

May 25, 2010

TO: Pamela Hildebrand

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

SUBJECT: Pamela Hildebrand v. Health Care Authority (HCA)
Allocation Review Request ALLO-09-050

On March 4, 2010, I conducted a Director's review telephone conference regarding the allocation of your position. In addition to you, the following individuals participated in the Director's review conference: Your supervisor, Public Affairs Director Dave Wasser; Human Resource (HR) Consultant Jonnita Thompson; and Chief Information Officer (CIO) Michael DeAngelo. Director's Review Investigator Kris Brophy, Department of Personnel, observed the conference.

Director's Determination

This position review was based on the work performed for the six-month period prior to May 16, 2008, the date Mr. Wasser requested a review of your position's allocation, based on a Job Analysis Worksheet. 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. On the attached exhibit list, I noted the documents outside the scope of an allocation review. Based on my review and analysis of your assigned duties and responsibilities, I conclude your position is properly allocated to the Information Technology Specialist 3 classification.

Background

Your position is located within the Public Affairs Division, and you report to the Public Affairs Director, Dave Wasser. Your working title has been described as Webmaster. HCA's websites provide access to the agency's health care offerings and help enrollees find information about their benefits and health plan choices. The website information is accessible 24 hours a day 7 days a week.

In January 2007, Mr. Wasser submitted a Position Description Form (PDF) to HCA's Human Resources Office requesting that your position, a Communications Consultant 4 at the time, be reallocated to the Information Technology Specialist 3 (ITS 3) classification. Effective January 29, 2007, your position was reallocated as an ITS 3 (Exhibit C-1). You indicated that your request for reallocation originally started back in 2007 but the request subject to this review

started in early 2008 (Exhibit A-10). You completed a Job Analysis Worksheet for your position, which Mr. Wasser reviewed. As your manager, Mr. Wasser submitted the May 16, 2008 Job Analysis Worksheet to HR to again review your position's allocation.

Ms. Thompson indicated that the May 16, 2008 Job Analysis Worksheet prompted the review of your position. However, Ms. Thompson also indicated that by mutual agreement, the review was suspended while the Information Services (IS) Program evaluated the various disciplines of the Information Technology Specialist class series to determine if a business analyst discipline fit within HCA. Besides reviewing your position's allocation as an ITS 3, Ms. Thompson also reviewed the ITS 4 and ITS 5 job classifications. On July 10, 2009, Ms. Thompson concluded the majority of your duties involved independently developing websites, coordinating web projects, and providing web development consultation. While Ms. Thompson recognized your work as technical, she determined the complexity of your assignments did not rise to the level described by the ITS 4 or ITS 5 classifications.

On August 6, 2009, the Department of Personnel received your request for a Director's review of HCA's July 10, 2009 allocation determination. The following summarizes your viewpoint as well as your employer's:

Summary of Ms. Hildebrand's Perspective

Ms. Hildebrand asserts her position serves as the agency Web Manager with the highest level of expertise pertaining to the website. As a result, Ms. Hildebrand indicates she has responsibility for the management, overall planning, technical direction, and leadership for projects impacting the internal and public-facing websites. Ms. Hildebrand states that she presents major website redesign and navigational architecture changes to executive management and makes recommendations on how the agency website can assist in program needs throughout the agency. Ms. Hildebrand contends her position is responsible for web technical requirements, support and maintenance policies, and establishing web standards and protocols that HCA programs follow to ensure uniformity. Ms. Hildebrand describes her position as a business analyst working with every program to get business requirements and ensure the best web functionality occurs for business needs.

As such, Ms. Hildebrand indicates that she develops online tools and works behind the scenes to display web content. Ms. Hildebrand indicates that she views the content from an overarching agency perspective and approves web pages to ensure they are properly placed on the website. Ms. Hildebrand further indicates that her position acts as a liaison with IS staff and Department of Information Services (DIS). While Ms. Hildebrand acknowledges the IS Department performs the technical work when it impacts the network infrastructure, she contends a limited number of applications interface with the mainframe. Ms. Hildebrand further contends that her position is the primary contact for web-related issues that occur after hours. Ms. Hildebrand describes HCA's website as mission critical and contends it impacts services to customers looking for information about medical/dental plans, especially during the open enrollment period. Ms. Hildebrand believes her position should be reallocated to the ITS 5 classification.

Summary of HCA's Reasoning

HCA asserts Ms. Hildebrand's primary job functions involve the content design and development of the website. HCA indicates the IS Department handles all work impacting the infrastructure and system architecture. HCA contends Ms. Hildebrand's position has not been assigned the degree of complexity for programming/coding or developing applications that integrate with other system architectures or interact with a number of complex systems and services. Instead, HCA asserts that a Web Developer position within IS handles the more complex tasks when they directly relate to complex systems and architecture solutions, compliant with IS standards. HCA contends Ms. Hildebrand's position customizes off the shelf products using web tools and applications to develop front end tools for end users.

HCA acknowledges Ms. Hildebrand's position gathers business needs to determine the tools needed to present the face they want to the public via the website. While Ms. Hildebrand works with programs to develop requirements and tools on the web, HCA asserts that IS staff will perform the work when requirements start to get deeper into the back end of the system and more complex. Therefore, IS contends the business analyst function assigned to Ms. Hildebrand's position deals with the content display and use of web tools but not the level of complexity involving the higher level coding of applications that interact with other systems. HCA recognizes the website as very important but not mission critical because the loss of the website does not stop agency operations, noting that business can be conducted via telephone. HCA contends the ITS 3 is the appropriate allocation for Ms. Hildebrand'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).

Duties and Responsibilities

There is no Position Description Form (PDF) that documents the duties and responsibilities assigned to your position in May 2008, when HCA reviewed your position's allocation. Although you completed a Job Analysis Worksheet for your position, this is a form that managers and supervisors use to describe work activities they assign to a position to achieve a particular outcome. I understand that Mr. Wasser reviewed the document and submitted it to Ms. Thompson, who also reviewed the document and compared the duties you described to the Information Technology class specifications. However, the Job Analysis Worksheet was not signed, and the content was never migrated to a PDF. As a result, I asked Ms. Thompson to submit the most current PDF for your position, which was the January 29, 2007 PDF that reallocated your position from a Communications Consultant 4 to an ITS 3 (Exhibit C-1). I reviewed the PDF in conjunction with the Job Analysis.

The Position Objective on the PDF indicates that your position works under general supervision and independently performs assigned duties. It also includes the responsibility for consulting and determining best methods for leveraging current web technologies to educate and inform program customers. In the section of the PDF describing the key work activities, this specific responsibility is identified as 5% of your overall work. In summary, other key work activities on the PDF include the following (Exhibit C-1):

- 20% Developing and maintaining web pages using applications such as DreamWeaver.
- 15% Managing agency web projects involving communication via the web by identifying tasks, scheduling activities, providing training, and coordinating resources such as e-Coverage, and Basic Health web application.
- 10% Adapting printed communications for HCA programs and integrating into HCA web communications.
- 10% Coordinating web application development and enhancements with IS for postings requiring IS's expertise and services, such as database development, Java, .NET, DIS Fortress, applications, hosting services. Working with programs to define business requirements and testing scenarios.
- 10% Providing administration and support of internal and 3rd party tools, such as Fuze, by granting access, modifying roles, user training, and updates.
- 9% Developing and delivering training to the agency for web products, best practices, and HCA standards.

The following duties have each been described as 5% or less of your work activities:

- Providing web quality assurance by validating web code according to standards, accessibility, and browser compatibility.
- Providing first level support for web-related incidents regarding technical issues.
- Analyzing reports to monitor web usability and usage and making recommendations to improve web design, organization, or content.
- Leading Public Affairs web staff.
- Assisting Help Desk and agency staff with web software technical support issues.

While I reviewed the Job Analysis Worksheet (Exhibit B-1) along with your comments and Mr. Wasser's comments, I also gave weight to Mr. DeAngelo's comments as the CIO, regarding the characterization of your technology-related duties and responsibilities. Mr. Wasser explained that your duties have become more strategic as far as the online visibility of HCA's websites. He indicated that your position has been proactive in educating programs on the web technology available to conduct business. Both you and Mr. Wasser indicated that you work with programs to document business needs and changes and then provide that information to IS staff to make the changes or implement new technology. It is undisputed that your position manages the "look and feel" of HCA's websites and that you establish naming conventions, file and folder structures, which you described as navigational architecture.

On the Job Analysis, 40% of your work has been described as strategic planning (Exhibit B-1). Mr. DeAngelo emphasized that you work with the content side of HCA websites, including web tools and utilities. Mr. DeAngelo clarified that IS gets involved when the website triggers an application that interfaces with other applications affecting the infrastructure or when creating a new system. He further indicated that IS determines whether to purchase new products or perform custom development of tools and applications. Mr. DeAngelo described the focus of your position's website design strategic planning as content display and use of online tools and services to assist members with a specific focus on the end-user/audience.

Mr. DeAngelo disagreed that your position has responsibility for a large scale, mission critical system. Mr. DeAngelo clarified that web applications such as DreamWeaver and Fuze, while important, are not considered mission critical. Instead, Mr. DeAngelo described mission critical systems as the Network, Pay 1, MBMS (billing management system for PEBB and Basic Health). To illustrate, Mr. DeAngelo referenced the IT Services Chart, noting that web applications fall under "Collaboration Services" and are considered useful but not critical or core (Exhibit B-3). Mr. DeAngelo explained that individuals accessing the web have the option of contacting HCA staff directly.

I also reviewed the document describing the Basic Health (BH) Web App and E-Coverage as core business applications (Exhibits A-5-a). Although, the report lists these applications as core, it is in the context of an interruption or degradation of infrastructure services. This supports Mr. DeAngelo's indication that your position manages the website content design and resolves issues affecting web applications and tools up to the point that it impacts system infrastructure. However, once the infrastructure is impacted, IS staff will perform the higher-level, complex duties to resolve the problem. Further, while the impact to PEBB and BH websites during open enrollment has been described as critical (Exhibit B-6), you indicated 10% of your overall work involved web applications during open enrollment.

The Job Analysis also describes web development as 40% of your work (Exhibit B-1). These duties include functions such as developing and maintaining web pages using applications like DreamWeaver and Ruby on Rails, described as an online tool connecting databases; managing and supporting web-related technical incidents by investigating, resolving, and responding to public inquiries; serving as agency lead for website domain name convention; managing File Transfer Protocol (FTP) with DIS and ensuring safe data transfer; managing efforts to conduct traffic studies, analyzing data and trends, recommending improvements to public-facing website; and overseeing quality control of external web properties, including coding languages used. Mr. DeAngelo clarified that your expertise relates to website tools and applications and reiterated that IS handles infrastructure issues. As an example, Mr. DeAngelo noted that your position may fix a broken link but when that broken link impacts the server, IS resolves the issue.

As part of HCA's review, Ms. Thompson had consulted with Mr. DeAngelo, as the subject matter expert regarding technology-related duties and responsibilities. Mr. DeAngelo emphasized the different levels of technical support regarding the website. You and your staff manage content design, which includes template development, design, linking some javascript, and utilities functions. A position in IS maintains primary web development responsibilities translating into web application development and programming. Namely, IS deals with Java, C++, web forms, and functionality (Exhibit B-2). Mr. DeAngelo reiterated that IS develops integration points to make changes or create functionality when the website

prompts applications affecting the infrastructure or when creating a new system. Mr. DeAngelo also noted that IS maintains responsibility regarding connectivity to the Internet and IS works directly with DIS when system changes impact routing or the server.

In addition, Mr. DeAngelo stated that your position has not been tasked with performing lead or expert level duties in the following areas: software development, incident response and management of agency-wide complex systems, hardware, operating system and application management of core business systems, release management, and software development in languages like COBOL, Natural, Oracle Engineering, Java, and .NET (Exhibit B-2).

Class Specifications

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 **Information Technology Specialist class series concept** includes the following:

Positions in this category perform professional information technology systems and/or applications support for client applications, databases, computer hardware and software products, network infrastructure equipment, or telecommunications software or hardware.

This category broadly describes positions in one or more information technology disciplines such as: Application Development And Maintenance, Application Testing . . . Business Analysis and/or Process Re-Engineering, Data Base Design And Maintenance . . . Quality Assurance, IT Project Management, Systems Software, Web Development . . .

Positions which perform information technology-related work to accomplish tasks but are non-technical in nature would not be included in this occupational category.

Although some of your responsibilities may fit within the Communications Consultant class series, the majority of your duties involve the development and design of website content, including customizing web applications and online tools for end users. Therefore, your position fits within the Information Technology Specialist (ITS) class series. Within the ITS series, some of the functions may overlap from one class to the next; however, the degree of complexity varies, depending on the level of involvement with systems or applications and the scope of responsibility assigned to a particular position.

The **Information Technology Specialist 5 (ITS 5)** has been defined as the supervisory or expert level. ITS 5 positions provide expert consultation and specialized analysis, design, development, acquisition, installation, maintenance, programming, testing, quality assurance, troubleshooting, and/or problem resolution tasks for major organization-wide, high risk/high impact, or mission-critical applications computing and/or telecommunication systems, projects, databases or database management systems; support products, or operational problems. The ITS 5 definition also includes the following:

Perform highly-complex tasks such as conducting capacity planning to determine organization-wide needs and make recommendations; designing complex agency- or institution-wide enterprise systems crossing multiple networks, platforms or telecommunication environments; overseeing the daily operations of large-scale or enterprise systems; identifying and resolving operational problems for major high risk systems with centralized, organization-wide functions; testing multi-dimensional applications, providing quality assurance; developing standards or enhancing existing, high risk and impact, mission critical applications; integrating business solutions, or writing feasibility studies and decision packages for high visibility/impact initiatives.

Provide leadership and expert consultation for large-scale projects or enterprise systems that often integrate new technology and/or carry out organization-wide information technology functions, or impact other institutions or agencies. . . .

While you have knowledge and expertise regarding the software applications you work with to maintain the website, your position has not been assigned the level of complexity or responsibility for providing expert consultation and specialized analysis, design, development, or programming of major organization-wide, high risk/high impact, mission-critical applications or systems. Your level of independent design and development relates to the website content and design, including online tools and applications. While your position leads a web team, you are not leading positions that perform work at this level of complexity. As the level of complexity increases, you consult with a higher-level ITS position in IS, and that position has primary responsibility for web development duties impacting system infrastructure. While you work with the programs to document changes needed or a desired functionality, you provide that information to IS staff to implement changes or integrate new technology. As a result, the ITS 5 is not the correct allocation for your position.

The **Information Technology Specialist 4 (ITS 4)** definition includes the following:

Performs analysis, system design, acquisition, installation, maintenance, programming, project management, quality assurance, troubleshooting, problem resolution, and/or consulting tasks for complex computing system, application, data access/retrieval, multi-functional databases or database management systems, telecommunication, project or operational problems.

As a senior-level specialist in an assigned area of responsibility and/or as a team or project leader, applies advanced technical knowledge and considerable discretion to evaluate and resolve complex tasks such as planning and directing large-scale projects; conducting capacity planning; designing multiple-server systems; directing or facilitating the installation of complex systems, hardware, software, application interfaces, or applications; developing and implementing quality assurance testing and performance monitoring; planning, administering, and coordinating organization-wide information technology training; acting as a liaison on the development of applications; representing institution-wide computing and/or telecommunication standards and philosophy at meetings; or developing security policies and standards.

Incumbents understand the customer's business from the perspective of a senior business person and are conversant in the customer's business language. Projects assigned to this level impact geographical groupings of offices/facilities, and/or regional, divisional, or multiple business units with multiple functions. The majority of tasks performed have wide-area impact, integrate new technology, and/or affect how the mission is accomplished.

Some of your duties that involve managing agency-wide web projects and leading cross agency teams to discover website changes or improvements and coordinating web application development and enhancements with IS reach aspects of the ITS 4 class. However, when reviewing your duties and responsibilities as a whole, the majority of work described for the time period relevant to this review fits the ITS 3 level. Your position gathers business needs from individual program areas to ensure they use web technologies to capacity to provide information and services through agency websites. Further, while your position develops front end tools for end users, IS staff handles the more complex system configuration tasks. This limits your overall responsibility for evaluating and resolving complex planning efforts and directing large-scale projects; conducting capacity planning; designing multiple-server systems; directing or facilitating the installation of complex systems, hardware, software, application interfaces, or applications as anticipated by this class. For these reasons, your position does not reach the level of work encompassed in the ITS 4 class.

The **Information Technology Specialist 3 (ITS 3)** definition includes the following:

In support of information systems and users in an assigned area of responsibility, independently performs consulting, designing, programming, installation, maintenance, quality assurance, troubleshooting and/or technical support for applications, hardware and software products, databases, database management systems, support products, network infrastructure equipment, or telecommunications infrastructure, software or hardware.

Uses established work procedures and innovative approaches to complete assignments and coordinate projects such as conducting needs assessments; leading projects; creating installation plans; analyzing and correcting network malfunctions; serving as system administrator; monitoring or enhancing operating environments; or supporting, maintaining and enhancing existing applications.

The majority of assignments and projects are moderate in size and impact an agency division or large workgroup or single business function; or internal or satellite operations, multiple users, or more than one group. Consults with higher-level technical staff to resolve complex problems.

Consistent with the ITS 3 classification, your position supports information systems and users in an assigned area of responsibility and independently performs consulting with program areas (customers); designing, programming, installation, maintenance, quality assurance, troubleshooting and/or technical support for HCA's website applications and database management systems connected to the websites. Your position serves as the agency Webmaster but a position within the IS Department has primary responsibility for agency web application development. Your position has primary responsibility for managing web design

content using pre-defined web tools and applications, and you customize and develop online tools and utilities for end users. This level of responsibility is consistent with the ITS 3 class.

A position's allocation does not diminish the quality of work performed and is not a reflection of performance. Rather, an allocation is based on the majority of work assigned to a position. The ITS 3 is the best fit for the overall duties and responsibilities assigned to your position.

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: Jonnita Thompson, HCA
Lisa Skriletz, DOP

Enclosure: List of Exhibits

Pamela Hildebrand v. Health Care Authority (HCA)

ALLO-09-050

List of Exhibits

A. Pamela Hildebrand Exhibits

1. Request for Director's Review August 6, 2009
2. Job Analysis Worksheet – May 16, 2008
3. Additional explanation of job duties from Pam Hildebrand in response to Jonnita Thompson's June 12, 2008 email describing the review of her position.
 - a. Copy of Jonnita Thompson's June 12, 2008 email with highlights and comments from Pam Hildebrand.
4. Additional explanation of job duties from Pam Hildebrand in response to HCA's July 10, 2009 Allocation Determination Letter.
 - a. Copy of HCA's July 10, 2009 Allocation Determination Letter with highlights and comments from Pam Hildebrand.
5. Pam Hildebrand's response to the Chief Information Officer's (CIO's) Incident Definition: An interruption or degradation of a critical or core Business Application and Infrastructure Services
 - a. Copy of Incident Definition document with highlights and comments from Pam Hildebrand
6. Document submitted by Pam Hildebrand highlighting the Business Analyst Discipline taken from a Technical Organizational Structure and Discipline Chart used by Information Services
 - a. Copy of Technical Organizational Structure and Discipline Chart with Pam Hildebrand's highlights and comments.
7. Job Announcements (Not considered – outside the scope of allocating criteria).
8. Job Announcements (Not considered – outside the scope of allocating criteria).
9. August 4, 2009 letter from Dave Wasser regarding Pam Hildebrand's "Duties as HCA Webmaster"
10. Additional explanation of job duties from Pam Hildebrand (Date stamped October 22, 2009).
11. Pam Hildebrand's response to DIS Web Developer Position Descriptions submitted by HCA in exhibit B-5 below (Did not consider exhibit B-5 – outside scope of allocating criteria).
12. Pam Hildebrand's additional response the IT Services Chart (Exhibit B- 3) and the HCA Incident Management Business Impact Codes

B. Health Care Authority Exhibits

1. Job Analysis Worksheet – May 16, 2008(Duplicate of A-2 above – in different format)
2. June 12, 2008 email from Jonnita Thompson to Pam Hildebrand regarding the review of Ms. Hildebrand's position (working title: HCA Webmaster).
3. IT Services Definitions
4. Technical organization discipline chart
5. Copies of Position descriptions for DIS Web Developer roles (HCA provided for reference -- not considered – outside the scope of allocating criteria).
6. Business Impact codes (for clarification of criticality of service)
7. ITS Class Specifications
 - a) ITS 1; b) ITS 2; c) ITS 3; d) ITS 4; e) ITS 5

C. Additional Exhibits requested by Teresa Parsons after the review conference:

1. Position Description Form
2. Organizational Chart