

Report on Position Study Outcomes 2012

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City of Madison Human Resources
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Executive Summary

The position study process outlined in the City of Madison Personnel Rules is designed to have no impact on the City's Operating Budget. Departments are asked to provide a funding plan for any outcome that would result in an increase to a position's salary range. This ranges from funding through salary or other departmental savings, grant money, or anticipated increased revenues. Otherwise, new positions are created through the Operating Budget process with appropriate funding allocated at that time.

In 2012, the Human Resources Department received 42 position study requests. Of the 42 requests, 22 resulted in encumbered positions moving to a classification in a different, usually higher, salary range. Of the 22 requests that resulted in encumbered positions moving to a different classification, 14 involved positions represented by a union, or 64%.

Between 2009-2012, the Human Resources Department received 179 position study requests. Of the 179 requests, 76 resulted in encumbered positions moving to a classification in a different, usually higher, salary range. Of the 76 requests that resulted in encumbered positions moving to a different classification, 38 involved positions represented by a union, or 50%.

The remaining requests in each year either involved vacant positions, newly created positions, were denied, or had a different outcome described in greater detail in this report.

Between 2009-2012, there have been 5 studies out of the 179 requests that have involved the recreation of represented positions into non-represented positions, or 2.7% of all requests. In addition, 1 study involved the recreation of a non-represented position into a represented position. This only counts positions that were actually recreated, and does not include situations where additional FTE of either represented or non-represented positions were requested and approved, either through the position study process or the budget process.

Overview

The City of Madison Personnel Rules outline the process by which positions are assigned to classifications and salary ranges. This can be accomplished in a number of ways. One common way is through creation of a new position which is then classified within the City's classification system. This generally happens through the budget process, although it is possible to create a new position outside the budget process. The other common way is through the position study process whereby an encumbered position is studied to determine whether it remains appropriately classified based on the assigned duties and responsibilities.

The City of Madison has approximately 2,750 permanent budgeted FTE. In 2009, Human Resources received 49 position study requests; in 2010, 33 requests were received; in 2011, 55 requests were received; and in 2012, 42 requests were received. On average, 45 requests were received annually, representing approximately 1.6% of the total budgeted permanent FTEs.

It is important to highlight that these numbers are the total number of requests received in Human Resources. This includes requests that were later withdrawn or denied. These outcomes are never seen by the Council or Board of Estimates as they do not result in a change to the classification or compensation systems. The next section of this report will outline the types of actions that appear before the Personnel Board and Common Council, followed by a detailed discussion of the requests and outcomes.

Actions that appear before the Personnel Board/Common Council

New Positions/Classifications

Certain actions that come before the Personnel Board and the Board of Estimates/Common Council are the result of a new classification or position being created. Many times, a department will request that a new position be created to perform certain work that is not currently being done. This work may or may not be described by an existing classification. If Metro requests and is granted additional Transit Operators through the budget process, because Transit Operator already exists in the classification scheme, no further action is required. However, in 2011, when the Common Council requested a Research Analyst position, no current classification described this work. Rather, although the funding was approved through the budget process, Human Resources was required to determine the appropriate job title, compensation group, and salary range. In the 2012 budget, the position was identified as Common Council Legislative Analyst, in CG-Range 18-xx. The study process formally created the new classification in the Madison General Ordinances, and placed the classification in CG18-08. Without this additional process, the position could not be filled. A large number of actions seen

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by the Personnel Board and BOE/Common Council are similar actions, where new positions had been authorized, but need to be officially placed in the classification and compensation plans.

The Position Study Process

Chapter 4 of the Personnel Rules outlines the process by which a position study may be initiated. The study request may be made by the supervisor or by the employee pursuant to the criteria outlined in the Personnel Rules.¹ The requesting party is required to submit 2 documents to initiate a study request. The first document is a position description with the current duties and responsibilities assigned to that position. The second document is a Classification Change Worksheet which provides information such as:

- The incumbent's position and pay range
- The changes in duties and responsibilities which require a study to be done
- The consequences of not assigning these changed duties and responsibilities to this position
- A funding plan for how the reclassification (if any is approved) would be paid for in the current and subsequent years.
- Signature of the Department/Division Head.

As noted, the Classification Change Worksheet asks the department/division to develop a plan to fund an increase in its Operating Budget. If an employee is moved to a higher range or a new position is created in a department/division, this money must come from elsewhere in the department/division budget. This type of action is generally not funded with an additional appropriation of the City's general revenues unless it is a new position approved during the budget process. Some departments/divisions fund reclasses through anticipated increased revenues; some fund through salary or other savings within their department; some fund through grants. The additional spending must also be incorporated in future year budget requests. So if the Mayor is seeking a 5% cut in the operating budget, the additional salary costs will be figured into the 5% cuts. In any case, the department is required to pay for the changed budget in some fashion, making the action cost neutral on the City's overall Operating Budget. Once the paperwork is complete, these documents are submitted to Human Resources. The

¹ Since the Personnel Rules were updated in 2009, 2 requests in 2009 (1 in the Assessor's Office, and 1 in Fleet Services), and 1 in 2011 (Monona Terrace) were submitted by individuals. The Assessor's Office study resulted in a new classification scheme being created, the Fleet Services request was denied, and the Monona Terrace request was withdrawn as the incumbents failed to submit the required documentation.

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documents are reviewed to ensure they are complete before initiating the position study process.

Once in HR, the first step in the study process is to have the assigned HR Analyst meet with the supervisor of the position and then with the incumbent to ensure an understanding of the duties and responsibilities in the position description. Assuming the position description accurately reflects the information received in these interviews, the HR Analyst will then compare the position being studied to other positions in the City's Classification Plan to determine the appropriate classification.

A number of indicators are listed in the Personnel Rules which factor into a classification determination, including:

Technical Knowledge	Specialized Knowledge	Required education
Managerial Responsibility	Budgetary authority	Programmatic authority
Policy development	Policy interpretation	Autonomy
Required licenses/certifications	Required years of experience	Physical Demands
Supervisory Responsibility	Specialized Training related to the position	Mental Demands
Physical Environment including hazardous conditions	Compensation of position compared to relevant labor market	Decisional impact

The Personnel Rules also outline a number of factors that are not considered in the study process, including:

- Employee's current rate of pay
- Employee's length of service
- Special training the employee has received not related to the current position
- Employee's performance
- Employee's likability

If it is determined that an encumbered position has undergone a change in the duties and responsibilities resulting in a change in classification, then Human Resources must evaluate what to do with the incumbent. If the changes are logical and gradual, the incumbent will be reallocated to the new classification and salary range. If the changes are not logical, the position will be reclassified and filled through competition. If the changes are logical but not gradual, the position study process will wait until the changed duties and responsibilities have been associated with the position for at least six months to ensure that the changes are permanent. These concepts are explained in greater detail in the Personnel Rules.

Regardless of the outcome of a position study, the HR Analyst will prepare a memo outlining the final recommendation. If a position is to be changed and/or an incumbent moved, Human

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Resources will also prepare the appropriate ordinance and/or resolution for Council consideration. Position changes involving encumbered positions, new classifications, or title changes will be referred by Council to the Personnel Board for recommendation on the action, as well as the Board of Estimates for financial consideration, before being referred back to Council for final approval. If an agency is only seeking to add FTE to an existing classification, the request will be referred by Council to the Board of Estimates for financial consideration before being referred back to Council for final approval.

The Personnel Board is made up of 5 citizen representatives. Four of the members are appointed by the Mayor, the fifth representative is appointed by organized labor, and all members are subject to Council approval. In general, the Board's responsibility regarding classification/compensation determinations is to ensure we are following the Personnel Rules and appropriately classifying positions according to the City's Classification Plan.

Position Study Outcomes

There are generally 2 outcomes of position studies. The first outcome involves encumbered positions and results in employees moving to another classification without having to compete. This can happen by a position being moved to a new classification based on changed duties and responsibilities, by an employee progressing through a career ladder, or by an entire classification being changed and then incumbents moved to the new classification. The second type of outcome does not result in a change to an encumbered position. It may be that a new position is created and posted to be filled through competition, a vacant position is recreated, or that the study results in no change to the incumbent. The different outcomes will be described in more detail in this section. However, the following summary tables outline the different outcomes and their impact on represented classifications/positions in 2012, as well as the years 2009-2012. Following the tables is a discussion of the various position study outcomes, with a focus on the 2012 studies.

Table 1—Position Study Outcomes—2012

Study Outcome	Represented Position/ Classification affected	Non-Represented Position/ Classification affected	Total
Reclass of individual	6	2	8
Career Ladders	4	4	8
New classification created	4	3	7
New position created	2	11	13
Retitle classification/ position	1	1	2
Recreate vacant position	2	0	2
Request denied	1	0	1
Withdrawn	0	1	1
Total	20	22	42

Table 2—Position Study Outcomes, 2009-2012

Study Outcome	Represented Position/ Classification affected	Non-Represented Position/ Classification affected	Total
Reclass of individual	23	20	43
Career Ladders	7	11	18
New classification created	8	7	15
New position created	6	31	37
New hourly classification created	2	0	2
Retitle classification/ position	3	9	12
Recreate vacant position	14	5	19
Downgrade position	1	2	3
Request denied	5	5	10
Withdrawn	6	6	12
Other outcome	4	5	8 ²
Total	79	100	179

² The “Other” category includes an update to the City of Madison Personnel Rules, which directly affects both represented and non-represented positions so it is included in both categories.

Movement of Encumbered Positions

Reclass of Individual—There is a general presumption that the result of all position studies involves employees moving to a higher salary range without having to compete. While this can be true, it is not the case in the majority of position studies submitted to Human Resources. Of the 42 position study requests in 2012, 8 resulted in employees being reallocated to higher classifications and salary ranges without having to compete (not including career ladders or the creation of new classifications), or 19%. When looking at the total amounts from 2009-2012, the number of reclasses was only 43 out of 179 studies, or 24%.

Another common misconception is that represented employees do not have their positions studied and reclassified to higher salary ranges as often as non-represented employees. However, in 2012, 6 of the 8 studies that involved a reclassification, or 75%, involved represented employees moving to higher classifications. Between 2009-2012, 23 of the 43 studies that resulted in a reclassification, or 53%, involved represented employees.

Career Ladders—Certain classifications in the City are set up intentionally for employees to advance to higher salary ranges as a function of the employee's career development. This can be seen prominently in a number of the professional classifications such as Accountant, Engineer, Architect, Landscape Architect, Administrative Analyst, and others. Represented classifications also have career ladders established, such as Clerk Typist 1-2, Police Report Typist 1-2, Property Code Enforcement Officer, Code Enforcement Officer, and others.

A career ladder works as follows: The position is usually included in a department budget at the full-performance level but actually filled at the entry level. Then as an employee gains experience and is able to work independently with a demonstrated level of skill, the employee may be moved to the next level. Career ladders may include 2 or 3 steps, depending on how it is designed. Certain steps may require the incumbent to acquire certifications in order to achieve the step. In many cases, the top level of a career ladder classification is not achieved through a reclass process but rather a competitive process. The benefit of the career ladder is that it provides a department with the opportunity to train an employee and provides the employee with defined opportunities to advance as the employee's skills develop. In career ladder situations, positions are placed in the compensation plan based on the objective level of performance and generally the entry level will be 2 pay ranges lower, although this may vary.

In certain career ladder situations, a department is allowed to budget the position at the higher level and then move incumbents to the next level by sending a personnel action form to Human Resources when the incumbent has achieved the criteria of the higher level. These requests do not go through the study process. Also, it should be noted that the represented Clerk Typist and Police Report Typist career ladders are established by Ordinance and do not require a formal

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position study so the report does not include those positions. Other represented career ladder positions, such as the Traffic Signal Maintenance Worker/Traffic Signal Electrician 1-2 are filled through internal competition and are also not represented in this report. In other cases, especially at the higher end of the ladder, the department will put forth a study request as described above and Human Resources will determine whether the individual meets the criteria of the next level.

In 2012, 8 studies (4 represented and 4 non-represented) involved individuals moving through a career ladder, including represented employees in Traffic Engineering progressing from Engineering Aide to Engineering Program Specialist. Between 2009-2012, 18 studies involved individuals moving through a career ladder, 39% of which involved represented employees.

New Classifications—In certain cases, a department will determine that an existing classification no longer appropriately describes the work of the department. New classifications may be created in order to capture the new work being performed. For instance, in 2012, new classifications of City Channel Engineer, Engineering Operations Leadworker, Monona Terrace Technical Services Worker 1-2, and Fire Education/Enforcement Specialist were created for represented employees. The non-represented classifications of Police PIO 1-2, Streets/Public Works Strategic Initiatives Coordinator, and Architect 4 were created for non-represented employees. It should be noted that the Architect 4 replaced the City Architect classification and was placed in a lower salary range. The incumbent, however, had his salary red-circled per the Personnel Rules.

In 2012, 7 position studies resulted in the creation of new classifications and the reallocation of the incumbents to the appropriate levels within the new classification. Four of these studies involved represented classifications. Between 2009 and 2012, 15 studies involved creation of new classifications, with 8 of the 15, or 53%, involving represented classifications.

The previous discussion involved those position study requests that actually resulted in employees being moved to a new classification and salary range. This represents a total of 23 of the 42 requests received in 2012 (55%), and 76 of the 179 study requests (42%) received in Human Resources in the last 4 years, or an average of 19 actions per year. When compared to the City workforce as a whole, the movement of employees without competition represents less than 1% of the approximately 2700 permanent employees in the City.

Outcomes Resulting in No Change to Encumbered Positions

New Positions—Many times, a department will create a new position in the budget and then ask Human Resources to place the new position within the Classification and Compensation Plans. In other cases, the department will ask for additional FTE within existing classifications.

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These types of requests do not result in individuals being reclassified. Rather, these requests typically involve vacant positions and after the request has been approved, the position is posted and filled through competition.

In 2012, 13 studies resulted in the creation of new positions. Of the 13, 2 studies resulted in the creation of new represented positions. However, this number does not include the creation of new represented positions through the budget process where a classification already exists, as discussed earlier. It is much more likely that new non-represented positions will have to go through the study process even if already approved through the budget process as the duties and responsibilities are less defined and require a study. This is borne out by the numbers, which show that between 2009-2012, 37 new positions were created, 31 of which were non-represented. Some examples include the Common Council Legislative Analyst, Housing Initiatives Specialist, Grant Writer, CDA Executive Director, and Deputy City Attorney.

Of the 13 studies in 2012, 2 resulted in the elimination of represented positions to fund the creation of a new non-represented position. One involved the creation of a professional Management Information Specialist 2 at Monona Terrace to oversee the separate computer network at the facility, work previously performed by a represented AV Technician. The other was the creation of a third professional Accountant 1 in the City's Central Payroll office, replacing the represented Payroll Technician 2 position. Since 2009, only 3 other studies appear to have involved the replacement of a represented position with a non-represented position:

- Senior Center Program Coordinator (CG18-04) replaced the represented Senior Center Program Assistant to reflect the professional nature of the programming work for seniors. (2009)
- A professional Accountant 1 replaced a represented Accounting Technician 2 at Overture Center. (2009)
- A Library Media Coordinator (18-10) replaced a represented Librarian 3 at the Library. (2011)

In addition, in 2011, the non-represented Clerk's Office Coordinator (18-06) was deleted and recreated as a represented Certified Municipal Clerk. Overall, in the last 4 years, through the position study process, there has been a net loss of 4 represented position. However, this does not account for new represented positions that were added in the budget process.

Retitle Classifications or Positions—In certain cases, a classification title fails to appropriately describe the work of the classification. In other cases, a position within a classification may have changed such that the position is performing the work of another classification in the same salary range. When this happens, the classification or position will be

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retitled to appropriately reflect the work. A change in title does not result in a change of salary when the position or classification stays in the same salary range.

In 2012, 2 of the 42 studies involved a title change without any change in compensation, including the renaming of the Monona Terrace A/V Technicians to Monona Terrace Technical Services Worker, and the Alcohol Policy Coordinator being retitled Food and Alcohol Policy Coordinator, both to better reflect the nature of the work being performed. Since 2009, 12 of 179 studies have involved a title change without any change in compensation.

Recreate Vacant Positions—Once a position becomes vacant, the department is required to update the position description and send it along with the requisition for the purpose of recruitment. In some cases, this updating process causes the department to adjust the duties and responsibilities leading to a position study. A department may also determine that other positions could better accomplish the work, also leading to a study. In other cases, when Human Resources receives and reviews the requisition and position description, it is determined that the position description no longer actually reflects the classification. In these cases, Human Resources will conduct a position study resulting in a change in classification. However, because the position is vacant, no employee is affected. Rather this is accomplished before the position is posted.

In 2012, the Library requested that 2 vacant represented Clerk Typists be recreated in a higher salary range as represented Library Assistants to provide more flexibility. Since 2009, 19 vacant positions have been recreated, 14 of them in represented classifications.

Denials—As mentioned earlier, the department initiates the position study process for encumbered positions. There are times when a department believes that changed duties and responsibilities should result in a change in classification. Other times, the supervisor does not believe a position has changed but the employee puts in the study request per the Personnel Rules. Regardless of the supervisor's position, Human Resources will conduct a study of the position based on the duties and responsibilities outlined in the position description. The duties and responsibilities are what the conclusions are based on, within the context of the criteria listed earlier in this report. There are times when Human Resources receives a position study request and determines that the position remains appropriately classified regardless of the changed duties and responsibilities. In those cases, Human Resources will prepare a memo outlining our conclusions and reasoning for the conclusion.

In 2012, 1 request was denied. Since 2009, 10 requests have been denied, 5 affecting represented positions, and 5 affecting non-represented positions.

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Other Miscellaneous Results—The preceding categories were the major results of the position studies in 2012. Certain studies did not fit neatly into the above categories and will be discussed briefly in this section.

Withdrawn-(1) In 2012, one request was withdrawn or processing was stopped for various reasons before a conclusion could be reached.

Position Study Requests by Department

Concerns have been raised in the past that certain departments receive a greater benefit from the position study process than other departments. As can be seen from the table on the following page, almost every department has requested at least one position study in the last 4 years. The number of studies in a given year may vary by department depending on whether a reorganization is occurring within that department. However, all studies are evaluated based on the factors outlined earlier in this report. It is apparent that departments are aware of the position study process and have been requesting studies as situations dictate. In addition, in the last 4 years, 3 studies have been submitted directly by individuals, one as the result of a grievance, and 2 using the formal paperwork.

Conclusion

Much goes into the position study process and as can be seen in this report, a variety of outcomes are possible. As discussed herein, in an average year less than 2% of the total positions in the City are impacted by the position study process, and less than 1% of encumbered positions are reclassified. In addition, the position study process is designed so that it does not have a significant impact on the City's Operating Budget. Departments are required to develop a funding plan for any salary increases that result from a position study. Finally, represented positions are just as likely to be impacted by a position study as non-represented positions.

Table 3—Position Study Requests by Department/Division

Department/Division	2009 Study Requests	2010 Study Requests	2011 Study Requests	2012 Study Requests	Total
Fire		1		2	3
Police	3	2	3	3	11
Public Health	2				2
Common Council Office		1			1
Mayor's Office	1			2	3
Municipal Court					0
Dept. of Civil Rights		3	3	1	7
City Attorney's Office	1			1	2
Assessor's Office	1	1			2
Clerk's Office	1		1		2
Treasurer's Office					0
Finance Dept.		4	5	2	11
Information Technology	1		4	2	7
Human Resources	4	1	3 ³		8
Overture Center	1	0.5 ⁴	1	N/A	2.5
Monona Terrace	2	0.5 ⁴	6	4	12.5
Engineering	2	5	6	3	16
Parks	5	2	5	3	15
Streets	1			1	2
Water Utility	1	6	1	3	11
Metro Transit	3			2	5
Traffic Engineering/ Parking	5		4	2	11
Fleet Service	1				1
PCED Office of the Director		1			1
Planning Division	2	1	2	1	6
Building Inspection	1		1	2	4
Economic Development Division	1			1	2
CDA/Housing	2	4	2	2	10
Community Development Division	6		3		9
Library	2		5	5	12
Totals	49	33	55	42	179

³ This total includes the Personnel Rules update, which actually affects all departments.

⁴ This study was the creation of the Stagehand compensation group, which affected both Monona Terrace and the Overture Center.