



**STATE OF WASHINGTON  
OFFICE OF FINANCIAL MANAGEMENT**

STATE HUMAN RESOURCES DIVISION | DIRECTOR'S REVIEW PROGRAM  
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July 12, 2013

TO: Annette Floyd

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

SUBJECT: Annette Floyd v. Everett Community College (EvCC)  
Allocation Review Request ALLO-12-062

On May 15, 2013, I conducted a Director's review telephone conference regarding the allocation of your position. In addition to you, your supervisor, Sheila Dunn, Associate Dean, Aerospace & Advanced Manufacturing Careers (AAMC), and John Bonner, Executive Director of Corporate and Continuing Education (CCEC), also participated in the Director's review conference. Linda Nichols, Human Resources Consultant, represented EvCC.

**Director's Determination**

This position review was based on the work performed for the six-month period prior to September 17, 2012, the date you submitted your request for a position review to EvCC's 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 Program Specialist 4 classification.

**Background**

You were hired in January 2012 as a Program Manager for the Air Washington grant and initially reported to the Dean of Business and Workforce Education (BWE) (Exhibit B-8). In March 2012, a major restructuring occurred, and you began reporting to AAMC's Associate Dean, Sheila Dunn, who reports to CCEC's Executive Director, John Bonner (Exhibit B-13). As part of the reorganization, Ms. Dunn also moved into a new role as Dean of AAMC with responsibility over all of the programs under AAMC, including the Air Washington grant. Your

position is funded by the Air Washington grant and all of your duties and responsibilities specifically relate to the grant.

The Air Washington grant is a \$20 million US Department of Labor (DOL) grant awarded to a consortium of eleven community and technical colleges, three aerospace-related organizations, and seven Workforce Development Councils (WDCs). Spokane Community College is the lead institution for the grant; Everett Community College has the largest budget at \$3.5 million and the highest participant outcomes (the dollar amount is tied to the number of student participants). The Air Washington grant directive is to design, develop and implement comprehensive, current and innovative education, training, and service to meet the aerospace industry workforce demands (Exhibit B-1, page 2).

During the Director's review conference, Ms. Dunn explained that the initial grant as written needed some reconfiguring. Mr. Bonner and Ms. Dunn indicated that EvCC greatly relied on your position to take this new grant and start from scratch to successfully build new and restructure existing aerospace industry programs scheduled to begin in the fall of 2012, including reconfiguration of deliverables. The grant spans each of the AAMC programs, directly funding three of the five programs and funding portions of the other two programs. Mr. Bonner and Ms. Dunn agreed your position is recognized as the lead on the Air Washington grant both internally and externally.

You submitted your request for a position review on September 17, 2012, asking that your Program Manager A position be reallocated to the Program Specialist 4 classification. Your supervisor, Ms. Dunn, signed the supervisor review portion of the request and supports reallocation to the Program Specialist 4 classification (Exhibit B-1). During the conference, Ms. Dunn stated her belief that the duties you performed in getting the Air Washington programs up and running extended beyond the Program Manager A classification.

On November 1, 2012, Linda Nichols, HR Consultant, determined your position was correctly allocated to the Program Manager A classification. Although Ms. Nichols recognized there were similarities between the Program Manager A and Program Specialist 4 classes, she concluded the majority of your duties fit the Program Manager A classification (Exhibit A-2).

On November 16, 2012, the Office of the State Human Resources Director received your request for a Director's review of EvCC's allocation determination. The following summarizes your perspective as well as your employer's:

### **Summary of Ms. Floyd's Perspective**

You indicate that your position is funded by the \$3.5 million Air Washington grant with the purpose of implementing program-wide strategies and objectives. As such, you assert your position performs a wide scope of complex duties and responsibilities and requires independent judgment and delegated decision-making authority. You contend your position determines priorities and sets objectives, coordinates and resolves conflicts to program activities, provides leadership and develops and maintains relationships with internal and external stakeholders. You further contend that your position evaluates and leads program development initiatives from ideas to implementation.

You further assert that you manage staff to support the achievement of grant and program objectives, prepare and maintain administrative reports, perform budget analysis, and analyze

program alignment with industry needs and grant priorities and strategies. In addition, you assert your position completes federal narrative reporting and annual performance reports to meet DOL requirements. You assert your position has been recognized as the Air Washington program expert and that the grant has state-wide impact. You contend your position works under administrative direction and the scope and level of responsibility fit the Program Specialist 4 classification (Exhibits A-1 and B-1, page 2, and B-6-a).

### **Summary of EvCC's Reasoning**

EvCC acknowledges your position plans, coordinates, and implements all functions required by the program activities and that your position has organization-wide program management duties. EvCC considers your position the grant manager for the Air Washington grant, including integration within the five programs under the Advanced Manufacturing Division. However, EvCC contends your position fits the Program Manager A classification, which includes supervision of a major program, as well as administering, supervising, directing and advising on program activities. EvCC agrees your position performs a wide scope of complex duties and responsibilities in managing the program, including budget management and supervision of part-time hourly and student employees and leads contracted WDC Navigators.

EvCC states that your position's duties include directing and administering procurement activities as related to the grant, approval of expenses, participation in external reporting and monitoring, and recommendations that relate to modifications or expansion of programs. EvCC recognizes there are similarities between the Program Manager and Program Specialist classes. However, EvCC contends the Program Specialist classes have more direct involvement with students or program participants and that your position has been tasked with managing the grant. In total, EvCC asserts the majority of your position's duties and responsibilities are encompassed in the Program Manager A classification (Exhibit A-2).

### **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**

In summary, the position description created for your position under the Dean of Business and Workforce Education included the following job goals (Exhibit B-8):

This position supports, initiates, and manages grant activities as specified in the grant, ensuring the program meets grant targets. Support grant implementation through ordering, receiving, creating, inventories . . . tracking budgets; keeping all relevant records for participation; creating related contracts and MOUs; assisting with the advisory committees . . . coordinating with reporting requirements and personnel . . . creating grant reporting; and developing grant data and evaluation components. . . . initiate a wide variety of support paperwork

related to new program development and . . . directly enroll participants and work with other staff to do the same. . . . disseminate information about grant activities to stakeholders and participants . . . developing media . . . written communications . . . reports and design and develop outreach materials.

The parties explained that two months after you started the position, EvCC underwent a major reorganization and you started reporting to Ms. Dunn, as the Dean of Aerospace & Advanced Manufacturing Careers (AAMC), a division within the Office of Corporate & Continuing Education (CCEC) (Exhibit B-13). CCEC Executive Director, Mr. Bonner, indicated that the \$3.5 million grant had been one of the largest grants awarded to EvCC and that implementation of the grant involved multiple, shifting components, including a restructure of the aerospace programs at a time when the industry had been "taking off incredibly fast."

In the Supervisor Review section of the Position Review Request (PRR), Ms. Dunn wrote, in part, the following (Exhibit B-1, page 9):

. . . During the re-organization of the former BWE division and CCEC, I began informally overseeing the Air WA grant in January with the official move to associate dean in March. From my observation of Annette's work in January and February, she was performing tasks with little or no direction in order to start up the Air WA grant which was already three months behind schedule before she was hired. This included the creation of time lines and work plans, statement of work and objectives.

Under my direct supervision, Annette has carried forward the responsibilities she articulately and accurately defines in her narrative . . . and she is meeting the objectives of the DOL in the process. She works with a minimum of direction from me, and in my experience in having oversight of many federally funded grants . . . this is necessary for the responsible delivery of grant requirements.

. . . the classification of [Program Manager A] position . . . does not adequately reflect the scope or level of Annette's responsibilities. . . .

On the Position Review Request (PRR) you describe your position's purpose, in part, as follows:

This grant-funded position administers, oversees, and directs implementation of all activities in the project work plan and advises higher level administrative staff on grant program components and has delegate decision-making authority.

Your position also supervises part-time hourly and student employees, as well as contracted WDC (workforce development) staff.

A summary of the job duties has been described as follows:

20% Administer, direct and oversee implementation of all activities in the project work plan, determine priorities, set objectives, and develop project management tools documentation and practices to ensure adequate project control, interpret and administer program specific policies, procedures, practices, and set standards for existing and new programs activities.

- 15% Direct and administer the procurement activities necessary to purchase equipment and supplies, collaborate with internal personnel to ensure that project aligns with existing resources, resolve conflicts, establish interdepartmental procedures, communicate with higher level administrative staff regarding grant parameters, deliverables, objectives, timelines, outcomes, and fiscal limitations, coordinate recruitment with veteran outreach programs, coordinate with Financial Resource Center to service TAA and grant funded students.
- 10% Provide on-going support for faculty involved in classroom and program assessment initiatives, support instructors to develop changes to current curriculum in order to enhance or create new aerospace content to build programs that align to industry needs. Support grant alignment and capacity expansion of aerospace and advanced manufacturing division, direct program activities and advise higher level administrative staff on program components.
- 10% Identify and evaluate students interested in the aerospace programs, participate in student recruitment, refer students to appropriate student services staff, serve as a program-embedded retention specialist, advise prospective and enrolled students regarding vocational programs, admission procedures, degree and transfer requirements, assist students in clarifying educational, career, and life goals, help students to develop individualized educational plans.
- 10% Establish paid staff resources, orientation, evaluation and reporting, maintain division presence, resolve conflict, assist in space management and remodeling funded by the grant, new room allocations and division moves, assist in the recruitment to fill staff positions, conduct staff orientation, evaluation and reporting.  
  
Serve as program liaison to WDC Navigators, direct contracted staff, advise on grant intricacies, establish reporting procedures, monitor post graduate tracking and reporting, establish recruitment procedures, monitor progress, coordinate recruitment and employment placement efforts with WorkSource.
- 10% Establish common data collection metrics and programs, manage assessment data. Track and report on program completers, use the Student Management System (SMS) to track student registration, assign Air Washington code, collaborate with Air Washington grant staff and faculty to meet grant outcomes and provide reporting data and direct staff engaged in data collection and reporting; communicate with baccalaureate institutions to facilitate students' transfer of credits and degrees.  
  
Develop and administer narrative reports to meet DOL criteria and Spokane Community College requirements and time lines . . .
- 5% Assist with the recruitment orientation and professional development of instructional and administrative positions in this grant . . .
- 5% Schedule, compile, and organize pre and post testing data and collaborate with instructional administration in analyzing outcome assessment data.
- 5% Design and develop outreach materials including Advanced Manufacturing web content and career pathways, coordinate with the college relations staff . . .

- 5% Provide grant leadership and maintain relations with consortium members . . . act as administrative liaison . . . with Air Washington industry partners and associations . . .
- 5% Approve proposed expenses, advise higher level staff of the programs fiscal alignment with grant budget and monitor Air Washington costs and coordinate with the EvCC business office on monthly and annual financial reporting to Spokane Community College . . .

In addition, Ms. Dunn provided the following examples of decisions you are authorized to make without prior review (Exhibit B-1, page 9):

- Daily decisions related for carrying out the objectives of Air WA grant and compliance with DOL
- Creation of work plans and overseeing of schedules of instructional techs
- Determination of curriculum content with faculty and deciding program areas for Air WA initiative implementation
- Choosing of how, when and what to market for effective outreach and recruitment
- Decisions of budget needs and recommending best courses of action to supervisor
- Decisions of what and how to report information to consortium leads and DOL contacts
- Determination of competencies and outcomes related to the development of CARs and CIFs

### 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.

The **Program Manager A** definition reads as follows:

Supervises a division of a major administrative department, operating unit or program undertaking relieving the senior official of operating and administrative detail. Plans, coordinates and implements all functions required by the activity.

The Program Manager A distinguishing characteristics include the following:

Program Managers administer, supervise, direct and advise on activities involved in providing an essential management service within the institution. They are responsible for advising and assisting, with minimal direction, the senior official and other administrators in the organization on matters pertaining to the program. The primary purpose of these positions is to achieve the goals and objectives of the program by providing, obtaining, and/or coordinating activities as they affect the institution.

Positions in this class involve a wide scope of complex duties and responsibilities in the management of a program which may involve a combination of two or more of the following services: Project management, funds management, contract administration, management analysis, property management, space management, program management, budget planning, public information, faculty, administrative, classified staff

and student services administration, personnel administration, and staff supervision. Program Managers exercise independent judgment, and have been delegated decision-making authority. Program manager at the "A" level are typically first-line supervisors, and are characterized by their total responsibility for a program or management services to an administrative supervisor.

Program Managers at the "B" level are typically second- or third-line supervisors and are distinguished by their responsibility for total control of a program for a particular academic or administrative unit.

The duties assigned to your position are encompassed in the Program Manager A classification. Your position serves as the program manager for the Air Washington grant, and you administer, supervise, direct and advise on activities related to the AAMC programs funded by the grant. However, these duties are also encompassed in the Program Specialist 4 classification, which also describes program specialist duties, including coordination of program services and resources, serving as the program liaison and work with program participants and outside entities regarding program functions.

During the Director's review conference, your supervisor, Ms. Dunn, and the CCEC Executive Director, Mr. Bonner, described your extensive involvement in taking the Air Washington grant awarded to the college and building and restructuring aerospace industry programs. Your position determines priorities and sets objectives, coordinates program activities, determines competencies and outcomes, and has significant budget responsibility. Your position also provides support to faculty and students, evaluates student interest and participates in recruitment and outreach, as well as serving as the program liaison. Therefore, a significant portion of your duties also involve work as a program specialist as well as manager.

The **Program Specialist** class series concept states, in part, the following:

Positions in this series coordinate discrete, specialized programs consisting of specific components and tasks that are unique to a particular subject and are separate and distinguished from the main body of an organization. Positions coordinate program services and resources; act as a program liaison and provide consultation to program participants and outside entities regarding functions of the program; interpret, review and apply program specific policies, procedures and regulations; assess program needs; and develop courses of action to carry out program activities. Program coordination also requires performance of tasks and application of knowledge unique to the program and not transferable or applicable to other areas of the organization.

Examples of program areas may include . . . aeronautic operations . . .

Your position fits the Program Specialist class series concept.

The **Program Specialist 4** definition states, in relevant part, the following:

Positions at this level work under administrative direction, and have organization-wide program management responsibilities, and are recognized as program specialists. For programs with statewide impact, incumbents are specialists who manage two or more components of the program. Incumbents administer, oversee, and direct all program activities and advise public entities and higher level administrative staff on the program

components. Program components are comprised of specialized tasks (e.g., . . . administration, and budget coordination) within a specialty program. Incumbents provide and coordinate program activities affecting an essential service within the organization or activities with statewide impact. Incumbents perform a wide scope of complex duties and responsibilities in the management of a program, exercise independent judgment, and have delegated decision-making authority. . . . (Emphasis added).

EvCC recognizes your duties performing organization-wide program management and integration of the Air Washington grant within the five programs under the AAMC, as well as your budget management responsibilities (Exhibit A-2). Your supervisor has indicated that you perform your duties with minimal direction, and she is in agreement that you work under administrative direction as described by the Program Specialist 4 definition. During the Director's review conference, Ms. Dunn commented that because of the unique demands and the nature of the grant and scope of work, your position has far more responsibility than initially attributed to your position.

Your position administers, oversees, and directs all program activities associated with the grant, works with internal and external participants and stakeholders, determines competencies and outcomes, develops curriculum content with faculty, and determines outreach and recruitment strategies.

Further, 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 following Program Specialist 4 typical work examples align with your overall duties and responsibilities:

- Determines priorities and sets objectives, coordinates and resolves resource conflicts related to program and activities; structures and administers activities to ensure consistent approaches are utilized within the program and organization-wide;
- Provides leadership and maintains a working relationship with external industries and associations; explains positions on complex program issues; recommends alternative solutions to controversial resource conflicts; anticipates potential conflicts and attempts a resolution before problems occur;
- Develops, revises, implements, interprets, and administers program specific policies, procedures, practices, and sets standards for existing and new program activities impacting outside entities, volunteers, industries, associations or members of the public;
- Prepares and maintains administrative and business reports, records, comprehensive plans, summaries, and recommendations, or directs staff engaged in these tasks;
- Generates budget requests and coordinates the biennial budget, strategic plans and objectives for statewide programs; responsible for reconciliation statements, annual performance reports and quarterly financial status reports required for compliance with federal and state agencies;
- Develops grant review and approval processes and directs the process to completion;
- May supervise lower level staff.

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 concurred with the former Personnel Appeals Board's conclusion 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. Allegrì v. Washington State University, PAB Case No. ALLO-96-0026 (1998).

In total, while your duties are encompassed in the Program Manager A classification, the Program Specialist 4 classification provides the best fit for the overall scope of duties and level of responsibility assigned to your position. Therefore, reallocation to the Program Specialist 4 classification is appropriate.

### **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 on the 4<sup>th</sup> floor of the Insurance Building, 302 Sid Snyder Avenue SW, Olympia, Washington. The main telephone number is (360) 902-9820, and the fax number is (360) 586-4694.

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

c: Linda Nichols, EvCC  
Lisa Skriletz, SHRD

Enclosure: List of Exhibits

**ANNETTE FLOYD v EVERETT CC**  
**ALLO-12-062**

**A. Annette Floyd Exhibits**

1. Letter requesting Director's Review received November 16, 2012 (1 page)
2. November 1, 2012 allocation determination letter (2 pages)
3. January 7, 2013 email from Ms. Floyd submitting exhibits (1 page)
4. PDP – Evaluation 12/11-11/12 (5 pages)
5. PDP 12/11-11/12 showing only Part 1-Performance Expectations filled in by supervisor (3 pages)
6. Air Washington Grant Abstract and Implementation Measures (5 pages)

**B. Everett CC Exhibits**

1. Position Review Request received September 17, 2012
2. Email to Annette Floyd acknowledging Sept. 17, 2012 request
3. Email to Annette Floyd dated October 11, 2012 requesting additional information
4. Email to Annette Floyd dated October 18, 2012 extending time of decision
5. Email from Annette Floyd dated October 18, 2012 acknowledging extension
6. Email from Annette Floyd dated October 29, 2012 responding to request for additional information
  - a. Position Review Request – additional information needed
7. Letter to Annette Floyd dated November 1, 2012 with decision (same as A-2)
8. Job Description, Program Manager A – Air Washington Grant
9. Class specification for Program Manager A
10. Class specification for Program Manager B
11. Class specification for Program Specialist 3
12. Class specification for Program Specialist 4
13. Organizational chart