

October 5, 2009

TO: Robert Broad

FROM: Teresa Parsons, SPHR
Director's Review Program Supervisor

SUBJECT: Robert Broad v. Parks & Recreation Commission (PARKS)
Allocation Review Request ALLO-08-064

On July 23, 2009, I conducted a Director's review telephone conference regarding the allocation of your position. Besides you, Human Resources Operations Manager Christy Sterling and Eastern Region Human & Financial Resources Manager Scott Griffith also participated in the conference.

Director's Determination

This position review was based on the work performed for the six-month period prior to August, 3, 2007, the date you requested a position review from PARKS' Human Resources (HR) Office. As the Director's designee, I carefully considered all of the documentation in the file, the exhibits presented during the Director's review conference, and the verbal comments provided by both parties. Based on my review and analysis of your assigned duties and responsibilities, I conclude your position should be reallocated to the Park Ranger 3 classification.

Background

Your position serves as a Park Ranger for Brooks Memorial State Park, a satellite park in the Goldendale Park Area. On July 26, 2007, you and your supervisor, Park Area Manager Rich Davis, completed and signed a Classification Questionnaire (CQ) requesting that your Park Ranger 2 position be reallocated to the Park Ranger 3 classification (Exhibits B-2 & 10). In his allocation determination, Human Resources Consultant George Price indicated that the HR Office first received your request via fax on August 3, 2007. Mr. Price also confirmed the date HR first received your request in a memo to you on May 19, 2008 (Exhibit B-9). On May 13, 2008, Scott Griffith, Eastern Region Human & Financial Resources Manager, conducted a Park Points Audit for Brooks Memorial State Park (Exhibits B-4-8). On August 12, 2008, Mr. Price determined your position was properly allocated to the Park Ranger 2 classification. Specifically, Mr. Price concluded your position

met the definition for the Park Ranger 2 as a head ranger in a Class 2 satellite park unit in an area management concept (Exhibit B-1).

On September 15, 2008, the Department of Personnel received your request for a Director's review of PARKS' allocation determination. After requesting clarification about the timeliness of your request, I determined your request was timely filed.

The following summarizes your perspective as well as your employer's:

Summary of Mr. Broad's Perspective

Mr. Broad contends his position as a Head Park Ranger requires more accountability and responsibility than a Park Ranger 2 position. Mr. Broad asserts that he works independently and beyond a journey level. Mr. Broad also indicates that he supervises another Park Ranger 2 position, as well as a Park Aide. Mr. Broad states that while his supervisor, the Park Area Manager, has ultimate budget authority, he allots a specific amount to each park. As a result, Mr. Broad contends that he has the same level of responsibility in using the allotment for Brooks Memorial State Park as the Park Ranger 3 positions serving as head rangers in other parks in the Goldendale Park Area. Further, Mr. Broad asserts the Park Points System does not accurately reflect the number of park attendees, the points assessed for the water systems, or firewood cutting permits. Mr. Broad notes that Brooks Memorial State Parks is within less than one point of meeting a Class 3 State park, and he contends corrections to the points audit would result in meeting that threshold. Mr. Broad believes the level of responsibility assigned to his position, including the supervision of another Park Ranger 2, meets the Park Ranger 3 classification.

Summary of PARKS' Reasoning

PARKS emphasizes that the allocation of a Head Park Ranger Position is based strictly on the points assigned to any given park or park area. PARKS asserts this method is applied throughout the agency and that the same standards apply in each assessment. PARKS acknowledges that Mr. Broad's position supervises another Park Ranger 2 position. PARKS notes that this is not typical but does occur in other park areas as well. PARKS asserts the scope of responsibility assigned to a position is based on the size of the park. PARKS contends Mr. Broad's position serves as the Head Park Ranger in a Class 2 satellite park. As a result, PARKS asserts the Park Ranger 2 is the correct classification for Mr. Broad's position.

Rationale for Director's Determination

The purpose of a position review is to determine which classification best describes the overall duties and responsibilities of a position. A position review is neither a measurement of the volume of work performed, nor an evaluation of the expertise with which that work is performed. A position review is a comparison of the duties and responsibilities of a particular position to the available classification specifications. This review results in a

determination of the class that best describes the overall duties and responsibilities of the position. Liddle-Stamper v. Washington State University, PAB Case No. 3722-A2 (1994).

In summary, both versions of the CQ signed on July 26, 2007, indicate that your position serves as the Head Park Ranger at Brooks Memorial State Park. In that capacity, the CQs note that you "independently perform above journey level Park Ranger duties" (Exhibits B-2 & 10). The CQ date stamped August 11, 2008, also emphasizes that you supervise another Park Ranger 2 position (Exhibit B-2), which is confirmed in box 26 of both CQs. Your duties described as "above journey level" include law enforcement, maintenance, administration, development and visitor services at Brooks Memorial and other parks in the Goldendale Area (Exhibits B-2 & 10).

A breakdown of the duties assigned to your position includes:

- 30% Public service and law enforcement to include preserving law and order and preventing vandalism and misuse of park facilities. Further, answering information requests; informing park visitors of interpretive opportunities in the Goldendale Area; registering park users and collecting fees; explaining park policies, enforcing rules, issuing citations, making arrests, and collecting evidence; and rendering assistance to emergencies (fire, first-aid, etc).
- 25% Construction and Maintenance to include inspecting and cleaning comfort stations and other buildings; performing carpentry, plumbing, electrical, and mechanical tasks to repair buildings, structures, and equipment; operating gasoline powered equipment (tools) and driving vehicles and equipment; and tracking equipment and vehicle usage, performing routine maintenance.
- 25% Supervision and training, including direct supervision of one full-time Park Ranger 2, camp hosts, volunteers, and seasonal employees.
- 15% Administration to include preparing and maintaining park records, reports, and correspondence. Promoting Brooks Memorial State Park and Camp Brooks Retreat Center (ELC).

As your supervisor, Park Area Manager Richard Davis signed the CQ. As the Eastern Region Human & Financial Resources Manager, Scott Griffith also signed the CQ agreeing with your statements. However, Mr. Griffith commented that your position did not meet the criteria of a Park Ranger 3, referencing the attached Points Audit (Exhibits A-4 & 5 - same as Exhibits B-2 & 5).

When comparing the assignment of work and level of responsibility to the available class specifications, the class series concept (if one exists) followed by definition and distinguishing characteristics are primary considerations. While examples of typical work identified in a class specification do not form the basis for an allocation, they lend support to the work envisioned within a classification.

The **Park Ranger Class Series Concept** reads as follows (Exhibit C):

Positions in this series administer, operate, and maintain a state park or a park area. Positions provide interpretation of federal and state rules and regulations and provide assistance to park visitors. Positions provide education, visitor services and law enforcement. Positions in all class levels may be required to lead or supervise less trained or lower-level staff.

Allocation to this occupational category and levels is determined by the assignment of points by the Park Management Position Allocation System.

During the Director's review conference, Ms. Sterling and Mr. Griffith explained the Park Management Position Allocation System. They indicated that points are assigned to a park or park area by considering factors such as staffing levels, concessions, leases and permits, square footage, picnic areas and campsites, reservations, and maintenance required. A standard method is applied to determine the level assigned to each park or park area.

The **Park Ranger 2 definition** states the following:

Positions at this level independently perform journey level Park Ranger duties including law enforcement and may have one of the following assignments:

- Responsibility for the management and operation of a Class 2 State park.
- Serve as a head ranger in a Class 2 satellite park unit in an area management concept.
- Serve as principal assistant to a Park Ranger 3.
- Leads and direct one or more permanent Park Ranger 1.
- Serves as a full-time, year-round Environmental Learning Center (ELC) Manager.

I recognize that PARKS aligns the scope of management responsibility assigned to Park Ranger positions with the class level assigned to a given state park or park area. I did not evaluate the Park Management Position Allocation System, as it is an internal process developed by PARKS. Rather, I compared the assessment of duties and responsibilities assigned to your position with the available job classes, beginning with the class definitions. Based on the strict alignment of the Park Management Position Allocation System, your position fits within the Park Ranger 2 classification. However, the CQ also indicates that you perform "above journey level work" (Exhibit B-2 & 10).

The Personnel Appeals Board and the Personnel Resources Board have held that because a current and accurate description of a position's duties and responsibilities is documented in an approved classification questionnaire, the classification questionnaire becomes the basis for allocation of a position. An allocation determination must be based on the overall duties and responsibilities as documented in the classification questionnaire. Lawrence v. Dept of Social and Health Services, PAB No. ALLO-99-0027 (2000).

In addition, while supervision alone may not determine a position's allocation, the Park Ranger 2 definition describes a position that leads and directs one or more permanent Park Ranger 1 positions. The class series concept notes that all class levels may lead or supervise less trained or lower-level staff, and the Park Ranger 2 typical work statements include supervising and working with subordinates. Your position has been assigned supervisory responsibility for a position in the same Park Ranger 2 classification, which does not appear to fit within the scope of supervisory responsibility identified by the Park Ranger 2 class specification. This level of supervisory responsibility coupled with the CQ's description of duties assigned above the journey level lend support to allocation beyond the Park Ranger 2 classification. I recognize that you may perform some journey-level work while supervising the work of another Park Ranger 2, as well as a Park Aide. However, the scope of responsibility assigned to your position is more in line with the senior-level.

The **Park Ranger 3 definition** states the following:

This is the senior level of the series. Positions at this level typically have one of the following assignments:

- Responsibility for the management and operation of a Class 3 or Class 4 State park or park area.
- Serve as principal assistant to the manager of a Class 5 or Class 6 State park or park area in developing, controlling and accomplishing all program activities for a group of parks in non-contiguous locations.

Although your position does not manage a Class 3 or 4 State park or serve as principal assistant to the manager of a Class 5 or 6 State park, your position exceeds journey-level responsibilities, as indicated on your CQ. The Department of Personnel Glossary of terms for Classification, Compensation, & Management defines **senior-level** as follows:

The performance of work requiring the consistent application of advanced knowledge and requiring a skilled and experienced practitioner to function independently. Senior level work includes devising methods and processes to resolve complex or difficult issues that have broad potential impact. These issues typically involve competing interests, multiple clients, conflicting rules or practices, a range of possible solutions, or other elements that contribute to complexity. The senior level has full authority to plan, prioritize, and handle all duties within an assigned area of responsibility. Senior level employees require little supervision and their work is not typically checked by others.

<http://www.dop.wa.gov/CompClass/CompAndClassServices/Pages/HRProfessionalTools.as>

The senior-level definition is exemplified by the typical work statements identified at the Park Ranger 3 level, including the following:

- Identifies, plans, and schedules all park functions and activities for the staff on an annual basis which are updated quarterly and as required to fulfill the operational function of the park;
- Directs a program of construction and maintenance of park structures, camp sites, water and sanitary systems, recreational, camping, picnicking, interpretation, and other park facilities;
- Collects and accounts for charges; prepares the park's maintenance and operation budget including personnel and equipment for inclusion in the region budget; manages the maintenance and operating funds allocated to the park;
- Trains park personnel, evaluates their performance and recommends appropriate action;
- Receives and adjusts complaints; writes letters; assists in the gathering of information for park usage and trends.

During the Director's review conference, you indicated that you identify, plan, and schedule all park functions for Brooks Memorial State Park and plan the work assigned to the other Park Ranger 2 position and Park Aide. You also direct the construction and maintenance work occurring at your park. You explained that you are responsible for determining how to use the budget allotment assigned to your park, similar to the other parks. You train and evaluate the positions you supervise, including the completion of a Performance Development Plan (PDP) for the Park Ranger 2 position. Finally, you also indicated that you deal with complaints and prepare all administrative reports and correspondence for Brooks Memorial State Park. While you also perform some of the typical work identified at the Park Ranger 2 level, such as disseminating information to the public; protecting park properties; and managing the ELC; you have responsibility for the higher-level functions as well.

When determining the best fit for a position, consideration is given to the totality of duties and level of responsibilities and the allocation is made to the classification which best encompasses the majority of those duties and responsibilities. In Salsberry v. Washington State Parks and Recreation Commission, PRB Case No. R-ALLO-06-013 (2007), the Personnel Resources Board addressed the concept of best fit. The Board referenced Allegri v. Washington State University, PAB Case No. ALLO-96-0026 (1998), in which the Personnel Appeals Board noted that while the appellant's duties and responsibilities did not encompass the full breadth of the duties and responsibilities described by the classification to which his position was allocated, on a best fit basis, the classification best described the level, scope and diversity of the overall duties and responsibilities of his position.

On a best fit basis, the preponderance of duties and responsibilities assigned to your position fit the Park Ranger 3 classification.

Appeal Rights

RCW 41.06.170 governs the right to appeal. RCW 41.06.170(4) provides, in relevant part, the following:

An employee incumbent in a position at the time of its allocation or reallocation, or the agency utilizing the position, may appeal the allocation or reallocation to . . . the Washington personnel resources board Notice of such appeal must be filed in writing within thirty days of the action from which appeal is taken.

The mailing address for the Personnel Resources Board (PRB) is P.O. Box 40911, Olympia, Washington, 98504-0911. The PRB Office is located at 600 South Franklin, Olympia, Washington. The main telephone number is (360) 664-0388, and the fax number is (360) 753-0139.

If no further action is taken, the Director's determination becomes final.

c: Christy Sterling, PARKS
George Price, PARKS
Lisa Skriletz, DOP

Enclosure: List of Exhibits

ROBERT BROAD v P&R
ALLO-08-064
Exhibit List

A. Filed by Robert Broad September 15, 2008:

1. Director's Review Request form.
2. PARKS' allocation determination August 12, 2008.
3. Memo regarding Park Points Audit to George Price from Scott Griffith August 5, 2008.
4. Classification Questionnaire, signed July 26, 2007
5. Park Points Audit for Brooks Memorial State Park 2006

B. Filed by Parks and Recreation November 17, 2008

1. PARKS' allocation determination August 12, 2008 (same as Exhibit A-2).
2. Classification Questionnaire date stamped August 11, 2008 (same as Exhibit A-4, except that it includes date stamp)
3. Organizational Chart
4. Memo regarding Park Points Audit to George Price from Scott Griffith August 5, 2008 (Same as Exhibit A-3).
5. Park Points Detail Worksheet date stamped August 11, 2008 (Same as Exhibit A-5).
6. Park Points Building listing faxed to HR on November 13, 2008
7. Parks Point Staff List faxed to HR on November 13, 2008
8. Parks Point Commercial Report faxed to HR on November 13, 2008
9. Memo to Robert Broad from George Price, dated May 19, 2008, regarding effective date.
10. Classification Questionnaire date stamped May 15, 2008
11. Organizational Chart for Goldendale Area
12. Classification Questionnaire cover page date stamped August 3, 2007 (effective date of denial)
13. Park Points allocation level sheet
14. Park Ranger 2 job specifications
15. Park Ranger 3 job specifications

C. Park Ranger Class Series Concept

D. September 23, 2009, email from Christy Sterling to Teresa Parsons in response to request for organizational chart.

1. Goldendale Area Organizational Chart (same structure as Exhibit B-11).

E. September 25, 2000 emails to Robert Broad from Teresa Parsons, forwarding organizational charts.

1. PARKS' Deputy Director's Direct Reports