

December 21, 2007

Mr. George Price, Human Resources Consultant
Washington State Parks and Recreation Commission
Tumwater WA

RE: Duane Dahlke v. Washington State Parks and Recreation Commission
Director's Review ALLO-06-036

Gentlemen,

Mr. Duane Dahlke filed a director's review request dated November 18, 2006 in response to Mr. George Price's November 7, 2006 allocation determination that Mr. Dahlke's position should continue to be classed as a Construction and Maintenance Project Specialist 1 (CAMPS 1). Mr. Dahlke is employed by the Washington State Parks and Recreation Commission (Parks) at Lincoln Rock and Daroga State Parks.

On October 31, 2007, I conducted a Director's review telephone interview concerning the allocation of Mr. Dahlke's position. Present at the Director's review interview were Mr. Dahlke, Mr. George Price, Human Resource Consultant, Parks; immediate supervisor, Mr. George Edison, Park Ranger 4, Area Manager, Lincoln Rock and second level supervisor, Mr. Scott Griffith, Human and Financial Resources Manager, Eastern Region.

Background

On August 22, 2006, Mr. Dahlke completed a classification questionnaire (CQ) to submit to Parks Human Resources Office, requesting that his Construction and Maintenance Project Specialist (CAMPS) 1 position, #465-1071, be reallocated to a CAMPS 2. With an attached note dated Aug. 26, 2006, George Edison, Mr. Dahlke's immediate supervisor, stated his disagreement with several items of the CQ. He questioned whether or not the definition of "plant" maintenance fit the described responsibilities. He suggested it was more of a "facility". Mr. Edison further noted that although Mr. Dahlke provides input, he does not have responsibility to direct or coordinate projects (Exhibit E-2).

By hand-written response dated August 29, 2006, Mr. Dahlke stated that he does direct and coordinate [projects] on an ongoing basis at Lincoln Rock and when needed, at other state parks. Mr. Dahlke questioned any legal references for the definition of "plant" and the calculation of the percentage of work time he was doing plant maintenance (Exhibit E-2a).

By letter dated November 7, 2006, Mr. Price informed Mr. Dahlke that his position was properly allocated as a CAMPS 1. Mr. Price concluded that Mr. Dahlke did not perform plant maintenance a majority of the time nor did he lead two or more journey level trades employees. Mr. Price advised these duties are required in the CAMPS 2 classification. Mr. Price determined the appropriate classification for Mr. Dahlke's position was CAMPS 1 (Exhibit E-4).

Mr. Dahlke filed a director's review request dated November 18, 2006 (Exhibit E-1). On November 21, 2006, Mr. Dahlke completed a revised classification questionnaire for the review time period, indicating he spends 54% of his time doing plant maintenance (Exhibit E-5). He submitted this revised CQ with his request for a director's review. On February 23, 2007, Mr. Dahlke completed a supplemental expansion of duties form that is specific to plant maintenance (Exhibit E-6) for the review time period. This form is not signed by his supervisor. During the phone interview, Mr. Price indicated that this form is considered part of the revised CQ and is not required to be separately signed by the supervisor.

By e-mail on March 12, 2007, Mr. Price informed Mr. Scott Griffith that the allocation review was completed of the revised classification questionnaire dated November 21, 2006 (Exhibit E-5), and the amended supplemental expansion statement form dated February 23, 2007 (Exhibit E-6). In reviewing the amended supplemental expansion statement, Mr. Price determined that for 25% time (of the 54% time spent doing plant maintenance), Mr. Dahlke did non-maintenance plant work. This calculated to Mr. Dahlke doing journey-level plant maintenance only 40.5% of his work time. Mr. Price concluded that for 40.5% of Mr. Dahlke's work time he does multi-skilled journey-level plant maintenance. Because this is not a majority of his work time, Mr. Price determined the appropriate classification for Mr. Dahlke's position was the CAMPS 1 (Exhibit E-9).

In his letter of Nov. 18, 2006, Mr. Dahlke disagrees with Mr. Price's calculation of his work time (Exhibit E-1). He states that his position meets the expanded definition of plant maintenance in the *June 2006 Construction and Maintenance Project Specialist 2 Definition Interpretation* agreement between the representing union, WFSE, and Parks (Exhibit E-8). During the phone interview, Mr. Price stated this agreement became effective mid-June, 2006.

During the phone interview, Mr. Dahlke expressed concern that his work is not being considered as *plant* maintenance. He maintains that 54% of his work is plant maintenance and his position should be reallocated to the CAMPS 2.

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. 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).

This position review was based on the work performed for at least the six-month period prior to August 22, 2006. As the Director's designee, I considered the written documentation and exhibits in the file, the verbal comments provided by the parties, and the CAMPS 1 and 2 classifications. Based on my review and analysis of the documents submitted, and the comments during the phone interview, as well as the information recorded by Mr. Dahlke's supervisors and Mr. Price, I conclude Mr. Dahlke's position should be reallocated to the CAMPS 2 classification.

Rationale for Determination

An allocation determination is based on the overall duties and responsibilities assigned to a position as documented in the classification questionnaire. The classification questionnaire becomes the basis for the allocation decision. In this review, there are a number of classification questionnaires, duty expansion statements and other documents to consider.

- Mr. Dahlke submitted a completed CQ dated August 22, 2006 which is signed by his supervisor Mr. Edison, and his second level supervisor, Mr. Griffith; both supervisors disagreed somewhat with Mr. Dahlke's statements (Exhibit E-2). In response to the supervisors' comments on this CQ, Mr. Dahlke submitted a hand-written letter dated August 29, 2006 (Exhibit E-2a). The job description for position #1071, referred to in questions #35 and #36 of the CQ, was provided by Mr. Price and is dated February 7, 2002 (Exhibit E-3).
- Further clarification that is reflective of the time period is provided in a revised CQ for Mr. Dahlke dated November 21, 2006, and is signed by both Mr. Edison and Mr. Griffith (Exhibit E-5).
- Mr. Dahlke also submitted a document reflective of the review time period titled, *Performs multi-skilled journey level work in plant maintenance* dated February 23,

2007. During the phone interview, Mr. Price indicated this document is part of the revised CQ and is not required to be signed by the supervisors (Exhibit E-6).

- An additional submission from Mr. Dahlke is a *Construction and Maintenance Project Specialist 2 Definition Expansion Statement* of duties dated July 25, 2006 which is not signed by a supervisor (Exhibit-E-7).
- While not allocation criteria, the submitted *Construction and Maintenance Project Specialist 2 Definition Interpretation* is an agreement between WFSE, the representing union, and Parks. During the phone interview, Mr. Price indicated that this final interpretation within Parks of the definition for the CAMPS 2 was agreed to in mid-June, 2006 (Exhibit E-8).

The duties described in the CQs are consistent with the typical work listed in both the CAMPS 1 and 2 classifications. The typical duties are similar for both classes. The distinctions between the two classes are found in the definitions.

The definition for the CAMPS 1 class states:

“performs multi-skilled journey level work in the building and construction trades” (Exhibit E-11).

The definition for the CAMPS 2 class 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.” (Exhibit E-12).

Although not allocating criteria, the June 2006 Parks and WFSE union agreement titled *Definition Interpretation for the Construction and Maintenance Project Specialist 2 Classification*, supports the interpretation of the definition of CAMPS 2 within Parks (Exhibit E-8). This document addresses plant maintenance and states in part:

Park Area – A Park that has one or more satellite Parks reporting to the Area Manager, directly or indirectly. Equivalent to Park Area is defined as an employee that is assigned to multiple Parks with different Managers, within a Region.

... Performs multi-skilled journey level work in **plant maintenance**:

Multi-skilled- Utilizes two or more trades, such as carpentry and electrical.

Journey-level – Fully competent and qualified in all aspects of a body of work and given broad/general guidance, can complete work assignments to standard under minimal supervision. (Note: This language is almost identical to the definition of journey-level found in the Dept. of Personnel's *Classification and Pay Guide*, January 2005, pg 26).

Plant – Includes water/sewer systems, water/wastewater treatment systems, and other comparable systems that require licensure/certification for operation.

Maintenance – Performs upkeep and new construction on the plant, utilizing multiple trades, including but not limited to carpentry, electrical, masonry and plumbing.

During the phone interview, Mr. Edison commented that generally a plant would refer to utilities such as heating plant. Mr. Griffith noted on the classification questionnaire dated November 21, 2006 that “park does not equate to a plant . . .” (Exhibit E-5).

Mr. Price's letter of November 7, 2006 confirms that Mr. Dahlke does “perform plant maintenance on water distribution, irrigation distribution and wastewater distribution systems, as well as assist in planning and coordinating construction and maintenance projects and often leading those projects.” Mr. Price continued, “Because you do not perform plant maintenance a majority of the time and you do not lead two or more journey level trades employees, your position is properly allocated at the Construction and Maintenance Project Specialist 1.” (Exhibit E-4)

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.

On a best-fit basis, I find that Mr. Dahlke's position should be reallocated to a CAMPS 2 classification as he “performs multi-skilled journey level work in plant maintenance for a majority of his work time”. As noted by Mr. Price and in the CQs, Mr. Dahlke provides multi-skilled journey-level work in plant maintenance. The plant is identified as the potable water distribution, irrigation water distribution and wastewater distribution systems (Exhibit E-4 and E-12). Mr. Dahlke assists in the planning and often leads others in construction and maintenance projects requiring multi-skilled journey level work. In his work responsibilities, Mr. Dahlke has and uses journey level skills in several trades, including plumbing, electrical work, carpentry and masonry. Mr. Dahlke is responsible for plant maintenance on water distribution, irrigation distribution and wastewater distribution systems at the Lincoln Rocks and Daroga State Parks. It was noted during the phone interview that, with his supervisor's approval, Mr. Dahlke goes to Yakima, Lake Chelan, Lake Wenatchee, Osoyoos and other state parks, to resolve potable water distribution, irrigation and/or wastewater distribution and other problems. Mr. Dahlke is required to have a wastewater operator's license. In addition, he has a CDL endorsement on his driver's license. Although not required by his job description, Mr. Dahlke indicated he has a good understanding of the Dept. of Health regulations regarding water.

The several classification questionnaires and expanded duties statements for the review time period have varying percentages for work time doing plant maintenance. The revised CQ of November 2006, which Mr. Price used to make his final allocation determination, indicates the Mr. Dahlke spends 54% of his work time doing plant maintenance. Mr. Price indicated that in the expanded and detailed document titled the "*Non-maintenance- Monitoring and trouble shooting problems*", 25% of the work was non-maintenance work and not journey-level plant maintenance work. Therefore Mr. Price found the proper allocation to be CAMPS 1 (Exhibit E-4).

In the expanded document, "Performs multi-skilled journey level work in plant maintenance," Mr. Dahlke indicated that 25% (of the 54%) of his work time is *Non-maintenance – monitoring and trouble shooting problems*. He uses electrical, plumbing, hydraulics', engineering electronics and other trades' skills to do the monitoring required to protect plant assets. Non-maintenance work is described in part as ". . . duties required in my job are to take and report meter reads, monitor lagoon levels, effluent coloration and make adjustments as required. . . trouble shooting the initial [electrical] problem can become quite difficult . . . tracing and testing circuits can take hours. . . procurement of the parts needed for repair...." (Exhibit E-6).

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).

The definition for the CAMPS 2 addresses plant maintenance as "*performs multi-skilled journey level work in plant maintenance*". To parallel the guidance from the PRB found in the Salsberry vs. Parks, the CAMPS 2 does not require positions allocated to that classification to have responsibility to use journey level skills in plant maintenance a majority of time. Rather, the classification sets the standard as journey level for those skills required in performing plant maintenance.

Although reading meters and monitoring lagoons may appear to be less than journey-level skill, it is reasonable to conclude that multiple journey-level skills and knowledge are required to analyze the information from the meters and monitoring process to maintain the plant assets. The gauges, meters, and monitoring information are, in some cases, the critical first indicators of problems and the journey-level expertise for a correct analysis and understanding of possible consequences, as well as any resultant needed repairs, is imperative.

Mr. Dahlke spends a majority of his work time doing plant maintenance work which requires multiple journey level skills. Mr. Dahlke is required to be certified as a waste water operator to fulfill his job duties. Mr. Dahlke is required to have journey-level skills in several trades, including plumbing, electrical, masonry, carpentry and light and heavy equipment operation.

These work characteristics are encompassed in the responsibilities, certifications and skills required of CAMPS 2 classification. Mr. Dahlke's position should be reallocated to the CAMPS 2 class.

Appeal Rights

Because this position is covered by a Collective Bargaining Agreement, please refer to the contract to determine whether the parties have appeal rights to the Personnel Resources Board.

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

Sincerely,

Meredith Huff
Director's Review Unit
Legal Affairs Division
Department of Personnel

c: Mr. George Edison, Area Manager, Lincoln Rock
Mr. Scott Griffith, Eastern Region, Human and Financial Resource Manager
Lisa Skriletz, DOP

Enclosure: List of Exhibits

Duane Dahlke Exhibits
ALLO-06-036

- E-1** Duane Dahlke's letter requesting a Director's Review dated Nov.18, 2006
- E- 2** Mr. Dahlke's classification questionnaire (CQ) signed Aug. 22, 2006; signed by supervisors, including note from Mr. Edison, supervisor. Date stamped into Human Resources Sept. 05, 2006.
- E-2a** Mr. Dahlke's Aug. 29, 2006 handwritten response to supervisor's comments on CQ dated Aug 22, 2006.
- E- 2b** Mr. Dahlke's FAX transmittal and memo to Mr. Price dated Aug. 29, 2006.
- E- 2c** Duplicate copy of Mr. Dahlke's CQ signed Aug. 22, 2006; no supervisors' signatures
- E- 3** Position (Job) description dated Feb. 7, 2002 with organization chart for position #1071; referenced on Aug. 22, 2006 CQ.
- E- 4** Mr. Price's allocation determination letter dated Nov. 7, 2006
- E- 4a** Duplicate copy of Mr. Price's allocation determination letter dated Nov. 7, 2006
- E- 5** Mr. Dahlke's revised CQ signed Nov. 21, 2006 with supervisors' comments and signatures
- E-5b** Duplicate copy of Mr. Dahlke's revised CQ signed Nov. 21, 2006; no supervisors' signatures
- E- 6** Mr. Dahlke's expanded *Performs multi-skilled journey-level work in plant maintenance statement* of duties signed Feb. 23, 2007
- E- 7** Mr. Dahlke's completed *Construction and Maintenance Project Specialist 2 Definition Expansion Statements* dated July 25, 2006
- E- 8** Email from Mr. George Price, Parks, dated June 30, 2006 including WFSE and Parks agreed *Construction and Maintenance Project Specialist 2 Definition Interpretation*
- E- 9** Allocation decision by e-mail from Mr. George Price dated March 12, 2007
- E- 10** Mr. Dahlke's letter to Mr. Price, dated May 11, 2007
- E- 11** Classification for Construction and Maintenance Project Specialist 1, Parks #70530
- E- 12** Classification for Construction and Maintenance Project Specialist 2, Parks #70540
- E-13** Scheduling documents for telephone interview