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 LINDA DAVIDSON, \*  
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                   Appellant, \*  
 \*  
 v. \*  
 \*  
 Administrator, DIVISION OF \*  
 PERSONNEL, \*  
 \*  
                   Respondent. \*  
 \*  
 Case No. 81-291-PC \*  
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 \* \* \* \* \*

DECISION  
 AND  
 ORDER

This matter is before the Commission as an appeal from a decision by the respondent denying appellant's reclassification request. The issue identified for hearing reads as follows:

Whether or not the decision of the administrator to deny reclassification of appellant's position from Management Information Technician 3 to Management Information Technician 4 was correct. If not, should appellant's position be classified as Management Information Technician 4?

A Proposed Decision and Order was issued by the hearing examiner on August 11, 1982. The Proposed Decision would have rejected respondent's decision and granted the reclassification of appellant's position. Oral arguments were held before the Commission and after consulting with the hearing examiner, the Commission decided to reject the recommended findings and to affirm the respondent's decision to deny appellant's reclassification request. The basis for the Commission's decision is set out below.

FINDINGS OF FACT

1. At all times relevant to this proceeding, the appellant has been employed by the Department of Transportation, Division of Business Management, Bureau of Accounting and Auditing, Financial Operations Section.

2. The appellant is system controller for the Financial Operation System (FOS) which is an integrated computer system for all of the financial transactions of the Department, including payroll, leave accounting, real estate, maintenance, federal highway projects, state trooper and motor vehicle. The system is integrated in that information fed into the system for one procedure produces output that is processed and is reflected in the output for subsequent procedures as well. As a result, it is imperative that FOS procedures be run in a sequence that insures accurate results.

3. There are other integrated computer systems in operation in other state agencies.

4. Appellant's primary responsibility is to "schedule, control and monitor the sequential processing of all Financial Operating System procedures."

5. At the time of the hearing in this matter, FOS included approximately 450 separate procedures. An average of approximately 60 of the procedures are run daily (during the night).

6. Appellant makes the final decision as to which of the procedures are to be run on a given day, places them in sequence and designates which ones are sufficiently important so that she would be consulted if an error appears during the processing. These decisions are made in order to obtain accurate and up-to-date information for general management purposes. Appellant's scheduling decisions are made without the benefit of any scheduling manual or priority list although a Job Control Language manual is available for error resolution purposes.

7. The appellant must exercise a high level of knowledge as to all of the 450 procedures run in FOS in order to oversee their proper scheduling for sequential processing.

8. The appellant serves as the scheduling link between the computer that does the processing and the four other technicians within FOS who have been assigned to prepare and process data for updating the computer files that represent the 450 procedures. These other technicians, two of whom were classified as Management Information Technician 2's, one as Management Information Technician 3, and one as Management Information Technician 1, must have very specific knowledge of the procedures to which they have been assigned in order to make data changes in the files.

9. The appellant's level of knowledge regarding each of the 450 procedures is not as complete as the knowledge of the four technicians who are assigned to the specific procedures. These other four technicians have total control over the procedures to which they have been assigned, with the exception of the appellant's supervisory scheduling authority. The other technicians themselves have scheduling responsibilities for their own areas of speciality action as well as error resolution responsibilities.

10. The appellant's position is not at a higher organizational level than the other four technicians in FOS.

11. In performing her responsibilities to "[a]nalyze and debug abnormal processing" and to provide "'on call services' during off duty hours," appellant receives approximately five to eight calls per week while off duty regarding scheduling problems. Appellant is able, by herself, to handle practically all of the problems that arise.

12. As a consequence of her general knowledge regarding FOS procedures, the appellant also assists in all FOS special processing activities. Special processing includes the pulling out of specific information from various files, the creation of a special file to generate the information desired, or

the correction or cleaning up of information that had been entered due to a procedure failure.

13. Appellant's responsibilities are accurately described in an undated and unsigned position description, a copy of which is attached hereto and incorporated by reference as if fully set forth as part of this finding.

14. The Position Standard for the MIT series provides, in part, as follows:

Management Information Technician 3 (PR6-10)

Definition:

This is typically a lead or objective level. Positions identified here in a lead capacity are responsible for leading other technicians engaged in complex management information technician work. Positions identified here as an objective level perform very complex management information technician work under general supervision.

Specific Allocations:

Data Control - This is either a lead or objective level. Positions identified here in a lead capacity will be responsible for leading an organizational unit or shift of data control technicians engaged in the full range of complex data control functions. Positions identified here in an objective level capacity will be responsible for performing a full range of very complex data control functions a majority of the time.

\* \* \*

Management Information Technician 4 (PR6-12)

Definition:

This is typically a leadwork level. Positions identified here will lead the work of other technicians engaged in very complex management information technician work.

Specific Allocations:

Data Control - Positions identified here will be responsible for leading an organizational unit or shift of data control technicians who are engaged in performing very complex data control functions a majority of their time.

NOTE: As described, most of the positions identified at this level will function in a leadwork capacity as described. However, future agency needs may necessitate the identification of a non-leadwork position at this level. Such a position should only be identified here if a classification factor analysis of the positions duties and responsibilities clearly shows that the position should be classified at this level in comparison to other positions allocated to this and lower levels in the series.

15. Other positions which provide a basis for comparison with the appellant's position are as follows:

- A. Payroll technician, MIT 3, University of Wisconsin-Madison, Administrative Data Processing, Kathleen A. Reilly, incumbent. Ms. Reilly's position summary reads:

Independently coordinates all production data processing for several very complex areas in the Financial Section. This position reports to the section supervisor in one of the largest State of Wisconsin data processing shops using the latest data processing technology. The duties are very complex and require extensive knowledge of data processing technology. Approximately 768 jobs, 528 procedures, 35 IMS teleprocessing data bases, and 86 IMS transactions are involved in processing these systems.

Approximately 45% of Ms. Reilly's time is spent coordinating "the total production processing necessary for the following complex systems: Payroll, Academic Personnel, UW-Extension, Personnel System and Residence Halls," which requires that she "[h]andles processing conflicts when interrelated data bases are involved." Mr. Reilly's work is also performed in a very large and complex integrated system.

- B. MIT 4 (Leadwork), DILHR, Systems and Data Processing, Ronald Baeseman, incumbent. Mr. Baeseman's position summary reads:

Under general supervision, has responsibility for the Benefits Section of Data Control. The Benefits Section is one of the two major areas in Data Control. Reporting to this person are: 1 full-time MIT 3, 1 half-time MIT 3, 2 half-time MIT 2, 1 full-time MIT 2, 1 full-time Seasonal MIT 3. People and employers throughout the State are effected by what gets completed in the Benefits Section because they have responsibility for generating unemployment checks and maintenance of all related files. They have responsibility for training all new employes assigned to the unit and assists unit members with questions or problems that arise in their assigned tasks. They have responsibility for assigning specific tasks to the technician and assuring proper backup.

Mr. Baeseman is a leadworker in an integrated system. Approximately 50% of his time is spent directing assigned staff. The MIT's who report to him perform very complex functions.

C. MIT 4 (Leadwork), DILHR, Systems and Data Processing, Sandra K. Kreul, incumbent. Ms. Kreul has identical responsibilities to Mr. Baeseman but in the Employment Security and General Fund Section of Data Control.

16. A leadworker generally assigns and reviews, oversees or supervises the work of other employes, trains them, and is held accountable for their work but lacks the authority to make hiring and disciplinary decisions.

17. The appellant does not perform the full range of leadwork functions for her unit. The appellant does shoulder some leadwork responsibility by reviewing the work of the other technicians in the course of scheduling the procedures and by providing technical advice. The appellant also performs some training functions.

18. The appellant's position does not include sufficient responsibility/accountability, scope/complexity and other miscellaneous factors in comparison to other positions at the MIT 3 and MIT 4 levels to justify classification at the MIT 4 level.

19. Appellant's position performs "very complex" data control functions and is properly classified at the MIT 3 level.

#### CONCLUSION OF LAW

1. This matter is appropriately before the Commission pursuant to §230.44(1)(a), Wis. Stats.

2. The appellant has the burden of proving that respondent's decision to deny the reclassification of appellant's position from MIT 3 to MIT 4 was incorrect and that her position should have been classified as MIT 4.

3. The appellant has not met that burden.

4. The respondent's decision not to reclassify the appellant's position from MIT 3 to MIT 4 was correct and appellant's position should have been classified at the MIT 3 level.

OPINION

This case revolves around two questions: 1) Does the appellant perform leadwork functions? 2) If not, does her position support a classification factor analysis that places the position within the non-leadwork exception to the MIT 4 standard?

A. Leadwork

The MIT 4 classification definition states that "[p]ositions identified here will lead the work of other technicians in very complex management information technician work." The respondent concedes that the work performed by the appellant conforms with the "very complex" work requirement. Respondent argues, however, that the appellant does not perform leadwork and that her position is properly classified at the MIT 3 level which is identified as the "objective level [for] very complex management information technician work under general supervision."

The evidence established that the appellant performs some but not all of the functions normally performed by a leadworker. The respondent conceded that the appellant provided both training and technical advice for the other technicians in the unit. Appellant's supervisor testified that the appellant oversaw the work of the other technicians on a part-time basis and provided technical advice on a regular basis on matters relating to her scheduling function.

Although appellant reviews the work of the other technicians when they submit their requests for scheduling and also provides some training, there was no evidence indicating that the appellant assigns work or is accountable

for the majority of the work of the other technicians. Therefore, the Commission must conclude that the appellant is not a leadworker as that term is used in the MIT 4 position standard.

B. Non-Leadwork Exception

Even though the "typical" MIT 4 position has, pursuant to the position standard, leadwork responsibilities, an exception is specifically noted:

As described, most of the positions identified at this level will function in a leadwork capacity as described. However, future agency needs may necessitate the identification of a non-leadwork position at this level. Such a position should only be identified here if a classification factor analysis of the position's duties and responsibilities clearly shows that the position should be classified at this level in comparison to other positions allocated to this and lower levels in the series.

The classification factors to be utilized in the analysis are also provided in the position standard:

1. Responsibility/Accountability - relates to the latitude to select alternatives and assign work and priorities; and the finality of the decisions made. Some specific questions to consider are:
  - a. the organizational level of the position;
  - b. the nature and type of supervision received;
  - c. the nature and type of direction given to subordinate staff and the size of such staff;
  - d. the availability of other non-subordinate staff whose authority is is to make the most difficult and unprecedented program or technical decisions or interpretations;
  - e. the degree of impact decision and work efforts have on end results; and
  - f. the consequence of error.
2. Scope/Complexity - related to the nature, number, variety, and intricacy of tasks, steps, processes, or methods in the work performed; the difficulty in identifying what needs to be done, the difficulty and originality involved in performing the work; and the effect of the work product or service both within and outside the organization.



3. Miscellaneous Factors

- a. The accumulated specific (technical, professional, managerial, etc.) and general (program) knowledge necessary to perform the work satisfactorily; and
- b. the nature and level of internal and external coordination and communication required to accomplish objectives.

No positions within state service are currently classified at the MIT 4 level other than leadwork positions. For that reason, there are no non-leadwork comparables from the MIT 4 level to assist in this classification decision.

An analysis of the appellant's position in terms of the classification factors indicates that it does not, on balance, have sufficient additional responsibility/accountability, scope/complexity and miscellaneous factors to justify classifications at the MIT 4 level.

Pursuant to Respondent's Exhibit 3, the appellant's position is shown to be at no higher an organizational level than the other technicians in the FOS unit of DOT. The appellant's supervisor testified that the appellant has complete freedom to schedule the processing requests as she deems to be appropriate in order to obtain accurate and up-to-date results. The direction provided by the appellant to the other technicians in the unit has already been summarized in respect to the leadwork question. The only evidence of the availability of any non-subordinate staff for "the most difficult" decisions is as to those 5% of the off duty calls that the appellant must refer to data processing. The evidence also showed that in her role as system controller the appellant has an extremely strong effect on the unit's output so that an error by her could have significant results.

With respect to the scope/complexity factor, the appellant operates without the use of any scheduling manuals and has a high level of knowledge as to all of the unit's 450 procedures. However, the appellant does have a

Job Control Language manual available for error resolution purposes and does not have the same depth of knowledge regarding specific procedures as do the technicians assigned to the procedures.

Despite the large number of positions referred to by both parties as being "comparable" to the appellant's position, few are entitled to significant weight. Many of the "comparables" were in series other than the MIT series or described positions that were classified under the old (pre-1979) MIT position standards. Of the non-leadwork positions that were identified, two of the comparables are schedulers at UW-Madison's Administrative Data Processing. However, the incumbent in one of these two positions, both of which are classified at the MIT 3 level, is seeking or has sought reclassification to MIT 4. The position description of the other position, occupied by Ms. Reilly, refers to resolving data base conflicts by changing the processing sequence and indicates that she also functions in an integrated system. This conclusion undermines any arguments that the appellant's position is more complex. The Commission concludes that Ms. Reilly's position and the appellant's position are of comparable complexity.

Several of the other comparable positions suggested by the parties are classified at the MIT 4 level due to leadwork responsibilities. While the Commission had already concluded that the appellant is not a leadworker, it is helpful to determine how her position compares with leadwork positions in terms of complexity. The testimony of respondent's personnel specialist, who had conducted position audits within the DILHR Data Control system, was that it is an integrated system. This testimony is entitled to greater weight than the testimony of the personnel specialist who testified for the appellant and who stated that the DILHR system was not integrated. The latter personnel specialist did not indicate that she had ever conducted an on-site

audit of a position within the DILHR system. Based upon the integrated nature of the DILHR system, the Commission concludes that the appellant's responsibilities are not substantially more complex than the work performed within Mr. Kreul's and Mr. Baeseman's section of DILHR's Data Control, thereby justifying the non-leadwork, leadwork distinction between the appellant's classification and Ms. Kreul's and Mr. Baeseman's classification.

The Commission has based its reversal of the Examiner's Proposed Decision and Order on a variety of factors. The appellant is clearly placed in a difficult position due to the absence of any non-leadwork positions at the MIT 4 level and the restrictive nature of the exception identified in the MIT 4 position standard which will permit such a classification "only ... if a classification factor analysis ... clearly shows that the position should be classified at this level in comparison to other positions." (Emphasis added)

Contrary to the finding of the Examiner, the Commission concludes that the FOS organizational chart does not indicate that the appellant's position is at a higher level than the other technicians in the unit. The chart merely reflects the fact that the appellant's input into the unit's work product occurs at a different stage than the input of the other four technicians. The Commission also concludes that the appellant has failed to show a significant difference in terms of the level of complexity between the appellant's position and the level of complexity between the appellant's position and the other technicians in the unit, only one of whom is classified as high as the MIT 3 level. The testimony indicates that the appellant's knowledge regarding the various FOS procedures is not of equal depth as compared to the knowledge of the other technicians as to their assigned procedures.

The Commission is satisfied that FOS is not the only integrated computer system in state government. Appellant's supervisor merely testified that most of the other systems within the state were not integrated. The personnel specialist for the respondent testified that he was aware of at least two other integrated systems as a consequence of conducting position audits in those systems. (Comparisons with one, in DILHR, have been drawn above.) There is an absence of any specific testimony to the effect that UW-Madison Administrative Data Processing is not an integrated system, thereby limiting the value to the appellant of comparing the two MIT 3 scheduling positions at UW-Madison Administrative Data Processing, especially where one of the two incumbents has also sought an MIT 4 classification.

Of the four other technician positions within FOS unit itself, only one (Ms. Engbring) is at the MIT 3 level, and there, the responsibility/accountability factors and scope/complexity are not significantly less than the appellant's. Both positions have error resolution responsibilities, although Ms. Engbring's is more program specific. Ms. Engbring has very detailed knowledge regarding those procedures assigned to her while the appellant's knowledge of the full range of procedures is more general. The two positions appear to be relatively similar in their respective latitude to select alternatives and the finality of decisions made. DOT's personnel specialist, testifying on behalf of the appellant, stated that the other technicians in the unit (including Mr. Engbring) exercised total control over the systems to which they were assigned, subject to the scheduling function performed by the appellant to place the procedures from the various technicians in the proper sequence. The record also indicates that the other technicians in the unit also had scheduling responsibilities for their assigned procedures. (Appellant's Exhibit #5, Gay Position Description, Task

A.2: Establish the schedule of processing all related procedures in the precise order such that integration of all files mesh properly.") The Commission recognizes that the appellant's scheduling responsibilities, encompassing the entire group of procedures performed by FOS, are apt to be more complex than the scheduling performed by other technicians in the unit over their assigned areas of expertise. However, the Commission is not satisfied that the various distinctions between the appellant's responsibilities and those of the other technicians in the unit clearly show that the position should be at the MIT 4 level.

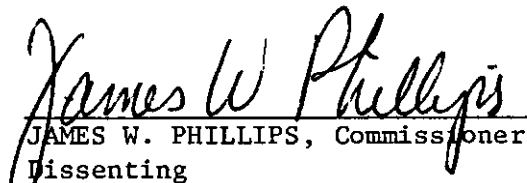
Based upon the above analysis and after balancing the evidence in the record, the Commission concludes that the appellant has failed to meet the burden for elevating the position above the "very complex" level to the MIT 4 level.

ORDER

The respondent's decision in denying the reclassification of appellant's position is affirmed and this matter is dismissed.

Dated: January 20, 1983

STATE PERSONNEL COMMISSION

  
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JAMES W. PHILLIPS, Commissioner  
Dissenting

KMS:ers

  
\_\_\_\_\_  
DONALD R. MURPHY, Chairperson

  
\_\_\_\_\_  
LAURIE R. McCALLUM, Commissioner

Parties

Linda Davidson  
1712 Onsgard Road  
Madison, WI 53704

Charles Grapentine  
Administrator, DP  
P.O. Box 7855  
Madison, WI 53707

**POSITION DESCRIPTION**

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

1. Position No. 09679	2. Cert/Reclass Request No. <i>APP #9</i>	3. Agency No. 395
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4. NAME OF EMPLOYEE Linda L. Davidson	5. DEPARTMENT, UNIT, WORK ADDRESS Department of Transportation Bureau of Accounting & Auditing Financial Operations Section Room 851, Hill Farms SOB Madison, WI
6. CLASSIFICATION TITLE OF POSITION Management Information Tech. 4	<b>RECEIVED</b> APR 15 1982
7. CLASS TITLE OPTION (To be Filled Out By Personnel Office)	8. NAME AND CLASS OF FORMER INCUMBENT Gerry O'Connor, MIT 2
9. AGENCY WORKING TITLE OF POSITION	10. NAME AND CLASS OF EMPLOYEES PERFORMING SIMILAR DUTIES
11. NAME AND CLASS OF FIRST-LINE SUPERVISOR James B. Robar Fiscal Supervisor 2	12. FROM APPROXIMATELY WHAT DATE HAS THE EMPLOYEE PERFORMED THE WORK DESCRIBED BELOW? January, 1979

13. DOES THIS POSITION SUPERVISE SUBORDINATE EMPLOYEES 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 This position is responsible to  
 1) Schedule, control, and monitor the sequential processing of all Financial Operating System procedures. 2) Prepare and process all special purpose processes. 3) Coordinate with all other Technicians as to the timeliness of their processing. 4) Analyse and debug abnormal processing including recreation of files and restoration of data integrity.

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.

TIME %	GOALS AND WORKER ACTIVITIES
50%	A. Schedule, control, and monitor the sequential processing of all FOS procedure: A1. Provide the means for notification by others of which procedures are to be scheduled. A2. Prepare the processing schedule of all procedures to obtain proper results. A3. Set up the control within each procedure deck, assemble the decks in serialized processing streams, and submit them to the Bureau of Systems and Data Processing for processing on the computers. A4. Monitor the initial "reading in" of the processing stream and correct all errors.  (Continued on Attached Sheet)

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  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 \_\_\_\_\_ Date \_\_\_\_\_

17. EMPLOYEE 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 employee \_\_\_\_\_ Date \_\_\_\_\_

18. Signature of Personnel Manager \_\_\_\_\_ Date \_\_\_\_\_

TIME %	GOALS AND WORKER ACTIVITIES
	<ul style="list-style-type: none"><li>A5. Provide for "on call services" during off-duty hours for correcting processing errors or rescheduling of processing.</li><li>A6. Monitor processing results against that which was scheduled and distribute valid results.</li><li>A7. Prepare "standard" schedules for predictable processing cycles like end of month, end of quarter, etc.</li><li>A8. Provide for safe keeping of all keyed input data, procedure decks, control listings (schedule, SPEVL, processing analysis, JCL, record counts, etc.).</li><li>A9. Keep all documentation current.</li></ul>
15%	<ul style="list-style-type: none"><li>B. Assist in all special processing with the FOS employe assigned the processing monitoring duties. Through understanding of the system and data on the files, guide fellow employes in achieving special processes and develop the necessary communication link to the computer.</li></ul>
15%	<ul style="list-style-type: none"><li>C. Analyze and debug abnormal processing including recreation of files and restitution of data integrity.<ul style="list-style-type: none"><li>C1. Coordinate all "System" and "User" errors with the System Analyzer and reset the system as needed.</li><li>C2. Monitor the correction of all "System" and "User" errors for further processing.</li></ul></li><li>A9.</li></ul>
10%	<ul style="list-style-type: none"><li>D. Monitor the requests of all other Technicians to assure Management that the total system is run in accordance with its wishes.</li></ul>
5%	<ul style="list-style-type: none"><li>E. Provide Computer Programming skills.<ul style="list-style-type: none"><li>E1. Provide Job Control Language (JCL) services for all FOS procedures.</li><li>E2. Prepare Variable Lists as needed.</li><li>E3. Utilize utility programs for Sorting, Merging, Catalog/Uncatalog, etc.</li><li>E4. Utilize Pan Valet for creating/updating information lists.</li><li>E5. Utilize TSO and all of its options for system control.</li></ul></li><li>A9.</li></ul>
5%	<ul style="list-style-type: none"><li>F. Employee Development<ul style="list-style-type: none"><li>F1. Discuss and set goals for self improvement with the Supervisor of FOS Operations.</li><li>F2. Achieve the goals via scheduled and planned training periods meshed into normal daily activities.</li></ul></li><li>A9.</li></ul>