectively results in a delegation of their duties to a non-elected professional arbitrator. As one city manager put it:

...the final salary and benefit levels for essential employees are often determined by arbitrators, who have no short or long term interest in the impact of their decisions on the organization, nor, more importantly, are they politically accountable for tax increases that may logically follow. James F. Miller, City Manager, Minnetonka (correspondence)

The effects of binding arbitration can reverberate throughout an organization. If an arbitrator awards a large increase to an essential employee bargaining unit, this becomes the benchmark for other groups in negotiations. Large increases for staff level employees can create pressure to raise management salaries. In jurisdictions with a high percentage of unionization, this overall effect can be particularly costly.

The pressure of union settlements on administrative salaries was repeatedly mentioned to us in meetings as well as correspondence. City representatives particularly emphasized to us how difficult it is to maintain "appropriate" pay differentials between represented staff and non-

represented managerial employees, especially police. This difficulty is further compounded by the exempt and non-exempt classifications under the federal Fair Labor Standards Act. According to Joyce Twistol, the City Clerk in Blaine:

The most impacting mandate on the federal level is the Fair Labor Standards Act which classifies employees into two groups: non-exempt (eligible for over-time pay) and exempt (not eligible for over-time pay). The impact of this mandate is severe compression of wages between employees eligible for overtime and their supervisors who are not eligible for overtime; i.e., police officers, police sergeants, lieutenants and captains. (correspondence)

Several representatives told us that a salary freeze for non-represented employees, like that proposed by the 1991 Minnesota Legislature, would magnify wage compression because exempt employees, who are not eligible for overtime pay, would have their salaries frozen while non-exempt employees could continue to receive raises and overtime. We were also told that many of the currently exempt employees would quickly form unions and file for overtime. Will Volk, the Employee Relations Director of Dakota County, wrote to us that:

proposed external controls will result in general salary compression between employees below \$50,000 and those currently compensated at that level. This compression will negatively affect supervisor/subordinate pay relationships and force employees to seek third-party representation...it is also likely to result in employee turnover as well as attraction and retention problems.

Several local officials expressed interest to us in changing the PELRA statute so that public employers, at the time of a bargaining impasse, could determine if the employees were essential or not, and if a work stoppage would threaten health and safety of its citizens. If the employees were deemed essential, they would be prohibited from striking but guaranteed the right to binding arbitration; if it was determined that there was no danger in allowing the group to strike, they would be allowed to strike, and lose the right to binding arbitration.

Pay Equity

Minnesota has been a leader in establishing and implementing a policy of pay equity for all public employees. Pay equity refers to the policy of paying all employees, regardless of gender, a wage based on the worth of the job to the organization. The concept developed following research that demonstrated clear-cut, persistent and sometimes large disparities in pay between male- and female-dominated occupations, even when the skill or education levels required were similar.

Following the successful implementation of pay equity in state government in 1983,¹¹

¹¹The Legislature appropriated \$21.7 million to implement pay equity for the State. By making the appropriation, the Legislature was implicitly acknowledging that pay equity would result in increased salaries.

the Legislature passed a law requiring local governments also to adopt the policy of pay equity and to implement it based upon the principle of comparable worth. No appropriation was made to facilitate this change.

Local government officials repeatedly point to pay equity as an important factor affecting upper level salaries, in addition to the salaries of female-dominated classes of employees. The effect of this policy, they contend, is similar to that of binding arbitration: pay raises due to comparable worth adjustments narrow the pay differential between employees and their supervisors, or causes the entire salary structure of the organization to rise.

We conclude from our study of this issue that the effects local governments are feeling from the pay equity legislation are in fact a sign of its intended success. Pay equity for government was introduced to correct the market's traditional and persistent under-compensation of female-dominated occupations. The difference in wages between the public and the private sector indicate that pay equity has done just that. Some of the other changes in salary structures are not the direct result of pay equity, but may be the result of additional forces magnifying the effect of pay equity.

Some local government officials suggested that they be permitted to use "market considerations" in making comparable worth determinations and setting salary rates for female-dominated job classes. However, our examination of benchmark positions (Section II) reveals that local governments pay several traditionally male-dominated occupations well above market rates. Going back to market-based rates for female-dominated classes would simply lead to a return of the wage disparities that pay equity is intended to correct. There is no good reason to reintroduce market-based inequities into local government salary structures.

Labor Market Competition

Salary structure and wage rates are frequently influenced by an employer's attention to the wages and salaries paid by other, similar employers, for the same types of jobs. Consideration is given to the potential pool of applicants for a given position, and to what degree the employer will have to compete for qualified personnel.

In our discussions with local government officials, labor market competition was raised as an issue relating to the level of local government administrative salaries. Salaries over \$50,000 should not be frozen, city representatives stated, because that would inhibit the local government's ability to attract top candidates to administrative positions. Other local government officials argued that administrative positions would not be much affected, since candidates for many of those jobs come from within the public sector anyway. In addition, candidates for top government jobs are often willing to accept the existing pay levels in exchange for an increase in status. Rather, the effect of a salary freeze over \$50,000 would be felt in those positions for which competition with the private sector is strongest: highly trained professional jobs, such as attorneys, systems analysts or engineers.

The Statutory Salary Cap and Salary Compression

State law dictates that most public employees may not be paid more than 95 percent of the governor's salary (physicians are exempt from this provision). The current salary cap is \$103,600 (95 percent of \$109,056). Given this, the most a public sector executive could make is approximately 11 times the salary of a full-time worker earning minimum wage. This difference in top and bottom wages contrasts greatly with the kinds of differences in wages currently being publically discussed. For example, Minnesota Congressman Martin Sabo recently proposed to limit corporate tax deductions on executive salaries to *up to 25 times* that of the firm's lowest paid worker -- and that is considered a significant cut. This proposal is symbolic of increasing concern about the growing gap between most workers and a number of highly compensated corporate executives. Other discontent with extremely high corporate executive salaries has been expressed in a recent decision by the Securities Exchange Commission to allow stockholders to vote on executive compensation packages.

Clearly, salary differentials in the private sector can be quite different than in the public sector. Most of the discussion of the gaps between the highest and lowest salaries in the private sector, however, has been about executive salaries in very large corporations. No information on top-to-bottom pay ratios is available for medium and small businesses that are more likely to correspond to most Minnesota local governments.

The salary cap was cited by local government officials as an important contributor to salary compression. In fact, however, only two local government officials are currently at the cap: the Minneapolis superintendent of schools and the executive director of the Southern Minnesota Municipal Power Agency. Hennepin County indicated to us that they felt the recent increase in the governor's salary relieved much of the pressure they had felt on top salaries, and that for them, compression was not currently an issue. Where the smaller salary range does seem to be a current and potential problem is not at the top, but in the middle. In particular, when more and more levels of administration are built into an organization's structure, the ability to create real differences in pay between managers and those they supervise becomes more difficult.

For most local jurisdictions, the legislative salary cap will not become an issue directly. However, the *presence* of the salary cap appears to increase the sense of salary compression in local government. The actual effect of compression for most local governments is actually generated by budget constraints upon overall salary levels. The upward pressure of union settlements and pay equity adjustments often meet these constraints, compounded by over-developed hierarchies and the lack of additional funding to implement pay equity. These factors, taken together, are what cause salary compression.

SECTION V:

FINDINGS AND RECOMMENDATIONS

Occupational analyses are by nature complex. Every job is unique to some degree, shaped both by the employer and the employee. While this may serve the individual well, it makes comparative analysis quite difficult.

Making objective comparisons of salaries and wages paid to individuals is an incredibly complicated endeavor. Even attempts to establish an equitable salary scale within a single organization call for a number of subjective judgments. The complexities of salary comparisons are a direct result of the many variables that must be considered when making such comparisons. These variables include: the responsibilities of the job, the level of education and training required for the job, the productivity of the individual, the experience level of the individual, the market demands for individuals with specific skills and backgrounds, and the financial resources, as well as specific salary and resource allocation policies, of the organization itself. Attempting to make valid comparisons of salaries of individuals in different sectors of the economy -- such as comparisons between the public and private sectors -- further compounds the number of variables that must be considered.

Despite the difficulties, if Minnesotans are to receive the most public services for their tax dollars, it is essential that efforts be made to control the salaries of local government employees by keeping them in line -- as much as possible -- with the salaries paid to their private sector counterparts. For Minnesota cities with populations over 2,500, approximately 54 percent of total current expenditures are spent on salaries and benefits.¹² Any effort to improve the efficiencies of local government services can not ignore potential savings that may be identified in such a large category of expenditures.

This section of the report summarizes the specific findings we have identified during the course of our study. We draw conclusions from our findings and, where applicable, make recommendations for how best to address each issue.

¹² For Minnesota counties, salaries and fringe benefits account for approximately 38 percent of total current expenditures. The lower county percentage is a result of the large amounts counties spend on payments to individuals for various public assistance programs.

FINDINGS: Employees Earning Over \$50,000

In our research we found that over 4,800 local government employees earn more than \$50,000 per year. Based on the Census Bureau's 1989 count of 137,071 full-time local government employees statewide, this means that **approximately 3.5 percent of all full-time Minnesota local government employees earn over \$50,000 annually.** At least 85 cities, 50 counties, 229 school districts and 29 special service districts have one or more employee earning over \$50,000 per year.

Almost 70 percent of the local government employees earning over \$50,000 are in administrative, managerial, or supervisory positions. Each type of jurisdiction, however, has its own pattern. In cities and counties, 54 percent of personnel paid over \$50,000 are administrative. In cities, over 26 percent of the highest paid people are police and fire employees; in counties, almost 22 percent are attorneys. In school districts, over 92 percent of all employees earning over \$50,000 are administrative, mainly superintendents and principals.

In our analysis and comparisons of local government positions earning more than \$50,000 per year, we found that **the salaries paid to local government employees are, for the most part, in line with the salaries paid for similar jobs in the private sector.** This was particularly true for the highest-paid local government attorneys, chemists, accountants, EDP systems analysts, and civil engineers. These types of jobs are paid salaries that are equivalent to, and often less than, the salaries of their top-paid counterparts in the private sector. However, we also found that the highest-paid local government social workers and librarians are paid more than their top-paid private sector counterparts.

Where it is possible to make comparisons of top executives, we find that **public sector executives in the largest local government jurisdictions make several times less than comparable executives in the private sector.** This is at least in part a reflection of the expectation of service on the part of public employees. In some cases it is also compensated for by an increase in public status. The legislatively mandated salary cap also appears to hold salaries down; currently only two local government employees are right at the level of the cap.

We also compare Minnesota's average salaries for local government executive positions to the average salaries paid in other states for the same occupations. For these jobs, Minnesota ranks from 7th to 15th. In a national comparison of the average salaries of all state citizens, Minnesota ranks 14th. **Minnesota's rank in local government executive salaries, therefore, is comparable to its rank for overall salaries nationwide.**

FINDINGS: Employees Earning Less Than \$50,000

When we looked at local government employees earning less than \$50,000, we found that **the lowest-paid employees of local governments tend to earn more than their private sector**

counterparts. Our comparison of benchmark occupations indicates that local government salaries for a number of jobs were consistently higher than the private sector average. Metropolitan area jurisdictions, especially, generally out-paced the wages of the private sector.

As jobs become more skilled, requiring higher levels of education and training, the gap between public and private sector pay diminishes. Given that about 95 percent of Minnesota's local government work force are in jobs paying less than \$50,000, we can safely say that overall, public employees fare very well in comparison to private sector wages.

CONCLUSION

Local government employees overall are adequately, and often amply compensated relative to the private sector as a whole. The current policies of the salary cap and pay equity are having their intended effects of holding salaries down and correcting gender-based salary inequities.

RECOMMENDATION

Affirm the salary cap and pay equity laws.

While this conclusion may seem contradictory to the finding that some local government executives earn far less than their private sector counterparts, keep in mind that they are relatively few in number compared to the numbers of local government employees in other occupations. The statute prohibiting public sector employees from earning more than 95 percent of the Governor's salary is one of the few checks the Legislature has successfully placed on the growth of local government salaries. We find little evidence to suggest that the cap itself is causing real problems for most local governments at this time. Only two public employees have reached the cap; a few more are approaching this limit. Repealing the cap at this time could fuel expectations for salary increases at all salary levels. However, we acknowledge that if the Governor's salary is not periodically adjusted, the issue of the salary cap will need to be revisited.

Pay equity, while we heard much about it, is another issue for which we found very little hard evidence of significant negative effects. Pay equity, as intended, has raised the average salary of some female-dominated job classes. The fact that many local government employees are paid better than their private-sector counterparts is not due solely to pay equity, but to a long history of generous and across-the-board union settlements. We support the Legislature's efforts to correct unjustified, gender-based disparities in state and local government salary structures.

FINDINGS: Unionization

In our survey, we asked local governments to indicate, for every person earning over

\$50,000, whether or not that position is represented by a bargaining unit. More than 1562 local government employees earning over \$50,000 are members of an organized bargaining unit; or approximately 35 percent of all employees in our survey earning over \$50,000. This percent of higher-paid employees belonging to unions varies widely from jurisdiction to jurisdiction. Only 5.1 percent of county employees earning over \$50,000 in Greater Minnesota belong to unions. In the City of St. Paul, upon which so much concern has focused, **almost 85 percent of the employees earning over \$50,000 are members of collective bargaining units.**

These findings about the levels of unionization among local government employees earning over \$50,000 are very important in light of legislative efforts to control local government salary through the use of a salary freeze for non-represented employees. Metropolitan area local government employees earn the most; they are also the most represented by unions. A salary freeze on non-represented employees would have an extremely limited effect on salary levels.

CONCLUSION

The level of unionization among local government employees earning over \$50,000 in the metropolitan area is so high that any blanket approach to controlling salaries, if it focuses only on non-represented employees, will miss the mark.

RECOMMENDATION

Do not impose a blanket freeze on local government salaries at any level.

There are many factors to consider when trying to discover if local government employees are overpaid. These include the population served, number of people supervised, size of budget, and other individual responsibilities. When public sector employees are more highly compensated than the private sector, this may be in part because of the Legislature's goal of being a leader in establishing progressive employment policies, or because of historical union settlements, and does not necessarily reflect capricious overcompensation on the part of local governments. These factors should be considered, and instances of possible overcompensation investigated on a regional and job class basis.

A freeze only on the salaries of local government employees earning over a pre-determined amount (e.g., \$50,000) could create significant salary inequities within local government organizations. Due to continued upward pressure on the salaries of all employees not subject to a freeze, it is highly probable that, under a selective salary freeze, many staff level positions within local government organizations could begin earning more than the amount paid to their supervisors and managers. This situation would be further exacerbated if the salary freeze is applied only to those employees not subject to a collective bargaining unit agreement.

Furthermore, a blanket freeze on the salaries of all local government employees paid over

\$50,000 annually would be unfair to many local governments that have done a good job controlling their payrolls. A freeze on all salaries over \$50,000 annually would only be justified if all local government employees paid over \$50,000 were overpaid. Our findings indicate this is not the case. While freezing the salaries of local government employees who are paid more than they could reasonably expect to earn in the private sector is a desirable public policy goal, a freeze on all salaries over \$50,000 would impose unfair constraints on all local governments, in an attempt to address the salaries of a **relatively** few overpaid employees. Furthermore, limiting the freeze to employees earning over \$50,000 per year would do nothing to address the instances where local government employees earning under \$50,000 are earning more than they could reasonably expect to earn in the private sector.

FINDINGS: Significant Disparities in Local Government Salary Structures

In our survey of local governments, we asked for information on the distribution of employees within several salary categories, including the total number paid over \$50,000 and the total number of full-time employees. We calculated the percent of employees paid over \$50,000 for all local governments reporting in the survey. We also looked at the salaries paid to top local government employees and compared those salaries for similar jurisdictions.

The results of this analysis are somewhat surprising. We find very little evidence of any consistent pattern for Minnesota cities in the percent of employees in the over \$50,000 category, or in the amount paid to executive employees. Metropolitan area cities have the greatest disparities in their salary structures, ranging from no employees paid over \$50,000, to 10.48 percent of the employees of the City of St. Paul earning over \$50,000. For example, the City of Golden Valley, with a population of 20,971 and direct current expenditures of \$11.6 million, pays almost nine percent of its 123 full-time employees more than \$50,000. Bloomington, on the other hand, pays just over six percent of its 490 full-time employees over \$50,000, and has a population of 86,335 and direct current expenditures of \$45.7 million. Greater Minnesota city salary structures range from no employees earning over \$50,000 to 6.1 percent of Rochester's work force earning more than \$50,000 per year.

School districts also display inconsistencies in salary structures, when total student population is considered. Superintendents of some of the largest school districts earn similar amounts to superintendents of districts a fraction of their size. County salary structures alone reflected size of population and direct current expenditures: larger counties tend to pay higher salaries. Greater Minnesota counties appear to have the most uniform salary structures, ranging from no employees earning over \$50,000 in 37 counties, to 2.7 percent of Sherburne County employees earning over \$50,000.

We suspect that there may be any number of factors at work to influence salary structures, but had insufficient time to pursue more information. It does appear, however, based on population and expenditure data, that some local governments are paying salaries that are inconsistent with the salaries paid by similar jurisdictions.

CONCLUSION

The apparent lack of consistency in salary structures for Minnesota cities and school districts points to the need for greater understanding of the factors influencing salary levels, and the need for more accountability to the local taxpayers in those areas.

RECOMMENDATION

Require local governments to report periodically on their overall salary structures to the Legislature and to local taxpayers.

Though we found that many local government employees, especially highly trained professionals, are paid salaries comparable to those found in the private sector, and some senior executives are paid less, we could not ignore the fact that some local government employees appear overpaid relative to the private sector. Local governments should be allowed considerable discretion in establishing salary policies. But it is reasonable to expect that there should be some relationship between salary levels and other factors, such as the quality of services provided.

The key to addressing the lack of consistency in local government salary structures is to require accountability to the taxpayers who ultimately pay the salaries of local government employees. Minnesotans, however, cannot hold their local elected officials accountable if they do not have easy access to adequate information on the actual salaries of local government employees. To provide this data, the Legislature should require cities with populations of 2,500 or more, counties, and school districts to report annually on salaries. This data should be compiled into a report for distribution to the public. For each local unit of government, the annual report should identify the population of the jurisdiction, the total number of full- and part-time employees, the total salaries and wages of the employees, and the number and percent of employees paid more than twice the statewide average salary for all Minnesotans. Where it appears that salaries for local government employees are excessive relative to their peers, the issue must be brought to the attention of the citizens of that jurisdiction. Local elected officials should then determine if their employee compensation policies are appropriate, taking into account private sector wages, but also state policies such as pay equity. If local elected officials are convinced that the policies and the productivity of the employees in question warrant the high salaries, they should explain the rationale for the high salaries to the citizens of the jurisdiction. If the level of the salaries cannot be explained, the officials should be held accountable for addressing the issue through targeted salary freezes, or at the bargaining table. Minnesotans may lose confidence in their local governments if unexplained high salaries go unchecked.

FINDINGS: Benefits

After analyzing local government employee salaries, we opted to review employee benefit packages as well. Our review of employee benefit packages offered by Minnesota cities and

counties, and those available in the private sector, **found that the benefits offered by most local governments are equivalent to, or better than, those offered by the typical medium or large sized private sector firm.** For example, 14 percent of private sector employees receive over 25 days of paid vacation per year, regardless of their length of service. In contrast, **almost 28 percent of Greater Minnesota cities over 2,500 offer more than 25 paid vacation days per year, after 15 to 30 years of service.** One bargaining unit in the City of Mountain Iron receives 40 days of paid vacation (eight weeks) after 15 years of service.

Another area where the public sector benefits clearly exceed private sector levels is in paid holidays. **Only 28 percent of the full-time employees in the private sector receive more than ten paid holidays; in contrast, 76 percent of the Minnesota cities and counties in our sample provide more than 10 paid holidays.**

In the area of sick leave and health insurance, local government employees also fare better than the private sector. Many private sector employees have a limited number of days to use for sick leave each year, while local government employees may carry sick leave accruals over from one year to the next. Virtually all local governments in our study offer some level of health coverage, with 78 percent of counties and small non-metropolitan cities, to 93 percent of large metropolitan cities paying the full premium for single coverage. While most employees of medium and large sized firms are provided health insurance, more of those employees are required to pay a percentage of the cost of their premiums, compared to the percentage of health insurance premiums paid by city and county employees. Many private sector employers offer health insurance, but only 48 percent of workers have the full cost of coverage paid for by their employers.

Nearly all city and county employees are covered by a defined benefit pension plan. Only 63 percent of private sector employees have such coverage for their retirement. **The combined effects of good pay and great benefits means that local government employees overall fare consistently better than their private sector counterparts.**

CONCLUSION

The extent of health and pension coverage offered by local governments is commendable, as it meets the goals of social policies. Local government employee paid leave benefits for some jurisdictions, however, are extremely high compared to those offered in the private sector.

RECOMMENDATIONS

- 1) **Institute reasonable limits on paid leaves for local government employees.**

Benefits for local government employees are even more generous, compared to the

private sector, than salaries. Fringe benefits levels in local governments are almost always above the private sector average. This is especially true in the area of paid leaves: vacation days, holiday, and sick leave. Because these policies essentially pay employees for not working, local governments need to take steps wherever possible to correct excessive leave policies, including accruals.

Few private sector employees have the benefit of eleven paid holidays and six or more weeks of paid vacation per year. Local governments that offer excessive paid leave policies for their employees should be held accountable to taxpayers. Local elected officials should take steps to correct excessive paid leave policies.

2) Ensure that all employers offer adequate health and pension benefits.

A significant portion of the cost of inadequate health and pension benefits for working Minnesotans is clearly borne by the state. State and local government officials should be commended for ensuring that all local government employees have adequate health and pension benefits. Any disparities that exist between local government employees and the private sector relative to health and pension benefits is clearly the result of the private sector offering insufficient benefit levels.

As health care costs continue to rise, all employers should guarantee all of their employees adequate levels of health care benefits. While the provision of generous health and pension benefits is another factor setting local government employment apart from the private sector, these benefit levels may be viewed as fulfilling the policy goals of the Legislature. Rather than reduce these benefits to private sector levels, private sector employers should be encouraged, if not required, to offer adequate health and pension benefits to their employees.

FINDINGS: The Need for Common Goals to Achieve Cost Containment in Government

A number of different groups are involved in or affected by the salary setting process. To address the friction inherent in efforts to contain local government spending through controls on local government salary levels, and the desire of local governments for autonomy in salary decisions, we considered both the spoken and implied goals of each of these groups. They include: the Legislature; local governments; unions; both public and private sector employees; private sector employers; and the taxpayers of Minnesota. The principle goals of these groups are:

- 1) maintain or improve service quality;
- 2) cut the costs of doing business, or keep costs low;
- 3) keep taxes, individual and corporate, from rising;
- 4) improve working and employment conditions; and
- 5) control government spending.

Many of these goals are shared by more than one of the parties listed above. These goals also reflect the constant tension between the forces for saving and those for spending. Our most important finding in this exercise, however, is that one important group may not share the goal of reducing government costs, particularly if it affects wages.

Because employee unions share no responsibility for reducing public spending, they have no incentive for considering cost containment at the bargaining table. Public employee unions rightfully exist for the purpose of protecting and enhancing workers' rights, wages, and benefits. Because of their size, and therefore influence in the public sector, this is an important counterweight on the drive to control costs.

Also because of their size and influence, unions have another effect on the salary setting process. State and local elected officials are reluctant to conflict with employee unions, which wield considerable political clout. For example, the Minnesota Senate last year approved a proposal to freeze local government salaries over \$50,000 -- but only for non-represented employees. Locally elected officials also may have difficulty challenging the salary requests of public employee unions. Public employee unions are a significant factor in the outcome of local elections because of their ability to turn members out to vote, combined with the relatively low general voter turnouts for these elections. Elected officials need the direct participation and cooperation of public employee unions if high local government salary levels are to be addressed.

The effects of union settlements are widespread. Once a large union has settled, it provides the precedent for the salary increases bargained for in other employee groups. The salaries of non-represented employees, generally managers and supervisors, are then adjusted to maintain comfortable wage differentials from those they supervise. If salary increases for represented employees are controlled, the pressure to increase managers' salaries will be relieved as well.

Because of increasing pressures to contain costs, local government employee unions may need to change the way they view their responsibilities toward members. "Good" might no longer be defined as across-the-board annual increases in wages above the cost of living. Instead, more compensation may be given according to individual performance and productivity. Unions could look for ways to increase opportunities for merit pay, and ensure that the measures of performance are clear, consistent, fair, and equitably applied. All employees should have the opportunity to excel. Unions would have to be willing to allow members to shoulder the responsibility for turning in a job performance that merits an increase in pay -- and be willing likewise to allow some members not to receive an increase. Other options include increasing the availability of unpaid leaves, opportunities for part-time work with health benefits, job-sharing, or work at home.

It may also be in the best interest of public employee unions to become involved in attempts to balance local government salaries with those in the private sector. Failure to address significant disparities in local government and private sector salary structures will breed increasing levels of taxpayer discontent. Minnesota taxpayers may opt to register their discontent at the ballot box. Forcing government cost containment through the election of

candidates committed solely to reducing government spending could result in significant public sector employee layoffs and critical reductions in public services.

CONCLUSION

To be successful in keeping public sector salaries at least generally in line with private sector salaries, some means must be found to encourage public employees unions, especially those of essential employees, to share the goal of reducing public spending.

RECOMMENDATION

Develop incentives for public employee unions to participate in cost-containment efforts.

Public employees are organized to a much greater degree than private sector employees, and even more are poised to organize if a salary freeze is imposed. Government will not be able to hold down salary costs without the assistance of employee unions, especially those for essential employees. Part of the problem of high union salaries is historical: earlier generous settlements continue to carry the whole structure forward at a higher level. While it is the responsibility of public employee unions to advocate the best possible salary and benefit settlements for their employees, union officials should also recognize that short term gains won at the bargaining table may result in long term problems for their members.

If elected officials and public employee unions refuse to address voluntarily the disparities in private and public sector salaries, Minnesotans may lose confidence in their government structures. As their confidence wanes, they may likely register their dissatisfaction at the voting booth. Throughout the nation, citizens are registering their dissatisfaction with current tax policies by approving ballot initiatives forcing lower taxes, and electing candidates who promise to cut taxes at any cost. These electoral tax revolts may easily be fueled by perceptions of overpaid, unproductive government employees. The consequences of such revolts can be devastating, not only for the local government employees who will lose their jobs, but for the citizens who will lose essential government services as a result of drastic budget cuts.

Elected officials and public employee unions should seriously assess the salary disparities that exist between the public and private sectors. They should agree on a long-range strategy for addressing the disparities that exist. By slowing the growth of public sector salaries that are clearly out of line with the private sector, disparities between the two should begin to disappear.

**APPENDIX A
ADVISORY COMMITTEE
AND OTHER PARTICIPANTS**

ADVISORY COMMITTEE

1991 LOCAL GOVERNMENT SALARY STUDY

OFFICE OF THE STATE AUDITOR

Merry Beckman
Policy Analyst
Association of Minnesota Counties

Kathryn Olson
Employment Relations Director
Anoka-Hennepin Public Schools

Roxanne Casper
Personnel Director
Benton County

Carol Ries
Assistant Director of Management Services
Minnesota School Boards Association

Joel Jamnik
Legislative Counsel
League of MN Cities

John Shockley/Mark Robertson
Personnel Department
City of St. Paul

Timothy Madigan
City Administrator
City of Faribault

Edward J. Shukle, Jr.
City Manager
City of Mound

INTERVIEWEES

Professor Ross Azevedo, University of Minnesota
Denny Bible and Ron Magnuson, City of Minneapolis
Bill Blazer, Target Corporation
Dick Brainerd, Ramsey County
Glenn Dorfman, MN Association of Realtors
Professor Sara Evans, University of Minnesota
Bill Joynes, City of Golden Valley
Rod Kelsey, DCA Stanton
Liz Koncker, Jim Lee, Jan Wiessner, Department of Employee Relations
Paula Macabee, St. Paul City Council
Ken Peterson, David Abrams, Stacy Becker, City of St. Paul
Dan Salamone and Lyn Reed, MN Taxpayers Association
Cyrus Smyth, Labor Relations Associates
Chuck Sprafka, Jerry Booth, Jerry Duffy, Hennepin County
Faith Zwemke, Bonnie Watkins, Department of Employee Relations

MEETING ATTENDEES

Stuart Anderson, City of Columbia Heights
Laurie Behrends, League of MN Cities
Gary R. Berger, City of Arden Hills
Jim Brimeyer, The Brimeyer Group
Bill Craig, City of West St. Paul
Holly Duffy, City of Eagan
Robert Gatti, City of North St. Paul
Tom Hansen, City of Burnsville
Jim Miller, City of Minnetonka
Steve Sarcozy, City of Roseville
Ryan Schroeder, City of Ramsey
Jerry Splinter, City of Brooklyn Center
Bob Svehla, City of Coon Rapids
Joyce Twistol, City of Blaine
Will Volk, Dakota County
Wally Wysopal, City of St. Louis Park

APPENDIX B METHODOLOGY AND DATA

Developing the Research Questions

The first step in untangling the issue of local government salaries was to develop a set of research questions to guide both data collection and analysis of findings. Based on the background leading up to the mandated study, we felt the following questions focused on the issues that are of interest to state and local government officials and the general public:

- 1) *Which local government occupations earn the most, and why?*
- 2) *How do these salaries compare to state salaries and those paid by private sector employers for similar jobs?*
- 3) *Which local governments pay the most?*
- 4) *How many local government employees earn over \$50,000? What percent of local government employees more than \$50,000 per year?*
- 5) *Do public sector employees in small jurisdictions in Greater Minnesota earn more than their private sector counterparts?*
- 6) *Do local governments offer their employees benefits that are comparable to those offered by similar-sized private sector businesses?*
- 7) *What are the factors affecting local government salaries? Which factors have the greatest effect on local government salaries?*

Identifying Existing Databases

After identifying the research questions, we surveyed the existing data on public and private sector salaries and benefits. The following sources of public and private sector data on salaries and benefits were made available to us:

DCA Stanton, 1991 Salary Survey

The DCA Stanton Salary Survey is a survey of Twin Cities metropolitan area public employers, done by a private firm. The survey covers 137 benchmark occupations, categorized into six groups of public employers: 1) state agencies; 2) metropolitan-wide agencies; 3) Hennepin County, Ramsey County, Minneapolis, St. Paul; 4) other Twin Cities area counties; 5) suburbs over 10,000; and 6) suburbs under 10,000. The data

include weighted average salaries, actual salaries and a description of employee benefits.

Minnesota Department of Jobs and Training (DJT)

The Minnesota Department of Jobs and Training conducts a statewide salary survey every year. We obtained data files from the most recent (1990) survey of Minnesota employers. To make this 1990 data comparable to the 1991 local government data, and based on the recommendation of the Department, we increased the salaries by an index factor of four percent to approximate 1991 private sector salary levels.

Variables in this database include industry type, occupational category, and hourly wage. The DJT collected information from employers for both part-time and full-time employees, but did not ask for that distinction to be made on the survey form. Consequently, the hourly wage data for any particular occupation may include both part-time and full-time employees. We converted all hourly wages into annual salaries based on a 40-hour week and 52-week year.

League of Minnesota Cities (LMC)

The League of Minnesota Cities collects annual salary information on its member cities. The 1991 survey report contains average salaries for 39 benchmark occupations from greater Minnesota cities with over 2,500 population. It also includes information on various employee benefit packages. This information is used primarily by the cities themselves for assistance in determining appropriate wage rates.

Association of Minnesota Counties (AMC)

The Association of Minnesota Counties collects information from all 87 counties on 41 benchmark occupations. The 1991 survey contains actual salaries for single incumbent elected officials and appointed county department heads, and salary ranges for selected county staff positions. It also includes information on various employee benefit packages. Job descriptions are not provided for the occupations listed in the survey.

MN School Boards Association (MSBA)

For the purposes of reporting, the MSBA divides employees for school districts into three categories: licensed personnel (teachers); administrative personnel (primarily superintendents and principals); and non-licensed personnel. The 1990-91 data for these three groups of employees are collected for all Minnesota school districts and kept in varying formats. Teacher salary schedules are reported for each school district. Actual salaries are collected for single incumbent administrators, and salary ranges for multiple incumbent positions. Actual hourly wages are available for single incumbent non-

licensed employees; ranges are listed for multiple incumbents. Each school district reports its own unique occupational categories. Job descriptions are not provided for the occupations listed in the reports. This data does not lend itself to easy analysis, nor is it kept in any summary form.

Limitations of the Existing Databases

The local government association salary and benefit reports are compiled primarily to assist local units of government in determining appropriate wage rates for their employees, based on comparable government structures. Indeed, that is the primary purpose of *most* salary studies: to assist the employer in determining appropriate salaries to pay specific employees. A 1979 Public Employment Study completed by Hay and Associates for the Minnesota Department of Finance noted:

Employers conduct and utilize salary surveys to determine what the prevailing rates are in the employment marketplace with which they must compete to obtain and retain competent employees....

To fulfill this function, most salary studies, including those of local government associations, rely on data for a set of key jobs that are most likely to be common in content from one jurisdiction to another. These "benchmark" occupations are ones that can either be assumed to be similar across multiple employers, and/or that match a predetermined description of duties.

For the purposes of this study, and to address the research questions identified earlier, the use of benchmarks posed a difficulty. Benchmarks reveal only a limited picture of the full range of jobs, or salaries, of any given employer. They fail to provide a characteristic picture of any individual employer because, by definition, the unique jobs of that employer are not surveyed. It is not possible, using benchmark data, to discover which positions in an organization are earning over \$50,000, only which *benchmark* positions are earning over \$50,000. Our goal was to discover **all** the jobs in local government that earn more than \$50,000 per year.

Another problem with the available data is that not all studies use benchmark occupations in the same way. The League of Cities survey is the most rigorous. The Association of Counties does not define benchmarks but assumes consistency in county jobs. The school district data does not use benchmarks at all. In addition, and perhaps most importantly, the form of the salary data varies widely: the League uses average salaries, while the counties and schools report salary ranges for multiple incumbent positions. This means that it is not possible to compare averages of the jurisdictions, and also that it is not possible to determine, even from the averages, how many employees in an occupational category are earning over \$50,000.

In addition to the above studies, we drew upon data from the U.S. Bureau of the Census. Data from the Current Population Survey (CPS) was used to determine the percent of all full-time employees earning over \$50,000 in Minnesota. This percent is based upon a very small sample size (623) and should be used with caution.

Need For More Detailed Salary Data

To better answer the research questions, the Office of the State Auditor conducted a salary survey of its own. Our resources, however, were limited. No additional funding was provided for the study, and we had only several months in which to design a survey instrument, collect and input the data, and complete the analysis. The scope of our survey had to be limited. We decided, therefore, to address the question of which, and how many, local government occupations are earning over \$50,000. We selected the \$50,000 threshold based on the apparent legislative interest in salaries over \$50,000 per year. Furthermore, \$50,000 is approximately double the annual average salary of all Minnesotans and therefore, an appropriate threshold for additional public scrutiny.

To further target the survey, we decided to survey only those school districts and greater Minnesota cities that were likely to have one or more employees earning over \$50,000. We determined this by scanning the existing data bases, identifying cities and school districts that paid their top administrator over \$50,000 per year. We did not have the same kind of information for counties, metropolitan cities, technical colleges or special districts. For those, we surveyed all counties, all metropolitan cities, all technical colleges, and large special districts. We chose not to survey townships because of their number, the lack of a data base to guide selection, and the relatively few townships that were likely to pay any employee over \$50,000 per year.

To assist us in the design of the survey instrument, we convened a group of local government representatives to act as an Advisory Council to our Office. The comments of the Advisory Council members helped us to tailor the survey more appropriately to the various levels of local government. Members of the Advisory Council are listed in Appendix A on page 57.

On our survey, we requested two types of information:

- (1) a breakdown of the number of employees by salary range (see Sample form); and
- (2) detailed salary¹³, benefit and related information on all positions earning more than \$50,000 per year, as of **June 30, 1991**.¹⁴

The purpose of the survey was to find out what types of positions were in the over \$50,000 wage category, what the actual salaries of those positions are, and how heavily weighted local governments are toward higher salaries ("higher" being defined as over \$50,000 annually).

The results of the survey are reported in Section I of this report.

¹³ Actual annual base salary. Teacher and other nine-month employee salaries were not annualized.

¹⁴ Not all jurisdictions were able to provide salary data for 6-30-91. We adjusted the data to compensate where possible.

Office of the State Auditor

1991 LOCAL GOVERNMENT SALARY SURVEY

Name of person filling out this form: _____

Phone number: _____

Name and address of city:

SAMPLE

(County: _____)

Part 1 -- ALL EMPLOYEE SALARIES

Please list the **number of employees** you have in each category (as of 6-30-91):

PART-TIME EMPLOYEES*

FULL-TIME EMPLOYEES**

\$ 4.80/hr and under _____

\$ 4.80/hr and under (or under \$10,000/yr) _____

4.81 to 9.61/hr _____

4.81 to 9.61/hr (or 10,001 to 20,000/yr) _____

9.62 to 14.42/hr _____

9.62 to 14.42/hr (or 20,001 to 30,000/yr) _____

14.43 to 19.23/hr _____

14.43 to 19.23/hr (or 30,001 to 40,000/yr) _____

19.24 to 24.00/hr _____

19.24 to 24.00/hr (or 40,001 to 50,000/yr) _____

Over \$24.00/hr _____

Over \$24.00/hr (or over \$50,000/yr) _____

TOTAL PART-TIME _____

TOTAL FULL-TIME _____

*PART-TIME: Any employee working less than 35 hours/week, or less than 52 weeks/year.

**FULL-TIME: Any employee working at least 35 hours/week, 52 weeks/year.

** NOTICE **

COMPLETE THIS PART OF THE SURVEY ONLY FOR FULL-TIME EMPLOYEES EARNING MORE THAN \$24/HR ** OR ** FOR ANY EMPLOYEE EARNING OVER \$50,000/YEAR

Position Title	Number of Incumbents	Actual Annual or Hourly Base Salary (as of 6-30-91)	Pay Range Minimum / Maximum	Years to Top of Range	Hours Worked per Week	Weeks Worked per Year	Years in This Job Title	Longevity Pay? (Y/N)	Union? (Y/N)	Other Compensation (amount; describe on separate sheet)
1										
2										
3										
4										
5										
6	64									
7										
8										
9										
10										
11										

SAMPLE

APPENDIX C LOCAL GOVERNMENT EMPLOYEES EARNING OVER \$50,000

TABLE C-1:

AVERAGE ANNUAL SALARIES OF PRIVATE SECTOR TOP EXECUTIVES COMPARED TO PUBLIC SECTOR SENIOR MANAGERS OF JURISDICTIONS WITH SIMILAR ANNUAL REVENUES

NAME OF CORPORATION	TOTAL ANNUAL REVENUE (in millions)	AVERAGE SALARY OF CEO/PRESIDENT*	LOCAL GOVERNMENT	TOTAL ANNUAL REVENUE (in millions)	SALARY OF SENIOR MANAGER
G & K SERVICES INC MUNSINGWEAR INC NORSTAN INC	\$108.8 111.8 115.8	\$292,483	DULUTH	\$98.7	\$62,195** MAYOR
GREEN TREE ACCEPTANCE INC BMC INDUSTRY PIPER JAFFRAY ADC TELECOMMUNICATIONS TENNANT CO MEI DIVERSIFIED ST. JUDE MEDICAL INC. GOLDEN VALLEY MICROWAVE FOODS MTS SYSTEMS CORP KRELITZ INDUSTRIES NETWORK SYSTEMS CORP COUNTRY LAKE FOODS INC OTTER TAIL POWER CO	\$144.0 164.4 195.2 196.4 197.1 205.4 147.9 171.9 152.6 199.1 144.8 154.6 172.8	\$395,727	ANOKA WASHINGTON DAKOTA ST. LOUIS	\$142.8 144.0 149.0 176.8	\$88,889** COUNTY ADMINISTRATOR \$88,691 COUNTY ADMINISTRATOR \$85,201 COUNTY ADMINISTRATOR \$78,988** COUNTY ADMINISTRATOR
COWLES MEDIA CO DONALDSON CO INC GRACO INTERREGIONAL FINANCIAL GROUP NORTH STAR UNIVERSAL	\$329.8 397.5 297.7 319.9 343.1	\$386,909	ST. PAUL	\$355.3	\$71,607** MAYOR
UNITED HEALTH CARE CORP VALSPAR CORP TCF FINANCIAL CORP MINNESOTA POWER BEST BUY CO INC APOGEE	\$412.0 526.0 540.0 463.9 512.9 589.7	\$521,990	RAMSEY MINNEAPOLIS	\$474.0 578.3	\$93,456** EXECUTIVE DIRECTOR \$67,000** MAYOR
MEDTRONIC INC TONKA CORP TORO CORP DIVERSIFIED INDUSTRIES INC CRAY RESEARCH INC H.B. FULLER CO.	\$836.8 870.5 643.6 843.5 784.7 753.4	\$626,379	HENNEPIN	\$702.3	\$99,195 COUNTY ADMINISTRATOR
DAYTON HUDSON CORP 3M SUPER VALUE STORES	(in billions) \$13.8 12.0 11.0	\$1,249,321	STATE OF MN	(in billions) \$10.5	\$109,056 GOVERNOR

* Includes non-salary incentives and bonuses but does not include stock options.

** This position is not the highest paid within the jurisdiction.

Sources: Star Tribune CEO Salary Survey, September 10, 1990; OSA Survey.

TABLE C-2:

TOP LOCAL GOVERNMENT SALARIES¹⁵

METROPOLITAN AREA CITIES

CITY	TITLE	ANNUAL SALARY	1990 POPULATION
PLYMOUTH	CITY MANAGER	86,800.00	50,889
GOLDEN VALLEY	CITY MANAGER	86,615.00	20,971
BLOOMINGTON	CITY MANAGER	86,500.00	86,335
EDINA	CITY MANAGER	85,000.00	46,070
MINNETONKA	CITY MANAGER	81,140.80	48,370
ROBBINSDALE	CITY MANAGER	80,745.60	14,396
BLAINE	CITY MANAGER	79,718.00	38,975
BROOKLYN PARK	CITY MANAGER	78,814.00	56,381
EAGAN	CITY ADMINIST	77,719.00	47,409
EDEN PRAIRIE	CITY MANAGER	76,420.80	39,311

ST. PAUL	MAYOR	71,607.17	272,235
MINNEAPOLIS	MAYOR	67,000.00	368,383

MINNEAPOLIS	CITY ATTORNEY	86,104.00	
WEST ST. PAUL	CITY ATTORNEY	74,400.00	
BLOOMINGTON	CITY ATTORNEY	73,800.00	
ST. PAUL	CITY ATTORNEY	72,143.66	
MINNETONKA	CITY ATTORNEY	70,366.40	

ST. PAUL	CHIEF OF POLICE	78,724.77	
BLOOMINGTON	POLICE CHIEF	77,100.00	
MINNEAPOLIS	POLICE CHIEF	74,620.00	
EDINA	POLICE CHIEF	72,998.00	
BROOKLYN PARK	POLICE CHIEF	67,932.00	
MINNETONKA	POLICE CHIEF	67,787.20	
BURNSVILLE	POLICE CHIEF	67,260.00	
ST. LOUIS PARK	POLICE CHIEF	66,144.00	
ROSEVILLE	POLICE CHIEF	65,347.00	
APPLE VALLEY	POLICE CHIEF	64,500.00	

ST. PAUL	FIRE CHIEF	78,724.77	
MINNEAPOLIS	FIRE CHIEF	75,168.00	
EDINA	FIRE CHIEF	69,349.00	
BURNSVILLE	FIRE CHIEF	65,028.00	
BROOKLYN PARK	FIRE CHIEF	59,652.00	
WEST ST. PAUL	FIRE CHIEF	56,185.00	
ST. LOUIS PARK	FIRE CHIEF	54,990.00	
FRIDLEY	FIRE CHIEF	54,974.00	
MINNETONKA	FIRE CHIEF	54,912.00	
COON RAPIDS	FIRE CHIEF	54,515.00	

¹⁵Some of these positions are multi-jurisdictional in nature; i.e., the responsibilities span more than one local government entity. Others may reflect a variety of structural arrangements that ultimately may affect salary levels.

 ST. PAUL SUPT PARKS & REC 79,265.63
 EDINA DIR PARKS & REC 69,347.00
 BROOKLYN PARK DIR PARKS & REC 66,612.00
 GOLDEN VALLEY DIR PARKS & REC 64,730.00
 EDEN PRAIRIE DIR PARKS & REC/NR 63,537.84
 PLYMOUTH DIR PARKS & REC 63,000.00
 EAGAN DIR PARKS & REC 61,697.00
 ST. LOUIS PARK DIR PARKS & REC 59,332.00
 BURNSVILLE DIR PARKS & REC 59,304.00
 APPLE VALLEY DIR PARKS & REC 56,000.00

 MINNEAPOLIS DIR ENGINEERNG OP 80,362.00
 ST. PAUL DIR DEPT PUB WKS 78,724.77
 BLOOMINGTON DIR PUBLIC WORKS 76,800.00
 BURNSVILLE DIR PUBLIC WORKS 71,376.00
 GOLDEN VALLEY DIR PUBLIC WORKS 69,594.00
 EDEN PRAIRIE DIR PUBLIC WORKS 68,235.84
 BROOKLYN CENTER DIR PUBLIC WORKS 67,412.80
 PLYMOUTH DIR PUBLIC WORKS 67,100.00
 MAPLE GROVE DIR PUBLIC WORKS 66,843.00
 EAGAN DIR PUBLIC WORKS 66,633.00

 MINNEAPOLIS FINANCE OFFICER 76,923.07¹⁶
 ST. PAUL DIR FIN & MGMT 74,952.54
 ST. LOUIS PARK FINANCE DIRECTOR 71,006.00
 GOLDEN VALLEY FINANCE DIRECTOR 69,472.00
 EDINA FINANCE DIRECTOR 69,347.00
 COON RAPIDS FINANCE DIRECTOR 67,264.00
 BURNSVILLE FINANCE DIRECTOR 67,224.00
 EAGAN FINANCE DIRECTOR 66,633.00
 MINNEAPOLIS BUDGET DIRECTOR 66,529.00
 EDEN PRAIRIE FINANCE DIRECTOR 66,064.32

GREATER MINNESOTA CITIES

CITY	TITLE	ANNUAL SALARY	1990 POPULATION
MANKATO	CITY MANAGER	85,645.00	31,477
ROCHESTER	CITY ADMINIS	84,177.00	70,745
ALBERT LEA	CITY MANAGER	72,167.00	18,310
N. MANKATO	CITY ADMINIS	64,663.00	10,164
MARSHALL	CITY ADMINIS	64,542.40	12,023
NEW ULM	CITY MANAGER	64,438.40	13,132
WINONA	CITY MANAGER	62,587.00	25,399
ST. CLOUD	CITY ADMINIS	61,344.00	48,812
ELK RIVER	CITY ADMINIS	60,234.00	11,143
FERGUS FALLS	CITY ADMINIS	59,536.00	12,362

¹⁶Adjusted from 1992 salary of 80,000.

DULUTH	MAYOR	62,195.00

DULUTH	CITY ATTORNEY	70,096.00
ROCHESTER	CITY ATTORNEY	63,000.00
WILLMAR	CITY ATTORNEY	58,739.00
ST. CLOUD	CITY ATTORNEY	56,340.00

ROCHESTER	POLICE CHIEF	65,500.00
DULUTH	POLICE CHIEF	62,878.00
ST. CLOUD	POLICE CHIEF	54,000.00
ALBERT LEA	POLICE CHIEF	53,167.00

DULUTH	FIRE CHIEF	62,878.00
ROCHESTER	FIRE CHIEF	54,075.00
--		
MANKATO	DIR PUBLIC WORKS	72,947.00
DULUTH	DIR PUBLIC WORKS	66,414.00
FAIRMONT	DIR PUBLIC WORKS	60,300.00
ALBERT LEA	DIR PUBLIC WORKS	59,618.00
ST. CLOUD	DIR PUBLIC WORKS	57,252.00
RED WING	DIR PUBLIC WORKS	51,807.00

DULUTH	DIR PARKS & REC	55,141.00
--		
ROCHESTER	FINANCE DIRECTOR	70,941.00
DULUTH	DIR FINANCE	68,099.00
ROCHESTER	DIR FINANCE/ACCT	60,737.00
MANKATO	FINANCE DIRECTOR	58,467.00
ST. CLOUD	FINANCE DIRECTOR	54,000.00
ELK RIVER	FINANCE DIRECTOR	50,196.00

METROPOLITAN AREA COUNTIES

COUNTY	TITLE	ANNUAL SALARY	1990 POPULATION
HENNEPIN	COUNTY ADMINISTRATOR	99,195.20	1,032,431
RAMSEY	EXEC DIR - RAMSEY CNTY	93,456.00	485,765
ANOKA	COUNTY ADMINISTRATOR	88,889.01	243,641
WASHINGTON	COUNTY ADMINISTRATOR	88,691.20	145,896
DAKOTA	COUNTY ADMINISTRATOR	85,201.00	275,227
SCOTT	COUNTY ADMINISTRATOR	78,034.00	57,846
CARVER	COUNTY ADMINISTRATOR	64,928.45	47,915

HENNEPIN	SHERIFF	87,796.80	
RAMSEY	COUNTY SHERIFF	83,661.00	
WASHINGTON	SHERIFF	78,166.40	
ANOKA	SHERIFF	72,926.68	
DAKOTA	COUNTY SHERIFF	72,500.00	
SCOTT	SHERIFF	61,400.00	
CARVER	SHERIFF	55,120.00	

RAMSEY	COUNTY ATTORNEY	94,377.00	

ANOKA	COUNTY ATTORNEY	89,788.19
HENNEPIN	COUNTY ATTORNEY	87,796.80
DAKOTA	COUNTY ATTORNEY	85,000.00
WASHINGTON	COUNTY ATTORNEY	81,432.00
SCOTT	COUNTY ATTORNEY	68,733.00
CARVER	COUNTY ATTORNEY	62,801.44

HENNEPIN	PUBLIC WORKS DIR (ENGR)	84,448.00
RAMSEY	COUNTY ENGINEER	84,996.00
ANOKA	COUNTY HIGHWAY ENGINEER	75,602.18
WASHINGTON	PUBLIC WORKS DIR (ENGR)	74,193.60
DAKOTA	COUNTY HIGHWAY ENGINEER	73,201.00
SCOTT	HIGHWAY ENGINEER	67,293.00
CARVER	COUNTY HIGHWAY ENGINEER	55,520.61

GREATER MINNESOTA COUNTIES

COUNTY	TITLE	ANNUAL SALARY	1990 POPULATION
ST. LOUIS	COUNTY ADMINISTRATOR	78,988.00	198,213
BLUE EARTH	COUNTY ADMINISTRATOR	76,170.00	54,044
OLMSTED	COUNTY ADMINISTRATOR	75,566.40	106,470
RICE	COUNTY ADMINISTRATOR	67,704.00	49,183
MEEKER	COUNTY ADMINISTRATOR	53,771.54	20,846

ST. LOUIS	SHERIFF	67,990.00	
OLMSTED	COUNTY SHERIFF	56,680.00	
SHERBURNE	SHERIFF	55,350.00	
WRIGHT	SHERIFF	54,700.00	
FREEBORN	SHERIFF	51,251.20	
ITASCA	SHERIFF	50,874.00	
STEARNS	SHERIFF	50,844.00	

ST. LOUIS	COUNTY ATTORNEY	83,315.00	
OTTER TAIL	COUNTY ATTORNEY	70,892.00	
OLMSTED	COUNTY ATTORNEY	70,220.80	
STEARNS	COUNTY ATTORNEY	68,881.00	
WRIGHT	COUNTY ATTORNEY	65,332.00	
WINONA	COUNTY ATTORNEY	60,444.80	
CLAY	COUNTY ATTORNEY	60,008.00	
TODD	COUNTY ATTORNEY	58,764.67	
SHERBURNE	COUNTY ATTORNEY	58,731.00	
CARLTON	COUNTY ATTORNEY	57,565.00	

ST. LOUIS	HIGHWAY ENGINEER	78,751.00	
OLMSTED	COUNTY ENGINEER	58,614.40	
WRIGHT	HIGHWAY ENGINEER	57,725.00	
SHERBURNE	COUNTY ENGINEER	56,888.00	
BLUE EARTH	PUBLIC WORKS DIRECTOR	55,744.00	
CARLTON	COUNTY ENGINEER	55,528.00	
LYON	COUNTY ENGINEER	54,587.40	
BELTRAMI	HIGHWAY ENGINEER	53,758.92	

WINONA	HIGHWAY ENGINEER	53,684.80
CASS	HIGHWAY ENGINEER	53,112.00

METROPOLITAN AREA SCHOOL DISTRICTS

SCHOOL DISTRICT	TITLE	ANNUAL SALARY	TOTAL PUPILS
MINNEAPOLIS	SUPERINTENDENT	103,600.00	39,418
WHITE BEAR LAKE	SUPERINTENDENT	100,095.00	8,389
ST. PAUL	SUPERINTENDENT	100,000.00	33,720
HOPKINS	SUPERINTENDENT	98,600.00	6,913
ANOKA-HENNEPIN	SUPERINTENDENT	95,492.80	33,633
WAYZATA	SUPERINTENDENT	95,000.00	6,716
ROSEMOUNT	SUPERINTENDENT	94,920.00	19,219
EDINA	SUPERINTENDENT	93,600.00	5,471
OSSEO	SUPERINTENDENT	92,200.00	19,185
BLOOMINGTON	SUPERINTENDENT	90,294.00	11,417

GREATER MINNESOTA SCHOOL DISTRICTS

SCHOOL DISTRICT	TITLE	ANNUAL SALARY	TOTAL PUPILS
ROCHESTER	SUPERINTENDENT	86,671.00	13,305
ST. CLOUD	SUPERINTENDENT	81,640.00	10,541
OWATONNA	SUPERINTENDENT	81,500.00	4,234
BUFFALO	SUPERINTENDENT	81,122.00	4,024
BRAINERD	SUPERINTENDENT	80,717.00	6,281
MANKATO	SUPERINTENDENT	78,500.00	6,802
PRINCETON	SUPERINTENDENT	78,000.00	2,755
DULUTH	SUPERINTENDENT	78,000.00	13,880
BECKER	SUPERINTENDENT	77,736.00	984
MOORHEAD	SUPERINTENDENT	77,622.00	5,269

MINNESOTA SPECIAL SERVICE DISTRICTS

SPECIAL DISTRICT	TITLE	ANNUAL SALARY
SO MN MUNIC POWER AGENCY	EXEC DIR & CEO	103,600.00
ST PAUL PORT AUTHORITY	PRESIDENT	92,100.00
METRO AIRPORTS COMMSN	EXECUTIVE DIR	85,202.00
METRO MOSQ CNTROL DIST	DIRECTOR	84,645.00
MPLS COMM DEV AGENCY	EXECUTIVE DIR	84,498.00
MPLS PUB HOUSNG AUTHRTY	EXECUTIVE DIR	80,000.00
METRO SPORTS FAC COMM	EXECUTIVE DIR	79,437.00
METRO WASTE CTRL COMM	CHIEF ADMINIS	78,278.00
METRO TRANSIT COMMN	CHIEF ADMINIS	77,709.00
RICE COUNTY DIST 1 HOSP	CHIEF EXEC OFFC	76,648.00

APPENDIX D
PERCENT OF LOCAL GOVERNMENT EMPLOYEES
EARNING OVER \$50,000 PER YEAR

The bar charts on the following pages show the distributions of Minnesota cities, counties, school districts based on their percent of employees paid over \$50,000 per year.

GRAPH D-1:

DISTRIBUTION OF MINNESOTA CITIES BY
PERCENT OF FULL-TIME EMPLOYEES PAID OVER \$50,000 PER YEAR

(Corresponds to Table 4 on page 19 of the report.)

GRAPH D-2:

DISTRIBUTION OF MINNESOTA COUNTIES
BY PERCENT OF FULL-TIME EMPLOYEES EARNING OVER \$50,000 PER YEAR

(Corresponds to Table 5 on page 22 of the report.)

GRAPH D-3:

DISTRIBUTION OF MINNESOTA SCHOOL DISTRICTS
BY PERCENT OF FULL-TIME EMPLOYEES EARNING OVER \$50,000 PER YEAR

(Corresponds to Tables 6 and 7 on pages 23 and 24 of the report.)

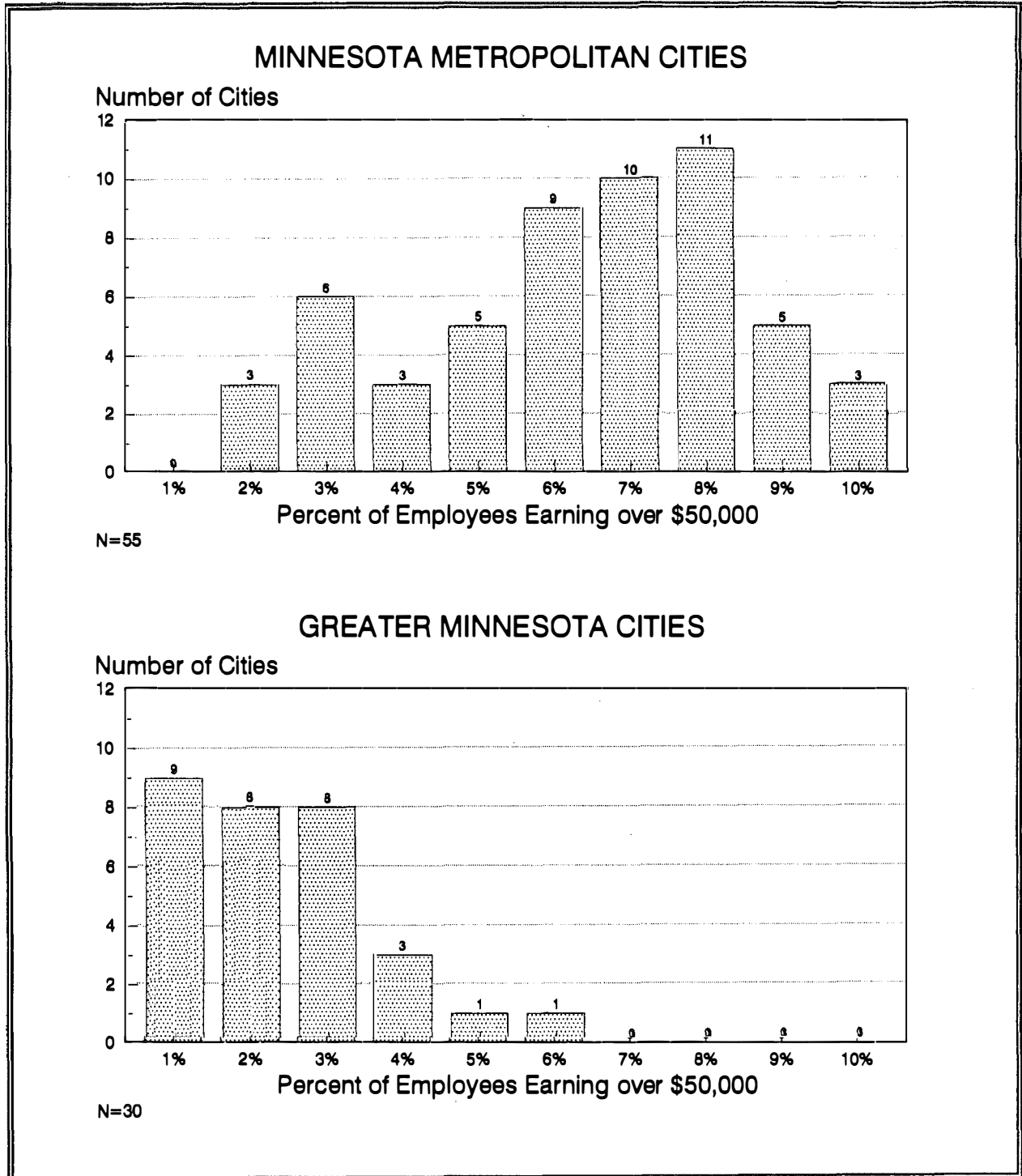
GRAPH D-4:

DISTRIBUTION OF MINNESOTA SPECIAL DISTRICTS
BY PERCENT OF FULL-TIME EMPLOYEES EARNING OVER \$50,000 PER YEAR

(Corresponds to Table 8 on page 26 of the report.)

GRAPH D-1:

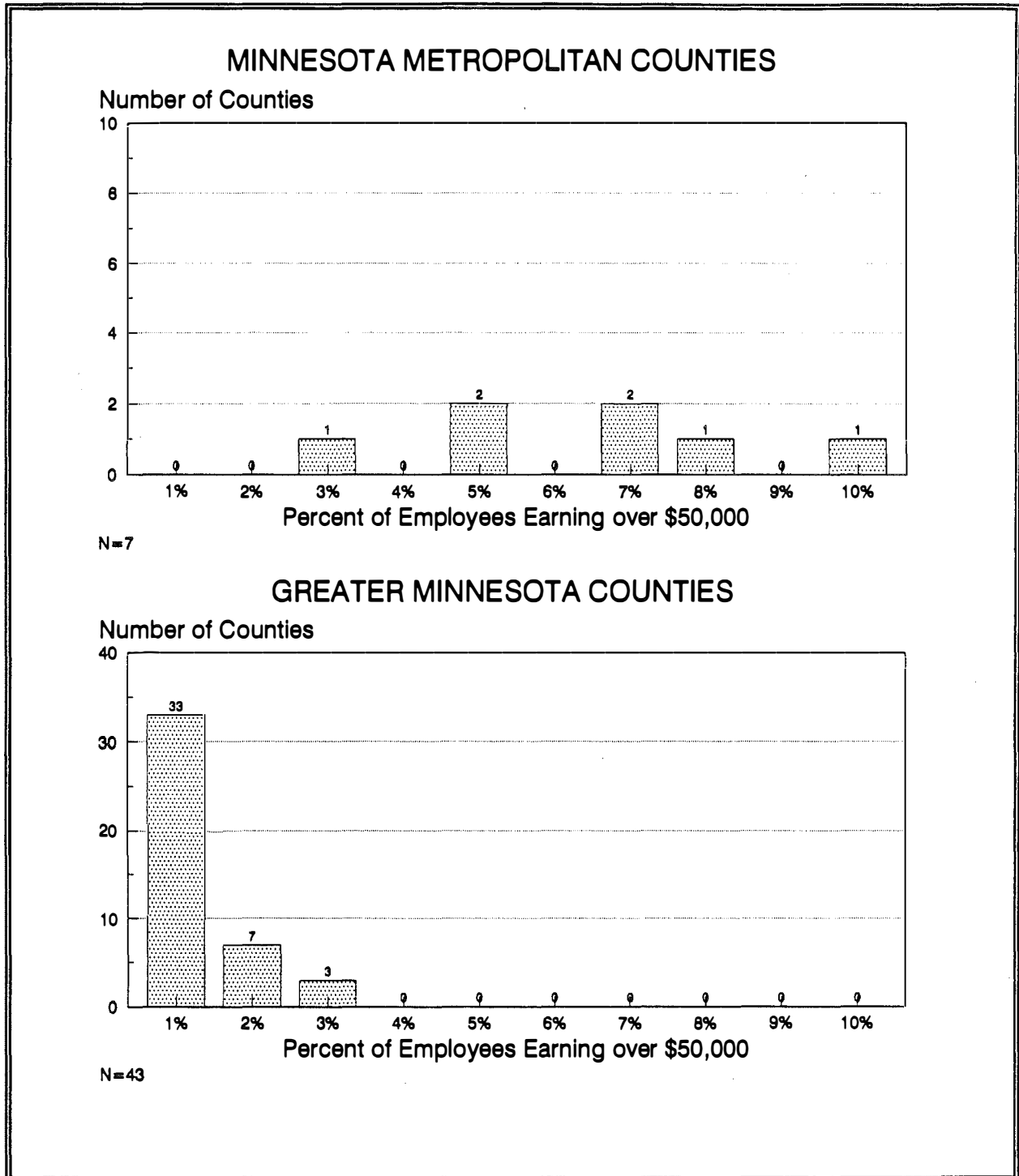
**DISTRIBUTION OF MINNESOTA CITIES BY
PERCENT OF FULL-TIME EMPLOYEES PAID OVER \$50,000 PER YEAR**



Source: OSA Survey

GRAPH D-2:

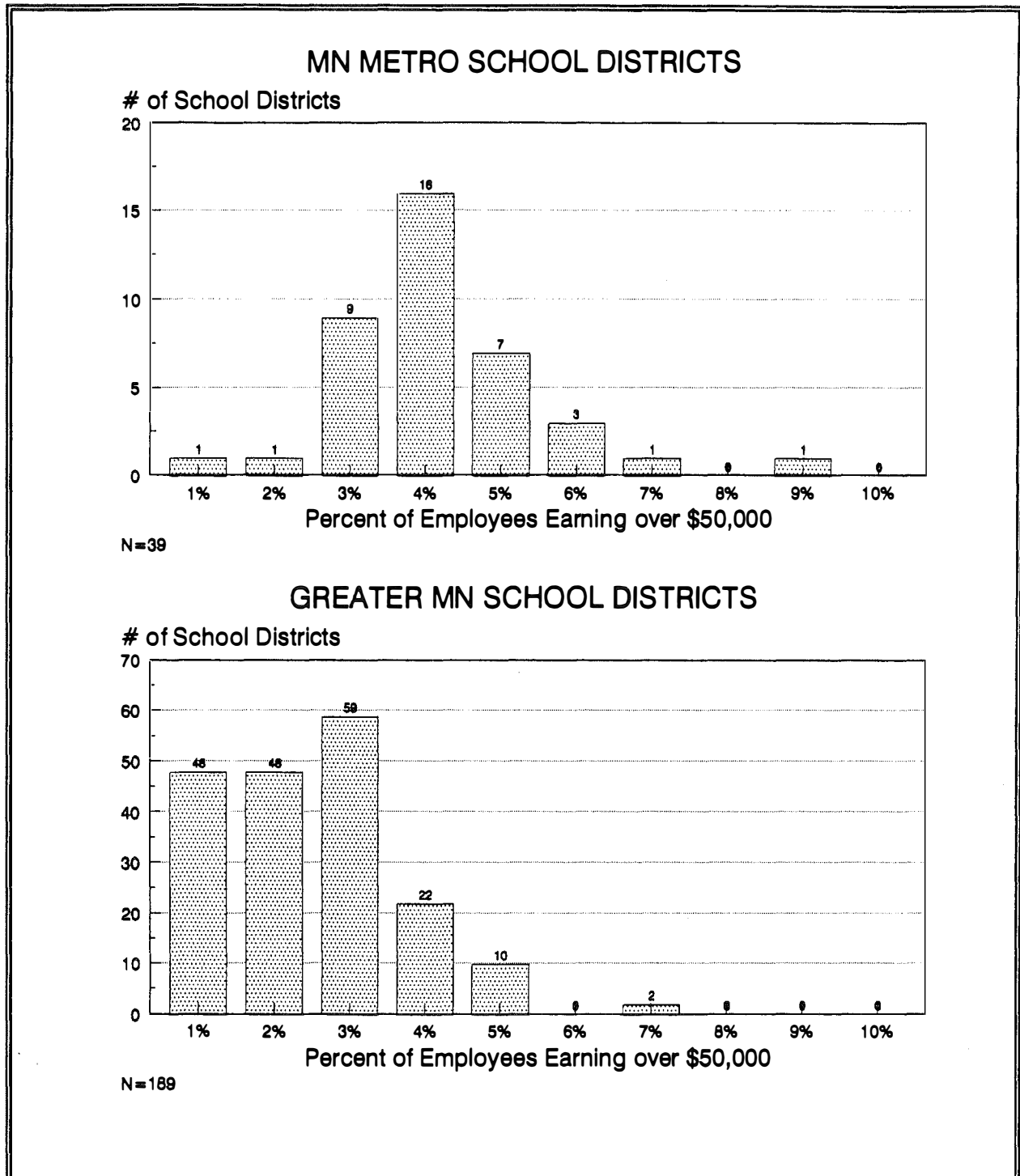
**DISTRIBUTION OF MINNESOTA COUNTIES
BY PERCENT OF FULL-TIME EMPLOYEES EARNING OVER \$50,000 PER YEAR**



Source: OSA Survey

GRAPH D-3:

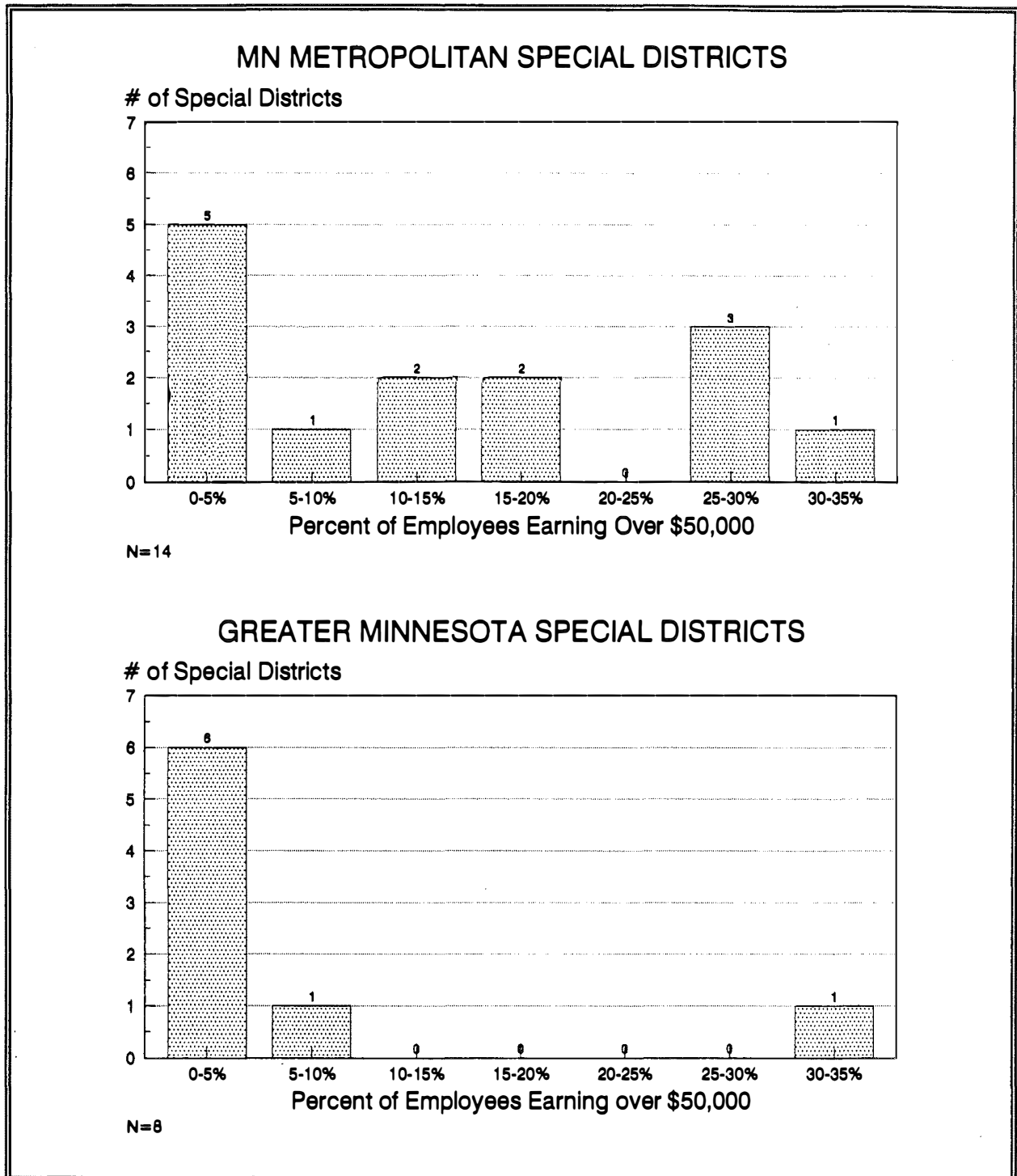
**DISTRIBUTION OF MINNESOTA SCHOOL DISTRICTS
BY PERCENT OF FULL-TIME EMPLOYEES EARNING OVER \$50,000 PER YEAR**



Source: OSA Survey

GRAPH D-4:

**DISTRIBUTION OF MINNESOTA SPECIAL DISTRICTS
BY PERCENT OF FULL-TIME EMPLOYEES EARNING OVER \$50,000 PER YEAR**



Source: OSA Survey

APPENDIX E BENCHMARK OCCUPATIONS

Explanation of the Tables

The following ten sets of tables provide information on public sector and private sector salaries for ten benchmark positions. We grouped the tables according to type and size of jurisdiction, and the geographic location of the jurisdictions (see the eight categories listed above). The tables vary in size depending upon how many jurisdictions report wages for each occupation. The private sector averages we use from the Department of Jobs and Training data have been calculated separately for the metropolitan area and greater Minnesota.

Job descriptions: A job description is provided for each occupational classification used in this analysis. The data sources providing job descriptions are the DCA Stanton 1991 Metropolitan Area Salary Survey, the League of Minnesota Cities 1991 Salary Survey, and the Department of Jobs and Training 1990 Salary Survey. The counties and school district data sources do not provide job descriptions. In jurisdictions without job descriptions, we assumed that people with similar job titles held similar job responsibilities.

Salary information: Salaries for cities, the State of Minnesota, metropolitan area counties, and the private sector are in the form of average salaries. Average salaries are not available for most counties nor for school districts. In those cases, we have listed the minimum and maximum salaries for that occupational classification. The 1990 Department of Jobs and Training data has been indexed to 1991 levels by a factor of four percent.

Private sector averages: The tables list all jurisdictions included in the analysis. For each table, the private sector average salary for that classification, and the average salary paid by the State of Minnesota for that classification, have been inserted at the appropriate spot within the table. Most tables rank state of Minnesota and private industry averages in comparison to jurisdiction averages. When salary ranges are used, the private sector and state of Minnesota average salaries are ranked in comparison to minimum salaries in the public sector. This means that jurisdictions listed above the private sector and State of Minnesota pay **all** employees in that occupational classification more than the average salaries of the private sector and State of Minnesota.

Data Sources

<u>Greater MN Cities:</u>	League of Minnesota Cities (LMC) 1991 Salary Survey: Non-Metropolitan Cities over 2,500.
<u>Metro Cities, Metro Counties, MN State:</u>	DCA Stanton 1991 Twin Cities Metropolitan Area Salary Survey, Volume 1: Government Jurisdictions.
<u>Non-Metro Counties:</u>	Association of Minnesota Counties (AMC) 1991 Salary Survey.
<u>School Districts:</u>	Minnesota School Boards Association (MSBA) 1990-91 Salary Reports: Licensed, Non-Licensed, and Administrative Salaries.
<u>Private sector:</u>	Department of Jobs and Training (DJT) 1990 Minnesota Salary Survey.

The tables that follow the job descriptions show salaries by occupation, for the eight categories of local governments.

JOB 1: CUSTODIAN

League of MN Cities (LMC) and DCA Stanton (DCA):

Performs clean-up duties in department or throughout building. Sweeps, mops, strips, and waxes floors and stairs. Cleans lavatories, collects and disposes of waste paper, washes windows, dusts furniture, vacuums carpets.

- 1) Unskilled jobs involving manual labor.
- 2) No specific education; 0-6 months' custodial experience.

Dept. of Jobs and Training (DJT)

Janitors and Cleaners, Except Maids and Housekeeping Cleaners: Keep building in clean and orderly condition. Perform heavy cleaning duties, such as operating motor-driven cleaning equipment, mopping floors, washing walls and glass, and removing rubbish. May perform routine maintenance activities and clean sidewalks.

JOB 2: LIGHT EQUIPMENT OPERATOR

LMC and DCA

Operates trucks and other gasoline-powered equipment, including attachments, in the maintenance of streets, highways, and other government property. Specific duties may include driving trucks in hauling oil and street aggregates, in plowing snow and removing rubbish. May make and install street signs. Often performs manual labor in connection with daily work routine.

LIGHT EQUIPMENT OPERATOR, cont.

DJT

Truck Drivers, Light - Include Delivery and Route Workers: Drive truck, van, or automobile with a capacity under 3 tons. May drive light truck to deliver or pick-up merchandise and load and unload truck.

JOB 3: MAINTENANCE SUPERVISOR

LMC and DCA

Assigns, supervises and directs the work of a crew in various departments as street, highway, utilities, park, or maintenance. Inspects work. Keeps records of time and materials used. Work leaders who do not perform true supervisory duties should be excluded.

- 1) First level supervisor over a work crew.
- 2) 2-5 years' supervisory experience in a street, highway, utilities, park or maintenance department or equivalent.

DJT

First Line Supervisors - Mechanics, Installers, Repairers: Directly supervise and coordinate activities of mechanics, installers, and repairers.

First Line Supervisors - Helpers, Laborers, and Material Movers, Hand: Directly supervise and coordinate activities of helpers, laborers, or material movers.

First Line Supervisors - Transportation and Material Moving Machine and Vehicle Operators: Directly supervise and coordinate activities of transportation and material moving machine and vehicle operators.

JOB 4: ENGINEERING TECHNICIAN OR AIDE

LMC and DCA

Job could involve field and/or office work. In the field, performs semi-technical work keeping field notes, assisting in measuring as well as placing level rod and setting stakes. In the office, may make simple drawings and maps. Performs computations and assists other engineering personnel. Requires a working knowledge of engineering/surveying fundamentals with 0-2 years' experience or equivalent.

- 1) Entry-level jobs involving less complex, nonprofessional engineering or land surveying duties.
- 2) Completion of an approved technical training program/education equivalent to 2 years vocational school/college in highway construction/civil engineering.

ENGINEERING TECHNICIAN OR AIDE, cont.

DJT

Civil Engineering Technicians and Technologists: Apply theory and principles of civil engineering in planning, designing, and overseeing construction and maintenance of structures and facilities under the direction of engineering staff and physical scientists.

JOB 5: PROPERTY APPRAISER

LMC and DCA

Property Appraiser: Makes and records valuations of the more routine residential structures, such as medium-priced homes, garages and porches. Keeps records and has some public contact work in giving out information to property owners.

- 1) Entry-level jobs involved in appraising the more routine residential structures.
- 2) 0-1 year of actually performing property appraisal experience or equivalent.

DJT

Appraisers, Real Estate: Appraise improved or unimproved real property to determine its value for purchase, sale, investment, mortgage, or loan purposes.

JOB 6: DISPATCHER

LMC

Dispatcher: Operates switchboard, receives requests for police service or information. Dispatches police personnel to investigate incident or request for police assistance. Maintains radio contact with other law enforcement, fire, and emergency agencies. May also perform miscellaneous clerical duties within the department.

- 1) Include non-officer personnel only.
- 2) 0-1 year dispatching experience or equivalent.

DCA

Dispatcher (Law Enforcement): Dispatching function in law enforcement performed by non-sworn personnel. Receives calls from public concerning crimes and emergencies and dispatches law enforcement and emergency vehicles. May also perform miscellaneous clerical, records work as workload and time permit.

DJT

Dispatchers, Except Police, Fire, and Ambulance: Schedule and dispatch workers, work crews, equipment, or service vehicles for conveyance of materials, freight, or passengers or for normal installation, service, or emergency repairs rendered outside the place of business.

JOB 7: ACCOUNTING CLERK

LMC

Accounting Clerk: Performs basic, sequential and routine posting and calculating operations on one or more sets of records and/or carries out other duties where emphasis is on figure work rather than on typing or clerical responsibilities. Follows procedures which are well established. Works under fairly close supervision.

- 1) Entry-level clerical bookkeeping accounting jobs requiring the ability to work accurately with figures.
- 2) Bookkeeping/accounting course work at the high school level plus 0-1 year experience.

DCA

Accounting Clerk (Entry): Entry-level accounting job requiring basic figure aptitude and knowledge of video display terminal operation. Beginning job requiring some figure aptitude but little or no previous work experience or understanding of accounting principles. Performs basic, routine posting or balancing, filing, calculating and other bookkeeping/accounting operations on one segment of a complete and systematic set of records or accounts. Assists, as directed or assigned, higher level accounting clerks in their assignments. Job normally found where routine accounting work is subdivided functionally among several workers. Follows well-established procedures closely and receives instructions. Works under direct supervision, with work being checked. Typically, such work is performed by operation of a visual display terminal. Zero to two years of general accounting experience.

DJT

Bookkeeping, Accounting, and Auditing Clerks: Compute, classify, and record numerical data to keep sets of financial records complete. Perform any combination of routine calculating, posting, and verifying duties to obtain primary financial data for use in maintaining accounting records.

JOB 8: ACCOUNTANT

LMC (Accountant) and DCA (Accountant 1 - Entry)

Performs accounting work involving evaluation and ingenuity in maintaining a set of accounts. Prepares financial reports and assists in budget preparations and other analyses. May assist higher-level accounting personnel and supervise the work of accounting clerks.

- 1) Entry-level professional accounting job.
- 2) Bachelor's degree in Accounting, Finance, Business Administration, or equivalent with 0-2 years' experience.

ACCOUNTANT, cont.

DJT

Accountants and Auditors: Examine, analyze, and interpret accounting records for the purpose of giving advice or preparing statements and installing or advising on systems of recording costs or other financial and budgetary data.

JOB 9: CLERK TYPIST

LMC and DCA

Clerk-Typist: Types letters, forms, simple reports, names and addresses, etc., from typed, written or printed copy. May do incidental filing or minimal clerical jobs of routine nature.

- 1) Entry-level clerical job requiring one skill, keyboard, but little or no work experience.
- 2) Keyboard skills acquired at the high school level or equivalent; 0-1 year experience.

DJT

Typists: Type letters, reports, stencils, forms, addresses or other straight copy material from rough draft, corrected copy, or voice recording. May perform other clerical duties as assigned.

JOB 10: SECRETARY

LMC (Receptionist and Secretary A - Experienced)

Skill levels include the following:

- 1) Receptionist: Operates organization's telephone system, answering routine questions and directing calls to appropriate personnel. Acts as the receptionist to greet and direct visitors to the organization. May do incidental typing or clerical tasks.
- 2) Secretary (Experienced): Highly-skilled clerical jobs requiring keyboarding, detailed knowledge, experience and frequent use of judgment in performing personalized secretarial duties. Completion of secretarial course from a vocational/business school, with 4 or more years experience.

SECRETARY, cont.

DCA (Secretarial positions, including Secretary C - Entry, Secretary B - Intermediate, and Secretary A - Experienced).

Skill levels include the following:

- 1) Secretary C - First-level true secretarial job in the organization.
- 2) Secretary B - Intermediate secretary job requiring good working knowledge of department operations. Assigned to department in the organization or could serve more than one department.
- 3) Secretary A - Highly-skilled secretarial jobs requiring keyboarding, detailed knowledge, experience and frequent use of judgment in performing personalized secretarial duties.

DJT

Secretaries, Except Legal and Medical: Relieve officials of clerical work and minor administrative and business detail by scheduling appointments, giving information to callers, taking dictation, composing and typing routine correspondence, reading and routing incoming mail, and filing correspondence and other records.

LIST OF TABLES -- APPENDIX E

- 1A TO 1H: Average Salaries and Salary Ranges for Job 1 -- Custodians
Pages 85-86
- 2A TO 2F: Average Salaries and Salary Ranges for Job 2 -- Light Equipment Operators
Pages 87-89
- 3A TO 3H: Average Salaries and Salary Ranges for Job 3 - Maintenance Supervisors
Pages 90-92
- 4A TO 4F: Average Salaries and Salary Ranges for Job 4 -- Engineering Technicians
Pages 93-94
- 5A TO 5F: Average Salaries and Salary Ranges for Job 5 -- Property Appraisers
Pages 95-96
- 6A TO 6F: Average Salaries and Salary Ranges for Job 6 -- Dispatchers
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- 7A TO 7H: Average Salaries and Salary Ranges for Job 7 -- Accounting Clerks
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- 8A TO 8H: Average Salaries and Salary Ranges for Job 8 -- Accountants
Pages 101-102
- 9A TO 9H: Average Salaries and Salary Ranges for Job 9 -- Clerk Typists
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- 10A TO 10E: Average Salaries and Salary Ranges for Job 10 -- Secretaries
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- 11: Average Salaries for Metropolitan Agencies: Jobs 1 through 10
Page 107

TABLES E - 1A TO 1D: Average Salaries in Minnesota Cities for Job 1 -- Custodians

CUSTODIANS

1-A		1-B	
CUSTODIAN		CUSTODIAN	
METRO CITIES OVER 10,000		METRO CITIES UNDER 10,000	
SOUTH ST. PAUL	\$27,934	STATE OF MN	\$22,073
ST. PAUL	\$26,682	ROSEMOUNT	\$20,738
MINNEAPOLIS	\$26,656	FARMINGTON	\$19,718
COON RAPIDS	\$26,194	SPRING LAKE PK	\$19,094
ST. LOUIS PARK	\$25,932	FOREST LAKE	\$17,264
ANOKA	\$25,459	PRIVATE INDUSTRY	\$15,341
RICHFIELD	\$24,762	NORWOOD	\$14,040
EDINA	\$24,565		
WHITE BEAR LAKE	\$24,357		
MAPLEWOOD	\$24,163		
INVER GROVE HEIGHT	\$24,003		
MINNETONKA	\$22,922		
STATE OF MN	\$22,073		
BLAINE	\$21,819		
BLOOMINGTON	\$21,466		
BROOKLYN CENTER	\$20,093		
SHOREVIEW	\$20,010		
HOPKINS	\$19,469		
SHAKOPEE	\$18,720		
CRYSTAL	\$18,387		
ROSEVILLE	\$18,387		
RAMSEY	\$16,910		
EDEN PRAIRIE	\$15,371		
PRIVATE INDUSTRY	\$15,341		
LAKEVILLE	\$14,851		
1-C		1-D	
CUSTODIAN		CUSTODIAN	
GREATER MN CITIES OVER 10,000		GREATER MN CITIES UNDER 10,000	
AUSTIN	\$27,227	TWO HARBORS	\$25,251
MANKATO	\$25,314	EVELETH	\$24,586
CLOQUET	\$25,085	EAST GRAND FORKS	\$21,944
ROCHESTER	\$24,357	LITTLE FALLS	\$21,299
RED WING	\$24,253	VIRGINIA	\$21,174
WINONA	\$24,170	STAPLES	\$21,133
NEW ULM	\$24,128	THIEF RIVER FALLS	\$20,446
ST. CLOUD	\$23,442	SAUK CENTRE	\$20,384
NORTH MANKATO	\$23,088	ELY	\$19,531
FAIRMONT	\$21,986	CROOKSTON	\$19,386
BEMIDJI	\$21,237	ST. PETER	\$19,198
HIBBING	\$20,259	GLENCOE	\$18,491
DULUTH	\$19,718	KASSON	\$18,013
ALBERT LEA	\$19,406	CANNON FALLS	\$17,680
BRAINERD	\$19,053	ALEXANDRIA	\$16,806
WILLMAR	\$18,637	LAKE CITY	\$16,078
HUTCHINSON	\$18,242	SLEEPY EYE	\$15,309
FERGUS FALLS	\$16,078	PINE CITY	\$15,059
NORTHFIELD	\$15,662	PRIVATE INDUSTRY	\$13,785
MARSHALL	\$14,768	CALEDONIA	\$12,792
PRIVATE INDUSTRY	\$13,785		

TABLES E - 1E TO 1H: Average Salaries and Salary Ranges in Minnesota Counties and School Districts for Job 1 -- Custodians

CUSTODIANS

1-E

CUSTODIAN	
METRO COUNTIES	
RAMSEY COUNTY	\$22,141
STATE OF MN	\$22,073
HENNEPIN COUNTY	\$20,560
ANOKA COUNTY	\$20,110
WASHINGTON COUNTY	\$17,557
CARVER COUNTY	\$16,515
PRIVATE INDUSTRY	\$15,341
DAKOTA COUNTY	\$15,163

1-F

CUSTODIAN		
GREATER MN COUNTIES		
COUNTY	MINIMUM	MAXIMUM
WABASHA	\$23,067	\$23,067
TRAVERSE	\$22,142	\$22,142
KOOCHICHING	\$21,902	\$24,336
NICOLLET	\$21,589	\$32,991
LAKE	\$21,029	\$21,424
MCLEOD	\$19,056	\$23,436
CASS	\$18,852	\$21,612
MOWER	\$18,304	\$23,899
MORRISON	\$18,117	\$23,858
ST. LOUIS	\$17,784	\$20,530
ISANTI	\$17,532	\$19,728
RENVILLE	\$17,500	\$17,500
DOUGLAS	\$17,209	\$17,299
KITTSO	\$16,972	\$22,485
BLUE EARTH	\$16,890	\$20,987
PENNINGTON	\$16,744	\$25,819
GRANT	\$16,606	\$19,536
ITASCA	\$16,523	\$22,364
MURRAY	\$16,502	\$17,247
KANDIYOHI	\$16,484	\$21,275
RED LAKE	\$16,332	\$16,332
OLMSTED	\$16,094	\$22,215
SHERBURNE	\$16,077	\$24,178
STEELE	\$15,980	\$20,769
WRIGHT	\$15,912	\$19,531
DODGE	\$15,869	\$19,356
FILLMORE	\$15,854	\$19,356
SWIFT	\$15,600	\$17,200
POLK	\$15,565	\$19,494
ROCK	\$15,533	\$21,986
BROWN	\$15,483	\$21,071
FARIBAULT	\$15,309	\$20,883
HUBBARD	\$15,288	\$18,432
WADENA	\$15,098	\$19,314
RICE	\$15,038	\$20,530
MILLE LACS	\$14,996	\$16,910
WINONA	\$14,893	\$18,553
CHIPPEWA	\$14,892	\$23,616
TODD	\$14,724	\$21,456
YELLOW MEDICINE	\$14,664	\$20,126
STEARNS	\$14,560	\$20,093
PIPESTONE	\$14,544	\$20,064
WASECA	\$14,537	\$18,401
ATKIN	\$14,518	\$17,284
JACKSON	\$14,310	\$19,317
SIBLEY	\$14,310	\$19,156
MEEKER	\$14,153	\$19,812
LAKE OF THE WOODS	\$14,144	\$21,778
BELTRAMI	\$14,076	\$17,604

(Continued next column)

GREATER MN COUNTIES (Continued)

COUNTY	MINIMUM	MAXIMUM
PRIVATE INDUSTRY MEAN		\$13,785
COOK	\$13,607	\$17,852
WILKIN	\$13,572	\$18,786
PINE	\$13,565	\$19,203
MARSHALL	\$13,436	\$19,489
LE SUEUR	\$13,377	\$23,361
WATONWAN	\$13,270	\$19,594
HOUSTON	\$13,154	\$16,436
GOODHUE	\$13,043	\$18,365
CROW WING	\$12,966	\$18,395
BENTON	\$12,864	\$17,784
COTTONWOOD	\$12,799	\$15,034
KANABEC	\$12,501	\$16,099
REDWOOD	\$12,396	\$16,764
STEVENS	\$12,022	\$16,029
BECKER	\$11,967	\$16,201
CLAY	\$11,627	\$16,536
FREEBORN	\$11,627	\$15,621
CHISAGO	\$11,182	\$15,912
POPE	\$10,491	\$20,884
NOBLES	\$10,189	\$15,326
BIG STONE	\$8,200	\$8,200

1-G

CUSTODIAN		
METRO SCHOOL DISTRICTS		
DISTRICT	MINIMUM	MAXIMUM
SHAKOPEE	\$23,400	\$27,518
STATE OF MN		\$22,073
CENTENNIAL	\$22,048	\$25,917
WEST ST. PAUL	\$20,342	\$24,502
OSSEO	\$17,264	\$26,624
PRIVATE INDUSTRY MEAN		\$15,341
NORTH ST. PAUL	\$14,435	\$32,365

1-H

CUSTODIAN		
GREATER MN SCHOOL DISTRICTS		
DISTRICT	MINIMUM	MAXIMUM
WRENSHALL	\$24,482	\$24,482
COLERAINE	\$23,774	\$24,170
VIRGINIA	\$23,650	\$25,064
ISLE	\$21,008	\$21,008
BORUP	\$21,008	\$21,008
TWIN VALLEY	\$18,200	\$18,200
FLOODWOOD	\$17,451	\$17,451
LA CRESCENT	\$17,326	\$20,384
WEST CONCORD	\$17,035	\$20,301
ATKIN	\$16,910	\$20,072
SPRING GROVE	\$16,544	\$19,445
BRECKENRIDGE	\$16,266	\$18,075
MOUNTAIN LAKE	\$16,266	\$16,744
HILLS-BEAVER CR.	\$16,058	\$16,058
MINNEOTA	\$15,704	\$18,824
BROWNTON	\$15,080	\$15,080
GOODHUE	\$14,352	\$17,888
PRIVATE INDUSTRY MEAN		\$13,785
HOWARD LK. - WAV.	\$13,832	\$18,949

TABLES E - 2A TO 2B: Average Salaries in Minnesota Metropolitan Cities for Job 2 -- Light Equipment Operators

LIGHT EQUIPMENT OPERATORS

2-A		2-B	
LT. EQUIP. OPER. METRO CITIES OVER 10,000		LT. EQUIP. OPER. METRO CITIES UNDER 10,000	
MAPLEWOOD	\$30,342	SPRING LAKE PK	\$31,283
ST. PAUL	\$29,869	BAYPORT	\$29,432
ANOKA	\$29,515	MOUND	\$29,016
HASTINGS	\$29,463	ARDEN HILLS	\$28,662
SOUTH ST. PAUL	\$29,453	EXCELSIOR	\$28,309
COLUMBIA HEIGHTS	\$29,203	FOREST LAKE	\$28,226
NEW BRIGHTON	\$29,141	MENDOTA HEIGHTS	\$27,851
COON RAPIDS	\$29,120	LONG LAKE	\$27,747
APPLE VALLEY	\$29,110	DEEPHAVEN	\$27,206
STILLWATER	\$29,037	ORONO	\$27,144
MAPLE GROVE	\$28,995		
SHOREVIEW	\$28,891	STATE OF MN	\$27,109
BLOOMINGTON	\$28,872		
WHITE BEAR LAKE	\$28,600	ST. ANTHONY	\$26,638
MOUNDS VIEW	\$28,288	MINNETRISTA	\$26,416
COTTAGE GROVE	\$28,122	WAYZATA	\$26,229
WEST ST. PAUL	\$28,101	ROSEMOUNT	\$25,626
RICHFIELD	\$28,050	SHOREWOOD	\$25,486
WOODBURY	\$28,038	FARMINGTON	\$24,662
EDINA	\$28,038	WACONIA	\$23,504
MINNETONKA	\$28,038	EAST BETHEL	\$22,568
PLYMOUTH	\$27,866	CIRCLE PINES	\$21,674
BROOKLYN CENTER	\$27,861	VICTORIA	\$21,570
ROBBINSDALE	\$27,747	WATERTOWN	\$21,039
CRYSTAL	\$27,747	SAVAGE	\$20,727
ST. LOUIS PARK	\$27,570	LITTLE CANADA	\$20,377
GOLDEN VALLEY	\$27,539	ROCKFORD	\$19,989
EAGAN	\$27,377		
BURNSVILLE	\$27,321	PRIVATE INDUSTRY	\$19,151
STATE OF MN	\$27,109	INDEPENDENCE	\$18,720
		LAKE ELMO	\$18,148
EDEN PRAIRIE	\$27,022	HAMBURG	\$14,248
CHAMPLIN	\$26,783		
ROSEVILLE	\$26,546		
INVER GROVE HEIGHT	\$26,520		
SHAKOPEE	\$26,416		
NORTH ST. PAUL	\$25,917		
HOPKINS	\$25,898		
BROOKLYN PARK	\$25,501		
CHANHASSEN	\$25,286		
VADNAIS HEIGHTS	\$25,210		
MINNEAPOLIS	\$24,991		
FRIDLEY	\$23,941		
ANDOVER	\$21,398		
RAMSEY	\$20,315		
PRIVATE INDUSTRY	\$19,151		

TABLES E - 2C TO 2D: Average Salaries in Greater Minnesota Cities for Job 2 -- Light Equipment Operators

LIGHT EQUIPMENT OPERATORS

2-C		2-D	
LT. EQUIP. OPERATOR GREATER MN CITIES OVER 10,000		LT. EQUIP. OPERATOR GREATER MN CITIES UNDER 10,000	
OWATONNA	\$28,330	WAITE PARK	\$29,058
AUSTIN	\$27,810	ST. JOSEPH	\$27,352
ROCHESTER	\$26,499	INTERNATIONAL FALLS	\$26,874
RED WING	\$26,395	CHISHOLM	\$26,354
WILLMAR	\$26,270	DILWORTH	\$25,854
ST. CLOUD	\$26,042	ST. PETER	\$25,251
FARIBAULT	\$26,000	TWO HARBORS	\$24,794
ELK RIVER	\$25,584	BENSON	\$24,752
ALBERT LEA	\$25,397	MELROSE	\$24,731
CLOQUET	\$25,293	EVELETH	\$24,586
WINONA	\$24,918	GRAND RAPIDS	\$24,544
DULUTH	\$24,669	CANNON FALLS	\$24,149
NORTHFIELD	\$24,627	VIRGINIA	\$24,128
BRAINERD	\$24,107	SARTELL	\$22,880
NORTH MANKATO	\$23,400	WASECA	\$22,402
BEMIDJI	\$23,130	EAST GRAND FORKS	\$21,944
HIBBING	\$22,547	SLEEPY EYE	\$21,923
FAIRMONT	\$21,986	THIEF RIVER FALLS	\$21,736
MOORHEAD	\$21,549	LITTLE FALLS	\$21,694
FERGUS FALLS	\$20,842	SAUK CENTRE	\$21,632
PRIVATE INDUSTRY	\$18,366	MONTEVIDEO	\$21,611
		LAKE CITY	\$21,611
		CROOKSTON	\$20,987
		DELANO	\$20,800
		WINDOM	\$20,488
		BIG LAKE	\$20,384
		KASSON	\$20,051
		PIPESTONE	\$20,051
		LITCHFIELD	\$20,030
		LA CRESCENT	\$19,635
		WADENA	\$19,053
		DETROIT LAKES	\$18,970
		CALEDONIA	\$18,408
		PRIVATE INDUSTRY	\$18,366
		ST. JAMES	\$18,138
		STEWARTVILLE	\$17,867
		LUVERNE	\$17,701
		OLIVIA	\$17,493
		MORA	\$17,472
		GLENWOOD	\$17,077
		ALEXANDRIA	\$16,515
		PINE CITY	\$15,538
		BAXTER	\$14,602

TABLES E - 2E TO 2F: Average Salaries and Salary Ranges in Minnesota Counties for Job 2 -- Light Equipment Operators

LIGHT EQUIPMENT OPERATORS

2-E

LT. EQUIP. OPER.	
METRO COUNTIES	
RAMSEY COUNTY	\$31,122
HENNEPIN COUNTY	\$28,542
DAKOTA COUNTY	\$27,326
STATE OF MN	\$27,109
WASHINGTON COUNTY	\$26,645
ANOKA COUNTY	\$26,128
PRIVATE INDUSTRY	\$19,151

2-F

LT. EQUIP. OPER.		GREATER MN COUNTIES	
COUNTY	MINIMUM	MAXIMUM	
CARLTON	\$28,662	\$28,662	
GOODHUE	\$23,848	\$23,848	
LAKE	\$23,774	\$24,648	
BIG STONE	\$23,650	\$23,650	
WINONA	\$22,942	\$22,942	
PIPESTONE	\$21,672	\$21,672	
POLK	\$21,632	\$21,632	
COOK	\$21,570	\$25,376	
SWIFT	\$21,300	\$21,300	
RED LAKE	\$21,237	\$21,237	
MCLEOD	\$21,175	\$21,175	
DODGE	\$21,047	\$24,325	
AITKIN	\$20,945	\$20,945	
ST. LOUIS	\$20,941	\$24,411	
WASECA	\$20,779	\$25,043	
MURRAY	\$20,613	\$22,214	
ITASCA	\$20,530	\$26,520	
BELTRAMI	\$20,300	\$20,300	

(Continued next column)

GREATER MN COUNTIES (Continued)

COUNTY	MINIMUM	MAXIMUM
MARTIN	\$20,295	\$25,724
LAC QUI PARLE	\$19,721	\$21,912
CHIPPEWA	\$19,720	\$23,200
BLUE EARTH	\$19,698	\$22,311
ROCK	\$19,693	\$21,881
LE SUEUR	\$19,656	\$20,844
WATONWAN	\$19,573	\$22,214
BROWN	\$19,557	\$26,542
FARIBAULT	\$18,928	\$23,379
OLMSTED	\$18,886	\$22,609
GRANT	\$18,850	\$22,176

PRIVATE INDUSTRY MEAN \$18,366

MORRISON	\$18,117	\$23,858
TODD	\$18,012	\$23,400
KOOCHICHING	\$17,867	\$23,836
STEARNS	\$17,784	\$24,544
PENNINGTON	\$17,659	\$17,659
ISANTI	\$17,532	\$19,728
STEVENS	\$17,334	\$22,617
CASS	\$17,268	\$23,724
MOWER	\$17,264	\$22,526
KITSON	\$16,785	\$22,027
BENTON	\$16,182	\$22,880
MEEKER	\$15,420	\$21,588
CROW WING	\$15,389	\$23,052
JACKSON	\$14,830	\$20,821
RICE	\$14,685	\$18,262
MARSHALL	\$14,310	\$20,758
WILKIN	\$14,295	\$22,563
KANABEC	\$14,102	\$21,154
OTTER TAIL	\$13,832	\$18,970
COTTONWOOD	\$13,488	\$15,034
BECKER	\$13,446	\$18,155

(DATA NOT AVAILABLE FOR SCHOOL DISTRICTS)

TABLES E - 3A TO 3B: Average Salaries in Minnesota Metropolitan Cities for Job 3 - Maintenance Supervisors

MAINTENANCE SUPERVISORS

3-A		3-B	
MAINT. SUPV. METRO CITIES OVER 10,000		MAINT. SUPV. METRO CITIES UNDER 10,000	
MAPLE GROVE	\$46,500	ROSEMOUNT	\$41,000
BROOKLYN PARK	\$46,380	CORCORAN	\$40,000
GOLDEN VALLEY	\$44,200	ST. PAUL PARK	\$37,000
WHITE BEAR LAKE	\$44,000	ST. ANTHONY	\$36,800
INVER GROVE HEIGHT	\$43,667		
BURNSVILLE	\$42,680	STATE OF MN	\$36,678
BLAINE	\$41,600		
COON RAPIDS	\$41,400	FARMINGTON	\$35,900
EDINA	\$41,000	SAVAGE	\$35,900
MOUNDS VIEW	\$40,600	EXCELSIOR	\$35,500
HOPKINS	\$40,175	WAYZATA	\$34,900
MAPLEWOOD	\$40,167	LAKE ELMO	\$34,800
ST. PAUL	\$40,018	MOUND	\$34,700
PLYMOUTH	\$40,000	FOREST LAKE	\$33,500
ST. LOUIS PARK	\$40,000		
ANOKA	\$39,375	PRIVATE INDUSTRY	\$33,466
BROOKLYN CENTER	\$38,800		
BLOOMINGTON	\$38,700	ROCKFORD	\$32,400
NEW BRIGHTON	\$38,200	LAUDERDALE	\$31,700
ROBBINSDALE	\$38,067	EAST BETHEL	\$31,500
MINNETONKA	\$38,050	ORONO	\$31,500
MINNEAPOLIS	\$37,756	WATERTOWN	\$30,900
EAGAN	\$37,683	SPRING PARK	\$30,700
STILLWATER	\$37,150	DEEPHAVEN	\$30,500
CHANHASSEN	\$36,700	LITTLE CANADA	\$30,000
		DAYTON	\$29,100
STATE OF MN	\$36,679	MINNETRISTA	\$28,600
		JORDAN	\$27,300
PRIOR LAKE	\$36,600		
EDEN PRAIRIE	\$36,600		
RICHFIELD	\$36,283		
WEST ST. PAUL	\$35,200		
WOODBURY	\$35,000		
NEW HOPE	\$34,367		
HASTINGS	\$33,667		
PRIVATE INDUSTRY	\$33,466		
COLUMBIA HEIGHTS.	\$32,975		
APPLE VALLEY	\$32,900		
CHASKA	\$31,900		
CHAMPLIN	\$31,100		
SHOREVIEW	\$30,500		
VADNAIS HEIGHTS	\$29,500		
SHAKOPEE	\$29,350		
ANDOVER	\$28,133		
NORTH ST. PAUL	\$28,000		

TABLES E - 3C TO 3D: Average Salaries in Greater Minnesota Cities for Job 3 -- Maintenance Supervisors

MAINTENANCE SUPERVISORS

3-C		3-D	
MAINT. SUPV. GREATER MN CITIES OVER 10,000		MAINT. SUPV. GREATER MN CITIES UNDER 10,000	
ELK RIVER	\$49,596	INTERNATIONAL FALLS	\$39,984
DULUTH	\$42,960	CHISHOLM	\$37,545
NORTH MANKATO	\$38,484	BUFFALO	\$37,065
ROCHESTER	\$38,232	DILWORTH	\$36,192
FAIRMONT	\$37,539	WORTHINGTON	\$35,760
WILLMAR	\$36,601	EVELETH	\$35,304
ST. CLOUD	\$36,600	GOODVIEW	\$35,028
RED WING	\$36,516	MONTICELLO	\$33,936
MANKATO	\$34,428	LUVERNE	\$33,429
BEMIDJI	\$34,404	WASECA	\$33,120
WINONA	\$33,925	DELANO	\$33,111
AUSTIN	\$33,276	MORRIS	\$33,072
CLOQUET	\$33,072	GRAND RAPIDS	\$32,988
BRAINERD	\$32,193	LITCHFIELD	\$32,760
MOORHEAD	\$31,464	ST. PETER	\$31,806
HUTCHINSON	\$30,972	WINDOM	\$31,512
FERGUS FALLS	\$30,576	LAKE CITY	\$31,011
MARSHALL	\$30,492	HERMANTOWN	\$30,660
HIBBING	\$30,024	SARTELL	\$30,564
ALBERT LEA	\$28,808	DETROIT LAKES	\$29,532
FARIBAULT	\$28,584	ST. JAMES	\$29,484
NEW ULM	\$28,350	LITTLE FALLS	\$29,340
NORTHFIELD	\$27,744	BRECKENRIDGE	\$29,306
PRIVATE INDUSTRY	\$27,283	GLENWOOD	\$28,725
		LONG PRAIRIE	\$28,704
		MELROSE	\$28,690
		STAPLES	\$28,662
		SLEEPY EYE	\$28,496
		GLENCOE	\$28,392
		SAUK RAPIDS	\$28,227
		THIEF RIVER FALLS	\$28,188
		PRIVATE INDUSTRY	\$27,283
		PRINCETON	\$27,248
		PARK RAPIDS	\$26,957
		REDWOOD FALLS	\$26,604
		VIRGINIA	\$26,478
		BAXTER	\$26,000
		LA CRESCENT	\$25,812
		SAUK CENTRE	\$25,771
		BIG LAKE	\$25,644
		MOUNTAIN IRON	\$25,563
		MONTEVIDEO	\$24,948
		GRANITE FALLS	\$23,691
		OLIVIA	\$23,004
		KASSON	\$22,734
		LE SUEUR	\$22,298
		JACKSON	\$22,298
		ALEXANDRIA	\$21,960
		WADENA	\$21,694
		CROOKSTON	\$21,127
		CALEDONIA	\$20,796
		BENSON	\$15,708

TABLES E - 3E TO 3H: Average Salaries and Salary Ranges in Minnesota Counties and School Districts for Job 3 -- Maintenance Supervisors

MAINTENANCE SUPERVISORS

3-E	
MAINT. SUPV.	
METRO COUNTIES	
SCOTT COUNTY	\$45,000
HENNEPIN COUNTY	\$41,850
DAKOTA COUNTY	\$39,800
ANOKA COUNTY	\$39,633
RAMSEY COUNTY	\$39,100
WASHINGTON COUNTY	\$36,850
STATE OF MN	\$36,679
PRIVATE INDUSTRY	\$33,466

3-F		
MAINT. SUPV.		
GREATER MN COUNTIES		
COUNTY	MINIMUM	MAXIMUM
LAKE	\$34,632	\$34,632
POLK	\$34,200	\$34,200
POPE	\$33,304	\$33,304
CARLTON	\$33,272	\$33,272
BLUE EARTH	\$32,074	\$40,394
WRIGHT	\$32,058	\$40,072
LE SUEUR	\$31,803	\$31,803
TODD	\$31,428	\$31,428
OLMSTED	\$30,825	\$43,784
MARTIN	\$29,378	\$29,378
SHERBURNE	\$28,974	\$43,573
KOOCHICING	\$28,884	\$32,094
PINE	\$28,710	\$28,710
WASECA	\$28,708	\$31,498
WILKIN	\$28,170	\$28,170
CHISAGO	\$28,080	\$39,961
COOK	\$27,720	\$36,810
AITKIN	\$27,580	\$27,580
PRIVATE INDUSTRY MEAN		\$27,283
BIG STONE	\$27,248	\$27,248
GOODHUE	\$27,115	\$34,601
RENVILLE	\$27,000	\$27,000
WABASHA	\$26,998	\$26,998
ST. LOUIS	\$26,745	\$31,088
KANABEC	\$26,541	\$26,541
ISANTI	\$26,496	\$29,844
BROWN	\$26,426	\$35,739
YELLOW MEDICINE	\$26,353	\$26,353
WINONA	\$26,333	\$37,461
MURRAY	\$26,320	\$26,320
WADENA	\$26,230	\$26,230
RICE	\$26,104	\$35,506
SWIFT	\$25,850	\$25,850
STEELE	\$25,842	\$33,116
ITASCA	\$25,678	\$34,339
FREEBORN	\$25,667	\$34,486
TRAVERSE	\$25,405	\$25,405
MOWER	\$25,334	\$33,051
BELTRAMI	\$24,866	\$31,028
REDWOOD	\$24,744	\$33,612
CHIPPEWA	\$24,721	\$24,721
CASS	\$24,612	\$32,136
STEVENS	\$24,568	\$31,158
HOUSTON	\$24,431	\$24,431
NICOLLET	\$24,247	\$32,991
KANDIYOHI	\$24,087	\$38,579
BENTON	\$24,060	\$33,312
STEARNS	\$24,059	\$34,214
MCLEOD	\$24,048	\$29,580
PENNINGTON	\$24,024	\$24,024
FILLMORE	\$23,836	\$29,135

(Continued next column)

GREATER MN COUNTIES (Continued)		
COUNTY	MINIMUM	MAXIMUM
NOBLES	\$23,688	\$30,228
DODGE	\$23,532	\$29,316
DOUGLAS	\$23,086	\$32,980
HUBBARD	\$22,872	\$27,576
RED LAKE	\$22,693	\$22,693
CLAY	\$22,630	\$30,992
SIBLEY	\$22,609	\$30,430
MEEKER	\$22,372	\$31,321
JACKSON	\$22,090	\$30,805
LAC QUI PARLE	\$21,481	\$23,867
MORRISON	\$21,195	\$27,893
GRANT	\$20,951	\$24,648
ROCK	\$20,758	\$29,556
PIPESTONE	\$20,580	\$26,392
OTTER TAIL	\$20,364	\$30,156
FARIBAUT	\$20,232	\$31,248
KITSON	\$19,885	\$26,728
BECKER	\$19,762	\$26,934
MARSHALL	\$19,614	\$32,281
WATONWAN	\$19,440	\$29,304
CROW WING	\$17,915	\$26,852
COTTONWOOD	\$15,890	\$17,727

3-G		
MAINT. SUPV.		
METRO SCHOOL DISTRICTS		
DISTRICT	MINIMUM	MAXIMUM
NORTH ST. PAUL	\$37,677	\$37,677
STATE OF MN		\$36,679
PRIVATE INDUSTRY MEAN		\$33,466
SHAKOPEE	\$28,246	\$28,371
OSSEO	\$27,040	\$32,240
CENTENNIAL	\$26,062	\$26,062
WEST ST. PAUL	\$21,112	\$25,272

3-H		
MAINT. SUPV.		
NON-METRO SCHOOL DISTRICTS		
DISTRICT	MINIMUM	MAXIMUM
COLERAINE	\$32,115	\$32,115
PRIVATE INDUSTRY MEAN		\$27,283
WRENSHALL	\$26,062	\$26,062
VIRGINIA	\$24,211	\$24,211
WELLS-EASTON	\$23,379	\$23,379
ISLE	\$22,048	\$22,048
BORUP	\$21,507	\$21,507
FLOODWOOD	\$21,341	\$21,341
DEER CREEK	\$20,987	\$20,987
BROWNTON	\$19,968	\$19,968
BRECKENRIDGE	\$19,843	\$19,843
WEST CONCORD	\$19,115	\$19,115
LA CRESCENT	\$19,094	\$22,464
HOWARD LK.-WAV.	\$18,949	\$18,949
MOUNTAIN LAKE	\$18,512	\$18,512
AITKIN	\$18,406	\$21,570
HOUSTON	\$18,366	\$18,366
NEW LONDON-SPICER	\$17,680	\$19,760
GOODHUE	\$17,056	\$21,632
BUFFALO LAKE	\$16,744	\$16,744
TWIN VALLEY	\$16,640	\$16,640
HILLS-BEAVER CR.	\$16,058	\$21,008
MAHNOMEN	\$13,166	\$17,243

TABLES E - 4A TO 4D: Average Salaries in Minnesota Cities for Job 4 -- Engineering Technicians

ENGINEERING TECHNICIANS

4-A		4-B	
ENGINEERING TECH. METRO CITIES OVER 10,000		ENGINEERING TECH. METRO CITIES UNDER 10,000	
MINNEAPOLIS	\$33,707	PRIVATE INDUSTRY	\$28,807
INVER GROVE HEIGHT	\$32,282	STATE OF MN	\$28,756
ST. PAUL	\$31,881	SAVAGE	\$24,097
COON RAPIDS	\$30,597	FARMINGTON	\$22,027
GOLDEN VALLEY	\$29,806		
CRYSTAL	\$29,120		
PRIVATE INDUSTRY	\$28,807		
STATE OF MN	\$28,765		
CHANHASSEN	\$27,643		
MINNETONKA	\$27,269		
COLUMBIA HEIGHTS	\$26,603		
WHITE BEAR LAKE	\$26,458		
CHAMPLIN	\$26,395		
EDEN PRAIRIE	\$26,364		
MAPLEWOOD	\$26,291		
BLOOMINGTON	\$25,605		
WOODBURY	\$24,960		
PLYMOUTH	\$24,950		
EAGAN	\$24,211		
BURNSVILLE	\$23,587		
SHAKOPEE	\$23,005		
LAKEVILLE	\$21,632		
ROSEVILLE	\$20,966		
4-C		4-D	
ENGINEERING TECH. GREATER MN CITIES OVER 10,000		ENGINEERING TECH. GREATER MN CITIES UNDER 10,000	
ALBERT LEA	\$31,138	BRECKENRIDGE	\$29,732
ROCHESTER	\$30,288	MORRIS	\$28,884
WILLMAR	\$29,352	VIRGINIA	\$28,452
RED WING	\$28,584	LITTLE FALLS	\$27,960
HIBBING	\$28,309	SAUK RAPIDS	\$27,732
AUSTIN	\$28,184	WORTHINGTON	\$25,908
WINONA	\$27,934	WASECA	\$25,221
MOORHEAD	\$27,372	CROOKSTON	\$25,176
CLOQUET	\$27,019	THIEF RIVER FALLS	\$24,588
HUTCHINSON	\$26,388	PRIVATE INDUSTRY	\$23,774
BRAINERD	\$26,364	GRAND RAPIDS	\$23,754
NEW ULM	\$26,166	LIVERNE	\$22,692
FARIBAULT	\$25,728		
BEMIDJI	\$25,480		
MANKATO	\$25,452		
FERGUS FALLS	\$23,899		
PRIVATE INDUSTRY	\$23,774		
DULUTH	\$22,608		
MARSHALL	\$21,960		

TABLES E - 4E TO 4F: Average Salaries and Salary Ranges in Minnesota Counties for Job 4 -- Engineering Technicians

ENGINEERING TECHNICIANS

4-E

ENGINEERING TECH. METRO COUNTIES	
RAMSEY COUNTY	\$33,114
HENNEPIN COUNTY	\$31,109
DAKOTA COUNTY	\$30,324
PRIVATE INDUSTRY	\$28,807
STATE OF MN	\$28,765
CARVER COUNTY	\$26,270
SCOTT COUNTY	\$19,916
ANOKA COUNTY	\$19,604

4-F

ENGINEERING TECH. GREATER MN COUNTIES		
COUNTY	MINIMUM	MAXIMUM
WRIGHT	\$33,415	\$41,768
POPE	\$30,840	\$32,698
TODD	\$29,400	\$29,400
SHERBURNE	\$27,468	\$44,302
CARLTON	\$27,317	\$27,317
BLUE EARTH	\$26,520	\$33,322
LAKE	\$26,250	\$28,309
DOUGLAS	\$26,059	\$30,061
CHIPPEWA	\$25,488	\$25,488
FREEBORN	\$24,565	\$33,010
BIG STONE	\$24,523	\$24,523
PRIVATE INDUSTRY MEAN	\$23,774	
MILLE LACS	\$23,420	\$25,958
WASECA	\$22,797	\$27,331
TRAVERSE	\$22,517	\$23,934
SWIFT	\$22,100	\$22,100
PIPESTONE	\$21,900	\$21,900
RED LAKE	\$21,861	\$24,190
CASS	\$21,852	\$28,524
DODGE	\$21,047	\$24,805

(Continued next column)

GREATER MN COUNTIES (Continued)

COUNTY	MINIMUM	MAXIMUM
CLAY	\$20,925	\$28,642
PENNINGTON	\$20,550	\$20,550
HOUSTON	\$20,404	\$21,208
AITKIN	\$20,259	\$22,235
MARTIN	\$20,065	\$25,724
LE SUEUR	\$19,885	\$19,885
LAC QUI PARLE	\$19,883	\$24,803
ROCK	\$19,693	\$21,881
MORRISON	\$19,594	\$25,792
PINE	\$21,736	\$21,736
WABASHA	\$21,673	\$30,430
MCLEOD	\$21,632	\$21,632
RENVILLE	\$21,631	\$21,631
STEVENS	\$21,308	\$27,802
GOODHUE	\$21,284	\$27,148
COTTONWOOD	\$21,235	\$21,235
BROWN	\$19,557	\$26,542
OLMSTED	\$19,381	\$27,797
GRANT	\$18,850	\$22,176
SIBLEY	\$18,595	\$24,939
NICOLLET	\$18,565	\$27,619
HUBBARD	\$18,554	\$22,880
STEELE	\$18,489	\$24,025
ST. LOUIS	\$18,420	\$26,745
KANABEC	\$18,325	\$28,413
BENTON	\$18,288	\$25,308
REDWOOD	\$18,192	\$31,116
MOWER	\$17,784	\$23,192
NOBLES	\$17,748	\$22,634
FILLMORE	\$17,694	\$21,642
JACKSON	\$16,827	\$23,660
KITTSOON	\$16,660	\$22,173
RICE	\$16,370	\$21,590
STEARNS	\$16,189	\$23,023
WILKIN	\$16,098	\$23,284
CROW WING	\$16,036	\$24,074
LAKE OF THE WOODS	\$15,912	\$24,502
MEEKER	\$15,420	\$21,588
MARSHALL	\$15,246	\$23,920
OTTER TAIL	\$14,988	\$21,660
MURRAY	\$14,518	\$21,861

(DATA NOT AVAILABLE FOR SCHOOL DISTRICTS)

TABLES E - 5A TO 5D: Average Salaries in Minnesota Cities for Job 5 -- Property Appraisers

PROPERTY APPRAISERS

5-A

PROP. APPRAISER METRO CITIES OVER 10,000	
COON RAPIDS	\$35,516
MINNEAPOLIS	\$34,516
ST. LOUIS PARK	\$31,824
PRIVATE INDUSTRY	\$31,367
PLYMOUTH	\$31,249
BROOKLYN PARK	\$29,318
WOODBURY	\$27,061
STATE OF MN	\$26,894
MINNETONKA	\$25,501
EDEN PRAIRIE	\$25,293

(DATA NOT AVAILABLE FOR
METRO CITIES UNDER 10,000)

5-C

PROP. APPRAISER GREATER MN CITIES OVER 10,000	
WILLMAR	\$40,387
BEMIDJI	\$32,802
HIBBING	\$29,890
ST. CLOUD	\$28,452
PRIVATE INDUSTRY	\$28,446
MOORHEAD	\$24,540

5-D

PROP. APPRAISER GREATER MN CITIES UNDER 10,000	
VIRGINIA	\$34,320
MONTEVIDEO	\$32,436
ALEXANDRIA	\$29,820
EVELETH	\$29,784
PRIVATE INDUSTRY	\$28,446
TWO HARBORS	\$27,936
HERMANTOWN	\$22,542
ELY	\$22,380
LITCHFIELD	\$21,552
PARK RAPIDS	\$21,500

TABLES E - 5E TO 5F: Average Salaries and Salary Ranges in Minnesota Counties for Job 5 -- Property Appraisers

PROPERTY APPRAISERS

5-E	
PROP. APPRAISER	
METRO COUNTIES	
HENNEPIN COUNTY	\$35,071
RAMSEY COUNTY	\$32,713
PRIVATE INDUSTRY	\$31,367
ANOKA COUNTY	\$30,769
DAKOTA COUNTY	\$28,569
STATE OF MN	\$26,894

5-F		
PROP. APPRAISER		
GREATER MN COUNTIES		
COUNTY	MINIMUM	MAXIMUM
PRIVATE INDUSTRY MEAN	\$28,446	
CARLTON	\$28,236	\$28,236
OLMSTED	\$24,639	\$36,601
ST. LOUIS	\$23,824	\$31,088
ISANTI	\$23,568	\$26,496
FREEBORN	\$23,504	\$31,574
WASECA	\$23,403	\$28,332
LE SUEUR	\$23,342	\$23,342
BLUE EARTH	\$22,984	\$29,307
RICE	\$22,432	\$32,279
WRIGHT	\$21,965	\$27,352
WINONA	\$21,882	\$27,269
FILLMORE	\$21,574	\$26,363
POPE	\$21,528	\$21,528
NICOLLET	\$21,223	\$32,258
ITASCA	\$21,114	\$28,636
STEARNS	\$21,082	\$29,981
SWIFT	\$21,000	\$23,130
CROW WING	\$20,928	\$26,100

(Continued next column)

GREATER MN COUNTIES (Continued)		
COUNTY	MINIMUM	MAXIMUM
DODGE	\$20,796	\$25,787
CASS	\$20,204	\$26,112
MCLEOD	\$20,100	\$24,720
COOK	\$20,027	\$26,541
MOWER	\$20,010	\$27,706
WATONWAN	\$19,908	\$30,480
REDWOOD	\$19,656	\$26,580
MARSHALL	\$19,614	\$28,454
FARIBAUT	\$19,608	\$28,476
MILLE LACS	\$19,510	\$24,668
KOOCHICHING	\$19,368	\$24,211
CLAY	\$19,344	\$26,478
STEELE	\$19,032	\$24,731
SHERBURNE	\$18,880	\$28,393
MORRISON	\$18,845	\$26,832
BELTRAMI	\$18,744	\$23,424
POLK	\$18,689	\$24,918
SIBLEY	\$18,595	\$24,939
RENVILLE	\$18,469	\$18,469
WABASHA	\$18,252	\$28,216
PENNINGTON	\$18,200	\$18,200
JACKSON	\$18,054	\$24,606
AITKIN	\$17,617	\$20,696
GOODHUE	\$17,500	\$31,430
HUBBARD	\$17,448	\$21,036
BROWN	\$16,880	\$22,700
CHISAGO	\$16,586	\$23,612
KANABEC	\$16,266	\$23,670
KANDIYOHI	\$15,996	\$22,776
KITTSOON	\$15,912	\$21,079
HOUSTON	\$15,400	\$19,244
LAKE OF THE WOODS	\$15,308	\$23,566
STEVENS	\$15,229	\$20,305
OTTER TAIL	\$14,988	\$21,660
MARTIN	\$14,752	\$23,882
PINE	\$14,368	\$21,376
TODD	\$14,268	\$27,552

(DATA NOT AVAILABLE FOR SCHOOL DISTRICTS)

TABLES E - 6E TO 6F: Average Salaries and Salary Ranges in Minnesota Counties for Job 6 -- Dispatchers

DISPATCHERS

6-E

DISPATCHER	
METRO COUNTIES	
STATE OF MN	\$28,259
HENNEPIN COUNTY	\$26,743
WASHINGTON COUNTY	\$26,462
SCOTT COUNTY	\$25,993
DAKOTA COUNTY	\$25,332
ANOKA COUNTY	\$24,471
PRIVATE INDUSTRY	
RAMSEY COUNTY	\$23,527
CARVER COUNTY	\$22,274

6-F

DISPATCHER		
GREATER MN COUNTIES		
COUNTY	MINIMUM	MAXIMUM
ITASCA	\$25,942	\$28,225
AITKIN	\$24,676	\$24,676
PRIVATE INDUSTRY MEAN		\$23,613
KOOCHICHING	\$23,253	\$24,065
ST. LOUIS	\$22,676	\$26,420
LAKE	\$21,590	\$22,464
OTTER TAIL	\$21,372	\$23,436
SHERBURNE	\$21,014	\$31,602
ISANTI	\$19,728	\$23,976
NICOLLET	\$19,317	\$25,826
LE SUEUR	\$19,044	\$21,600
WASECA	\$18,936	\$23,796
CASS	\$18,852	\$24,512
BELTRAMI	\$18,744	\$23,424
PENNINGTON	\$18,534	\$20,520
STEARNS	\$18,474	\$26,273
BENTON	\$18,456	\$24,720
CHIPPEWA	\$18,252	\$19,512
HOUSTON	\$18,241	\$22,506
BROWN	\$18,160	\$24,680

(Continued next column)

GREATER MN COUNTIES (Continued)

COUNTY	MINIMUM	MAXIMUM
GOODHUE	\$18,038	\$21,944
PINE	\$17,936	\$23,908
MORRISON	\$17,832	\$21,396
WINONA	\$17,597	\$24,003
WABASHA	\$17,508	\$24,600
REDWOOD	\$17,285	\$18,803
RENVILLE	\$17,223	\$17,223
CROW WING	\$17,160	\$24,192
DOUGLAS	\$17,118	\$23,107
TODD	\$16,992	\$24,780
HUBBARD	\$16,956	\$20,460
CLAY	\$16,836	\$24,180
MCLEOD	\$16,836	\$20,700
FILLMORE	\$16,788	\$20,052
STEVENS	\$16,764	\$19,435
GRANT	\$16,718	\$19,668
CHISAGO	\$16,586	\$23,520
BLUE EARTH	\$16,557	\$21,133
WRIGHT	\$16,474	\$20,218
SWIFT	\$16,349	\$17,410
KITTSOON	\$16,162	\$21,403
POLK	\$16,030	\$20,007
STEELE	\$15,980	\$20,769
COTTONWOOD	\$15,890	\$17,727
SIBLEY	\$15,787	\$22,006
MOWER	\$15,683	\$20,530
TRAVERSE	\$15,676	\$16,723
MURRAY	\$15,392	\$16,266
BIG STONE	\$15,329	\$15,620
MARSHALL	\$15,246	\$22,110
WADENA	\$15,025	\$23,033
MEEKER	\$14,970	\$20,959
FARIBAUT	\$14,623	\$20,204
KANDIYOHI	\$14,440	\$19,770
KANABEC	\$14,144	\$16,869
DODGE	\$14,137	\$19,370
BECKER	\$13,681	\$18,632
LAKE OF THE WOODS	\$13,603	\$20,946
JACKSON	\$13,458	\$17,597
YELLOW MEDICINE	\$13,359	\$16,810
WATONWAN	\$13,270	\$20,987
POPE	\$13,125	\$17,950
ROCK	\$12,708	\$18,054
RED LAKE	\$9,880	\$13,576

(DATA NOT AVAILABLE FOR SCHOOL DISTRICTS)

TABLES E - 7A TO 7D: Average Salaries in Minnesota Cities for Job 7 -- Accounting Clerks

ACCOUNTING CLERKS

7-A	
ACCTG. CLERK	
METRO CITIES OVER 10,000	
BLOOMINGTON	\$27,128
STILLWATER	\$26,229
INVER GROVE HEIGHT	\$25,501
STATE OF MN	\$23,800
RICHFIELD	\$23,306
EAGAN	\$22,641
BURNSVILLE	\$22,381
ST. PAUL	\$21,766
ANOKA	\$21,507
COLUMBIA HEIGHTS	\$20,779
VADNAIS HEIGHTS	\$20,758
PRIVATE INDUSTRY	\$20,046
MINNEAPOLIS	\$19,527
PLYMOUTH	\$19,261
ROBBINSDALE	\$18,179
LAKEVILLE	\$17,826
CHAMPLIN	\$16,765
CHASKA	\$16,203
RAMSEY	\$15,205

7-B	
ACCTG. CLERK	
METRO CITIES UNDER 10,000	
STATE OF MN	\$23,800
FARMINGTON	\$22,027
PRIVATE INDUSTRY	\$20,046

7-D	
ACCTG. CLERK	
GREATER MN CITIES UNDER 10,000	
CHISHOLM	\$26,349
LAKE CITY	\$25,334
PRINCETON	\$25,248
BUFFALO	\$24,440
MONTICELLO	\$24,216
MOUNTAIN IRON	\$24,086
GRAND RAPIDS	\$23,587
SAUK RAPIDS	\$23,292
SARTELL	\$22,860
WINDOM	\$22,776
GRANITE FALLS	\$22,526
EVELETH	\$21,948
THIEF RIVER FALLS	\$21,732
BRECKENRIDGE	\$21,318
ALEXANDRIA	\$21,240
DETROIT LAKES	\$21,036
PARK RAPIDS	\$21,008
MONTEVIDEO	\$20,976
HERMANTOWN	\$20,558
CANNON FALLS	\$20,509
WORTHINGTON	\$20,448
MORA	\$20,112
EAST GRAND FORKS	\$20,064
BLUE EARTH	\$19,282
GOODVIEW	\$19,248
LITTLE FALLS	\$19,044
LITCHFIELD	\$19,032
MELROSE	\$18,612
ST. PETER	\$18,516
LUVERNE	\$18,366
LA CRESCENT	\$18,300
SLEEPY EYE	\$18,288
KASSON	\$18,096
ST. JAMES	\$17,999
ST. CHARLES	\$17,676
PIPESTONE	\$17,448
OLIVIA	\$17,184
PRIVATE INDUSTRY	\$16,747
JACKSON	\$16,619
CALEDONIA	\$16,484
LONG PRAIRIE	\$16,224
SAUK CENTRE	\$14,602
DELANO	\$14,040

7-C	
ACCTG. CLERK	
GREATER MN CITIES OVER 10,000	
ROCHESTER	\$29,304
FAIRMONT	\$26,775
OWATONNA	\$26,004
ELK RIVER	\$25,836
FARIBAULT	\$24,300
RED WING	\$24,192
NORTH MANKATO	\$24,000
ST. CLOUD	\$23,928
HUTCHINSON	\$23,580
BEMIDJI	\$23,292
WILLMAR	\$22,923
NEW ULM	\$22,880
ALBERT LEA	\$22,838
MANKATO	\$21,792
FERGUS FALLS	\$21,432
AUSTIN	\$19,428
DULUTH	\$18,360
NORTHFIELD	\$18,120
PRIVATE INDUSTRY	\$16,747

TABLES E - 7E TO 7H: Average Salaries and Salary Ranges in Minnesota Counties and School Districts for Job 7 -- Accounting Clerks

ACCOUNTING CLERKS

7-E

ACCTG. CLERK METRO COUNTIES	
RAMSEY COUNTY	\$25,171
STATE OF MN	\$23,800
HENNEPIN COUNTY	\$21,504
ANOKA COUNTY	\$21,210
PRIVATE INDUSTRY	\$20,046
SCOTT COUNTY	\$17,077
DAKOTA COUNTY	\$16,536
WASHINGTON COUNTY	\$15,995

7-G

ACCTG. CLERK METRO SCHOOL DISTRICTS		
DISTRICT	MINIMUM	MAXIMUM
SHAKOPEE	\$27,685	\$27,685
STATE OF MN		\$23,800
PRIVATE INDUSTRY MEAN		\$20,046

(DATA NOT AVAILABLE FOR
GREATER MN COUNTIES)

7-H

ACCTG. CLERK GREATER MN SCHOOL DISTRICTS		
DISTRICT	MINIMUM	MAXIMUM
MAHNOMEN	\$26,354	\$26,354
COLERAINE	\$23,858	\$23,858
HOUSTON	\$23,566	\$23,566
VIRGINIA	\$22,589	\$22,589
ISLE	\$21,715	\$21,715
KMS	\$20,488	\$20,488
TWIN VALLEY	\$18,556	\$18,556
WEST CONCORD	\$18,491	\$18,491
AITKIN	\$17,514	\$20,675
MINNEOTA	\$17,472	\$20,592
PRIVATE INDUSTRY MEAN		\$16,747
NEW LONDON-SPICER	\$16,640	\$20,800
DEER CREEK	\$16,245	\$16,245
BUFFALO LAKE	\$14,976	\$14,976
GOODHUE	\$14,976	\$21,112
HILLS-BEAVER CR.	\$14,664	\$18,034

TABLES E - 8E TO 8H: Average Salaries and Salary Ranges in Minnesota Counties and School Districts for Job 8 -- Accountants

ACCOUNTANTS

8-E	
ACCOUNTANT	
METRO COUNTIES	
HENNEPIN COUNTY	\$32,553
RAMSEY COUNTY	\$31,450
PRIVATE INDUSTRY	\$30,966
ANOKA COUNTY	\$29,500
STATE OF MN	\$28,188
DAKOTA COUNTY	\$26,133
CARVER COUNTY	\$24,100
WASHINGTON COUNTY	\$22,900

8-F		
ACCOUNTANT		
GREATER MN COUNTIES		
COUNTY	MINIMUM	MAXIMUM
PRIVATE INDUSTRY MEAN	\$29,471	
LAKE	\$22,347	\$23,940
ITASCA	\$21,114	\$28,636
RENVILLE	\$19,776	\$19,776
OLMSTED	\$19,381	\$27,797
GRANT	\$19,344	\$20,760
WASECA	\$19,144	\$23,403
ST. LOUIS	\$19,119	\$23,824
CARLTON	\$18,912	\$28,800
MOWER	\$18,866	\$24,606
TRAVERSE	\$18,584	\$18,584
BIG STONE	\$18,350	\$19,150
CASS	\$18,312	\$23,592
BROWN	\$18,160	\$24,680
STEARNS	\$17,679	\$25,141
ISANTI	\$17,532	\$19,728
HUBBARD	\$17,436	\$20,988
FREEBORN	\$17,264	\$23,213
RICE	\$17,187	\$23,784
KOOCHICHING	\$17,006	\$21,257
SHERBURNE	\$16,962	\$28,393
LAC QUI PARLE	\$16,920	\$20,160
NOBLES	\$16,891	\$20,546
WRIGHT	\$16,827	\$23,400
WABASHA	\$16,560	\$23,112
STEELE	\$16,455	\$21,379
POLK	\$16,406	\$20,508
CHIPPEWA	\$16,356	\$21,036
KANDIYOH	\$16,316	\$22,776
KANABEC	\$16,307	\$20,717
SWIFT	\$16,300	\$20,260
DODGE	\$16,224	\$20,055
LE SUEUR	\$16,203	\$21,485
WADENA	\$16,092	\$21,984

(Continued next column)

GREATER MN COUNTIES (Continued)		
COUNTY	MINIMUM	MAXIMUM
CLAY	\$16,080	\$22,008
POPE	\$15,990	\$21,119
RED LAKE	\$15,984	\$22,620
GOODHUE	\$15,930	\$23,795
FILLMORE	\$15,854	\$19,356
COOK	\$15,852	\$20,946
WINONA	\$15,850	\$22,381
TODD	\$15,744	\$22,932
BENTON	\$15,636	\$23,400
BELTRAMI	\$15,456	\$20,316
MEEKER	\$15,420	\$21,588
HOUSTON	\$15,400	\$19,244
NICOLLET	\$15,384	\$25,140
WATONWAN	\$15,384	\$25,140
REDWOOD	\$15,384	\$24,024
CROW WING	\$15,384	\$23,052
ROCK	\$15,384	\$21,444
SIBLEY	\$15,329	\$24,544
MCLEOD	\$15,252	\$19,884
PINE	\$15,096	\$25,500
COTTONWOOD	\$15,084	\$17,148
BLUE EARTH	\$14,955	\$19,074
MORRISON	\$14,893	\$19,594
KITTSO	\$14,859	\$18,740
BECKER	\$14,772	\$21,696
PIPESTONE	\$14,544	\$20,064
STEVENS	\$14,498	\$19,330
MARSHALL	\$14,310	\$20,758
AITKIN	\$14,194	\$16,758
DOUGLAS	\$14,100	\$21,516
WILKIN	\$14,030	\$21,784
OTTER TAIL	\$13,908	\$21,540
PENNINGTON	\$13,104	\$22,146
JACKSON	\$12,938	\$20,304
YELLOW MEDICINE	\$12,870	\$22,128
LAKE OF THE WOODS	\$9,942	\$15,309

8-G		
ACCOUNTANT		
METRO SCHOOL DISTRICTS		
DISTRICT	MINIMUM	MAXIMUM
WEST ST. PAUL	\$39,083	\$39,083
NORTH ST. PAUL	\$32,843	\$32,843
PRIVATE INDUSTRY MEAN	\$30,966	
STATE OF MN	\$28,188	

8-H		
ACCOUNTANT		
GREATER MN SCHOOL DISTRICTS		
DISTRICT	MINIMUM	MAXIMUM
PRIVATE INDUSTRY MEAN	\$29,471	
AITKIN	\$20,987	\$24,149

TABLES E - 9E TO 9H: Average Salaries and Salary Ranges in Minnesota Counties and School Districts for Job 9 -- Clerk Typists

CLERK TYPISTS

9-E

CLERK-TYPIST METRO COUNTIES	
STATE OF MN	\$20,179
ANOKA COUNTY	\$18,828
PRIVATE INDUSTRY	\$18,495
RAMSEY COUNTY	\$18,245
CARVER COUNTY	\$17,815
SCOTT COUNTY	\$17,652
HENNEPIN COUNTY	\$17,464
WASHINGTON COUNTY	\$16,815
DAKOTA COUNTY	\$16,804

GREATER MN COUNTIES (Continued)

COUNTY	MINIMUM	MAXIMUM
PRIVATE INDUSTRY MEAN		\$14,167
BLUE EARTH	\$13,354	\$17,014
OTTER TAIL	\$13,116	\$18,816
BECKER	\$12,611	\$17,320
SIBLEY	\$12,584	\$16,806
TODD	\$11,688	\$11,688

9-F

CLERK-TYPIST GREATER MN COUNTIES		
COUNTY	MINIMUM	MAXIMUM
CARLTON	\$24,102	\$24,102
CLAY	\$21,778	\$29,786
WRIGHT	\$20,987	\$27,248
PENNINGTON	\$20,884	\$20,884
ST. LOUIS	\$20,530	\$23,824
ITASCA	\$19,932	\$27,068
WINONA	\$19,760	\$26,915
OLMSTED	\$19,381	\$27,797
STEELE	\$19,032	\$24,731
FREEBORN	\$18,866	\$25,334
MOWER	\$18,304	\$23,899
SHERBURNE	\$17,895	\$26,912
KANABEC	\$17,826	\$17,826
KANDIYOHI	\$17,719	\$25,230
FILLMORE	\$17,694	\$21,642
CASS	\$16,764	\$21,852
GOODHUE	\$16,666	\$21,297
CROW WING	\$15,132	\$20,688
STEARNS	\$14,825	\$21,082
STEVENS	\$14,785	\$19,714
DODGE	\$14,364	\$17,472
MARSHALL	\$14,310	\$20,758

9-G

CLERK-TYPIST METRO SCHOOL DISTRICTS		
DISTRICT	MINIMUM	MAXIMUM
NORTH ST. PAUL	\$20,280	\$29,370
STATE OF MN		\$20,178
PRIVATE INDUSTRY MEAN		\$18,495
WEST ST. PAUL	\$14,269	\$21,861
CENTENNIAL	\$13,448	\$17,876

9-H

CLERK-TYPIST GREATER MN SCHOOL DISTRICTS		
DISTRICT	MINIMUM	MAXIMUM
COLERAINE	\$23,566	\$23,566
WRENSHALL	\$19,161	\$19,161
VIRGINIA	\$18,928	\$23,254
WEST CONCORD	\$17,118	\$20,696
LA CRESCENT	\$16,931	\$24,731
PRIVATE INDUSTRY MEAN		\$14,167
NEW LONDON-SPICER	\$10,160	\$13,600
BRECKENRIDGE	\$9,450	\$11,867
AITKIN	\$8,644	\$12,159
WELLS-EASTON	\$6,800	\$11,712

(Continued next column)

TABLES E - 10A TO 10B: Average Salaries and Salary Ranges in Metropolitan Minnesota Cities for Job 10 -- Secretaries

SECRETARIES

10-A		10-B	
SECRETARY		SECRETARY	
METRO CITIES OVER 10,000		METRO CITIES UNDER 10,000	
ST. PAUL	\$35,842	MENDOTA HEIGHTS	\$25,154
STILLWATER	\$28,777	ROSEMOUNT	\$24,820
BLOOMINGTON	\$28,443	MOUND	\$24,742
APPLE VALLEY	\$28,371	CIRCLE PINES	\$24,149
MINNEAPOLIS	\$27,414	ST. ANTHONY	\$23,899
SOUTH ST. PAUL	\$27,338	SAVAGE	\$23,296
COON RAPIDS	\$27,159	ORONO	\$23,056
COTTAGE GROVE	\$27,119		
NEW BRIGHTON	\$27,061	STATE OF MN	\$22,838
RICHFIELD	\$26,964		
MAPLEWOOD	\$26,755	PRIVATE INDUSTRY	\$21,510
GOLDEN VALLEY	\$26,753		
PLYMOUTH	\$26,452	FALCON HEIGHTS	\$21,362
CRYSTAL	\$26,155	VICTORIA	\$20,800
CHANHASSEN	\$26,097	ROCKFORD	\$20,758
WEST ST. PAUL	\$25,979	WACONIA	\$20,717
LAKEVILLE	\$25,938	WAYZATA	\$20,030
HOPKINS	\$25,730	MINNETRISTA	\$19,770
EDINA	\$25,685	SHOREWOOD	\$19,531
BURNSVILLE	\$25,290	LAKE ELMO	\$19,240
MOUNDS VIEW	\$25,210	MEDINA	\$19,115
SHOREVIEW	\$25,106	DEEPHAVEN	\$18,928
COLUMBIA HEIGHTS	\$24,801	SPRING LAKE PARK	\$18,429
SHAKOPEE	\$24,788	JORDAN	\$18,325
MINNETONKA	\$24,582	HAM LAKE	\$16,071
ROBBINSDALE	\$24,457	NEW PRAGUE	\$15,371
BROOKLYN PARK	\$24,432		
MAPLE GROVE	\$23,934		
EAGAN	\$23,824		
HASTINGS	\$23,720		
INVER GROVE HEIGHT	\$23,691		
ST. LOUIS PARK	\$23,686		
BLAINE	\$23,612		
NORTH ST. PAUL	\$22,942		
NEW HOPE	\$22,846		
STATE OF MN	\$22,838		
FRIDLEY	\$22,786		
WOODBURY	\$22,624		
ROSEVILLE	\$22,561		
BROOKLYN CENTER	\$22,549		
EDEN PRAIRIE	\$22,006		
CHAMPLIN	\$21,954		
PRIOR LAKE	\$21,771		
PRIVATE INDUSTRY	\$21,510		
CHASKA	\$21,334		
RAMSEY	\$20,003		

TABLES E - 10C TO 10E: Average Salaries and Salary Ranges in Greater Minnesota Cities and Metropolitan Counties for Job 10 -- Secretaries

SECRETARIES

10-C		10-D	
SECRETARY GREATER MN CITIES OVER 10,000		SECRETARY GREATER MN CITIES UNDER 10,000	
FARIBAULT	\$30,825	EVELETH	\$27,240
ROCHESTER	\$30,019	TWO HARBORS	\$24,972
OWATONNA	\$26,004	PRINCETON	\$24,756
ELK RIVER	\$25,836	VIRGINIA	\$24,708
ST. CLOUD	\$24,708	SAUK RAPIDS	\$24,456
NEW ULM	\$24,502	WASECA	\$24,120
HIBBING	\$23,421	MONTICELLO	\$23,760
DULUTH	\$23,270	THIEF RIVER FALLS	\$23,124
FAIRMONT	\$23,154	STAPLES	\$22,947
WINONA	\$22,859	ELY	\$22,753
RED WING	\$22,444	GRAND RAPIDS	\$22,402
MARSHALL	\$22,118	WORTHINGTON	\$21,840
BRAINERD	\$21,736	CHISHOLM	\$21,720
MANKATO	\$21,322	LITCHFIELD	\$21,552
WILLMAR	\$21,223	BUFFALO	\$21,372
NORTHFIELD	\$21,084	CROOKSTON	\$21,036
ALBERT LEA	\$20,852	MORRIS	\$21,036
AUSTIN	\$20,748	MORA	\$21,012
NORTH MANKATO	\$20,562	LAKE CITY	\$20,988
HUTCHINSON	\$20,468	GLENCOE	\$20,844
BEMIDJI	\$20,202	DELANO	\$20,800
FERGUS FALLS	\$19,422	DETROIT LAKES	\$20,762
MOORHEAD	\$17,952	ST. JOSEPH	\$20,654
PRIVATE INDUSTRY	\$14,167	BENSON	\$20,592
		PINE CITY	\$20,136
		MELROSE	\$19,548
		LA CRESCENT	\$18,792
		MONTEVIDEO	\$18,624
		BIG LAKE	\$18,192
		ALEXANDRIA	\$17,976
		ST. PETER	\$17,930
		ST. JAMES	\$17,748
		WINDOM	\$17,388
		LUVERNE	\$17,139
		REDWOOD FALLS	\$17,112
		WADENA	\$17,053
		LE SUEUR	\$16,827
		WAITE PARK	\$16,560
		EAST GRAND FORKS	\$16,200
		STEWARTVILLE	\$16,116
		HERMANTOWN	\$16,059
		LITTLE FALLS	\$15,300
		PRIVATE INDUSTRY	\$14,167
		OLIVIA	\$12,480

10-E	
SECRETARY METRO COUNTIES	
RAMSEY COUNTY	\$27,632
STATE OF MN	\$22,838
HENNEPIN COUNTY	\$22,222
ANOKA COUNTY	\$21,889
PRIVATE INDUSTRY	\$21,509
DAKOTA COUNTY	\$21,029
SCOTT COUNTY	\$19,918
WASHINGTON COUNTY	\$19,789

(DATA NOT AVAILABLE FOR SCHOOL DISTRICTS OR GREATER MN COUNTIES)

TABLE E - 11: Average Salaries for Metropolitan Agencies: Jobs 1 through 10

ALL JOB CATEGORIES

MEAN SALARIES FOR BENCHMARK POSITIONS METROPOLITAN AGENCIES		
CUSTODIAN	AIRPORTS COM	\$29,765
	TRANSIT COMMISS	\$25,730
	STATE OF MN	\$22,073
	PRIVATE INDUSTRY	\$15,341
MAINT. SUPV.	AIRPORTS COM	\$51,700
	MET WASTE CNTL	\$51,220
	TRANSIT COMMISS	\$39,726
	STATE OF MN	\$36,679
	PRIVATE INDUSTRY	\$33,466
DISPATCHER	STATE OF MN	\$28,259
	AIRPORTS COM	\$27,391
	PRIVATE INDUSTRY	\$23,646
ACCTG. CLERK	TRANSIT COMMISS	\$24,336
	STATE OF MN	\$23,800
	PRIVATE INDUSTRY	\$20,046
	METRO COUNCIL	\$19,926
ACCOUNTANT	METRO COUNCIL	\$34,600
	TRANSIT COMMISS	\$31,700
	PRIVATE INDUSTRY	\$30,966
	STATE OF MN	\$28,188
	MET WASTE CNTL	\$27,300
CLERK-TYPIST	TRANSIT COMMISS	\$23,670
	MET WASTE CNTL	\$20,904
	STATE OF MN	\$20,179
	PRIVATE INDUSTRY	\$18,495
SECRETARY	MET WASTE CNTL	\$26,280
	AIRPORTS COM	\$25,679
	METRO COUNCIL	\$25,074
	TRANSIT COMMISS	\$24,888
	STATE OF MN	\$22,838
	PRIVATE INDUSTRY	\$21,510

APPENDIX F BENEFITS

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TABLE F-1: Maximum Annual Vacation Allowances for MN Cities Over 2,500

METROPOLITAN CITIES OVER 2,500			
MAXIMUM DAYS GIVEN	YEARS TO MAXIMUM	CITY	RANGE (Max Days Given)
29.25	31	STATE OF MN	
27	22	BLOOMINGTON	(25-27)
26	20	MINNEAPOLIS	
26	10	SHOREVIEW	
26	23	ST. PAUL	(22-26)
25	25	ANOKA	
25	21	BLAINE	(20-25)
25	20	COLUMBIA HEIGHTS	(20-25)
25	20	DEEPAVEN	(20-25)
25	15	EDEN PRAIRIE	(20-25)
25	15	FARMINGTON	
25	20	GOLDEN VALLEY	
25	25	HASTINGS	(20-25)
25	25	HOPKINS	(20-25)
25	21	MAPLEWOOD	
25	20	MINNETONKA	
25	21	MOUND	
25	25	NEW HOPE	
25	20	NORTH ST. PAUL	
25	18	OAK PARK HEIGHTS	
25	18	PRIOR LAKE	
25	20	SAVAGE	(20-25)
25	25	SHAKOPEE	(20-25)
25	25	SHOREWOOD	
25	15	SOUTH ST. PAUL	
25	20	SPRING LAKE PARK	(20-25)
25	20	STILLWATER	
25	25	ST. ANTHONY	(20-25)
25	20	WACONIA	
25	20	WEST ST. PAUL	
24	13	CRYSTAL	
24	15	MAPLE GROVE	(20-24)
24	16	ROSEMOUNT	(21-24)
23	16	ARDEN HILLS	
23	20	ORONO	
22	19	WAYZATA	
21.6	19	INVER GROVE HEIGHTS	
20	15	ANDOVER	
20	10	APPLE VALLEY	
20	15	BURNSVILLE	
20	15	CHAMPLIN	
20	15	CHANHASSEN	
20	15	CHASKA	
20	15	FALCON HEIGHTS	
20	14	FOREST LAKE	
20	20	HAM LAKE	
20	15	LAKE ELMO	
20	15	LAKEVILLE	
20	10	LAUDERDALE	
20	16	MEDINA	
20	14	MOUNDSVIEW	
20	10	NEW PRAGUE	
20	15	RICHFIELD	
20	15	ROSEVILLE	
20	20	VADNAIS HEIGHTS	
20	10	WHITE BEAR LAKE	
20	14	WOODBURY	
20	15	BROOKLYN CENTER	
20	15	BROOKLYN PARK	
20	15	CIRCLE PINES	
20	15	COON RAPIDS	
20	10	COTTAGE GROVE	
20	18	EAGAN	
20	11	EAST BETHEL	
20	15	EDINA	
20	11	EXCELSIOR	
20	15	INDEPENDENCE	
20	14	JORDAN	
20	16	LITTLE CANADA	
20	15	MENDOTA HEIGHTS	
20	15	MINNETRISTA	(15-20)
20	14	NEW BRIGHTON	
20	15	PLYMOUTH	
20	12	RAMSEY	
20	4	ST. LOUIS PARK	
20	20	ST. PAUL PARK	
20	15	VICTORIA	
18	10	DAYTON	
18	16	HUGO	
18	15	SOUTH LAKE MINNETONKA	
15	10	CORCORAN	
15	20	ROBBINSDALE	
15	7	ST. FRANCIS	
10	1	MAHTOMEDI	

GREATER MN CITIES OVER 2,500			
MAXIMUM DAYS GIVEN	YEARS TO MAXIMUM	CITY	RANGE (Max Days Given)
40	25	MOUNTAIN IRON	(35-40)
36	25	INTERNATION FALLS	(30-36)
35	20	HIBBING	(25-35)
35	30	TWO HARBORS	
33	17	DULUTH	(28-33)
30	25	AUSTIN	
30	15	BRAINERD	
30	25	CANNON FALLS	
30	20	CHISHOLM	(15-30)
30	25	CLOQUET	
30	25	EVELETH	
30	25	LA CRESCENT	(25-30)
30	30	MANKATO	
30	35	OLIVIA	
30	20	STAPLES	
30	19	VIRGINIA	
29.25	31	STATE OF MN	
28	18	BAXTER	
28	20	BLUE EARTH	(21-28)
28	15	PRINCETON	(21-28)
26	19	EAST GRAND FORKS	(25-26)
26	19	GLENWOOD	(25-26)
26	17	GRAND RAPIDS	
26	15	LUVERNE	(20-26)
26	20	SAUK CENTRE	
25	25	ALBERT LEA	(22-25)
25	21	BRECKENRIDGE	
25	26	BUFFALO	
25	15	CAMBRIDGE	
25	20	CROOKSTON	(20-25)
25	25	DETROIT LAKES	
25	20	DILWORTH	
25	20	ELY	
25	25	FAIRMONT	
25	20	GLENCOE	
25	26	LAKE CITY	(24-25)
25	20	LITTLE FALLS	
25	20	MARSHALL	
25	25	MOORHEAD	(20-25)
25	20	MORA	
25	24	NEW ULM	
25	22	NORTH MANKATO	
25	25	OWATONNA	(12-25)
25	11	ROCHESTER	(14-25)
25	20	SAUK RAPIDS	
25	23	ST. CLOUD	
25	20	WAITE PARK	
25	15	WILLMAR	
25	20	WINDOM	
25	25	WINONA	(18-25)
24	11	BEMIDJI	(20-24)
24	14	BIG LAKE	
24	15	GRANITE FALLS	(18-24)
24	15	MONTEVIDEO	(21-24)
24	6	MORRIS	(20-24)
24	12	PARK RAPIDS	
24	20	PINE CITY	(15-24)
24	17	WORTHINGTON	(20-24)
23	15	THIEN RIVER FALLS	(20-23)
22	18	LE SUEUR	
21	20	FERGUS FALLS	
21	9	RED WING	(20-21)
20	12	ALEXANDRIA	
20	9	BENSON	
20	15	DELANO	
20	17	ELK RIVER	
20	10	FARIBAUT	(12-20)
20	13	GOODVIEW	
20	10	HERMANTOWN	
20	12	HUTCHINSON	
20	20	JACKSON	
20	20	KASSON	
20	12	LITCHFIELD	
20	18	LONG PRAIRIE	
20	20	MELROSE	
20	16	MONTICELLO	
20	20	NORTHFIELD	
20	20	REDWOOD FALLS	
20	12	SARTELL	
20	14	SLEEPY EYE	
20	11	STEWARTVILLE	
20	20	ST. CHARLES	
20	15	ST. JAMES	
20	20	ST. PETER	(15-20)
20	18	WADENA	
20	15	WASECA	
18	10	PIPESTONE	(15-18)
15	9	CALEDONIA	

TABLE F-2: Maximum Annual Vacation Allowances for MN Counties

METROPOLITAN AREA COUNTIES			
MAXIMUM DAYS GIVEN	YEARS TO MAXIMUM	COUNTY	RANGE (Max Days Given)
29.25	31	STATE OF MN	
25	23	RAMSEY	
23	26	CARVER	
22	20	SCOTT	(20-22)
22	16	WASHINGTON	
21	16	ANOKA	
20	16	DAKOTA	
20	13	HENNEPIN	

GREATER MN COUNTIES			
MAXIMUM DAYS GIVEN	YEARS TO MAXIMUM	COUNTY	RANGE (Max Days Given)
33	25	ST. LOUIS	(29-33)
33	36	STEVENS	(24-33)
30	29	FARIBAULT	(22-30)
29.25	31	STATE OF MN	
27	26	KITTSOON	
27	25	KOOCHICHING	
25	25	AITKIN	(21-25)
25	15	CHISAGO	
25	19	COOK	
25	20	CROW WING	(24-25)
25	16	DOUGLAS	(20-25)
25	20	ITASCA	(24-25)
25	20	KANABEC	
25	24	MOWER	
25	25	RED LAKE	(20-25)
25	25	STEELE	
24	20	BECKER	(20-24)
24	21	BENTON	
24	10	BIG STONE	
24	19	BLUE EARTH	
24	20	CARLTON	(24-25)
24	16	CASS	
24	21	CLAY	
24	29	LAKE	
24	18	LAKE OF THE WOODS	
24	20	MARSHALL	
24	20	NORMAN	
24	20	OLMSTED	
24	20	PINE	
24	21	REDWOOD	
24	20	ROCK	
24	20	SHERBURNE	
24	20	STEARNS	
24	16	TODD	
24	21	WABASHA	(18-24)
24	21	WINONA	
24	21	WRIGHT	(20-24)
23	15	MARTIN	
23	16	WATONWAN	
22	15	FREEBORN	(20-22)
22	18	COTTONWOOD	(20-22)
21	14	BELTRAMI	
21	16	BROWN	(20-21)
21	16	CHIPPEWA	
21	16	DODGE	
21	16	FILLMORE	
21	15	GOODHUE	
21	20	LAC QUI PARLE	
21	18	LINCOLN	
21	10	MEEKER	
21	15	MURRAY	(20-21)
21	16	NICOLLET	(20-21)
21	15	NOBLES	
21	20	PIPESTONE	
21	15	ROSEAU	(18-20)
21	16	SIBLEY	
21	16	SWIFT	
21	15	WASECA	
21	16	YELLOW MEDICINE	
20	10	GRANT	
20	11	HUBBARD	(15-20)
20	14	ISANTI	
20	15	JACKSON	
20	16	LESUEUR	(18-20)
20	14	LYON	
20	16	MCLEOD	
20	15	OTTER TAIL	
20	20	POLK	
20	15	WADENA	
18	20	HOUSTON	
18	11	KANDIYOHI	
18	14	MILLE LACS	
18	11	MORRISON	
18	15	PENNINGTON	
18	16	POPE	
18	16	RENVILLE	
18	12	RICE	
18	11	TRAVERSE	
18	10	WILKIN	

TABLE F-3: Years of Service to 15 Days Vacation for MN Cities Over 2,500

METROPOLITAN AREA CITIES		
CITY	YEARS TO 15 DAYS VAC	(RANGE)
HOPKINS	1	(1-5)
SOUTH ST. PAUL	1	(1-5)
EDEN PRAIRIE	1	(1-5)
ST. LOUIS PARK	1	(1-5)
WHITE BEAR LAKE	2	(2-6)
PRIOR LAKE	3	
COTTAGE GROVE	4	(4-5)
STILLWATER	4	
SHOREVIEW	4	
ROSEMOUNT	4	
ANDOVER	5	
APPLE VALLEY	5	
BLAINE	5	
BROOKLYN CENTER	5	
BROOKLYN PARK	5	
BURNSVILLE	5	
CHAMPLIN	5	
CHANHASSEN	5	
CHASKA	5	
CIRCLE PINES	5	
COLUMBIA HEIGHTS	5	(5-10)
COON RAPIDS	5	
DAYTON	5	
EAGAN	5	
EXCELSIOR	5	
FALCON HEIGHTS	5	
GOLDEN VALLEY	5	
INDEPENDENCE	5	
INVER GROVE HEIGHTS	5	
JORDAN	5	(5-7)
LAKE ELMO	5	
MAPLE GROVE	5	
MAPLEWOOD	5	
MENDOTA HEIGHTS	5	
MINNETONKA	5	
MOUNDSVIEW	5	
NEW BRIGHTON	5	
NEW HOPE	5	
NEW PRAGUE	5	
NORTH ST. PAUL	5	
ORONO	5	
ROBBINSDALE	5	
ROSEVILLE	5	
SAVAGE	5	(5-6)
SPRING LAKE PARK	5	(5-6)
ST. ANTHONY	5	(5-6)
S. LAKE MINNETONKA	5	
STATE OF MN	5	
ANOKA	6	
CRYSTAL	6	
DEEPHAVEN	6	(6-9)
EAST BETHEL	6	
EDINA	6	
HAM LAKE	6	
HUGO	6	
LAUDERDALE	6	
LITTLE CANADA	6	
MOUND	6	(6-9)
OAK PARK HEIGHTS	6	
RAMSEY	6	
SHAKOPEE	6	
SHOREWOOD	6	
VICTORIA	6	
WEST ST. PAUL	6	
WOODBURY	6	
FOREST LAKE	7	
LAKEVILLE	7	
MINNETRISTA	7	(7-8)
ST. FRANCIS	7	
WAYZATA	7	
HASTINGS	8	(8-10)
VADNAIS HEIGHTS	8	
WACONIA	8	
CORCORAN	10	
FARMINGTON	10	
MAHTOMEDI	10	
MEDINA	10	
ST. PAUL PARK	10	
ARDEN HILLS	13	
PLYMOUTH	15	
RICHFIELD	15	

GREATER MN CITIES		
CITY	YEARS TO 15 DAYS VAC	(RANGE)
DULUTH	0.7	(.7-5)
BRAINERD	1	(1-5)
CHISHOLM	1	(1-10)
MORRIS	1	(1-6)
RED WING	1	(1-4)
ROCHESTER	1	(1-24)
ST. PETER	1	(1-5)
CROOKSTON	2	(2-10)
MOUNTAIN IRON	2	(2-5)
BIG LAKE	3	
BENSON	4	(4-10)
AUSTIN	5	(5-6)
BLUE EARTH	5	(5-10)
ELY	5	
EVELETH	5	
FARIBAUT	5	(5-10)
GRAND RAPIDS	5	
HERMANTOWN	5	
HIBBING	5	(5-7)
INTERNATIONAL FALLS]	5	
MONTEVIDWO	5	
SARTELL	5	
ST. JAMES	5	
TWO HARBORS	5	
VIRGINIA	5	(5-6)
WILLMAR	5	(5-10)
WINONA	5	(5-18)
BAXTER	6	
BEMIDJI	6	(6-10)
CANNON FALLS	6	
CLOQUET	6	
DELANO	6	
DILWORTH	6	(6-10)
GRANITE FALLS	6	(6-11)
LA CRESCENT	6	
LIVERNE	6	(6-9)
MONTECELLO	6	
PRINCETON	6	
STEWARTVILLE	6	
WASECA	6	(6-7)
ALEXANDRIA	7	
BUFFALO	7	
CAMBRIDGE	7	
DETROIT LAKES	7	
ELK RIVER	7	
HUTCHINSON	7	
LAKE CITY	7	(7-11)
LITCHFIELD	7	
NEW ULM	7	
SAUK RAPIDS	7	(7-8)
ST. CLOUD	7	
WADENA	7	
WAITE PARK	7	
WINDOM	7	
FERGUS FALLS	8	
GLENWOOD	8	(8-10)
GOODVIEW	8	
MARSHALL	8	
NORTH MANKATO	8	
OWATONNA	8	
PARK RAPIDS	8	(8-9)
PINE CITY	8	(8-11)
SAUK CENTRE	8	
CALEDONIA	9	
EAST GRAND FORKS	9	(9-10)
SLEEPY EYE	9	
WORTHINGTON	9	(9-10)
FAIRMONT	10	
GLENCOE	10	
KASSON	10	
LITTLE FALLS	10	
MELROSE	10	
MOORHEAD	10	
MORA	10	
NORTHFIELD	10	
PIPESTONE	10	
REDWOOD FALLS	10	
STAPLES	10	
ST. CHARLES	10	
ST. JOSEPH	10	
THIEF RIVER FALLS	10	
ALBERT LEA	11	
BRECKENRIDGE	11	
JACKSON	11	
LE SUEUR	11	
OLIVIA	11	
LONG PRAIRIE	13	
MANKATO	15	

Source: LMC Salary Survey; DCA Stanton Metro Area Salary Survey

TABLE F-4: Years of Service to 15 Days Vacation for MN Counties

METROPOLITAN AREA COUNTIES		
COUNTY	YRS TO 15 DAYS VAC	RANGE
RAMSEY	1	(1-4)
WASHINGTON	1	(1-8)
STATE OF MN	5	
ANOKA	6	
CARVER	6	
DAKOTA	6	
HENNEPIN	6	
SCOTT	7	(7-8)

GREATER MN COUNTIES		
COUNTY	YRS TO 15 DAYS VAC	RANGE
STEVENS	1	(1-8)
AITKIN	3	(3-10)
BECKER	3	(3-8)
BENTON	3	
BIG STONE	3	
RED LAKE	3	(3-10)
STEARNS	3	
CASS	4	
CROW WING	4	(4-5)
LAC QUI PARLE	4	
LYON	4	
ST. LOUIS	4	
TODD	4	
CARLTON	5	
CLAY	5	
FARIBAUT	5	(5-15)
GRANT	5	(5-8)
ITASCA	5	
KANABEC	5	
LAKE OF THE WOODS	5	
MARSHALL	5	
MEEKER	5	
NORMAN	5	
PENNINGTON	5	
ROCK	5	
SHERBURNE	5	
WASECA	5	
BROWN	6	
CHIPPEWA	6	
DOUGLAS	6	
FILLMORE	6	
GOODHUE	6	
HUBBARD	6	
KANDIYOHI	6	
KITTSO	6	
KOOCHICHING	6	
LINCOLN	6	
MCLEOD	6	
MORRISON	6	
MOWER	6	
MURRAY	6	
NICOLLET	6	
NOBLES	6	
OLMSTED	6	
OTTER TAIL	6	
PINE	6	
REDWOOD	6	
ROSEAU	6	
SIBLEY	6	
SWIFT	6	
TRAVERSE	6	
WABASHA	6	
WADENA	6	
WILKIN	6	
WINONA	6	
WRIGHT	6	
YELLOW MEDICINE	6	
CHISAGO	7	
COOK	7	
ISANTI	7	
PIPESTONE	7	(7-10)
POLK	7	
RICE	7	
STEELE	7	
DODGE	8	
FREEBORN	8	(8-10)
LE SUEUR	8	(8-10)
MARTIN	8	
WATONWAN	8	
MILLE LACS	9	(9-10)
RENVILLE	9	
BELTRAMI	10	(10-15)
BLUE EARTH	10	
COTTONWOOD	10	
JACKSON	10	
HOUSTON	11	
LAKE	11	
POPE	11	

TABLE F-5: Number of Paid Holidays for MN Cities Over 2,500

METROPOLITAN AREA CITIES OVER 2,500		
# OF HOLIDAYS (In Days)	CITY	RANGE (In Days)
14	BLOOMINGTON	(11-14)
13	COON RAPIDS	(12-13)
13	EDEN PRAIRIE	
13	MINNEAPOLIS	(11-13)
13	ST. PAUL PARK	
12.5	STILLWATER	(12-12.5)
12	ANOKA	(11-12)
12	BROOKLYN CENTER	
12	CHAMPLIN	
12	CHANHASSEN	
12	COLUMBIA HEIGHTS	(11-12)
12	CORCORAN	
12	COTTAGE GROVE	
12	CRYSTAL	
12	EAGAN	
12	EXCELSIOR	
12	HASTINGS	(10-12)
12	HOPKINS	
12	INVER GROVE HEIGHTS	(11-12)
12	JORDAN	
12	LAKE ELMO	
12	MAHTOMEDI	
12	MAPLEWOOD	
12	MINNETONK	(11-12)
12	MINNETRISTA	(10-12)
12	MOUND	(11-12)
12	NORTH ST. PAUL	
12	PRIOR LAKE	
12	RICHFIELD	
12	ROBBINSDALE	(10-12)
12	SAVAGE	(11-12)
12	SHAKOPEE	(11-12)
12	SHOREWOOD	
12	SOUTH LAKE MINNETONKA	
12	SOUTH ST. PAUL	(11-12)
12	ST. ANTHONY	(11-12)
12	ST. LOUIS PARK	(5-12)
12	ST. PAUL	
12	WEST ST. PAUL	(11-12)
12	WHITE BEAR LAKE	(7-12)
12	WOODBURY	(11-12)
11.5	ROSEVILLE	(11-11.5)
11.5	SPRING LAKE PARK	(8-11.5)
11.5	VICTORIA	
11	ANDOVER	
11	APPLE VALLEY	
11	ARDEN HILLS	
11	BLAINE	
11	BROOKLYN PARK	
11	BURNSVILLE	(10-11)
11	CHASKA	
11	CIRCLE PINES	(10-11)
11	DEEPHAVEN	
11	EAST BETHEL	
11	EDINA	(4-11)
11	FALCON HEIGHTS	
11	FARMINGTON	
11	FOREST LAKE	
11	FRIDLEY	
11	GOLDEN VALLEY	
11	HAM LAKE	
11	INDEPENDENCE	
11	LAKEVILLE	
11	LAUDERDALE	
11	MAPLE GROVE	(10-11)
11	MEDINA	
11	MENDOTA HEIGHTS	
11	MOUNDSVIEW	
11	NEWBRIGHTON	(11-12)
11	NEW HOPE	
11	NEW PRAGUE	(10-11)
11	OAK PARK HEIGHTS	
11	ORONO	
11	PLYMOUTH	
11	RAMSEY	
11	ROSEMOUNT	
11	SHOREVIEW	
11	STATE OF MN	
11	VADNAIS HEIGHTS	
11	WACONIA	
11	WAYZATA	
10	DAYTON	
10	HUGO	
10	LITTLE CANADA	
10	ST. FRANCIS	

GREATER MN CITIES OVER 2,500		
# OF HOLIDAYS (In Days)	CITY	RANGE (In Days)
15	DULUTH	(12-15)
15	ST. JAMES	(11-15)
14	ELY	
14	EVELETH	
14	MOUNTAIN IRON	
14	VIRGINIA	(13-14)
13.5	EAST GRAND FORKS	(13-13.5)
13.5	INTERNATIONAL FALLS	(12-13.5)
13	CHISHOLM	
13	HERMANTOWN	(12-13)
13	LAKE CITY	(11-13)
12	ALBERT LEA	(11-12)
12	BIG LAKE	
12	FERGUS FALLS	(11-12)
12	GLENWOOD	
12	JACKSON	(11.5-12)
12	NORTH MANKATO	
12	NORTHFIELD	(11.5-12)
12	PRINCETON	
12	REDWOOD FALLS	(10-12)
12	ROCHESTER	
12	SAUK RAPIDS	
12	STAPLES	
12	STEWARTVILLE	
12	ST. CLOUD	
12	TWO HARBORS	
11.5	CROOKSTON	
11.5	SARTELL	
11.5	ST. JOSEPH	(10.5-11.5)
11	AUSTIN	
11	BLUE EARTH	
11	BRAINERD	
11	CAMBRIDGE	
11	CLOQUET	(10-11)
11	DELANO	
11	DETROIT LAKES	
11	ELK RIVER	
11	FAIRMONT	
11	FARIBAULT	
11	GOODVIEW	
11	GRAND RAPIDS	
11	HIBBING	
11	LA CRESCENT	
11	LE SUEUR	
11	LITCHFIELD	
11	LITTLE FALLS	
11	MANKATO	
11	MARSHALL	
11	MONTEVIDEO	
11	MORA	(9-11)
11	MORRIS	
11	NEW ULM	
11	OLIVIA	
11	OWATONNA	(7-11)
11	PIPESTONE	(10-11)
11	RED WING	
11	SAUK CENTRE	
11	SLEEPY EYE	
11	ST. PETER	(10-11)
11	WAITE PARK	
11	WASECA	
11	WINONA	(10-11)
10.5	BRECKENRIDGE	(10-10.5)
10.5	HUTCHINSON	
10.5	MONTECELLO	
10	ALEXANDRIA	
10	BAXTER	
10	BEMIDJI	
10	BENSON	
10	BUFFALO	
10	CALEDONIA	
10	DILWORTH	
10	GLENCOE	
10	GRANITE FALLS	
10	KASSON	
10	LONG PRAIRIE	
10	LIVERNE	
10	MORHEAD	
10	PARK RAPIDS	(9-10)
10	PINE CITY	
10	ST. CHARLES	
10	THIEF RIVER FALLS	
10	WADENA	(9-10)
10	WILLMAR	
10	WINDOM	
10	WORTHINGTON	
9.5	MELROSE	
9	CANNON FALLS	

Sources: LMC Salary Survey; DCA Stanton Metro Area Salary Survey

TABLE F-6: Number of Paid Holidays for MN Counties

METROPOLITAN AREA COUNTIES		
# OF HOLIDAYS (In Days)	COUNTY	RANGE (In Days)
13	CARVER	(12-13)
12	RAMSEY	
11	ANOKA	
11	HENNEPIN	
11	SCOTT	
11	STATE OF MN	
10	DAKOTA	
10	WASHINGTON	

GREATER MN COUNTIES		
# OF HOLIDAYS (In Days)	COUNTY	RANGE (In Days)
13	LAKE	
12.5	WILKIN	(11-12.5)
12	CASS	
12	COOK	
12	ITASCA	
12	KOOCHICHING	(11-12)
12	LINCOLN	
12	MOWER	(11-12)
12	NOBLES	(11-12)
12	WABASHA	
11.5	SWIFT	
11.5	WINONA	
11	BECKER	
11	BENTON	
11	BIG STONE	
11	BROWN	
11	COTTONWOOD	(10-11)
11	CROW WING	
11	DODGE	
11	DOUGLAS	
11	FARIBAULT	(10-11)
11	FREEBORN	
11	GOODHUE	
11	HOUSTON	
11	ISANTI	
11	JACKSON	
11	KANABEC	
11	KITTSO	
11	LESUEUR	(10-11)
11	LYON	
11	MARSHALL	
11	OTTER TAIL	
11	PENNINGTON	(10-11)
11	REDWOOD	
11	ROCK	
11	SHERBURNE	
11	STEARNS	
11	STEVENS	(10.5-11)
11	ST. LOUIS	
11	WASECA	
11	WRIGHT	
10.5	CARLTON	
10.5	FILLMORE	
10.5	NICOLLET	
10.5	RICE	
10.5	STEELE	
10.5	WATONWAN	
10	AITKIN	
10	BELTRAMI	(9-10)
10	BLUE EARTH	
10	CHIPPEWA	
10	CHISAGO	
10	CLAY	
10	GRANT	
10	HUBBARD	
10	KANDIYOHI	
10	LAC QUI PARLE	
10	LAKE OF THE WOODS	
10	MARTIN	
10	MCLEOD	
10	MEEKER	
10	MORRISON	
10	MURRAY	
10	OLMSTED	
10	PINE	
10	PIPESTONE	
10	POLK	
10	POPE	
10	RED LAKE	
10	RENVILLE	
10	ROSEAU	
10	SIBLEY	
10	TODD	
10	TRAVERSE	
10	WADENA	
10	YELLOW MEDICINE	
9	MILLE LACS	
8	NORMAN	

TABLE F-7: Maximum Leave Accruals for MN Cities Over 2,500 (Vac + Holidays)

METROPOLITAN AREA CITIES	
MAXIMUM LEAVE GRANTED (in days)	CITIES
41	BLOOMINGTON
40.25	STATE OF MN
39	MINNEAPOLIS
38	EDEN PRAIRIE
38	ST. PAUL
37.5	STILLWATER
37	ANOKA
37	COLUMBIA HEIGHTS
37	HASTINGS
37	HOPKINS
37	MAPLEWOOD
37	MINNETONKA
37	MOUND
37	NORTH ST. PAUL
37	PRIOR LAKE
37	SAVAGE
37	SHAKOPEE
37	SHOREVIEW
37	SHOREWOOD
37	SOUTH ST. PAUL
37	WEST ST. PAUL
36.5	SPRING LAKE PARK
36	BLAINE
36	CRYSTAL
36	DEEPHAVEN
36	FARMINGTON
36	GOLDEN VALLEY
36	NEW HOPE
36	OAK PARK HEIGHTS
36	ST. ANTHONY
36	WACONIA
35	MAPLE GROVE
35	ROSEMOUNT
34	ARDEN HILLS
34	ORONO
33.6	INVER GROVE HEIGHTS
33	COON RAPIDS
33	ST. PAUL PARK
33	WAYZATA
32	BROOKLYN CENTER
32	CHAMPLIN
32	CHANHASSEN
32	COTTAGE GROVE
32	EAGAN
32	EXCELSIOR
32	JORDAN
32	LAKE ELMO
32	MINNETRISTA
32	RICHFIELD
32	ST. LOUIS PARK
32	WHITE BEAR LAKE
32	WOODBURY
31.5	ROSEVILLE
31.5	VICTORIA
31	ANDOVER
31	APPLE VALLEY
31	BROOKLYN PARK
31	BURNSVILLE
31	CHASKA
31	CIRCLE PINES
31	EAST BETHEL
31	EDINA
31	FALCON HEIGHTS
31	FOREST LAKE
31	HAM LAKE
31	INDEPENDENCE
31	LAKEVILLE
31	LAUDERDALE
31	MEDINA
31	MENDOTA HEIGHTS
31	MOUNDSVIEW
31	NEW BRIGHTON
31	NEW PRAGUE
31	PLYMOUTH
31	RAMSEY
31	VADNAIS HEIGHTS
30	LITTLE CANADA
30	SOUTH LAKE MINNETONKA
28	DAYTON
28	HUGO
27	CORCORAN
27	ROBBINSDALE
25	ST. FRANCIS
22	MAHTOMEDI

GREATER MN CITIES	
MAXIMUM LEAVE GRANTED (in days)	CITIES
54	MOUNTAIN IRON
48	INTERNATIONAL FALLS
47	TWO HARBORS
46	HIBBING
44	DULUTH
44	EVELETH
44	VIRGINIA
43	CHISHOLM
42	STAPLES
41	AUSTIN
41	BRAINERD
41	CLOQUET
41	LA CRESCENT
41	MANKATO
41	OLIVIA
40.25	STATE OF MN
39.5	EAST GRAND FORKS
39	BLUE EARTH
39	CANNON FALLS
39	ELY
39	PRINCETON
38	BAXTER
38	GLENWOOD
37	GRAND RAPIDS
37	LAKE CITY
37	NORTH MANKATO
37	ROCHESTER
37	SAUK CENTRE
37	SAUK RAPIDS
37	ST. CLOUD
36.5	CROOKSTON
36	ALBERT LEA
36	BIG LAKE
36	CAMBRIDGE
36	DETROIT LAKES
36	FAIRMONT
36	LITTLE FALLS
36	LUVERNE
36	MARSHALL
36	MORA
36	NEW ULM
36	OWATONNA
36	WAITE PARK
36	WINONA
35.5	BRECKENRIDGE
35	BUFFALO
35	DILWORTH
35	GLENCOE
35	MONTEVIDEO
35	MOORHEAD
35	MORRIS
35	ST. JAMES
35	WILLMAR
35	WINDOM
34	BEMIDJI
34	GRANITE FALLS
34	PARK RAPIDS
34	PINE CITY
34	WORTHINGTON
33	FERGUS FALLS
33	HERMANTOWN
33	LE SUEUR
33	THIEF RIVER FALLS
32	JACKSON
32	NORTHFIELD
32	RED WING
32	REDWOOD FALLS
32	STEWARTVILLE
31.5	SARTELL
31.5	ST. JOSEPH
31	DELANO
31	ELK RIVER
31	FARIBAUT
31	GOODVIEW
31	LITCHFIELD
31	SLEEPY EYE
31	ST. PETER
31	WASECA
30.5	HUTCHINSON
30.5	MONTICELLO
30	ALEXANDRIA
30	BENSON
30	KASSON
30	LONG PRAIRIE
30	ST. CHARLES
30	WADENA
29.5	MELROSE
29	PIPESTONE
25	CALEDONIA

Sources: LMC Salary Survey; DCA Stanton Metro Area Salary Survey

TABLE F-8: Maximum Leave Accruals for MN Counties (Vac + Holidays)

METROPOLITAN AREA COUNTIES

MAXIMUM LEAVE GRANTED (in days)	COUNTY
40.25	STATE OF MN
37	RAMSEY
36	CARVER
33	SCOTT
32	ANOKA
32	WASHINGTON
31	HENNEPIN
30	DAKOTA

GREATER MN COUNTIES

MAXIMUM LEAVE GRANTED (in days)	COUNTY
44	ST. LOUIS
44	STEVENS
40	FARIBAULT
40.25	STATE OF MN
39	KOOCHICHING
38	KITTSOON
37	COOK
37	ITASCA
37	LAKE
37	MOWER
36	CASS
36	CROW WING
36	DOUGLAS
36	KANABEC
36	WABASHA
35.5	STEELE
35.5	WINONA
35	AITKIN
35	BECKER
35	BENTON
35	BIG STONE
35	CHISAGO
35	MARSHALL
35	RED LAKE
35	REDWOOD
35	ROCK
35	SHERBURNE
35	STEARNS
35	WRIGHT
34.5	CARLTON
34	BLUE EARTH
34	CLAY
34	LAKE OF THE WOODS
34	OLMSTED
34	PINE
34	TODD
33.5	WATONWAN
33	COTTONWOOD
33	FREEBORN
33	LINCOLN
33	MARTIN
33	NOBLES
32.5	SWIFT
32	BROWN
32	DODGE
32	GOODHUE
32	NORMAN
32	WASECA
31.5	FILLMORE
31.5	NICOLLET
31	BELTRAMI
31	CHIPPEWA
31	ISANTI
31	JACKSON
31	LAC QUI PARLE
31	LESUEUR
31	LYON
31	MEEKER
31	MURRAY
31	OTTER TAIL
31	PIPESTONE
31	ROSEAU
31	SIBLEY
31	YELLOW MEDICINE
30.5	WILKIN
30	GRANT
30	HUBBARD
30	MCLEOD
30	POLK
30	WADENA
29	HOUSTON
29	PENNINGTON
28.5	RICE
28	KANDIYOHI
28	MORRISON
28	POPE
28	RENVILLE
28	TRAVERSE
27	MILLE LACS

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