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work plan. For each activity the plan identified: who needed the information; the method for communicating, such as a memorandum, presentation, training session or meeting; the timeframe; and the party responsible for initiating the action. Both work and communication plans were used during the study to guide and monitor progress, with adjustments made as needed to fit developing circumstances.

These plans were sent first in draft and then in final to all personnel officers, the departmental representative for each department, Steering Committee members and Division of Personnel professional staff. All unions received copies of these plans.

Factor Evaluation Systems

A number-based system allows comprehensive review of classification determinations and addresses uniformity and fairness in decision making. Factor evaluation systems have been used in personnel work for decades with the Federal Government's Factor Evaluation System ("FES") one of the better known. Numerous public and private organizations use factor evaluation systems. Additionally, a single factor evaluation tool offers the flexibility of displaying data within occupationally-specific lists or on a master, top-to-bottom list of a work force. Factor evaluation systems assist in determining whether a given position belongs in a class and also indicate how many levels might be appropriate in a series. This type of system is more easily

understood by non-personnel staff than the whole job approach or, at the other extreme, highly statistical procedures where decisions happen in a "black-box" and require a trained professional to input and interpret data. (The March 8, 1985 Report on the Division of Personnel by Legislative Audit also advocates a number-based factor evaluation system - Attachment E.)

A single factor evaluation system simplifies system administration by first establishing consistent criteria and then maintaining only one evaluation tool. With the benefit of a number-based system, measurements can be made to determine agreement in interpretation, and additional training needs can be identified and provided to personnel staff as needed. For these reasons, a single factor evaluation system was sought.

Developing the Alaska Quantitative Evaluation System (AQES)

An ad hoc work group was formed to tailor, in cooperation with the consultants, a draft factor evaluation system to reflect the work environment and jobs in the State of Alaska. The task force that developed the Alaska Quantitative Evaluation System (AQES) consisted of 20 members (Attachment F). The members were selected to provide knowledge of the broad range of jobs performed in the state service; many were agency Directors of Administrative Services; four unions were also represented. In addition, three Assistant and Area Court Administrators attended

to help develop a separate job evaluation system for the Courts.

The process of tailoring a job evaluation system for the State consisted of five steps.

1. Background Reading: Prior to meeting task force members received a package of materials providing information on the concept of pay administration and compensable factors.

2. Discussion of ways to determine Job Value: The first four hours of the meeting were dedicated to developing an understanding of the various techniques used to determine job value. This was done through:

- A presentation on theories of pay and the technical problems of determining job values

- A quiz to identify individual attitudes towards the value of different types of work followed by a group discussion which identifies the wide variety of bases for determining job value

- A presentation on the techniques used by organizations to determine job value, including whole-job classification, ranking, point-factor, factor comparison and defined grades

At the close of this discussion, participants understood the need for identifying compensable factors and could identify specific compensable factors.

3. Review of the Basic Quantitative Evaluation System:

Task force members were given copies of the basic Quantitative Evaluation System developed by Hallcrest-Craver, versions of which are in use in several public jurisdictions. After a brief overview of the system's design and major elements, this document was read in detail. The eleven factors presented (nine basic factors and two supervisory "add-ons") were discussed to ensure understanding of what was covered and the types of work activities that would be measured by each factor. Task force members were asked to identify additional factors that should be included, factors that should be deleted and whether the level descriptions for each factor reflected the full range of State jobs.

Lengthy discussions were held on both factors for inclusion and language describing each factor and its various levels. Several examples of state jobs and their elements were discussed and compared to the language provided, and revisions were made based on the resulting recommendations.

4. Paired Comparison Ranking Test: The nine compensable factors selected by this group were paired against each other in a listing. A copy of this ranking test was given to each task force member to complete. The number of times each factor was selected was tallied to determine the relative importance of each factor.

Paired comparison is a psychometric, group decision-making technique for determining both the rank order of the factors and the relative importance (percent of weight) of each factor to the others. The results indicate the pooled determination about the factors that should be compensated in the State of Alaska. The results are:

<u>FACTOR</u>	<u>PERCENT*</u>
Knowledge Required	17.9
Consequence of Error	17.9
Scope of Actions	16.4
Job Complexity	15.6
Amount of Discretion	14.7

Contacts	7.7
Hazards	6.9
Physical Effort	1.7
Surroundings	1.2

5. Development of the AQES Point Table: Given the factor levels, a point table was prepared reflecting the percent weight of each factor. The percent weights identified by the work group were translated to Level 1 (rather than in the middle or top of the factor levels) because more differentiation is needed at the lower factor levels where most employees are located. (*An explanatory note is necessary here. The matrix of factors and factor levels is not square. Therefore, the above percentages do not reflect the weight of these factors within the ratings for a given class of work. In addition, the actual weight of each factor on the total points received would vary from class to class.) The point table was submitted to the task force for review and approval.

As a point of note, factor evaluation systems, while sometimes using different names for the factor, give the

element shown here as "knowledge" the largest percentage of system weight. Additionally, studies do not indicate a strong relationship between working conditions and wages, and one study cites 8% of wages for skilled trades as the maximum influence. (Technical Report for the Willis Factor Point Position Evaluation System, Gary J. Milczarek, Ph.D., c. 12/80) Working conditions in the AQES are represented in the Hazards, Surroundings and Physical Effort factors, which total 10.8% as weighted at the first level.

The decisions resulting from this process were incorporated into a manual for classification staff to use during the remainder of the study. The manual allowed for revision of explanatory materials as personnel staff gained experience in its use as it applies to state jobs. This manual was designed to include the general definitions that apply to each factor level plus a guide section that provides specific examples of how the general definitions are applied in the State of Alaska. These specific examples have been added to the manual after decisions have been made on the evaluation of jobs. With the total evaluation process completed, the benchmark guides have been incorporated into a revised AQES (Attachment G).

Copies of the first system draft (Fall 1984) and first revision with guides (May 1985) were sent to departmental representatives, personnel officers and affected unions.

Presentations to Management

In July 1984 Commissioner Rudd invited all Commissioners to a briefing including background of the study, current status of the study in departments and how and when the study would impact department time.

In addition, Booz-Allen designed a presentation to cover the "what and why" of the study, accomplishments to date, future steps and departmental impact. Managers were given copies of the new Position Description Questionnaire, the factors to be used in evaluating jobs and a timeline for major tasks. These presentations were given in August and September of 1984 by Booz-Allen and trained Classification and Pay staff in eleven sessions; eight in Juneau, two in Anchorage and one in Fairbanks. More than 200 staff at the Deputy Director or comparable level and up received announcements, and approximately 150 employees attended.

Training and Inter-Rater Reliability

Training was a major emphasis in the study since the evaluation system was new to the personnel staff who would be using and maintaining the system. It was important to develop a mechanism to assure that the resulting classifications and evaluations were based on the new Alaska Quantitative Evaluation System. The

mechanism designed for this included training for all staff who would rate jobs, testing for consistency among raters, and incorporating benchmark guides into the AQES Manual. Testing for reliability of ratings is facilitated by use of a number-based system. Evaluations of this type were never attempted under the whole job evaluation approach.

Although the State has decentralized many of the steps in classification, the central Division of Personnel retains the authority to establish new classes and salary range assignment. During the study the personnel officers from all agencies were involved in gathering job information, developing classification concepts and evaluating classes. The results of their work were submitted to the Division of Personnel for review and consolidation into a complete, consistent system. The final product is an integrated package which has been subjected to the review process established by the State.

The three elements of the mechanism designed to ensure consistent treatment of state employees are training, inter-rater reliability checks, and tailoring the AQES specifically to state jobs. Other portions of the narrative address tailoring the AQES through the initial task force and subsequent addition and revisions of guides. Training and inter-rater reliability checks are discussed here.

1. Training

Training of state personnel staff included both classroom training and work sessions. In addition, where occupations such as the clerical classes were known to present problems across the agencies, special work groups were established to develop a classification approach that would best serve the State's needs.

A three-day training course was designed by the consultants to introduce the new system to state personnel staff and to start the process of developing the conceptual framework for applying the AQES. The course provided information on:

- Classification and job evaluation concepts
- Techniques for job analysis including interviewing employees
- The Alaska Quantitative Evaluation System
- Procedures and time frames for the Study

Participants in the training were given the information they needed to perform the tasks and then were guided through exercises and discussions which taught them how to apply the system. At the end of the three days, participants had the foundation for working with the AQES.

Three sessions of the course were given in August and September of 1984, two in Juneau and one in Anchorage. Sixty people attended. Besides Classification staff and state personnel officers, the participants included staff from the training, examination and labor relations functions; union officials, Court system personnel staff and personnel staff from the Alaska Railroad.

Two members of the Classification and Pay staff were taught to use the training materials in order to provide additional training sessions. A master copy of all training materials was provided by Booz-Allen including a participant's handbook, instructor's manual, exercise materials and evaluation procedures.

The Classification and Pay Section then offered the same course to additional staff and those who had missed the original training. In addition, a two day course in general classification concepts was designed and delivered by Classification and Pay staff in September 1985. The training materials and workshops developed in the Study can be used repeatedly for future training of staff new to classification work.

2. Inter-rater Reliability

The reliability of the application of the AQES was addressed by an extensive system of inter-rater reliability evaluations,

factor level comparisons and rater/reviewer checks which were built into the process. To determine the reliability achieved through this extensive process, an assessment of reliability was made. The results of this process are discussed in this text.

Development of the AQES factors and accurate implementation of these factors in the Alaska State government environment required the definition and consistent application of the set of factors embodied in the new job evaluation system. To be reliable, the application of the AQES should result in a high degree of replicability when applied under a variety of conditions by a variety of analysts. To achieve this reliability for the Alaska State Classification System, a four-stage process was used:

- a. Training programs on the concepts and use of the system were conducted for all analysts. These programs, in addition to providing extensive theoretical and practical knowledge and experience with the AQES, included the factoring of "test" positions for testing the accuracy of results among raters. These inter-rater results were then used to upgrade analyst skills where problems were identified.
- b. A Classification and Pay personnel analyst, trained department personnel officer or a Booz-Allen or Hallcrest Craver analyst served as a lead analyst to review and/or construct each class using: i) the old

classification description; ii) the position description questionnaires from incumbents occupying the old classification plus questionnaires of any other employees who potentially could be included in the class; iii) audit information solicited in the field; iv) the preliminary application of AQES to the positions and/or classes; v) comparative automated system outputs (discussed later) such as the Class Evaluation Summary, Class Code Order, Factor Comparison-Factor Level and Total Points Order.

- c. The initial class specification and proposed factor scores were then reviewed by an experienced Classification and Pay analyst in conjunction with the supporting documentation discussed above, including the system outputs. This review helped ensure consistency across all classes.
- d. When necessary the reviewer and lead analyst then discussed problem areas on the classification specification and its associated point factor values.

The result was a classification specification which had been carefully constructed and rated. The results reflect both a comparison of a class against the AQES factor level descriptions and a cross-check against other class ratings to assure logical progressions within and across occupations.

Assignments

The task at hand required preparing a system and completing a comprehensive review in a fourteen month timeframe.

Classification and Pay staff worked exclusively on this project processing only the most critical of classification actions outside the study. All personnel officers committed large periods of time to completing this effort. The consultants were the third component to accomplish the work.

All data collection was coordinated through departmental personnel offices, and personnel officers reviewed approximately 365 job classes, including interviewing employees. Personnel Officers reviewed those classes unique to their respective departments. The consultants reviewed 223 classes in medical care, public safety and corrections, deputy director, engineer and personnel clusters. These clusters were chosen to: 1) get a "fresh look" at some areas of past controversy; 2) reduce the number of department specific classes the Department of Transportation needed to address; and 3) anticipate and avoid any potential charges of conflict of interest (personnel group). The Classification and Pay Section reviewed 420 job classes consisting of interdepartmental classes and department unique classes exceeding the workload a department could absorb. Classification and Pay also reviewed those classes evaluated by departments and consultants for consistency.

Forms and Data Collection

1. Position Description Questionnaire (PDQ)

A work group consisting of personnel officers and Classification and Pay staff identified and designed the forms needed in the study. The Position Description Questionnaire (PDQ) was the most significant product of this group. One of the basic objectives of the classification study was to gather new position descriptions so that classification and valuation decisions could be made on complete, up-to-date job information.

A readable form that would collect needed information and be understood and completed by employees was desired. The resulting form was eight pages (Attachment H). It requests information directly related to each of the factors in the AQES, including information on supervisory responsibilities. The form was designed to be completed by the individual employee, with review by the immediate supervisor. A separate section on the form was provided for the supervisor to comment on the employee's description of the job. Space was also provided for additional internal agency review. One approach taken to ensure that employees understood the questions on the form was to include instructions and examples of duty statements on the form itself.

Forms were distributed through the agencies to each employee

covered by the study. The agencies, Division of Personnel and unions scheduled work sessions to assist employees in completing the forms. These sessions were given in many locations including Juneau, Anchorage, Fairbanks, Sitka, Ketchikan, Kodiak, Seward, Palmer and Soldotna. Each agency established a time table for completing the process and maintained control sheets to ensure that forms were collected from all employees. The agencies retained a copy of the Position Description Questionnaire and sent a copy to the Division of Personnel. Within two months of the original distribution, PDQs had been completed for approximately 12,600 positions, or 93% of the total 13,500 positions identified at the start of the study. By July of 1985 13,078 PDQs had been received, a 97% return. This form was well received and has been established as the permanent form for submitting job descriptions. In addition, the collection of these forms represents the most current and complete information ever available on the State's work force.

2. Classification Specification Format

A second ad hoc group of Classification and Pay staff and personnel officers reviewed potential specification designs and finalized a format to reflect the new system. In addition, 309 standardized "Knowledge, Skills and Abilities" statements were compiled to assist in specification writing and consistency of language across draft specifications.

3. Data Collection Methods

Another work group of personnel officers and Classification and Pay analysts developed a model for agency distribution, collection and forwarding of questionnaires to the Classification and Pay Section (Attachment I). This model was introduced in the Fall 1984 training course and discussed at individual meetings between each personnel officer and the Chief of Classification and Pay.

This group also reviewed the training material and guidelines for auditing positions and finalized a flow chart for data recording and review between agencies, the Classification and Pay Section and the consultants (Attachment J).

Support Systems

1. Alaska Class Information System (ACIS)

Development, conversion and implementation of a new classification system requires considerable manipulation of data; crosscoding of old class codes to new class codes, ordering of classes by point grades (both total and by factor), calculation of point-to-grade conversions and other data display functions. To support these processes the consultants, in conjunction with Classification and Pay and Data Processing staff, designed and implemented the Alaska Class Information System (ACIS). The

system serves the following functions:

- Maintains for ready access the records of the new classification structure including new class code, new title, previous code and title, factor levels and points
- Provides a crosscode link between the new classification coding structure and the old structure
- Supports the development of the new classes by providing cross tabulations of data arrayed by total point factor scores, factor levels and class codes

The system was implemented on the mainframe using RAMIS II software.

The initial version of ACIS was implemented in September 1984 to directly support the classification development process. The initial implementation included the following:

- Menu-driven system providing terminal access via CRT input screen to the ACIS classification data file
- "Look-up" conversion tables which translate AQES Levels to Factor Points, and Points to Grade
- Output reports for system users including:

- List of Class Titles Report which lists, in class code order, total factor points and is used by Classification and Pay analysts for inter-rater and inter-class reliability evaluations

- Class Evaluation Summary Report which is used to evaluate, analyze and compare class factor levels and point scores

- Factor Comparison List Report which assists with inter-rater and inter-class reliability checks, and inter-class reliability evaluations

- Proposed vs. Current Class Crosscode Report which maintains control of the old and new class structures as they develop

In addition to these basic reports, several other system maintenance reports are produced, including a Preliminary File Data Check report which lists out the contents of each class file.

The system was heavily used by Classification and Pay analysts to support development of the new classification structure. The assistance provided by the various printouts available was invaluable.

The ACIS system will continue to serve the classification development purpose for which it was designed as classes are revised and/or new classes are added. The system will be used through the implementation phase of this project, and the current reports will continue to be needed for classification maintenance purposes as long as the AQES classification system is in place.

Several enhancements to the original system have been designed and implemented including:

- "Current vs. Proposed Class Crosscode List" which displays previous classes in classcode order and matches new codes to these previous codes
- Several analytical reports linking the new class codes to the previous class codes and to positions and incumbents in these positions

These additional reports are being used to assist with the analytical efforts needed to help implement the new classification structure.

Beyond these already implemented enhancements, a November 1984 report from Booz-Allen identified a number of other system improvements which could be developed including:

- Access to the system by department personnel officers, and the options for insuring data integrity for a decentralized system
- Development of an inter-rater reliability program associated with the ACIS to support the monitoring of inter-rater reliability
- Development of software for automatically generating letters/memos of notifications to each current incumbent of his/her class number, title, pay grade and pay range under the new system

2. Other Support Systems

While the development of ACIS was the most significant support tool, several other automated and manual systems were needed. Using computer-generated labels, class files for project position description questionnaires were established in the Classification and Pay Section. A draft was prepared of a schematic numbering system that would better display classes in occupational groups and families and straighten out the current confusing and inadequate numbering system. Five digit codes were used during development to assure adequate numbers to order jobs alphabetically within groups.

Lastly, RAMIS II was used to design a tracking system for receipt

of position description questionnaires and recording position audits. This system provided continual status information on the data collection effort and served as a useful tool in planning audits. It also provides a permanent record of those positions audited in the study and the most current date of an available written description for a given position.

Rating Classes/Drafting Specifications

Following collection of written information on each position in the workforce (PDQs), Classification and Pay analysts, departmental personnel officers and consultants all interviewed employees and supervisors in their assigned classes. Using the instructions and role-play examples from the Fall 1984 training, interviewers gave job incumbents opportunities to more fully explain the work performed, and many facilities and work environments were toured or observed to complete background information. In total, 2030 audits (15% of the study group) were completed with employees from 41 locations in the state (Attachment K). Audits in Anchorage, Juneau and Fairbanks were roughly proportionate to the size of the State's workforce in each place.

At the time of the study, auditing of positions occurred infrequently and rarely outside of Juneau. Auditing is a very labor intensive process; which, along with travel time and costs, explains this posture. This effort in the study to speak with

employees and see the variety of environments and functional programs in the State is unprecedented. Conservatively estimating one hour to interview an employee and supervisor and travel time between interviews, 2030 audits represent in staff time a full time personnel position for more than one year.

The consultants conducted "front-end" meetings at this time with Corrections, Public Safety, Health and Social Services, Administration and Transportation departmental management. This was an opportunity to express perceived problems in the job classes assigned to consultants and present departmental goals and priorities, thereby increasing the consultant's understanding of programs and internal structure. Consultants and the Chief of Classification and Pay also met with Public Safety Employees Association, Alaska Public Employees Association and Confidential Employees Association for the same basic purpose .

Following review of position description questionnaires and audit notes, state staff was ready to rate (factor) job classes. Information available indicates group discussion over ratings is the best mechanism to produce consistency in rater interpretation of a factor evaluation system. Therefore, Classification and Pay analysts met regularly to discuss and rate a sampling of their assigned classes as a group. Since assignments were by occupational clusters, they in turn scheduled group rating sessions for departmental participants to repeat this process. More than 20 group sessions were offered for personnel officers

rating jobs. An informal method also operated as analysts coordinated related and overlapping job classes with one another.

In the summer and fall of 1983 and consistently since then Classification and Pay analysts, personnel officers and representatives of Alaska Public Employees Association identified the clerical area as one in need of scrutiny and potential structural change. Personnel officers, the Classification and Pay analyst assigned the clerical/administrative cluster and Alaska Public Employees Association representatives met to identify problems in the clerical group and prioritized goals to resolve them (Attachment L). The results of this meeting served as the framework for a task force of the assigned Classification and Pay analyst, two personnel officers, one labor relations analyst and an Alaska Public Employees Association representative to design and rate a clerical structure.

As ratings were received from personnel officers and consultants, they were reviewed for accuracy and consistency by Classification analysts individually and as a group. Analysts discussed departmental ratings at length with individual personnel officers, furthering the Classification and Pay analyst's knowledge of department-unique job classes and their similarities/differences with other classes. Several phone discussions took place with the consultants regarding their ratings, rating philosophy and level concepts in general.

Lastly, the printout providing a factor comparison list of each class assigned to a given factor level was the focus of seven weeks of intensive review by Classification and Pay analysts. Again, this exercise created the group rating/discussion environment and training to produce consistent ratings.

Simultaneous with the above activity, all three groups of reviewers drafted class specifications using the uniform format approved by the Class Specification Format work group and explained in the Fall 1984 training sessions. The Classification and Pay Section also offered nine workshops to review the new specification design and assist personnel officers as needed. Class specifications from other states were also made available to provide ideas and duty statements to drafters. Standardized "Knowledge, Skills and Abilities" statements were provided to all participants in the training.

All draft specifications received at least one review prior to distribution. The Chief of Classification and Pay reviewed all drafts of Classification and Pay analysts and most consultant drafts; Classification and Pay analysts reviewed consultant specifications and all departmentally drafted specifications. Once the format and general content of the specification was approved, it was sent in draft form with cover instructions to each department which was a current or potential user of the class. Departments were asked to complete comments and return each draft within three weeks of receipt. Analysts then

considered input received and in many cases redrafted specifications based on managerial comments.

Concurrent with departmental receipt of consultant draft specifications, "de-briefing" meetings were held with Corrections, Public Safety, Health and Social Services, Administration and Transportation departmental management to summarize consultant proposals for structuring their assigned classes. This provided a direct opportunity for departmental management to ask questions and comment on consultant recommendations.

Pickup and dropoff bins were set up for Alaska Public Employees Association to receive and return comments on those drafts covering their membership. Since the union does not have the distribution and return problems involved in departmental review, a two week return from date of receipt was requested. This pickup and return process was operational July through October of 1985.

Public Employees Local #71 (Labor, Trades and Crafts) received approximately one third of their draft specifications at a meeting in Anchorage in late August. The rationale behind each class concept was also provided. Remaining specifications covering this union's membership were mailed to them as they became available.

Classes specific to the personnel field are covered by the Confidential Employees Association. These classes were reviewed by Booz-Allen, and a presentation regarding the structure of these jobs was given to the union in July 1985. Given the role of personnel staff in departments, the drafts were available to this membership concurrent with distribution through departments. The Confidential Employees Association is receiving formal copies of revised drafts as they are available from the consultant.

Draft specifications on classes represented by Public Safety Employees Association will be forwarded shortly.

Union comments and any subsequent comments received from departments were considered before preparing the final draft for this report.

Salary Survey

The Study incorporated the salary survey referenced in Alaska Statute 39.27.030 and followed the basic format of previous surveys (Attachment M). The survey consisted of 47 benchmark classes from the existing rather than proposed system. A second section on benefits and other types of programs affecting total compensation was included. In the Spring of 1985 the survey was mailed to 287 public and private employers with stamped, addressed return envelopes. Since only 27 job classes are open

to out-of-state recruitment, the survey effort concentrated on employers in Alaska.

Allocation Appeal Process

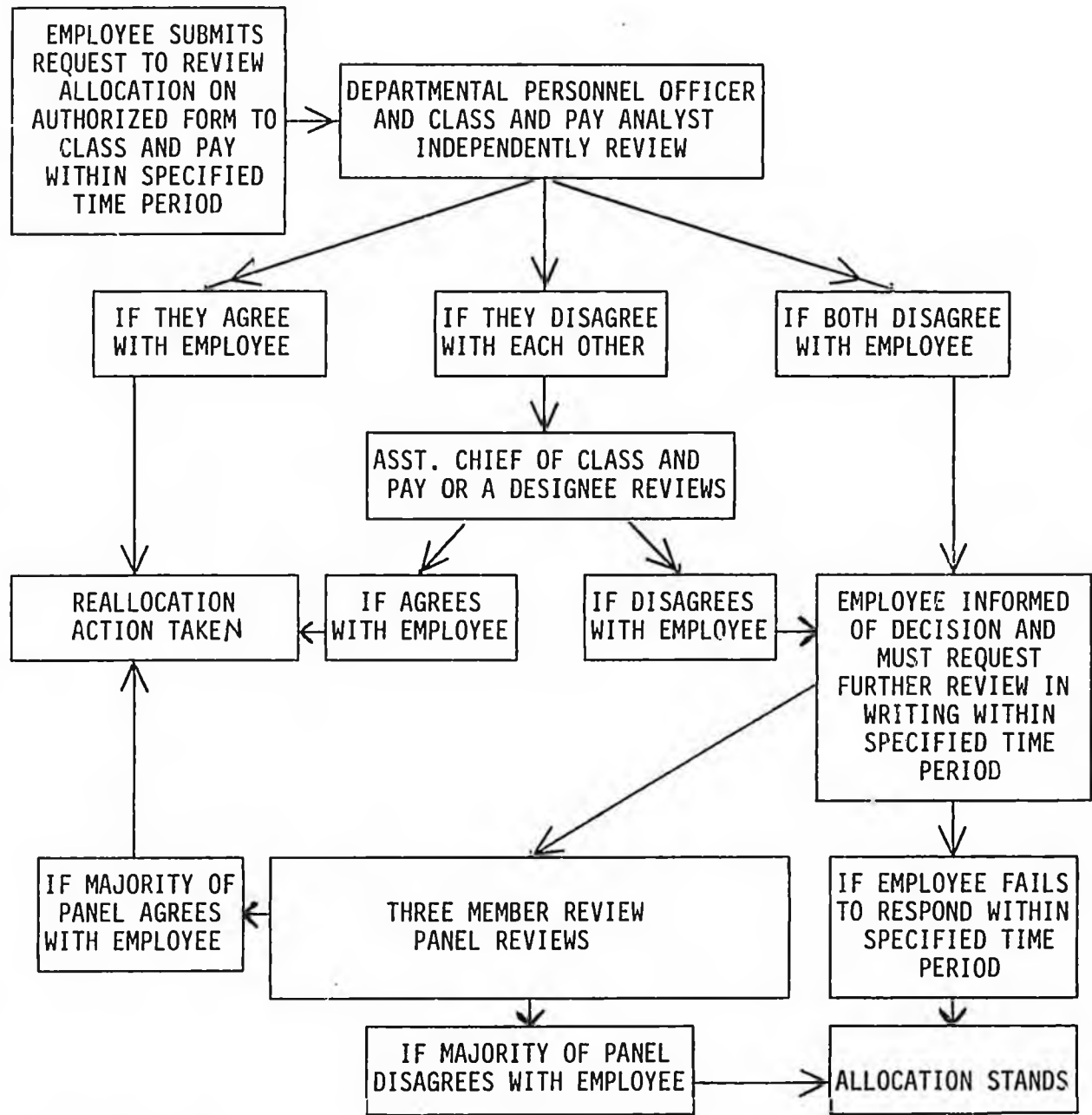
The study design called for an administrative appeal process concurrent with implementation. This procedure would provide individual employees opportunity to challenge the classification allocation for their position and name the classification within the new system they thought more accurate. Classification and Pay staff provided a structure for the process; a work group from the Divisions of Personnel and Labor Relations drafted a more detailed model; and personnel officers with Classification and Pay staff reviewed, refined and prepared all necessary forms and letters to support this function. All personnel officers, who play a significant role in the reviews, had a chance to read and comment on the process material. The following page charts the steps when an appeal is submitted.

On-going Communication

Significant communication efforts not mentioned elsewhere include:

- Briefing memos distributed to all employees September 1984, February 1985 and September 1985 (Attachment N)

CLASSIFICATION STUDY
 ADMINISTRATIVE REVIEW PROCEDURE
 FLOWCHART



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- APEA Reporter articles on the study in each issue mailed to its membership (Attachment O)

- Briefing meetings for personnel officers, Alaska Public Employees Association representatives and departmental representatives (managers) to explain the proposed clerical structure (Attachment P)

- Briefings by request to departmental representatives on the proposed structure for accounting, supply and personnel clusters

- Study update to all legislators in January 1985 (Attachment Q)

- Presentations to House State Affairs Committee during 1984 and 1985 sessions

- Study updates at each monthly Personnel Council meeting for two years, in addition to written communications on status and issues to all personnel officers

- Meet and confer with all unions periodically and by request of either party

CONTINUING ACTIVITY AND PLANNING

This section details the main tasks to be finished to implement

the new system. Tasks are presented sequentially, but many activities are concurrent. The chart on the next four pages gives an overview of both tasks and the anticipated timeframe in which they occur.

Period of Comment

The following facts apply to the new system:

- The ratings on classes will ultimately be used to draw a payline and translate the point totals to proposed salary ranges;
- A consistent application of the new system is a major goal;
- The classification method the State uses is changing dramatically and needs to be understood by those who use and interact with it;
- The classification component is the most significant step to an integrated classification and pay plan and is the focus of the study.

For these reasons, a review period for factor level assignments will be offered for unions and departmental management. The process will provide yet another opportunity for these parties to

CLASSIFICATION STUDY TASKS AND TIMELINES

November, 1985 - June, 1987

TASK	1985		1986						1987						
	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan
Distribution of Preliminary Report	X														
Employee Update Memo	X														
Period of Comment on Factor Level Assignments															
1. Letters about process to Commissioners & unions		X													
2. Comments submitted		XXXX	XXXX												
3. Comments reviewed				XXXX											
4. Final ratings in system				X											
Legislative Update			X												
On-line specifications															
1. Outline process & determine cost			XX												
2. Make necessary arrangements with data processing						X									
3. Type specs & schematic for computer										XXXX	XXXX	XXXX	XXXX	XXXX	X
4. Advise availability & method of access to departments															X
Pay line development & point-to-grade conversion tables (Booz-Allen)					X										
Costing				X											
Legislative request for funds to implement 1/1/87				X											
Review guide section of AQES with input from Personnel Officers						XX									

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CLASSIFICATION STUDY TASKS AND TIMELINES
November, 1985 - June, 1987 Page 2

TASK	1985		1986						1987						
	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan
Plan training program with input from Personnel Officers					XX										
Inter-rater reliability test for Classification & Pay analysts - 20 job classes in sample					X	X									
Test development for new system															
1. Review current tests for applicability					XXXX	XX									
2. Chart a prioritized schedule for preparing needed tests						XXX									
3. Draft and communicate an input process for managers						XX									
4. Assign classes to Recruitment & Examining and Classification & Pay staff						XX	X								
5. Review and finalization of new tests						X	XXXX	XXXX	XXXX	XXXX	XXXX	XXXX	XXXX	XXXX	XXXX
Administrative planning for implementation															
1. Coordinate conversion to new system with Roll Section, Div. Finance					X	XXXX	XXXX	XXXX	XXXX	XXXX	XXXX	XXXX	XXXX	XXXX	XXXX
2. Explore use of Office of Management & Budget's system of position control						XXX									
3. Explain new numbering system to Equal Employment Opportunity and Retirement & Benefits						XX									

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CLASSIFICATION STUDY TASKS AND TIMELINES
November, 1985 - June, 1987 Page 3

TASK	1985		1986								1987				
	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan
Schematic & Distribution Procedure:															
1. Review schematic numbers, add narrative descriptions for sections						XX									
2. Review distribution process, establish new process							XXXX	XXXX							
3. Maintain schematic for implementation							XXXX	XXXX	XXXX	XXXX	XXXX	XXXX	XXXX	XXXX	XXXX
Allocations															
1. Classification & Pay and Personnel Officer work group to outline allocation process					X	XX									
2. Follow-up letter for position description questionnaires not yet submitted						X									
3. Allocation process and preparing employee letters							XXXX	XXXX	XXXX	XXXX	XXXX	XXXX	XX		
4. Employee notification of allocation and appeal process														X	
Review of Maintenance Practices															
1. Evaluate current method of completing Classification work, consider a post-audit approach to some work done under delegated authority										XXXX	XXX				
2. Plan for on-going checks and updates to the new system											XXXX	XXX			
Implementation															X
Allocation Appeals															XXXX

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CLASSIFICATION STUDY TASKS AND TIMELINES
November, 1985 - June, 1987 Page 4

TASK	1985		1986									1987			
	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan
Review of requests for flexibly-staffed positions															
1. Advise departments of need to re-establish flex positions															
2. Review requests and criteria submitted															
3. Identify affected positions															

consider study results and submit clarifying information and concerns for consideration. Letters will be sent to Commissioners and unions concurrent with distribution of this report. These letters will give notice of a comment period, identify what resources are available to assist in preparing comments and indicate a two month period for submittals. The Classification and Pay Section will receive and review material and acknowledge comments received.

A fourth updating memo to all employees will be sent in early November to outline this and other remaining steps and timeframes through implementation.

Pay Line Development and Point-to-Grade Conversion Table

The payline and point-to-grade conversion tables are the last products to be provided by the consultants. Since the payline is based on the point totals for each job class, it can be most reliably done after the extensive efforts of group review and the period of comment described above have been completed.

Booz-Allen and Hamilton, Inc. will provide three tables which respectively relate point clusters to the 73 through 79 range table for Public Safety Employees Association; the 61 through 50 range table for Public Employees, Local 71 (Labor, Trades and Crafts); and the five through 30 range tables covering the balance of classes in the study. These conversion tables will be drawn from a single pay line, although the point clusters can be

expected to vary from one to the next to meet the restrictions imposed by the variety in salary schedules just referenced.

Consideration in salary setting must also be given to the State's statutory obligations to bargain with appropriate labor organizations, market conditions and recruiting experience. Proposed compensation levels will not necessarily correlate closely with points assigned due to these additional considerations.

Costing

Once the conversion tables are provided, the cost to implement the study can be addressed. A model to do this has been designed and is being tested with "dummy data" to assure its workability. This process will determine the amount of funding to be requested for implementation.

Legislative Request for Funding

With an intention to implement the full system at proposed salary ranges on January 1, 1987; a funding request based on costing results will be sent to the Legislature in February 1986.

Current contracts and the Personnel Rules, as they address step placement associated with range changes for classes, do not anticipate a study of the entire workforce. They assume small

dimension, maintenance work and call for moving positions affected by an upward range change to the same step in the new range held in the old range. That is, a class changing from salary range 7 to salary range 9 would move any incumbent at range 7D to range 9D. This would be the most expensive possible method for implementing a major change to a workforce. The common approach in studies of entire workforces is to adjust every upward change to the lowest step in the new range that does not decrease a salary. This places all positions on the correct range and gives each employee affected greatly increased opportunity by movement through the higher range.

Given declining revenues and concerns regarding funding salary increases at this time, the alternative method just described is the realistic approach for study implementation. Additionally, study actions will affect union represented and non-represented employees, and a uniform implementation policy is needed. Therefore, legislation may be introduced concurrent with the funding request to allow a one-time suspension of Personnel Rules in order to implement the classification study.

Positions in those classes which are recommended for downward adjustment are protected by provisions for freezing existing salaries, a typical practice in government jurisdictions.

A January 1986 mailing to all legislators is planned to once again update them on the status of this project and advise of the

impending request.

ACIS Applications

The point-to-grade conversion tables are the last major piece of information to be automated. Once entered the system itself, as well as its various printouts, becomes an analytical tool to assist in classification. Comments from the consultant report on automation spoke to several additional uses of the system, including extending use of the system and its by-products to departments. The timeline pages designate the proposed period for assessing these issues and preparing proposals for the best and fullest use of the computerized information.

Training in AQES and ACIS

Once portions of the Automated Classification Information System can be made available, training in its use will be needed. In addition, Classification and Pay needs to establish a regular training schedule following personnel officer input to repeat the initial AQES training and general classification courses on a regular basis. Opportunities for more experience rating and discussing jobs as a group, as well as workshops on writing class specifications, should be available if a demand exists.

Personnel officers will be polled before establishing an on-going training plan. A training course designed for managers which explains the new classification method and how to use it can also

be offered if an audience exists.

Test Development

The Division of Personnel basically has two types of tests, validated written exams and Training and Experience Evaluation Sheets ("T & E"). Changing the classification system will necessitate a complete review of current testing procedures to identify which tests would still apply, which need modification and where new tests are needed. A prioritized schedule will be developed so that those classes with the greatest usage are addressed first, and testing procedures for these classes will be ready January 1, 1987. Training for developing T & Es will be repeated, and validated tests will be reviewed for their continuing applicability. Possible use of related registers will also be fully explored to prevent a crisis in processing applications when the new system is fully implemented. Like now, those less frequently used classes will be reviewed and brought current as openings actually occur.

Administrative Coordination for Implementation

In addition to affecting the Division of Personnel, replacing the existing classification codes and respective salary ranges with the new system will have a profound affect on the Payroll Section, Division of Finance and will require careful coordination with them. If employees are to be paid correctly

and on time, the administrative and technical pieces of the implementation have to be set and tested. At this time it appears the payroll system can accept five digit classification codes, but the details are still under study.

Several other codes are based on classification information, so Equal Employment Opportunity and Retirement and Benefits must be current on classification proposals changing numbers and the structure of the schematic (classification outline) in order to assess and plan for the impact on their own systems. Lastly, lack of an integrated payroll-personnel system means several units compile and rely on their own data regarding the workforce. Potential for the Division of Personnel to use the Office of Management and Budget's (OMB) system for position control needs to be checked. OMB also needs briefings on the new code structure and planning for any impact the new system will have on their automated data.

On-Line Specifications

The Division of Personnel intends to store current specifications on the State's computer mainframe, which would allow any State office with a computer terminal to "call-up" the current specification on the terminal screen. Copies can be printed as needed on a local printer or by the Data Centers.

State geography almost guarantees that specifications may be

dated or unavailable in some locations, and that creates problems and inconvenience for applicants and current employees. Manual distribution systems tend to erode as policies and employees "turn-over". There is a large demand from employees and applicants for class specifications. These documents allow potential and current employees to understand the work done in each class and the requirements for applying. They are the major written document to assist in career planning. It is important that current specifications are available to State-wide personnel offices and job applicants.

The availability of on-line specifications will improve the service offered by the Division of Personnel.

Final Schematic and Review of Distribution Procedures

No coordinated attempt is now made to provide a current index of class specifications at all times. Classification Outlines are printed periodically, and supplies are exhausted before demand. Using the schematic as an index to on-line specifications will solve part of this problem. Additionally, information on changes to the classification system need to be summarized and distributed as a cover memo with hard-copy specifications in monthly updates. A set of class specifications can cost \$300. The distribution list will be reassessed considering on-line availability of documents, and the resulting list will receive an initial set of specifications and monthly hard-copy updates.

Review of Maintenance Practices

Once the new system is in place, a plan is needed to keep it current and avoid erosion over time. In addition, the existing methods for completing systemic work and reviewing classification work done under delegated authority in departments needs review. One possibility is to move to an audit posture on some types of reclassifications submitted under delegated authority. This would allow the Division of Personnel to build an ability to audit departmental actions, which is consistent with recommendations of Legislative Audit (3/85).

Discussions of these issues will begin in July 1986; and the resulting policy decisions can be in place, communicated and operative in 1987.

Allocations

Preliminary allocation decisions on many positions were made on a sort basis following employee audits and reading of Position Description Questionnaires. The formal process of assigning all Position Control Numbers (PCN) to a new system class will take Classification and Pay staff and departmental personnel offices several months to complete. A small work group of personnel officers and Division of Personnel staff will again be used to draft a flowchart of the procedures to be used and prepare any

forms not yet drafted. This process will then be communicated to all personnel staff. Allocations will be listed by department. Any conflict on the current status of a PCN between Classification & Pay, Payroll and departmental personnel offices will have to be resolved, and those PCNs where position descriptions were not submitted will need to be researched.

This process will result in individual letters to employees advising the new classification and pay range assigned for their position, the affect on the employee and the appeal options available. These letters are to be received by employees approximately six weeks prior to implementation.

Implementation and Allocation Appeals

For 90% of positions in the study, implementation will take place January 1, 1987 as the old classification system is replaced with the new and all payroll adjustments made. The potential exceptions are those positions represented by Public Safety Employees Association and Public Employees, Local #71 (Labor, Trades and Crafts). Contracts for these unions include grievance and arbitration procedures related to classification and pay that go beyond provisions of other contracts and the Personnel Rules. Therefore, classification study results on the classes represented by these unions will be taken to the bargaining table and introduced as part of the negotiating process. Implementation of study results for these unions will be tied to

the timeframe in which issues are discussed and resolved through the bargaining process.

With approximately six weeks to prepare and submit an appeal, the Allocation Appeal Process explained earlier can begin reviews concurrent with implementation. Depending on the volume received, it may take four to six months to complete reviews.

Review of Flexibly-staffed Positions

As functioning in the State, "flexible-staffing" is an accelerated reclassification of a position based on prior agreement. It assumes it is desirable or necessary to hire trainees into positions, provide periods of programmed training and close supervision, and thereby create a "journey-level worker" over time. Many series in the old system have one or two entry, or trainee, levels preceding a fully-proficient, journey-level class. Some of this is a "hold-over" from a time when there were an inadequate number of trained applicants to accept jobs, so the State hired and trained employees for many kinds of work.

The other legitimate use of a "flexible-staffing" approach is to affirmatively hire at trainee levels and increase the percentage of under-represented individuals in journey-level jobs by providing appropriate training opportunities. For both purposes, the following applies:

- There is an on-going need for journey-level work only (not trainees);
- Assignments are well-defined and performed under close supervision;
- Criteria exist to explain each phase of training and expected performance levels;
- A specific time frame, generally a year, is required before "flexing" to an intermediate or journey level in a class series.

Flexible-staffing requests will need to be resubmitted with proposed criteria in-light of the new system, and those requests will be reviewed and acted upon by the Classification and Pay Section in the first months of 1987.

FINDINGS

Scope

This study effort is the most thorough and comprehensive review of classification the State has had in 25 years. Information on

the work done by the classified service is more current and complete than ever before. Funding of \$500,000 for the study covered contracting and miscellaneous costs for such things as equipment, short-term help, duplicating and travel. The more significant component was staff time. Approximately 50 employees made direct contributions to the class specifications. Sixteen managers worked three days on system development. Audits represent 4,000 hours of hundreds of employees' time. Fifty employees spent a minimum of four days in training. The State's real investment in this endeavor includes thousands of staff hours and personal services dollars.

AQES and Inter-rater Reliability

The AQES developed over the course of the study beginning with major, "up-front" decisions made by task force participants working on system design. The initial guide section was provided by the consultants following review of those job classes assigned to them. Classification and Pay staff have refined the guide section further as reflected in the current version. It is possible to continue changing and improving the guide portion without compromising the system in any way. The end of the Period of Comment is the most logical place for another review of the guides. Input from personnel officers can be sought at that time, and Classification and Pay analysts will have the benefit of the review period to further define various factor levels.

All personnel staff trained in the use of AQES understand how the system works. There is wide-spread preference among those trained in the system for the AQES and new specification format which reflects the factor levels over the old method of classification and specification writing. Classification and Pay analysts and departmental personnel officers will find the new method far easier to explain to managers and employees than the old one. There will, like in the past, continue to be some disagreement over factor selection and the resulting pay ranges. This is a "fact of life" given that no one can come up with a "perfect" system on which all employees, unions and management agree. The benefit of the new system over the old is that it is more easily and rapidly used, easier to explain, results can be compared to assure consistent use, and discussions on job worth can be focused on the compensable factors in a meaningful way.

The application of the AQES is the key indicator of whether the results will be considered equitable. The critical issue is developing a consistent framework for interpreting the factor level definitions. Available research and experience indicates personnel professionals can be trained to interpret a factor evaluation system similarly, and that group rating sessions produce the most reliable results and consistent practitioners.

Attempts to measure the "inter-rater reliability" (IRR) of raters have been made throughout the study (Attachment R) and will be continued into 1986, as well as when the system is in place in

1987. Similar tests of raters using the whole job method have never been tried. While it might be possible to construct a test to measure maintenance work in the old system, lack of a number base and uniform method to arrive at pay would preclude measuring systemic work (new classes and range changes to existing classes).

It should also be noted that a test of this sort can not be designed like a "real world" situation. In practice, an analyst has opportunity to talk with job incumbents, their supervisors and departmental personnel officers. Since tests occur in a controlled environment, there is no chance to ask clarifying questions about job content. A further difficulty is the reluctance to take time for a sample test when so much "real work" needs to be done.

The first sampling for inter-rater reliability came from the training sessions in the Fall of 1984. While this sample served to establish some of the possible statistical measurements to use, the test situation was flawed in three ways: 1) only one position description questionnaire was available for each job class; 2) most raters were unfamiliar with the classes chosen; and 3) the descriptions were confusing and/or incomplete.

Two additional samples of four position description questionnaires each were given to personnel officers and Classification and Pay analysts in the Spring of 1985.

Forty-nine and 48 packets respectively were distributed, 41 and 26 responses were then received. Size of the samples was kept small to encourage return due to the time problems referenced above. Even so, response rate decreased significantly for the third sample. By this time, it became apparent that the Classification and Pay analysts had a definite advantage due to multiple opportunities for group discussion and rating.

The final sample was the best prepared. This sample was given in September of 1985 to Classification and Pay analysts only, since the Section prepares or reviews and approves every proposed system change. Ten job classes were selected, and all the relevant resources that would generally be available (excepting audits and discussions) were provided. This included all Position Description Questionnaires for a class, the old class specifications and the Class Evaluation Summary with the sample classes missing.

The tabulated results of the reliability test are indicated for each of the ten classes from the September 1985 sample (Attachment R). Also shown are:

- The standard deviation from the mean for all raters for all classes for each factor

- The reliability coefficient, r , representing the reliability of measurement (inter-class r). In general, reliability

measures of .80 or above are considered acceptable.

The reliability of the factor scores for the new Alaska job evaluation system was high on this sample, .98 for total points expressed in terms of the group, and .93 expressed in terms of the individual rater. Reliability for each factor was also high, ranging from .93 to 1.00 for the predicted reliability of the group (R_M). For the predictability of the individual rater (R_I), four factors were between .83 and .89, six between .93 and .99, and the Contacts factor was .73. Since Contacts has never been identified as a difficult factor to apply, it is not expected to reappear below .80 in later samples.

"IRR" tests will be given to Classification and Pay analysts again in February 1986. An attempt will be made to increase sample size to 20 job classes at that time. Other checks can be made, and the participating group expanded, following any intensive training in 1986. Regardless of further tests and test results, the existing data indicates that reliability of the group is very high; therefore, all new job classes will be rated by the Classification and Pay Section as a group.

Products

1. Planning and Consultant Selection Models

The work and communication plans, data collection and recording

flow charts and various formats for presenting information form the structural basis for conducting a large study. The approaches represented are applicable to large and small study design and demonstrate how to plan and organize work.

The Request for Proposals and consultant selection process were well thought out and definitive. A test development project has already been modeled after these examples, and the Request for Proposals has been used as a prototype outside the Division of Personnel. These products, then, have a usefulness and life extending beyond the classification study.

2. Position Description Questionnaire

This form is completed by employees and their respective supervisors and contains pertinent information on work assignments and conditions. The form was very well received; and, with minor modifications, has become the official and only form for submitting job descriptions. It is a dramatic improvement over the previous forms. Largely due to submission of more than 13,000 of these questionnaires, the State has the most current and complete information on the workforce that has ever existed.

3. Training Componets

The training and presentations designed by Booz-Allen, as well as those prepared by the Classification and Pay Section, can be given repeatedly. A short-coming of the previous system was the unavailability of on-going classification training.

Classification analysts now have experience in developing and delivering programs and presentations and can do so on a routine and "as needed" basis.

4. Salary Survey

There are several problems with designing an adequate survey for the State of Alaska. Alaska Statute 39.27.030. requires a survey, although salary surveying and cost-of-living surveying are mixed together in the text, which preceded the collective bargaining law (AS 23.40.070). The following difficulties exist:

- A. Collecting adequate data. Only 27 job classes are open for out-of-state recruitment at this time. For practical purposes, then, Alaska is the relevant market where the State competes for workers. "Benchmark" classes used for surveying purposes should meet the following criteria: 1) the class represents several positions; 2) the class exists in the relevant market and will be easily recognized and used by a significant number of other employers; 3) the classes selected

represent all levels and types of jobs; 4) the classes selected are highly related to other classes in the employer's workforce and could be used to determine salaries for these additional classes.

A significant number of responses on 100 or more benchmarks would be required to actually integrate internal information on jobs and market information. There are inadequate matches in the market for the vast majority of classes used by the government. Also, work tends to be more specialized in large organizations like the State and broader, more generalized in smaller work-forces. This increases the difficulty of finding highly similar job matches among the predominantly smaller employers of Alaska.

B. Adjusting out-of-state data to Alaska's standard.

Through 1982 the Division of Personnel used the U.S. Department of Labor, Bureau of Labor Statistics' Urban Family Budget and Comparative Index for Selected Urban Areas to adjust out-of-state salaries. Information was used to compare Seattle to Anchorage. Cost-of-living considerations are not a factor in standard salary survey techniques. Dealing with cost-of-living directly introduces an element unrelated to the relative value of a body of work. While living in Alaska is more costly than living in many locations in the 48 contiguous

states, there is lack of agreement on the degree and uniformity of difference. In prior surveys Seattle cost-of-living was the standard for all out-of-state information (based on AS 39.27.030(a)(1)), suggesting that Seattle costs were identical to various state capitals and large cities in California, Oregon, Washington and Idaho. This assumption seems questionable.

The statistical tables referenced above are no longer available. The geographic differential study completed for the State in April of 1985 indicates Seattle costs are 86% of Anchorage costs. As this is the most current information available, the 1985 Survey adjusts out-of-state salaries based on this figure. No other comprehensive method was available.

- C. Geographic differentials. The existence of differentials in the State has been intentionally avoided in all earlier surveys by collecting in-state data from Anchorage only. Trying to include information from areas where the State pays a differential would require the surveyor to determine how to adjust and compare the information collected with the base salary rate shown in the survey. From a compensation view-point, it would make more sense to derive rates by collecting market data in each area of the State rather

than base salaries on cost-of-living considerations. However, this solution dove-tails with problem A, inadequate information available.

- D. Valuing the Supplemental Benefits and Deferred Compensation systems. The Supplemental Benefits System is a combination Social Security substitute and cafeteria approach to benefit selection. Standardizing and comparing this condition to other employers is hard. It is also difficult to place a specific value on the Deferred Compensation Program.

These difficulties are not new and explain some of the reasons no attempt has ever been made to integrate survey information with internal structure or to make total compensation comparisons. Additionally, survey responses on benchmark jobs have not been used to adjust those classes or any related classes because,

While there is a relatively small number of classes where Alaska State salary ranges exceed all other agencies and the middle 50% of the private pay data, it is our opinion that insufficient evidence exists to warrant individual class 'adjustments,' either upward or downward, which would upset existing internal relationships - relationships which we have reason to believe are generally satisfactory. (1970 Survey)

This dependency on the internal relationships of jobs in the State's workforce for salary setting purposes was reflected but not stated in all subsequent surveys.

Further, the January 14, 1983 cover letter to the legislature for the 1982 Survey points out another issue: that provisions of AS 23.40 allowing for collective bargaining of wages "appear to be contrary to salary recommendation provisions" of AS 39.27. Practically speaking, data from the salaries and benefits component of past annual surveys have not been put to any use for more than 12 years.

Survey information has potentially played a greater role when collected as part of a study on a single job class or related series of jobs. In these cases survey information was collected and considered along with internal alignment and classification evaluation before arriving at a salary recommendation. Additionally, evidence of inability to recruit because a state salary is not competitive has been a compelling argument for upward adjustment; however, follow-up checks have never been made to see if market conditions still dictate a higher salary for a job class or if a downward adjustment might be made. (In actuality, advance step hire provisions are better mechanisms for upward adjustment based on market demands since they maintain internal alignment by range and are more easily eliminated if higher salaries are no longer needed to be competitive.)

Changes in the 1985 Survey include:

-Adding Southeast and Fairbanks employers to the survey;

- Adjusting rates appropriately to compare to the State's 37.5 hour work week;
- Using 16% to adjust out-of-state salaries to the Anchorage base;
- Showing union representation in the workforces of respondents;
- Showing the number of firms responding to each benchmark and the number of positions represented;
- Only benchmarks open to outside recruitment reflect out-of-state data.

Due to staffing and time limitations, follow-up calls and visits to surveyed firms were not completed. These procedures improve both the response rate and accuracy of job matches reported. Several thousand dollars in travel money would be needed to complete this survey with these components.

While the survey results are interesting, significant conclusions regarding State salaries don't emerge. The difference between salary ranges on the General Government, Supervisory and Confidential schedules is 5.6% - 7.5% through Range 25; on Labor, Trades and Crafts it is 5.3% - 8.6%; on Public Safety it is 7.6%. To consider recommendations on individual benchmarks would

require: 1) a large number of employees represented in the survey response; 2) a difference in survey results of over one-half the difference in ranges; that is, no change for -3% to +3% for General Government, one range for +3% to +9%, etc.; 3) a check on the collected data for accuracy of job matches; and 4) assessing how representative the respondent group is. An assessment of internal value and relationships to other classes would also be required before reaching a conclusion. As the survey stands, there is no compelling information dictating change.

5. Automated Support

The various on-line systems developed to support the study have functioned very well. The most pertinent printouts are referenced in other sections of this report and attached as:

Factor Comparison List	(Y)
Total Points Order	(Z)
Class Evaluation Summary - Class Code Order	(X)
Proposed vs. Current Class Crosscode List	(W)
Current vs. Proposed Crosscode List	(V)
New Codes by New Titles (alpha listing)	(T)
Numeric List of New Codes and Titles	(S)

The parts of the system design unused to date will be fully explored in the next several months, but existing reports are

satisfactory without modification.

6. Classification Plan

A. Schematic

The class code numbers in the old system are dysfunctional. It is not always possible to assign sequential numbers to a class series, and a variety of approaches to abbreviating titles makes the current schematic confusing. Lastly, titles are not clustered in typical occupational groupings.

The Numeric List of New Codes and Titles (Attachment S) shows the new five-digit numbering system. With forethought, using five digits can assure that alphabetical and sequential order can be maintained over several years. This information will be reviewed again for appropriate placement of classes, re-alphabetized and re-numbered where needed, checked for consistent and understandable abbreviations and appropriately spaced. Brief narrative descriptions of occupational groupings will be added, and the whole will be printed and distributed as an index to the class specifications. A listing of classes in alphabetical order will also be provided (Attachment T).

B. Class Specifications

The major product of the study is the class specifications, which

have been put in a final form using a standardized format for this report (Attachment U). In some cases these documents are still being circulating for union comment and, in rare cases, departmental review, so some narrative revision may take place in November.

The specifications reflect all the design improvements mentioned earlier. In addition to a review of all minimum qualifications, a phrase of standard note has been added to allow consideration of education and experience combinations not specifically referenced in the specification. The intention of this phrase is to be less restrictive when screening applicants and avoid rejecting applications on purely technical grounds. The Class History section of each study specification shows the initials of a Classification and Pay analyst or the consultants. Many specifications were drafted by departmental personnel officers. The initials, then, may or may not reflect the original drafter but are meant to give a point of reference in the Classification and Pay Section.

There were 1,008 classes in the study, and the new system recommends 845, a reduction of 163 classes. Many of the reductions come from collapsing the levels in series. Real distinctions in work, training or supervision could not be identified in many of these lower level classes, and those levels were therefore eliminated or reduced by combining classes. Many classes carried forward to the new system with no conceptual

change, although a good deal of structural change to better reflect the work being performed is recommended.

Automated printouts "track" the old and new systems. The Current vs. Proposed Class Crosscode List (Attachment V) shows old system classes and those new system classes most likely to absorb them. The Proposed vs. Current Class Crosscode List (Attachment W) shows new system classes and the old system classes contributing to their makeup. This listing prints up to four previous classes. In rare cases where five or more previous classes are involved, those over four are entered to the system but not visible on the hard copy.

In addition to the descriptions in the class specifications, the factor level assignments of the rating system are a very significant product of the study. Print-outs display this information three different ways. The Class Evaluation Summary - Class Code Order (Attachment X) shows proposed classes numerically by new code and laterally displays the level assignment for each factor, it's individual point value and the total points for the class. (The complete matrix of factors and their respective points is with the AQES attachment.) The Factor Comparison List (Attachment Y) shows each factor level and all the new job classes assigned to that level. This listing was the major tool used in work sessions to review consistency of factor application. Lastly, the Total Points Order (Attachment Z)

numerically lists in ascending order the job classes in the system.

Those unions and departmental managers wishing to submit information during the Period of Comment will want to review and utilize these documents to prepare their remarks.

Objectives

An early stage of this report listed the objectives set for the classification study. The chart on the following page recaps these goals and indicates how each has been met or will be addressed during forthcoming activity. Most goals have clearly been met, and the plan for fulfilling those that remain has been set out in this report.

SUMMARY RECOMMENDATION

The Department of Administration recommends that we proceed with the continuing activity as described in this report with the intent of replacing the old method of classification with the factor evaluation system developed in this study. The following remaining tasks are given again for emphasis:

- 1) A Period of Comment to give another opportunity to affect the factor level selections;

CLASSIFICATION STUDY OBJECTIVES

October, 1985

<u>Goal</u>	<u>Status</u>
Updating position descriptions on the entire classified service	Goal met. 13,100 position descriptions collected.
Updating class specifications and standardizing the format	Goal met. All class specifications drafted in standardized format.
Reviewing all minimum qualifications for classes and introducing more flexibility for meeting minimums	Goal met. All minimum qualifications reviewed - more flexibility introduced by standard note.
Reviewing flexible-staffing practices and developing sound criteria for those positions identified for flex provisions	Unnecessary levels in series eliminated in the study. Review of flexible-staffing and criteria continuing.
Developing a point factor approach that would standardize classification decisions and assist in salary setting	AQES developed. Pay recommendations to be available February, 1986.
Reviewing the workforce with a factor evaluation system to assure conformance with requirements of the Equal Pay Act	Review completed. Period of comment to conclude January 31, 1986.
Training central and departmental staff in use and maintenance of a new system	Extensive initial training completed. On-going training will be offered in 1986.
Automating the factor evaluation system to assist during the classification study and provide analytical support for maintaining the new system	Automation functional point-to-grade conversion tables to be added in February, 1986. System use to be extended during 1986 and 1987.
Reviewing the State's pay practice and recommending a standardized approach to salary recommendations	Salary survey completed. Overall recommendations to be made in February, 1986 and modified using sound criteria as appropriate
Providing an understandable method of classification that would also focus future discussions regarding classification and pay recommendations	Method developed. Period of comment and future training will continue to address this.
Reducing processing time for classification actions	Unable to measure until 1987. Every indication that systemic work can be completed more rapidly.
Providing specifications "on-line," assuring any job site of current and correct information regarding job classes	To be explored in 1986, operational in 1987 with implementation of the new system.

- 2) An administrative process to give employees a chance to appeal their classification allocations; and
- 3) a comprehensive review of flexible-staffing practices.

Items 1) and 2) increase the opportunity for input from the workforce and unions. Item 3) has been partly addressed by eliminating those "trainee" levels in series where a lower level of work could not be identified. However, more than 2100 positions are currently under flexible-staffing agreements, and in many cases criteria are inadequate, non-existent or inconsistent in application. Further review is necessary to:

- 1) identify those classes where flexing is needed due to a lack of experienced applicants or to create opportunities for members of under-represented groups; and
- 2) make submission of acceptable criteria mandatory.

Recognizing that collective bargaining, market conditions and other extenuating circumstances can impact salary ranges, the new system will provide consistency in classification decisions and speak to the internal alignment that has played such a strong historical role in State salary setting practices.

CLASSIFICATION STUDY REPORT

October 1985

LIST OF ABBREVIATIONS

ACIS	Alaska Class Information System
AQES	Alaska Quantitative Evaluation System
Booz-Allen	Booz-Allen and Hamilton, Inc.
IRR	Inter-rater Reliability
OMB	Office of Management and Budget
PCN	Position Control Number
PDQ	Position Description Questionnaire
RFP	Request for Proposals
T & E	Training and Experience Evaluation Sheets

CLASSIFICATION STUDY REPORT

October 1985

ATTACHMENTS

- A First Tasks and Timelines Draft
- B Contract Language Addressing Classification Study
 - Alaska Public Employees Association (84-86 Agreement)
 - Public Employees Local 71 (84-86 Agreement)
 - Public Safety Employees Association (84-85 Agreement)
 - Confidential Employees Association (84-86 Agreement)
- C Work Plan
- D Communication Plan
- E Report on the Division of Personnel by Legislative Audit,
March 8, 1985, pg. 11
- F AQES Task Force Participation
- G Alaska Quantitative Evaluation System
- H Position Description Questionnaire
- I Model for Departmental Data Collection
- J Data Recording and Review
- K Audits by Location Summary
- L Goals for Clerical Structure
- M Salary Survey 1985
- N Employee Briefing Memos
 - September 1984
 - February 1985
 - August 1985
- O Alaska Public Employees Association Reporter Articles
- P Proposed Clerical Structure
- Q Legislative Update on Classification Study, 1/85

Attachments - Continued

- R Inter-rater Reliability Report (Booz-Allen)
- S Numeric List of New Codes and Titles
- T New Codes by New Titles
- U Classification Study Class Specifications
- V Current vs. Proposed Class Crosscode List
- W Proposed vs. Current Class Crosscode List
- X Class Evaluation Summary - Class Code Order
- Y Factor Comparison List
- Z Total Points Order