STATE OF WISCONSIN PERSONNEL COMMISSION

ELIZABETH BRAITH,

Appellant,

v.

Secretary, DEPARTMENT OF EMPLOYMENT RELATIONS,

Respondent.

Case No. 83-0105-PC

DECISION AND ORDER

NATURE OF THE CASE

This is an appeal, pursuant to §230.44(1)(b), Wis. Stats., of a reallocation decision. By letter dated February 22, 1984, the parties stipulated to the following issue:

> Whether or not the respondent's decision to reallocate the appellant's position to research technician 2 (PR 6-08) instead of to research analyst 1 (PR 8-02) was correct.

Hearing in the matter was held on February 27, 1984 before Dennis P. McGilligan, Hearing Examiner. The parties did not file written arguments.

FINDINGS OF FACT

1. At all times material herein, appellant has been employed in the classified civil service in the Wisconsin Department of Transportation (DOT), Division of Districts, Facilities Data Unit.

2. Effective June 12, 1983, appellant's position was reallocated from a Management Information Technician 1 to a Research Technician 1 as a result of a personnel survey conducted by the Division of Personnel. On July 8, 1983, appellant filed a timely appeal of this reallocation with the Commission. The respondent subsequently rereviewed its decision and

determined that the position was best classified at the Research Technician 2 (PR 6-08) level and so reallocated the position also effective June 12, 1983.

3. The duties and responsibilities of appellant's position are accurately described in the position description signed by the appellant on January 18, 1984, a copy of which is attached hereto and incorporated by reference as if fully set forth as a part of this finding.

4. The Research Technician position standard provides:

A. Purpose of the Standard

This position standard is the basic authority for classifying positions with the primary purpose of providing technical support in the collection, analysis, and reporting of quantitative information. Because of the variety of ways in which such positions can be structured, this position standard may not specifically identify every combination of duties and responsibilities that could exist. Rather, it is designed to serve as the basic framework for classification of positions of this type.

B. Inclusions

This position standard encompasses positions with the primary purpose of collecting, compiling, and manipulating statistical information, operating statistical information reporting systems or performing other research support work which is considered "technical," rather than clerical or professional in nature. In most instances, these positions will be located in specialized research or statistical information reporting units, and will be providing technical support to professional research staff or to the users of the data. In performing this work, these positions typically apply knowledge of basic statistical concepts and techniques, package computer programs and basic data processing concepts, and/or established guidelines or procedures for the collection, analysis, or reporting of specialized quantitative information, as well as skill in performing statistical or mathematical calculations.

C. Exclusions

Specifically excluded from this series are positions which:

1. are professional in nature, as defined in §111.81(11), Stats.;

5. The Research Analyst position standard provides:

A. Purpose of the Standard

This position standard is the basic authority for making classification decisions relative to present and future positions performing professional research, statistical analysis and/or statistical information reporting duties in State service. This position standard will allow evaluation of all combinations of duties and responsibilities that make up positions which have the primary function of research, statistical analysis, and/or statistical information reporting as defined by the Inclusions and Exclusions noted below. Positions will be evaluated by comparing their duties and responsibilities with the class and factor/level definitions in this standard. Illustrations in this standard and comparisons with other positions allocated to a particular class or level shall be used for interpretive purposes only.

B. Inclusions

1) The Research Analyst series encompasses positions which have the primary purpose of conducting research, performing statistical analysis, or developing and maintaining statistical information reporting systems. Positions must be professional, as defined in §111.81(11), Stats., and typically require a professional knowledge of statistical or other quantitative research or analysis methods, or of the specific research methodology of a professional discipline such as history, demography, or psychology. Positions in this series provide information, interpretations, and analysis to program planners, evaluators, administrators, or the public, with the common feature of enabling these users to know or forecast key features of the environment of their activities.

6. Relevant class descriptions in the Research Technician and Research Analyst series include the following:

B. Research Technician 2 PR 6-08

This is either an entry, or full performance objective level.

* * *

As a full performance objective level, this level encompasses positions which execute a variety of specific data collection, compilation, analysis, or reporting procedures to assist professional research staff or assist in the operation of a statistical information reporting system. Positions at this level require that the majority of time be spent in activities such as:

- developing data entry programs, formats, or codes from instructions or guidelines to facilitate proper data entry

- responding to special information requests which require considerable manipulation of data or explanation of its meaning

- developing specific operations and procedures for the collection, compilation, and reporting of data (e.g., edits, internal consistency checks, look-up tables)

- designing draft survey or reporting forms

- applying package and utility computer programs to compile, tabulate, manipulate, and report data

- guiding and directing Research Technician 1's in the collection, compilation, and analysis of data on a particular project, for a particular system, or on an aspect or phase of a variety of systems

- developing narratives which explain circumstances not evident in the data themselves or require applying knowledge of the subject matter under study (e.g., mental health, labor markets) to interpret the data

- performing more advanced statistical calculations (e.g., tests of significance, correlation coefficients) or complex estimating procedures, according to established guidelines or under the direction of professional staff

- revising historical data based on changes in methodology or definitions of variables to enable comparison with current data

- recommending new reports to promote wider use of collected data

Positions at this level typically require applying working knowledge of package or utility programs, basic statistical or data processing concepts, as well as knowledge of the specific guidelines/procedures used in data collection and reporting. Some knowledge of the subject matter area under study may also be required.

Work is performed under general supervision, and according to specific guidelines which cover most technical aspects of the work.

A. RESEARCH ANALYST 1 (PR 8-02)
RESEARCH ANALYST 1 - CONFIDENTIAL

This is entry level for professional positions primarily engaged in research, statistical analysis, and/or statistical information reporting. Positions at this level function under close, progressing to limited, supervision, and perform assignments which allow the employe to develop proficiency in applying professional knowledge to the specific problems of the program or work unit. These assignments may involve assisting higher level staff in carrying out their projects, or addressing less complex, lower impact, or more structured problems.

7. Barbara J. Gibbons, along with appellant, is generally responsible for the reproduction of certain reports to the Federal Government which are used to determine the allocation of funds for construction and maintenance of highways. Fifty percent (50%) of Gibbons' work activities are allocated to production, maintenance/updating and processing of procedures of the TDS-STN Reference Point File as set forth in her position description. This work involves considerable use of discretion and judgment in updating control data: deciding what type of file maintenance is necessary; when the work will be done; and how it will be accomplished as well as the effect of same. Included among the above responsibilities is the selection and assignment of RP locations which Gibbons accomplishes using the Alignment File and COGO support. (Gibbons also uses COGO to maintain the Alignment File which is fifteen percent (15%) of her allocated work activities.) To utilize COGO, Gibbons must know geometry; decide what formulas or parts of formulas to use; and determine the relevant factors, i.e. horizontal curves, tangent distance, directional bearings and azimuths, etc. to include in the COGO process for the particular update. Decisions involving COGO involve consistent use of judgment and discretion and do not follow a set routine. Gibbons' position is classified as a Research Analyst 1.

8. As indicated in Goal B of appellant's position description, Braith spends a majority of her time obtaining data from a variety of sources which must be fed into the computer. Appellant must determine the proper code to achieve this which involves some discretion on her part but since the bulk of the information is provided to her by the districts this work is somewhat standardized.

9. Perhaps the most difficult task appellant must perform in Goal A of her position description involves the extension of boundaries in an urban area contained in event 16 - Federal Rural/Urban - Urbanized Classification. To accomplish this appellant basically gets out a map and does some simple mathematical measurements to determine proper mileage.

10. Appellant does not utilize any commonly recognized professional research methods such as COGO or manipulate data for analytical purposes in the performance of her duties.

11. The complexity of Gibbons' work as well as the knowledge, judgment and skill required to perform it is greater than that required of appellant.

12. The appellant's position is best described by the Research Technician standard at the Research Technician 2 level, and is most appropriately classified as Research Technician 2.

CONCLUSIONS OF LAW

1. This appeal is properly before the Commission pursuant to §230.44(1)(b), Wis. Stats.

2. The appellant has the burden of proof.

3. The appellant has not sustained her burden of proof.

4. The respondent's decision reallocating appellant's position to Research Technician 2 (PR 6-08) instead of to Research Analyst I (PR 8-02) was not incorrect.

OPINION

At issue is whether the appellant's position should be classified as a Research Technician 2 (PR 6-08) or Research Analyst 1 (PR 8-02). In order for the appellant to prevail, she must satisfy her burden of proving that her position meets the Research Analyst 1 definition and is more properly classified in that classification.

According to the Research Analyst position standard, before a position can be included in this standard, it must have duties and responsibilities of a "professional" nature as that term is defined in §111.81(11)(a), Wis. Stats.:

> (11) 'Professional employe' means:
>
> (a) Any employe engaged in work:
>
> 1. Predominantly intellectual and varied in character as opposed to routine mental, manual, mechanical or physical work;
>
> 2. Involving the consistent exercise of discretion and judgment in its performance;
>
> 3. Of such a character that the output produced or the result accomplished cannot be standardized in relation to a given period of time;
>
> 4. Requiring knowledge of an advanced type in a field of science or learning customarily acquired by a prolonged course of specialized intellectual instruction and study in an institution of higher learning or a hospital, as distinguished from a general academic education or from an apprenticeship or from training in the performance of routine mental, manual or physical processes ...

The Research Analyst series encompasses positions which have the primary purpose of conducting research, performing statistical analysis, or developing and maintaining statistical information systems. Positions included in this series "typically require a professional knowledge of statistical or other quantitative research or analysis methods ..."

Appellant argues that she should be classified as a Research Analyst 1 like Barbara Gibbons because she has the same type of responsibilities and performs similar work. The record, however, does not support a finding regarding same. Appellant uses basic mathematical computations in the performance of her duties. Gibbons, on the other hand, uses COGO to select and assign RP locations. This, unlike appellant's determinations, involves knowledge of the principles of geometry and the use of considerable discretion in determining the appropriate elements to include in the COGO process for updating highway data.

Appellant maintains that the COGO used in Gibbons' job is a small factor and easily learned and not significant in relation to distinguishing between Gibbons' position and appellant's position for classification purposes. First, appellant offered no persuasive evidence that COGO is a simple methodology and easily learned. To the contrary the record indicates that the use of COGO requires a background in mathematics including a knowledge of geometry, consistent use of judgment and discretion and is varied in character. Second, appellant did not establish that COGO was a small part of Gibbons' work. The record shows that Gibbons used COGO in several different aspects of her work. The record also shows Gibbons' use of the COGO methodology when combined with her other responsibilities makes her a "professional" employe as that term is defined in the aforesaid statute.

Fifty percent (50%) of Gibbons' work activities are allocated to production, maintenance/updating and processing of procedures of the TDS-STN Reference Point File. As noted in Finding of Fact 7, this work involves considerable use of discretion and judgment in updating control data. The complexity of this work and the knowledge and skill required to

perform it is greater than that required of appellant. In comparison, appellant spends a majority of her time updating certain events in the Event File where most of the preliminary work gathering data is performed by the Districts. (Appellant's Exhibit 1.) She must obtain this access data, make sure it is correct, and then determine the proper code to feed it into the computer. This work is also complex and involves some discretion but since the District supplies initial data and appellant simply fits it into the proper code, the work is more standardized than Gibbons' work.

Gibbons' other responsibilities also involve consistent use of discretion and judgment, knowledge of professional research methods and are predominantly intellectual and varied in character. Again the difficulty of this work as well as the knowledge and skill required to perform it is greater than that which is required of appellant in carrying out her more routine duties.

In view of the above, and absent any persuasive evidence to the contrary, the Commission finds it reasonable to conclude that the appellant (unlike Gibbons) does not have duties and responsibilities of a "professional" nature which is required before a position can be included in the Research Analyst series. To the contrary, the record supports a finding that the appellant's position is more appropriately included in the Research Technician position standard as set out in Finding of Fact 4. Therefore, the Commission finds it reasonable to conclude that the appellant has not met her burden of proving that her position meets the Research Analyst 1 definition and should be classified in that classification.

Based on all of the foregoing, the Commission finds that the answer to the issue as stipulated to by the parties is YES, the respondent's decision to reallocate the appellant's position to Research Technician 2 (PR 6-08)

instead of to Research Analyst 1 (PR 8-02) was correct and should be affirmed.

ORDER

The respondent's reallocation decision is affirmed and appellant's appeal is dismissed.

Dated: April 25, 1984 STATE PERSONNEL COMMISSION

DPM:jat

LAURIE R. McCALLUM, Commissioner

DENNIS P. McGILLIGAN, Commissioner

Parties:

Elizabeth Braith
c/o Helen Marks Dicks
4902 Buckeye Road
Madison, WI 53716

Howard Fuller
DER, Secretary
149 E. Wilson St.
Madison, WI 53702

IMPORTANT: PLEASE READ INSTRUCTIONS ON BACK OF LAST PAGE App. # 1

POSITION DESCRIPTION

DER-PERS-10 (Rev. 1-78)
State of Wisconsin
Department of Employment Relations
DIVISION OF PERSONNEL

1. Position No.	2. Cert/Reclass Request No.	3. Agency No.
20632		395

4. NAME OF EMPLOYE
Elizabeth A. Braith

5. DEPARTMENT, UNIT, WORK ADDRESS
Department of Transportation
Division of Districts
Room 951, HFSOB

6. CLASSIFICATION TITLE OF POSITION
Research Tech. 1

7. CLASS TITLE OPTION *(To be Filled Out By Personnel Office)*

8. NAME AND CLASS OF FORMER INCUMBENT

9. AGENCY WORKING TITLE OF POSITION
STN Data Files Specialist

10. NAME AND CLASS OF EMPLOYES PERFORMING SIMILAR DUTIES

11. NAME AND CLASS OF FIRST-LINE SUPERVISOR
F. W. Novak, Res. Analyst 6 - Supv.

12. FROM APPROXIMATELY WHAT DATE HAS THE EMPLOYE PERFORMED THE WORK DESCRIBED BELOW?
October, 1982

13. DOES THIS POSITION SUPERVISE SUBORDINATE EMPLOYES IN PERMANENT POSITIONS? Yes ☐ No ☒ IF YES, COMPLETE AND ATTACH A SUPERVISORY POSITION ANALYSIS FORM (DER-PERS-84).

14. POSITION SUMMARY – PLEASE DESCRIBE BELOW THE MAJOR GOALS OF THIS POSITION:

See Attachment.

15. DESCRIBE THE GOALS AND WORKER ACTIVITIES OF THIS POSITION *(Please see sample format and instructions on back of last page.)*

–GOALS: Describe the major achievements, outputs, or results. List them in descending order of importance.
–WORKER ACTIVITIES: Under each goal, list the worker activities performed to meet that goal.
–TIME %: Include for goals and major worker activities.

(Continue on attached sheets)

TIME %	GOALS AND WORKER ACTIVITIES
	See Attachment.

16. SUPERVISORY SECTION – TO BE COMPLETED BY THE FIRST LINE SUPERVISOR OF THIS POSITION *(See Instructions on Back of last page)*

a. The supervision, direction, and review given to the work of this position is [ ] close [ ] limited [X] general.
b. The statements and time estimates above and on attachments accurately describe the work assigned to the position. *(Please initial and date attachments.)*

Signature of first-line supervisor: Frank W Novak Date: Jan. 18, 1984

17. EMPLOYE SECTION – TO BE COMPLETED BY THE INCUMBENT OF THIS POSITION

I have read and understand that the statements and time estimates above and on attachments are a description of the functions assigned my position. *(Please initial and date attachments.)*

Signature of employe: Elizabeth A. Braith Date: January 18, 1984

Signature of Personnel Manager: _____ Date: _____

14. Position Summary

Act as a specialist in specific areas of the computerized TDS-STN (Transportation Data System - State Trunk Network) data base. This position has direct singular responsibility to produce, maintain and update the two data files (Event File and the Point Name File). Coordinate work with the Control File Specialist, engineering personnel in the eight highway districts and other data users/providers in the central office. This position is in the STN Group and reports to the supervisor of the Facilities Data Unit, Bureau of Environmental and Data Analysis, Division of Districts.

15. Described the Goals and Worker Activities of this Position

Time %	Goals and Worker Activities
	[This position is responsible for the maintenance and updating of the TDS-STN Event File and Point Name File.
	The STN computerized files are composed of three control files - Reference Point, Road Alignment, and RP Coincidence - and various data files, including the Event File and the Point Name File. System operations and procedures are complex and involve interdependent operations across the data and control files. In order that the overall system perform effectively - cooperation, coordination and general knowledge of the complete system is required by the incumbent, as one of the individual comprising the functioning component parts.]
	[An essential part of STN file maintenance responsibility is recognizing when maintenance is required. Due to the nature of the data, a variety of circumstances may occur which necessitate updates to the Event and Point Name Files, such as: new highways or sections of highways are constructed or relocated, additions or deletions due to system changes, an event or feature added to, changed or removed from an existing highway, errors are detected on existing records.
	This position is also responsible for researching of update information, performing the coding and the computer processing of maintenance for six (6) Event File data elements (events). Additionally, the incumbent is responsible for the file maintenance and processing of coding received from the districts and others for all (except two) Event data elements and all Point Name features. The districts provide update information/coding for ten (10) events, while three (3) others are provided by Division of Planning and Budget sections; two additional events are maintained in conjunction with maintenance of the control files by the STN Control Files Specialist.]

15. Described the Goals and Worker Activities of this Position

Time %	Goals and Worker Activities
30%	A. Maintenance of certain data elements (events) of the TDS-STN Event File.

A1. Determine when and what changes of the STN highways may necessitate updating of any of the following six (6) events: No. 13 - Federal System, 14 - Federal Aid Route Number, 15 - Federal Aid Route Location, 16 - Federal Rural/Urban - Urbanized Classification, 18 - Sub-Jurisdictional Classification, 31 - Federal Aid System (Travelled Way). Review various data sources and determine update values/information to be coded. Data sources include: Federal Aid-system description and maps, Federal Urban Area Boundary maps and correspondence, legal descriptions and maps, highway construction plans, photolog film, etc.

A2. Review data and determine the type of condition necessitating update and then outline steps necessary to perform update. Query existing file to verify validity of RP's and other information related to event record(s) being updated.

A3. Determine the type(s) and sequence of transactions to be performed for update process.

A4. Code appropriate file maintenance form (coding varies with the type of event and transaction). Coding involves the following fields: Maintenance date - when the data became valid, On Highway - including county, type, number and direction of highway, Highway ID, Reference Point and plus distance, event number and value, to location, etc.

A5. Process the computer procedures by use of TSO program on a local processing terminal and receive computer run. Maintain a log showing the computer tape catalog number and the current record count of the file being accessed in case of accidental erasing of operations information before addition to the master tape.

A6. Review Diagnostic Reports produced from the Preprocessor and File Maintenance Program, determine source of errors, make corrections and re-process corrected coding.

15. Described the Goals and Worker Activities of this Position

Time %	Goals and Worker Activities
	A7. Review Audit Reports produced, to determine if all required transactions have been successfully completed. If errors are found, make necessary correctional updates.
	A8. Notify appropriate district and central office personnel as soon as maintenance efforts are completed.
	A9. Maintain records of maintenance projects progress.
55%	B. Maintenance and computer processing of the all other events (except Event 00 - Highway system and Event 90 - Concurrency) of the Event File and all features (at grade roadway and railroad intersections, boundaries, bridges, mileposts, etc.) on the Point Name File.
	B1. Receive coding from districts and/or others and for certain projects research source data and then prepare coding.
	B2. Review coding of others, to determine: - that data and all elements conform to standards and are logical, appropriate and complete - appropriateness of transaction codes - validity of RP's - format is correct - sequencing of multiple records is correct - validity of maintenance date
	B3. Access Bridge File by programming CRT terminal for Bridge Base validity and to verify bridge coding data.
	B4. When any additional information is required, obtain from local source if possible or contact district by phone or memo depending on what and how much is required.
	B5. Make necessary coding corrections and process computer procedures by use of TSO program.
	B6. Determine the correct sequencing of procedure runs.
	A7.
	A8.
	A9.
	A10.

15. Described the Goals and Worker Activities of this Position

Time %	Goals and Worker Activities
10%	C. As TDS-STN specialist on the physical characteristics Events and Point Name features - provide answers to questions and/or information by phone/memo or in meetings with district personnel and others involved in STN file maintenance or users of these two data files.
5%	D. Miscellaneous - assist on special projects such as the Wisconsin Highway Mileage Data Report, production of varilists, production of Event File and Point Name Feature File reports on hard copy or mico-fiche as requested by users.

Knowledge and Skills

1. Extensive knowledge of the physical/administrative characteristics of highways and their various interrelationships, such as:

   a) All highway systems, but especially the State Trunk System and its Interstate Highways, Municipal Extensions and Connecting Highways.

   b) State and Federal highway functional classifications and criteria.

   c) State and Federal Urban/Rural systems.

   d) Federal Aid Highway System classifications.

   e) The various physical elements comprising the highway structure.

2. Considerable knowledge of the TDS-STN highway data base system and the interrelationships between and within its various control and data files.

3. Comprehensive knowledge of the standards, criteria and procedures relative to all 24 highway data elements of the event file, and the 8 general highway features, plus the multiple subclassifications of the point name file.

4. Working knowledge of the data processing procedures and applications.

5. Ability to read and interpret plats, maps (Federal Aid Systems, RP, CVT) and highway construction plans.

6. Ability to make mathematical computations.

7. Oral communications ability.

8. Some knowledge and ability to interpret land survey descriptions.

9. Some technical writing ability.