



STATE OF WASHINGTON

OFFICE OF FINANCIAL MANAGEMENT

STATE HUMAN RESOURCES DIVISION | DIRECTOR'S REVIEW PROGRAM

P.O. Box 40911 · Olympia, WA 98504-0911 · (360) 407-4101 · FAX (360) 586-4694

October 1, 2015

TO: Connie Goff, PHR
Rules and Appeals Program Manager

FROM: Kris Brophy
Director's Review Program Investigator

SUBJECT: Sunday Hull v. Western Washington University (WWU)
Allocation Review Request ALLO-15-025

Director's Determination

This position review was based on the work performed for the six-month period prior to November 5, 2014, the date WWU HR received Ms. Hull's request for a position review. As the Director's Review Investigator, I carefully considered the documentation in the file, the exhibits, and the verbal comments provided by both parties during the review telephone conference. Based on my review and analysis of Ms. Hull's assigned duties and responsibilities, I conclude her position is properly allocated to the Administrative Assistant 3 (AA 3) classification.

Background

On November 5, 2014, Ms. Hull submitted a Position Questionnaire (PQ) to WWU's Human Resources (WWU-HR) Office, requesting that her Program Coordinator position be reallocated to the Program Manager A classification (Exhibit B-2).

WWU notified Ms. Hull on January 5, 2015, that her position was being reallocated to the Administrative Assistant 3 classification. On January 15, 2015, WWU issued an addendum to the determination indicating that Ms. Hull's position also did not meet the requirements of the Program Specialist 2 class.

On February 12, 2015, State HR, OFM received Ms. Hull's request for a Director's review of WWU's allocation determination (Exhibit A-1).

A Director's review telephone conference was conducted on August 5, 2015. Present for the conference were Sunday Hull; Elyse Maffeo, General Council, PSE; Steven Card, Director of Athletics, WWU; and Lea Aune, Associate Director of Human Resources, WWU.

During the review conference a technical issue was raised regarding the content of a portion of Ms. Hull's exhibits. This information was reviewed and revised by the parties and resubmitted to State HR on September 22, 2015. The revised exhibits have been reincorporated into the file.

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).

Positions are to be allocated to the class which best describes the majority of the work assignment. *Ramos v DOP*, PAB Case No. A85-18 (1985).

Duties and Responsibilities

Ms. Hull serves as the Travel Coordinator for the Department of Athletics. She performs a variety of duties in support of all travel activities for the department.

Ms. Hull's duties and responsibilities are identified in the PRR as follows:

- 50% TEM [Travel & Expense Management] Management for the department of Athletics. Act as the delegate for all aspects of team and individual travel for 31 people relieving the Athletic Director of operating and administrative details. Research travel for teams, recruiting and administrative details. Research travel for teams, recruiting and administrative travel using TEM or other required eSign or paper forms depending on the situation.
- Manage all aspects of the large volume of travel (\$850,000) essential for business in the Department of Athletics via the TEM system with minimal supervision.
 - Interpret TEM to all delegates and implements all functions in order to keep travel and the accounting aspect of travel on track at all times.
 - Act on behalf of the Athletic Director as Budget Authority in approving expenditures as it pertains to airline tickets, lodging and bus contracts, etc. Interpret travel guidelines to all delegates and monitor their use of the TEM system for their recruiting and team travel.
 - Correspondence with various travel related agencies is required daily in order to research rates for airfare, lodging, rental cars and bus bids based on the needs of the coach, team and/or administrators. Once initiated all authorizations must be tracked to determine their location in the approval process.
 - Reconciling each trip means assuring all documents meet auditor guidelines based on internal, university, state and NCAA regulations. Maintenance of strong communication with the Travel Desk on behalf of each individual in our department is essential. Keeping organized files on all trips, scanning receipts for errors and making corrections as necessary.
 - Must provide proper documentation to the Travel Desk to back up all charges. Scan all documents into Noliweb as backup for reimbursements

based on strict policies and procedures. Access to all staff's corporate credit cards in order to sort out confusion in travel charges or to use as backup for missing receipts along with affidavits.

- Complete reconciliation process in a timely manner so that each staff member is able to receive their reimbursement and therefore pay their own bill on time.
- Work within deadlines (10th of the month reconcile) for travel advances on behalf of all delegates.
- Act as liaison between the Travel Desk and Athletic Department on all travel related matters.

20% Managing PaymentNet for travel expenses for the Department of Athletics

- Manage payment for various travel related services (team airfare, rental cars, charter buses, group hotel stays, etc.) using departmental travel Visa. Review all charges including budget coding, confirming travel authorizations and provide acceptable backup for each charge via PaymentNet. Maintain records for auditor on all Visa charges.

20% Coordinate team travel based on approved athletic schedules

- Research and coordinate all team, recruiting and professional development travel for the department.
- Estimate travel related budgets for each trip and submit that information as a Travel Authorization for approval in TEM based on state, conference, departmental and NCAA guidelines. Arrange for all travel such as securing airfare, handling lodging contracts, bus and car rental bids and agreements and estimate and coordinate per diem allocations for coaches, staff and student athletes.

5% Develop procedures and train staff as needed as it relates to work travel.

- As travel regulations and guidelines evolve and change it is important to develop procedures that ensure that all travelers have the latest information so that they are submitting the information according to established guidelines.

5% Act as administrative representative in High Street Hall offices since the split of the department into two separate locations.

- Since the division of the department into two locations on campus I act as the Athletic Department contact for any administrative duties and communications between our offices. I work independently handling general administrative duties such as responding to incoming questions from students, student athletes and parents, providing information on coach's schedules and contact information, sorting mail, handling printer and copier issues, etc.

Mr. Card, Athletic Director, completed the supervisor's section of the PQ. He indicates that Ms. Hull's description of her assigned duties and responsibilities is accurate and complete.

Mr. Card supports Ms. Hull in her request. In his comments, he states:

When I was named Director of Athletics and the Associate Director for Business and Finance position was not filled it became clear that although as AD I would continue to maintain fiscal oversight of all areas, more fiscal responsibility would be delegated to staff members which include Sunday managing the area of Travel. Sunday was part of the planning committee in the early stages of TEM. Her time spent learning about this system and how to integrate it into the complicated world of team travel has been critical to the operations of the department. Being the delegate for each person on the staff and being a constant resource to coaches as they navigate the system has been imperative. Sunday relieves me of the day to day concern when it comes to the business of doing travel for our department. Along with TEM she has also been in charge of all payments using a Travel Card in her name. She keeps excellent records, reviews all charges and is trusted to do all of this without my supervision.

In addition, Mr. Card states:

The travel schedules are approved by me. Once those decisions have been made Sunday manages travel for all employees (team or employee). All airline itineraries and ticket purchases, hotel contracts, bus and rental car expenditures and all travel related issues are handled independently by her. Sunday notifies me if there is anything outside of what she knows to be within the range of what she should approve.

He also states in his comments that Ms. Hull's level of supervision includes the following:

Authorization of travel schedules rests with me. Once Sunday has an approved schedule she works completely independently. We have developed a strong working relationship and a trust as I know she immediately alerts me to any concern she has when questions are beyond her expertise or authority. Her work is reviewed by my daily and weekly interaction with her on travel projects and an annual review of her position.

Summary of Ms. Hull's Perspective

Ms. Hull asserts that as a result of a reorganization of the Athletic department and implementation of the TEM system for the University, her position has been delegated management-level responsibility for all travel-related activities for the Athletics department.

Ms. Hull asserts she advises and assists with minimal direction, the Athletic Director on all matters pertaining to travel. This includes independently performing all administrative management functions related to travel, thereby relieving the Athletic Director of all operating and administrative details. This also includes having budget authority for all travel related purchases and TEM system approvals.

Ms. Hull asserts the management of athletic travel is unique on campus in several respects including the extensive volume of travel conducted by the department and the size of the travel budget. This also includes responsibility for working with the University's centralized Travel Desk to create documentation and implementation of internal rules to satisfy both state and university requirements. During the post-season Ms. Hull works directly with the NCAA to book last minute travel for participating teams.

Ms. Hull asserts she also performs the following higher level duties:

- Independently developing travel expense budgets for all trips.
- Establishing procedures for travel requirements and communicating and interpreting those details for professional staff.
- Managing and implementing all operations of travel independently for all athletic teams.
- Managing and implementing all recruiting as well as individual staff development for all athletic teams.
- Representing the Athletic Director and serve as the primary contact for all travel-related inquiries.
- Managing all payments for travel related services using PaymentNet.
- Managing frequent emergent travel issues outside of standard working hours.

In total, Ms. Hull asserts the overall scope and level of responsibility assigned to her position meets the requirements of the Program Manager A class.

Summary of WWU's Perspective

WWU asserts in its determination that travel and expense management for the Department of Athletics does not meet the definition of a program as required for allocation to a Program Specialist 2 class. WWU contends that while travel coordination and travel expense management are large functions for the department, those functions are transferable and applicable to every department at the University. In addition, while Ms. Hull has been delegated authority by the Director of Athletics to direct all travel functions for the department and have budgetary authority over travel expenses, she does not organize, and direct the operations of a program as required.

In addition, WWU asserts Ms. Hull's position does not have the scope and breadth of authority required for allocation to the Program Manager level. WWU states in its determination that Mr. Card retains overall responsibility for setting the department's goals and objectives and developing the department's budget. WWU acknowledges Ms. Hull does have delegated authority to make travel arrangements within budgetary guidelines and manage payments for various travel related services. WWU asserts Ms. Hull does not set and adjust program priorities at the level of a Program Manager.

WWU asserts the scope of Ms. Hull's position duties fall more appropriately within the definition of the AA 3 class by providing higher-level administrative support to the Athletics Director who is equivalent to a, "head of a major organizational unit such as a school, college, or major academic or administrative department". WWU asserts the majority of Ms. Hull's responsibilities for administering all travel-related activities for the department are best described by the AA3 class.

Comparison of Duties to 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.

Comparison of Duties to Program Coordinator & Program Specialist 2

The Definition for Program Coordinator states:

Coordinate the operation of a specialized or technical program.

The Distinguishing Characteristics state:

Under general direction, perform work using knowledge and experience specific to the program. Exercise independent judgment in interpreting and applying rules and regulations. Independently advise students, staff, program participants and/or the public regarding program content, policies, procedures and activities; select/recommend alternative courses of action and either:

Project, monitor, maintain, initiate and/or approve expenditures on program budgets

OR

Have extensive involvement with students, staff, the public and/or agencies in carrying out program activities, and coordinate, schedule and monitor program activities to determine consistency with program goals.

The Definition for Program Specialist 2 states:

Positions at this level work under general supervision and plan, organize, direct and coordinate operations for programs such as the business enterprise, volunteer services and community resources, election examination/administration programs. Incumbents oversee day-to-day program operations, function as the program representative and resource, have extensive contact with program participants and outside entities, and resolve problems within a delegated area of authority. Unusual problems, probable outcomes and solutions are presented to higher levels for resolution. Incumbents may be delegated limited authority to approve budget expenditures and may assist higher-level staff with developing and coordinating statewide program activities.

The scope of Ms. Hull's position does not fall within the Program Coordinator or Program Specialist 2 class, or within the Program series as a whole. Allocation to a class within the "Program" series requires an assignment of work that is unique and specific to a particular program and not work that is specifically described by another class specification. Travel and expense management for the Department of Athletics does not meet the definition of a program as required for allocation to a Program Specialist 2 class.

For example, I concur with WWU's assessment that while travel coordination and travel expense management are large and important functions for the Athletics department, those functions are transferable and applicable to every department at the University. In addition, while Ms. Hull has been delegated authority by the Director of Athletics to direct all travel functions for the department and have budgetary authority over travel expenses, she does not

organize, coordinate, or direct the operations of a program within the context of the Program series as required.

For these reasons Ms. Hull's position should not be allocated to a class within the Program series.

Comparison of Duties to Program Manager

The Definition for the Program Manager A class states: “[s]upervises 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 Distinguishing Characteristics of the Program Manager A classification state:

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.

The State HR *Glossary of Classification Terms* provides further guidance on the level and scope of work performed by Program Managers. The *Glossary* defines the duties of a **Program Manager** involve authority over:

- Development of program goals and objectives
- Development of timetables and work plans to achieve program goals and objectives
- Development of program policies and procedures
- Preparation of program budgets, adjustments of allotments and authorizing expenditures
- Controlling allocation of program resources
- Setting and adjusting program priorities
- Evaluating program effectiveness

In addition to my earlier comments, Ms. Hull's position does not exercise the scope or breadth of authority required by the Definition of the Program Manager class.

Ms. Hull has been delegated travel coordination responsibility for the Department of Athletics. However, the scope of this function does not reach management-level responsibility for supervising a division of a major administrative department, operating unit or program undertaking with responsibility for planning, coordinating and implementing all functions as required. This level of responsibility rests with her supervisor, Mr. Card.

In addition, as stated in the Distinguishing Characteristics, 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. Ms. Hull's position does not encompass this level of responsibility.

For example, Mr. Card retains management-level responsibility over the Athletic department's goals and objectives. Ms. Hull does not have the latitude to independently establish and adjust priorities or evaluate program-level effectiveness at the level of a Program Manager. Mr. Card retains authority for evaluating the program's overall effectiveness, including the department's overall travel function.

In addition, Ms. Hull does not have responsibility for administering two or more of the following services as required: funds management, contract administration, management analysis, property management, space management, program management, budget planning, public information, faculty, staff and student services administration, personnel administration, or staff supervision.

Ms. Hull has been delegated administrative responsibility to make travel arrangements within budgetary guidelines and manage payments for various travel related services. However, Ms. Hull does not have responsibility for budget planning at the level of a Program Manager. Mr. Card retains overall responsibility for setting the department's goals and objectives and developing the department's budget.

Ms. Hull does not have responsibility for planning, developing or controlling the departmental budget, nor does she have the authority to make changes to the budget. Ms. Hull does develop travel budget estimates once the travel schedule is developed by Mr. Card; and approves, tracks, and monitors travel expenditures. Her duties include gathering and entering information into detailed spreadsheets and providing travel budget information to Mr. Card to assist him in making budget decisions. Ms. Hull reviews and audits travel invoices to ensure correct billing. She also tracks, monitors, audits and reports expenditures and discrepancies. When considering the overall assignment of work to Ms. Hull's position, the bulk of her work relates to tracking and monitoring budget-related travel activities for the Department of Athletics.

Ms. Hull does not manage funds or contracts. Ms. Hull does not have responsibility for departmental personnel administration or staff supervision. Her position does not assist senior officials in the administration of proper personnel practices and procedures, and she has not been assigned supervisory responsibility over staff. Ms. Hull does not have administrative management responsibilities relative to management analysis, space management, or public information. Ms. Hull does not have responsibility for performing space and equipment analysis.

In addition, Ms. Hull does not develop program-level policies and procedures but rather develops office administration processes and procedures within the specific operating parameters established by the University's Travel Office. Ms. Hull does not supervise staff.

In summary, Ms. Hull supports the Director of Athletics, Mr. Steven Card. While she exercises a high level of responsibility and independence providing travel coordination support for the department including approving travel budget expenditures, her duties are best described as providing administrative rather than program management support to the department. Mr. Card retains overall responsibility and authority for control of the department and the various administrative functions and services that report to him.

Ms. Hull's position does not rise to the level or scope of responsibility required for allocation to the Program Manager A class.

Comparison of Duties to Administrative Assistant 3

The Definition for the Administrative Assistant 3 class states:

Positions perform varied administrative and secretarial support duties or positions are responsible for one or more major program activities under a second line supervisor.

The Distinguishing Characteristics for this class states:

Positions are delegated higher-level administrative support duties or positions are delegated one or more major program activities that would be performed under a second-level professional supervisor, manager or administrator in WMS Band II or above or in exempt service, chief administrator, or head of a major organizational unit such as a school, college, or major academic or administrative department. Only one position will be allocated to an individual second-line supervisor for those positions performing one or more major program activities.

A major program activity is defined as a function that is a major element of the supervisor's job. The duty must stand alone and would create significant adverse consequences if poorly performed. However, full delegation can't occur if the supervisor's position requires specialized licensure such as attorneys, medical doctors, and engineers.

Higher-level administrative duties are duties of a substantive nature that are appropriate to be performed by the supervisor, manager, administrator, or professional level employee but have been delegated to the administrative assistant to perform. Areas may include but are not limited to, the following: budget development and/or management, expenditure control, office space management, equipment purchases, budget development and/or management, public relations, personnel administration, records management, and report preparation.

Incumbents in these positions represent the supervisor's and/or unit's goals and interests and provide interpretation or explanation of the supervisor's policies or viewpoints.

The overall scope and level of responsibility of Ms. Hull's position, and the majority of her duties as a whole, more accurately align with the Definition and Distinguishing Characteristics of this class.

Ms. Hull has been delegated authority by the Director to administer all travel activities for the Department of Athletics. The tasks she performs fall within Mr. Card's scope of authority. Ms. Hull relieves the Director of administrative responsibility for approving and coordinating travel arrangements for the department's coaching staff and students. Ms. Hull establishes travel budgets once the travel schedule has been approved by the Director. She approves travel requests, and tracks and monitors travel expenditures. She also points out discrepancies and makes recommendations to departmental staff to stay within the established travel budget. Her duties include gathering and entering information into detailed spreadsheets and providing travel budget information to Mr. Card to him in projecting travel budget costs for planning purposes. This scope and level of responsibility for administering the department's travel function falls within the definition of this class of providing higher-level administrative support to the head of a major administrative department.

Additionally, her level of decision making authority is consistent with this class such as approving expenditures within the allotted budget which includes making travel purchases with the department's purchasing card. In addition, following the NCAA guidelines add an additional layer of complexity to Ms. Hull's travel coordination responsibilities.

Ms. Hull represents the Director's interests and provides interpretation or explanation of travel policies to departmental coaches regarding administrative operations and/or procedures related to travel. She is the sole point of contact for the department when travel issues arise or an immediate response is needed regarding unforeseen travel issues. She coordinates daily travel-related activities and functions with the coaches, athletes and staff. However, Ms. Hull requires her supervisor's approval to act for administrative issues of a substantive nature such as determining the department's travel schedule.

Ms. Hull's duties are also consistent with the following typical work statements which provide examples of work performed at this level:

- Establishes procedures and interprets and applies administrative policies to the work of the unit;
- Evaluates costs and/or approves purchases for expenditures...;
- Participates in budget preparation; develops budget estimates; monitors budget status and expenditures;
- Assists in devising unit standards/procedures to ensure adherence to policies regarding tasks such as budgeting, purchasing, and contract administration;
- Represents management and serves as the primary contact in assigned program areas;
- Prepares reports, ...
- Coordinates with other departmental staff members on administrative practices and procedures;
- Serves as a liaison between supervisor and other staff; members, relaying assignments and requesting status information;

The focus of Ms. Hull's position and the majority of her administrative duties as a whole more fully align with these statements.

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. *Dudley v. Dept. of Labor and Industries*, PRB Case No. R-ALLO-07-007 (2007).

In this case, the majority of the duties assigned to Ms. Hull's position and her level of responsibility and delegated authority are best described by the Administrative Assistant 3 class.

Her 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 PO Box 40911, Olympia, Washington, 98504-0911. The PRB Office is located on the 3rd floor of the Raad Building, 128 10th Avenue SW, Olympia, Washington. The main telephone number is (360) 407-4101, and the fax number is (360) 586-4694.

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

c: Sunday Hull, WWU
 Elyse Maffeo, PSE
 Lea Aune, WWU

Enclosure: List of Exhibits

SUNDAY HULL v WWU

ALLO-15-025

List of Exhibits

A. Sunday Hull Exhibits

1. Request for Director's Review	1
2. Athletic Department Travel Manager Job Description	22
3. Documentation of Travel Training Provided for Kay Davis	24
4. Athletic Department Travel Budget	29
5. Western Washington University's Athletic Teams	31
6. Travel Overview	33
7. Travel Documents to Honolulu	43
8. Travel Documents to Hawaii/Vegas	97
9. SPU Basketball Travel	128

B. WWU Exhibits

1. Report of Position Review	1
2. Position Description	8
3. Organizational Charts	17
4. State Class Specification - Program Coordinator	19
5. State Class Specification – Program Manager A	20
6. State Class Specification – Program Specialist 2	22
7. State Class Specification – Administrative Assistant 3	23
8. Comparison Worksheet	25
9. Report of Position Review Dated 09/13/12	26
10. Email exchange with Audrey Ulrich @ OFM dated 01/02/15	28
11. Email exchange with Linda Beckman, Director Budget dated 12/31/14	30
12. Email exchange with Linda Beckman, Director Budget dated 11/14/14	32

C. Class Specifications

1. Program Coordinator
2. Program Manager A
3. Program Specialist 2
4. Administrative Assistant 3