



STATE OF WASHINGTON  
OFFICE OF FINANCIAL MANAGEMENT

STATE HUMAN RESOURCES DIVISION | DIRECTOR'S REVIEW PROGRAM  
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October 8, 2013

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

FROM: Kris Brophy, SPHR  
Director's Review Program Investigator

SUBJECT: Mary Michelle Ragland-Sheahan v. Department of Social and Health Services (DSHS)  
Allocation Review Request ALLO-13-022

A management-initiated position review was conducted on Ms. Ragland-Sheahan's position based upon an updated Position Description form (PDF) received by the DSHS Human Resource Division (DSHS-HRD) on October 11, 2012 (Exhibit B-2). As the Director's designee, I carefully considered all of the documentation in the file, including the exhibits presented during the Director's review telephone conference, and the verbal comments provided by both parties. Based on my review and analysis of Ms. Ragland-Sheahan's assigned duties and responsibilities, I conclude her position is properly allocated to the Juvenile Rehabilitation Supervisor (JRS) classification.

**Background**

On October 11, 2012, the Classification and Compensation Unit at DSHS received a management-initiated updated Position Description form (PDF) for Ms. Ragland-Sheahan's position requesting that her position be reallocated to the Juvenile Rehabilitation Program Manager 2 (JRPM 2) class. Mr. Dickson conducted a position review and by letter dated February 4, 2013, notified Ms. Ragland-Sheahan that her position was properly allocated JRS classification.

On March 5, 2013, the State HR Division received Ms. Ragland-Sheahan's request for a Director's review of DSHS's allocation determination.

On September 20, 2013 I conducted a Director's review telephone conference concerning the allocation of Ms. Ragland-Sheahan's position. Ms. Ragland-Sheahan and Mr. Lester Dickson, Classification and Compensation Specialist DSHS, participated in the telephone conference call.

### **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**

Ms. Ragland-Sheahan's position is located in the Juvenile Rehabilitation Administration's (JRA) Ridgeview Minimum Security Community Facility located in Yakima, Washington. Ms. Ragland-Sheahan reports to Ms. LeeAnn Delk, Community Facility Administrator (CFA) for both the Ridgeview Community Facility and the Twin Rivers Community Facility located in Richland, Washington. Ms. Delk is the only CFA assigned to two facilities in the JRA's community facility system and therefore works approximately half-time at each location. The position objective of the revised position description states that Ms. Ragland-Sheahan's position is in charge of facility operations and programming in the regular and ongoing absence of the administrator from the Ridgeview Community Facility. Her position supervises and directs counseling staff in the treatment, case management and transition of juvenile female offenders back to their homes and communities.

The revised Position Description Form (PDF) (Exhibit B-2) submitted for Ms. Ragland-Sheahan's position describes her assigned duties and responsibilities as follows:

65% Manage up to 20 staff (permanent and on-call); responsible for facility operations and programming in the regular and on-going absence of the Community Facility Administrator; act as the Clinical lead educating staff, youth, and community stakeholders in principles of JRA's Integrated Treatment Model.

Promote and role model competency in related skills. Provide leadership and on the job training in delivery of cognitive/behavioral and evidence-based treatment interventions with youth who have complex treatment needs.

Facilitate/monitor JRA core cognitive/behavioral skills curriculum and other approved treatment groups. Ensure generalization of treatment and skills occur related to real life experiences such as school, work, and home visits. Liaison with community treatment providers ensuring treatment acquisition and generalization occurs.

Monitor and ensure adherence and fidelity to clinical and environmental standards as well as case reporting required by JRA treatment model. Ensure all community supervision paperwork is complete and that youth community programs support transition/re-entry.

Facilitate resolution of challenging situations in the facility and the community. Prioritize appropriate course of action, utilizing a treatment approach and considering transition, applying sound judgment and professional standards while communicating effectively with staff, youth, and community stakeholders.

Supervise staff within a collective bargaining environment. Model professional standards of conduct and enforce state standards for ethics and use of state resources. Conduct timely employee evaluations considering performance in relations to knowledge, skills and abilities required of the position. Assess need and ensure employees receive training to accomplish duties of position and for ongoing development.

Address employee performance issues and initiate disciplinary procedures for just cause. Facilitate informal conflict resolution related to employee grievances. Schedule and ensure completion of mandatory training of employees supervised.

Ensure program completion with all health, safety, and custody standards or requirements. Ensure staffs are trained in and monitor compliance with relevant statutes, rules, policies and procedures.

20% Screen, interview, and evaluate prospective employees and make hiring recommendations to appointing authority; conduct and document investigations related to program management and/or personnel issues; maintain staff time and attendance records and unit work schedule to meet coverage needs; complete monthly schedule, order appropriate staffing coverage; review payroll/time sheets.

10% Network and communicate effectively with a variety of groups, organizations, and agencies in the community to maintain working relationships and support successful transition of youth to include: juvenile and social service professionals, law enforcement, courts, schools, employers, treatment providers, and tribes.

Develop and maintain new community relationships to support all aspects of youth transitioning back to their families and communities. Inspire confidence and trust of colleagues, youth, families, and stakeholders.

Conduct administrative review of youth complaints; investigate escapes and other incidents; monitor, review and ensure safety and health requirements are met per JRA policy and Community Facility standards; participate in annual safety inspections with fire department and health inspections; make necessary corrections; reviews all safety communications.

5% Other duties as assigned. Compile data for management information requirements. Organize and supervise recreational activities.

### Supervisor's Comments

Ms. Delk provided written input to DSHS which are noted in the DSHS allocation determination (Exhibit B-1). In her comments, Ms. Delk describes how Ms. Ragland-Sheahan's duties have changed:

There are 8 community facilities in the state of Washington. Each facility is assigned one full time (40 hours per week) Community Facility Administrator and one full time (40 hours per week) Juvenile Rehabilitation Supervisor. In June 2011 a new group home was opened. At that time, due to budget restraints, leadership in JRA decided to temporarily have one CFA cover two programs [facilities] instead of hiring an additional

CFA. Because of the geographical location of Twin Rivers and Ridgeview group homes (Yakima and Richland) and because Ridgeview houses a lower number of youth than other group homes, it was decided that the current CFA of Ridgeview would cover both Twin Rivers and Ridgeview. This became a permanent decision in June of 2012.

Currently I run both Ridgeview and Twin Rivers. They are approximately 1.5 hours apart so I typically spend one week at each program, alternating weeks. Because of this the JRS's in both programs have had to take on more leadership responsibilities.

### **Summary of Ms. Ragland-Sheahan's Perspective**

Ms. Ragland-Sheahan asserts that the JRS class does not represent the level of responsibility assigned to her position. Ms. Ragland-Sheahan asserts that she works at a Community Facility which is intended to have a full-time administrator to oversee the operations of the facility. Ms. Ragland-Sheahan asserts her facility has operated with one half-time administrator since 2011 which requires her to perform higher level administrative and managerial duties in her administrator's absence. Ms. Ragland-Sheahan contends the situation she is in was unforeseen when the Juvenile Rehabilitation Supervisor class was established and that her position requires a higher level of decision making, outreach, tracking, supervision, support, and oversight to ensure compliance and excellence in care.

During the review conference Ms. Ragland-Sheahan acknowledged that she understands DSHS's determination that her position was not reallocated to the Juvenile Rehabilitation Manager classes on the basis that she does not oversee regional juvenile offender special treatment or special service programs. However, Ms. Ragland-Sheahan asserts she performs equivalent-level work by acting as a liaison and overseeing that clients receive needed treatment or special service programs through community services that are normally provided in the institutions or through contracts with community providers. Ms. Ragland-Sheahan asserts she has a higher level of independence and responsibility to act in her administrator's absence in making decisions and acting as the liaison in coordinating with outside treatment providers for clients for programs and services such as drug and alcohol and sex offender treatment, schools, medical personnel, and various community outreach and education programs. Ms. Ragland-Sheahan asserts this level of responsibility is equal to, but not addressed in, the Juvenile Rehabilitation Manager classes.

Ms. Ragland-Sheahan also acknowledges that her position does not assist a Superintendent in an institution or youth camp. However, Ms. Ragland-Sheahan asserts that because she works in a smaller facility where the CFA is regularly absent half of the time, she does not have the chance to ask questions; therefore her position requires more decision making, outreach, tracking, supervision, and support than normally required.

For example, Ms. Ragland-Sheahan asserts she makes decisions in her administrator's absence such as sending youth back to higher levels of care, scheduling and hiring staff, transporting youth to and from the facility, evaluating youth for intake to the facility, and making personnel decisions including disciplinary actions. Ms. Ragland-Sheahan asserts this also includes approving leave for staff, reviewing and monitoring budget expenditures, and making other decisions that carry greater liability in her administrator's absence.

Ms. Ragland-Sheahan asserts her position also has a higher level of responsibility of serving as a placement agency for youth releasing from the JJRA system. This requires her to reach out

and work with other agencies to provide placement for youth who were otherwise released homeless, or are in state custody and aged out of care while in the system.

In total, based on the total scope and level of responsibility assigned to her position given her administrator's half-time status, Ms. Ragland-Sheahan asserts her position should be reallocated to the JRPM 2 level class.

### **Summary of DSHS's Reasoning**

DSHS asserts Ms. Ragland-Sheahan's position does not meet the two primary requirements of the JRPM 2 class. First, DSHS asserts Ms. Ragland-Sheahan does not organize, direct and monitor three or more regional juvenile offender special treatment and/or service programs which include tracking expenditures, participating in program policy and development, or supervising program staff and monitoring contracted staff. Secondly, DSHS contends Ms. Ragland-Sheahan does not serve as an Assistant to a Superintendent at a Youth Camp performing multiple functions in support of youth camp operations.

DSHS asserts Ms. Ragland-Sheahan's position does not reach the requirements of the Juvenile Rehabilitation Program Manager 1 (JRPM 1) class of supervising supervisory-level staff involved in treatment and case management functions, nor by supervising and directing staff in a youth camp facility.

DSHS asserts the JRS class addresses the primary focus of her position of serving as the designated assistant to the Community Facility Administrator. DSHS asserts Ms. Ragland-Sheahan assists Ms. Delk in the operation and supervision of the facility which includes performing duties as authorized by the CFA, or other authorizing authority in the management of the facility.

In total, DSHS asserts the JRS class is the best fit for the duties assigned to Ms. Ragland-Sheahan's position.

### **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.

When determining the appropriate classification for a specific position, the duties and responsibilities of that position must be considered in their entirety and the position must be allocated to the classification that provides the best fit overall for the majority of the position's duties and responsibilities. See *Dudley v. Dept. of Labor and Industries*, PRB Case No. R-ALLO-07-007 (2007).

### **Comparison of Duties to Juvenile Rehabilitation Program Manager 2 (JRPM 2)**

The Definition for this class states:

1. Organizes, directs and monitors three or more regional juvenile offender special treatment and/or service programs. Examples include Parole, Contracted Residential Group Homes, Diagnostic, Drug/Alcohol, Sex

- Offender, and Life Skills Centers. Supervises program staff and monitors contracted staff in the implementation and delivery of services. Coordinates with contracted providers and reviews and tracks expenditures. Participates in program policy and procedure development and program reviews; or
2. In an Institution or Youth Camp, serves as an assistant to the Superintendent to oversee coordination of Intake and Transportation for the facility, court liaison functions, and hiring and scheduling of intermittent staff.

There are no Distinguishing Characteristics for this class.

Ms. Ragland-Sheahan's position does not reach the scope and level of responsibility stated in the requirements of the Definition of this class.

First, Ms. Ragland-Sheahan's position does not have program management responsibility for organizing, directing and monitoring three or more regional juvenile offender special treatment or service programs as required. Her position does not supervise program staff involved in the implementation and delivery of special treatment and/or service programs for a region as a whole. The scope of her position does not include programmatic responsibility for coordinating with contracted providers and reviewing and tracking program expenditures, participating in program policies, and reviewing and evaluating programs for services provided for a region.

Second, Ms. Ragland-Sheahan's position does not meet the other primary requirement of this class of serving as an assistant to a superintendent at an institution or Youth Camp facility, performing specific functions in support of youth camp or institutional-level operations. Ms. Ragland-Sheahan's position assists her administrator in the operation of the Ridgeview Community Facility, which is a smaller facility with fewer staffing and operational aspects than an institution or youth camp. For example, during the review conference Mr. Lester stated that institutions have between 100 to 200 youths residing in the facility; while a Community facility may have between 12 to 16 youths. During the review conference the parties acknowledged this requires smaller staffing levels to run and maintain operations.

Further, the scope of her work involves assisting an administrator rather than a superintendent at an institution with the attendant requirements to oversee coordination of Intake and Transportation for the facility; perform court liaison functions, and oversee the hiring and scheduling of intermittent staff. This is further supported in the typical work statements which provide examples of work performed at the institution level such as serving as the Intake Coordinator for the institution; serving as the liaison between the institution and juvenile rehabilitation community diagnostic units statewide; coordinating with diagnostic coordinators statewide regarding the approval or disapproval of facilities for youths; serving as the liaison between the institution and courts, prosecutors and law enforcement agencies concerning court appearances; coordinating transportation arrangements with security staff for youth court appearances throughout the state, testifying in court as an expert witness regarding decisions to retain youths or remanding them to the Department of Corrections, and performing other similar functions.

In total, the overall focus of Ms. Ragland-Sheahan's position, and the thrust of Ms. Ragland-Sheahan's duties as a whole do not meet the intent of the JRPM 2 class. For these reasons, Ms. Ragland-Sheahan's position should not be allocated to that class.

Comparison of Duties to Juvenile Rehabilitation Program Manager 1 (JRPM 1)

The Definition for this class states:

In an assigned unit of a juvenile rehabilitation facility, supervises and directs counseling and supervisory staff in the treatment and case management of juvenile offenders. Develops, implements and monitors unit program for compliance with Juvenile Rehabilitation Administration policies, procedures and standards; or, in a youth camp facility, supervises and directs staff in the rehabilitation treatment of youth offenders and has responsibility for weekend and evening facility operations.

[Emphasis added]

This class describes positions which supervise supervisory-level and counseling staff within a unit of an institution-level facility, or supervising and directing staff in a youth camp facility which includes weekend and evening facility operations.

While aspects of Ms. Ragland-Sheahan's work are similar to the administrative and supervisory functions described by this class, the overall scope of her supervisory responsibility and size of operations of the Ridgeview Community Facility does not reach to this level.

First, the scope of Ms. Ragland-Sheahan's position does not involve supervising supervisors and counseling staff within a unit of a large-scale juvenile rehabilitation facility such as an institution or youth camp. Ms. Ragland-Sheahan works in a smaller community facility which is not anticipated at the JRPM 1 class level. Secondly, while her duties are supportive to her administrator, she does not have authority to independently develop, implement and monitor unit programs for compliance with Juvenile Rehabilitation Administration policies, procedures and standards at the level anticipated by this class.

Further, the scope of her duties do not reach the overall level of work as described in the typical work statements of this class which includes directing and supervising cottage shift supervisors and counseling staff in the implementation of cottage programs. Ms. Ragland-Sheahan also does not develop and implement cottage programs, review staff case reports and conduct staff meetings and case conferences. Ms. Ragland-Sheahan does not chair official review boards which serve to monitor youths' treatment progress and/or establish dates and reintegration plans.

However, she does perform certain functions which overlap with duties described in this class such as assisting her administrator in evaluating program goals and reviewing and updating policies and procedures with respect to the Ridgeview Community facility. She performs other functions such as setting schedules and coverage for shifts. She also evaluates staffing needs and provides orientation and training to staff. Ms. Ragland-Sheahan also provides on-call status to the facility and she identifies training needs for staff. Ms. Ragland-Sheahan supports communications on treatment, management and policies to meet facility objectives. She prepares reports, processes youths' complaints and notifies appropriate personnel of incidents which occur.

In total, while aspects of Ms. Ragland-Sheahan's work overlaps with certain administrative and supervisory functions described by this class, the overall scope of her supervisory responsibility and size of operations of the Ridgeview Community Facility do not reach to this level.

For these reasons, her position should not be reallocated to the JRPM 1 class.

#### Comparison of Duties to Juvenile Rehabilitation Supervisor

The Definition for this class states:

1. In an assigned unit of a juvenile rehabilitation facility, supervises, trains, monitors and assists counseling staff; or,
2. As the designated assistant to the Group Home Administrator, assists in the operation of a juvenile rehabilitation facility. Supervises, directs and evaluates staff in providing treatment and case management to juvenile youths. Participates in budget preparation and monitoring of expenditures.

This class accurately describes the primary thrust and overall scope and level of responsibility assigned to Ms. Ragland-Sheahan's position. The definition of this class more accurately describes Ms. Ragland-Sheahan's responsibility of serving as the Assistant to the CFA and supervising operations in her administrator's absence.

For example, this class fully addresses Ms. Ragland-Sheahan's responsibility for serving as the designated assistant to the Community Facility (i.e. formerly known as "Group Home") Administrator, assisting in the operation of the Ridgeview juvenile rehabilitation facility. Ms. Ragland-Sheahan supervises, directs and evaluates staff in providing a variety of treatment, case management, administrative and other support to facility operations.

This class addresses the scope of Ms. Ragland-Sheahan's responsibility for implementing and maintaining internal operational policies and procedures in conducting administrative and technical operations. It also addresses Ms. Ragland-Sheahan's responsibility for planning, training, coordinating, and evaluating the work of her assigned staff, and also her responsibility with respect to monitoring and maintaining budget expenditures.

While this class may not fully describe the scope and level of decision making authority performed by Ms. Ragland-Sheahan in making certain decisions in her administrator's recurring half-time absence, this class does address the overall scope of her decision-making responsibility with respect to her community outreach, tracking and monitoring of transportation activities and staff supervision, and other support functions that are normally required in operating the Ridgeview Community facility. This also includes implementing policies for direct service delivery and interpreting and monitoring policies and overseeing the day-to-day operations of the Ridgeview Community Facility.

This also includes the work she performs in overseeing that clients receive needed treatment or special service programs that are normally provided through contracts with community providers. This also includes her responsibility as the liaison in coordinating with outside treatment providers for clients for programs and services such as drug and alcohol and sex offender treatment, schools, medical personnel, and various community outreach and education programs, and serving as a placement agency for youth releasing from the JJRA system.

In total, the overall focus and level of responsibility of Ms. Ragland-Sheahan's position is more accurately described by the key elements of the requirements of this class and for these reasons her position should remain allocated to the Juvenile Rehabilitation Supervisor class.

Most positions within the civil service system occasionally perform duties that appear in more than one classification. However, when determining the appropriate classification for a specific position, the duties and responsibilities of that position must be considered in their entirety and the position must be allocated to the classification that provides the best fit overall for the majority of the position's duties and responsibilities. See Dudley v. Dept. of Labor and Industries, PRB Case No. R-ALLO-07-007 (2007).

Further, a position's allocation is not a reflection of performance or an individual's ability to perform higher-level work. Rather, it is based on the majority of work assigned to a position and how that work best aligns with the available job classifications. Based on the level and scope of the overall duties and responsibilities assigned to Ms. Ragland-Sheahan's position, the Juvenile Rehabilitation Supervisor class is the best fit. Ms. Ragland-Sheahan's position should remain allocated to that class.

### **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: Mary Michelle Ragland-Sheahan, DSHS  
Lester Dickson, DSHS HR  
Lisa Skriletz, SHRD OFM

Enclosure: List of Exhibits

**MARY MICHELLE RAGLAND-SHEAHAN v DSHS**  
**ALLO-13-022**

List of Exhibits

A. Mary Michelle Ragland-Sheahan Exhibits

1. Request for Director's Review form from Mary Michelle Ragland-Sheahan received March 5, 2013 (3 pages)
2. Copy of the DSHS allocation determination letter from Lester Dickson to Mary Michelle Ragland-Sheahan dated February 4, 2013 (7 pages)

B. DSHS Exhibits

1. DSHS allocation determination letter from Lester Dickson to Mary Michelle Ragland-Sheahan dated February 4, 2013 (7 pages)
2. Position Description form received October 11, 2012
3. Organizational Chart
4. DSHS copy of Juvenile Rehabilitation Supervisor Class Specification, 355K
5. DSHS copy of Juvenile Rehabilitation Program Manager 1 Class Specification, 355M
6. DSHS copy of Juvenile Rehabilitation Program Manager 2 Class Specification, 355N

C. Director's Exhibits

1. State HR Juvenile Rehabilitation Supervisor Class Specification, 355K
2. State HR Juvenile Rehabilitation Program Manager 1 Class Specification, 355M
3. State HR Juvenile Rehabilitation Program Manager 2 Class Specification, 355N