

May 14, 2009

TO Teresa Parsons  
Director's Review Program Supervisor

FROM Meredith Huff, SPHR  
Director's Review Investigator

SUBJECT Quan David McCoy v Parks and Recreation Commission (Parks)  
Allocation Review Request ALLO-08-030

Mr. Banks Evans filed a director's review request on May 19, 2008 on behalf of Mr. Q. David McCoy. On March 26, 2009, I conducted a Director's review conference by phone. Present at the Director's review conference were Mr. McCoy, employee; Mr. Banks Evans, Senior Field Representative, WFSE, representing Mr. McCoy; Mr. Al Wolslegel, Puget Sound Human & Financial Resources Manager and Mr. George Price, Human Resource Consultant, representing Parks. Mr. Price noted the position review was based on the work performed for at least the twelve-month period prior to April 2, 2007.

#### **Director's Determination**

As the Director's designee, I carefully considered the written documentation and exhibits in the file, the information provided by the parties during the review conference, and the Construction and Maintenance Project Specialist 1 and 2 (CAMPS1) classifications. Based on my review and analysis of all the information provided, I concluded Mr. McCoy's position's overall duties and responsibilities are encompassed in the CAMPS 2 classification. Mr. McCoy's position should be reallocated to the CAMPS 2 classification.

#### **Background**

On April 2, 2007, Mr. McCoy submitted a completed classification questionnaire (CQ) to Parks Human Resources Office. Mr. McCoy requested that his CAMPS1 position, #1035, be reallocated to a CAMPS2 classification. At Mr. Price's request, Mr. McCoy submitted a CAMPS2 Definition Expansion Statement signed March 30, 2007 and a revised CAMPS2 Definition Expansion Statement signed May 17, 2007. During the review conference, Mr. Price noted that the

CAMPS2 Definition Expansion Statements signed May 17, 2007 was used in the allocation process. (Exhibit B-4b) On April 23, 2008, Mr. Price notified Mr. McCoy that his position was allocated correctly as CAMPS1 and the request for reallocation to CAMPS2 was denied. On May 19, 2008, the request for a Director's Review was submitted by Mr. McCoy's representative.

### **Summary of Mr. McCoy's Comments**

Mr. McCoy stated he works mostly in the Flaming Geyser Park, but also does work at Nolte and Kanaskat/Palmer Parks, Federation Forest and the Green River Gorge area. He noted he is the only CAMPS 1 in these parks. Mr. McCoy confirmed that the assigned projects and work come to him from his supervisor in a list. He works from the project list to plan when and how the projects will be completed. He emphasized that emergency items, such as electrical problems or a plant issue, are handled first.

Mr. McCoy described the "zero discharge sewer treatment plant" at Flaming Geyser Park, as being 30 years old. He noted that he does trouble shooting and diagnostics to determine electric, pump and sewage problems when the plant is not working. If he cannot find a solution, he may need to call in a contractor after discussing the situation with his supervisor. During the review conference, we discussed the March 30, 2008 e-mail from Jeff Vassallo to Mr. Price which indicated "John Hueblein was the primary repair person when it [plant] broke down." (Exhibit B-5) Mr. McCoy explained that Mr. Hueblein is available on weekends to do minor repairs such as fixing a motor or replacing piping. Mr. McCoy confirmed that he completes required major repairs to the plant and Mr. Hueblein provides assistance as needed.

Mr. McCoy stated that he has a credit card with which he makes local purchases to complete projects. When purchases go beyond the credit card limit of \$3,000.00, he discusses the items with his supervisor or regional manager for authorization.

Mr. McCoy clarified that he does not have an assigned work crew. Depending upon the project, he calls in available CAMPS 1 and 2, Park Rangers, Park Aides, hosts, contractors and volunteers to help. Mr. McCoy noted that many of the volunteers he leads have previous journey level experience working in the trades. Mr. McCoy discussed a project to reroof the lodge as an example of his planning, organizing, coordinating and leading. He measured the job and materials needed and ordered them. He put out a call to get volunteers from other parks to help, and arranged delivery of materials. He commented that as necessary, he trained the workers in how to use scaffolding (where to walk and not walk) and how to remove the old metal roof and to lay down and connect the new roof so it was water tight and seams were covered. He noted this was a six-month project and took priority over everything except emergencies. Mr. McCoy pointed out he was responsible for organizing and completing all of the roofing projects which included the lodge, restrooms, the plant, shops, and shelters.

From Exhibit B-3, Mr. McCoy identified putting a new roof on the water reservoir as another example of a project he planned, organized, coordinated and completed leading other CAMPS employees during the review time period.

Mr. McCoy described his role in overseeing contractors that provide services. He noted that he becomes familiar with the contracts so he can ensure that the work is done as specified in the contract. He noted that he is a liaison between the contractor and the managers. He verified that he participated in the contract bid review and selection processes.

On behalf of Mr. McCoy, Mr. Evans focused on the question of leading employees. He stated that Parks have utilized volunteers for many projects and rely heavily on their expertise to accomplish projects. He noted there is not enough CAMPS staff to do all the project work so they utilize the volunteers in whatever skill sets they have. He observed that some volunteers are retired from trades employment and have journey level skills. He emphasized that regardless of the status of the workers, whether journey level employees or volunteers, Mr. McCoy's responsibilities to lead them are the same.

### **Summary of Parks' Comments**

Mr. Price noted that the CAMPS 1 and CAMPS 2 classes' Definitions are clear about the expectations of work at each level. He stated that in the information provided by Mr. McCoy it is difficult to determine if he was leading journey-level employees on projects during the review time, April 2006 to April 2007. (Exhibit B-3) Mr. Price explained that Park Rangers are journey level law enforcement employees, rather than journey level trades employees; volunteers and contractors are not employees as required by the Definition of CAMPS1. He emphasized that Mr. McCoy's responsibilities for leading others, including journey-level employees, does not rise to the scope intended at the CAMPS 2 level. Mr. Price commented that Mr. McCoy's responsibilities for planning, organizing and coordinating materials and manpower for projects are encompassed by the CAMPS1 class. He observed the majority of Mr. McCoy's work fits the CAMPS1.

### **Rationale for 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. See Liddle-Stamper v. Washington State University, PAB case No. 3722-A2 (1994).

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).

In Allegri v. Washington State University, PAB Case No. ALLO-96-0026(1998), the Personnel Appeals Board (PAB) (predecessor to this Board) addressed the concept of best fit. The PAB 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.

The Personnel Resources Board has found “. . . the CMPS 2 does not require positions allocated to that classification to have lead responsibilities a majority of time. Rather, the classification includes lead work as a component of planning, coordinating, and organizing construction and maintenance projects.” Salsberry vs. Washington State Parks and Recreation Commission, PRB Case no. R-ALLO 06-013 (2007)

#### Classification Questionnaire (CQ)

Note: During the review conference, Mr. McCoy indicated that on the CQ, the indication that he works as a Construction and Maintenance Project Specialist 2 is incorrect. He is a CAMPS 1. (Exhibit A-4 page 2)

On the CQ, Mr. McCoy lists the following as duties, in part, that occupy most of his work time. “. . .under direct supervision, I primarily assist area park managers in the planned maintenance, equipment operation, problem assessment, planning, purchasing, coordinating, and work as a lead person on projects. Additionally, I assist other region parks when scheduled through my supervisor by the region Maintenance and Preservation Program Manager. Area parks under my responsibility include Flaming Geyser, Nolte, and Kanaskat-Palmer, Green River Gorge, Federation Forest. Skills requiring journey level performance include but are not limited to the following trades area: Carpentry, Welding, Masonry, Electrical, Plumbing, Equipment Repair and Equipment Operation.”

**55%** Plan, organize, coordinate and lead

**10%** Carpentry

**5%** Training

**30%** Trades work

Mr. Bryan Rosenkranz, immediate supervisor, signed the CQ, agreed with the employee's statements and noted that he provides supervision to Mr. McCoy's position on a “spot check basis only.” Mr. Alan Wolslegel, Area Regional Manager for Human and Finance Resources, signed the CQ as department head.

Mr. Price requested two CAMPS2 Definition Expansion Statements; one was signed March 30, 2007 and the other signed May 17, 2007 by Mr. McCoy, Mr. Rosenkranz and Mr. Wolslegel. Mr. Price indicated he used the Definition dated May 17, 2007 in his decision process. (Exhibit B-4b) It provides further work time breakdown and includes examples of work as follows, in part:

- The 55% of work time that Mr. McCoy spends to plan, organize, coordinate and lead, is broken down to:
  - 30% Plan
  - 5% Coordinate
  - 10% Organize
  - 10% Lead
- The CQ indicates that Mr. McCoy spends 5% of his work time doing electrical and 5% doing plumbing work, both of which includes the operation/maintenance of the zero discharge wastewater treatment plant. That work time is further broken down for the plant on the Definition document to:
  - 45% plant maintenance – electrical
  - 35% plant maintenance – plumbing
  - 20% non-maintenance (record keeping, chemical mixes, etc) (Exhibit B-4b)

### Classifications Considered

#### Construction & Maintenance Project Specialist 1 (CAMPS1) (class code 70530)

The **Definition** of the CAMPS 1 states: *“Performs multi-skilled journey level work in the building and construction trades.”*

Mr. McCoy’s position is responsible for performing multi-skilled journey level work using building and construction trades as emphasized in the Definition above. However, the CAMPS1 Definition does not address Mr. McCoy’s position’s purpose and responsibilities for planning, coordinating and organizing projects and leading other employees with journey-level trades skills in completing those projects. The CAMPS1 class is not the best fit for described purpose and the overall duties and responsibilities assigned to Mr. McCoy’s position.

#### Construction & Maintenance Project Specialist 2 (CAMPS2) (class code 70540)

The **Definition** states: *“Within a park area, plans, coordinates and organizes construction and maintenance projects and leads two or more journey level trades employees; performs multi-skilled journey level work in plant maintenance; or serves on the marine crew performing construction, renovation, and maintenance of marine park facilities on a statewide basis.”*

Although not used as allocation criteria, **Typical Work** provides understanding of the level of responsibility and scope of impact of the CAMPS 2 position. The Typical Work states, in part:

- Leads and directs a crew engaged in construction and repair of buildings and other structures, roads, pathways, walks, fences and related facilities in a park

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- Performs work in installation, maintenance, and repair of plumbing, electrical,... water pump systems, sewage and other systems and equipment;
- Inspects buildings ... and fixtures to determine...maintenance or repair;...
- Operates and maintains ... construction tools and equipment,...
- Acts as on-site project coordinator; heads, directs, and trains work crews and park staff in construction and maintenance projects;...

The approved Classification Questionnaire establishes that the purpose of Mr. McCoy's position is "primarily assist area park managers in the planned maintenance, equipment operation, problem assessment, planning, purchasing, coordinating, and work as a lead person on projects...." He is responsible for projects of various size and complexity. For those projects that he cannot do alone, he leads work crews which may include "Park Rangers and C&M staff." Mr. Bryan Rosenkranz, immediate supervisor and Area Manager, agreed with Mr. McCoy's statements of position's duties and responsibilities as described in the CQ.

Mr. McCoy provided a listing of examples of projects that he has done, including the names of employees and volunteers that he led in doing those projects. (Exhibit B-3) Mr. McCoy identified putting a new roof on the water reservoir as an example of a project during the review time period that he planned, organized, coordinated and led other CAMPS employees. During the review conference, Mr. Price identified Roy Salsberry, Dave Smith, and Fred Meyer as CAMPS employees. Mr. Price noted that Park Rangers are journey level law enforcement employees rather than trades, Park Aides are not journey level trades workers and volunteers and contractors are not employees. (Exhibit B-3)

I am aware of Mr. Price's concern that Mr. McCoy does not lead "*two or more journey level trades employees*" as anticipated by the Definition of the CAMPS2. Mr. McCoy has stated and his supervisor has agreed that to accomplish the necessary work projects, Mr. McCoy does lead other parks' employees, some at the CAMPS1 and 2 levels, and volunteers. I have reviewed the Board's decision of *Salsberry vs. Parks*, which found that a position allocated to Construction and Maintenance Project Specialist 2 is not required to have lead responsibilities a majority of time. The Board found that lead work was a component of planning, coordinating, and organizing construction and maintenance projects. I also reviewed the PAB's *Allegrì vs. Washington State University* determination which provided guidance on using the "best fit" concept in matching the employee's assigned responsibilities and duties to a classification.

Mr. McCoy does plan, coordinate and organize construction and maintenance projects. For those projects which he cannot accomplish alone, he leads work crews made up of CAMPS1 and 2 and other employees and volunteers. Using the determinations of *Salsberry vs. Parks* and *Allegrì vs. WSU* for guidance, and after reviewing all of the information, I find that the CAMPS2 is the "best fit" for Mr. McCoy's position's overall duties and responsibilities, including his lead

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duties. Mr. McCoy's position should be reallocated to Construction and Maintenance Project Specialist 2.

**Appeal Rights**

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

*“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 address for the Personnel Resources Board is 2828 Capitol Blvd., P.O. Box 40911, Olympia, Washington, 98504-0911.

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

cc: George Price, Parks  
Banks Evans, WFSE  
Lisa Skriletz, DOP

Enclosure: Exhibits List

Exhibits List

**A.** Filed by Banks Evans, WFSE May 19, 2008:

1. Letter of review request dated May 16, 2008.
2. Director's Review Form, dated May 16, 2008.
3. Determination letter from Parks, Position #465-1035, April 23, 2008.
4. Classification Questionnaire signed and dated April 2, 2007.
5. Project List with two Classification Questionnaire pages attached.
6. Email from Kurt Spiegel, WFSE to George Price, P&R. May 31, 2007
7. PRB order Salsberry v Parks #R-ALLO-06-013,

**B.** Filed by P&R July 29, 2008:

1. Determination Letter dated April 23, 2008
2. Classification Questionnaire dated and signed April 02, 2007
3. Project list submitted by Mr. McCoy
4. a. CAMPS2 Definition Expansion Statement (signed 3/30/07)  
b. CAMPS2 Definition Expansion Statement (signed 5/17/07)
5. E-mail chain starting on May 9, 2007 and ending on April 10, 2008.
6. Construction and Maintenance Project Specialist 2 (CAMPS2) class (class code 70540)
7. Construction and Maintenance Project Specialist 1 class (class code 70530)
8. Letter of Parks' exhibit submittal dated July 25, 2008