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A Classification Compliance Audit of The Texas Historical Commission

May 1997

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Key Points of Report

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Overall Conclusion

The Texas Historical Commission (Commission) has a 79 percent rate of compliance with the Position Classification Plan (Plan). Nineteen positions are misclassified. Of the positions misclassified, 16 are in the incorrect series and 3 are at the incorrect level within the series. Compliance with the Plan is necessary to ensure state employees are properly compensated in relation to the Plan itself, as well as in relation to other state employees.

Key Facts and Findings

- The Commission has a very decentralized structure with little coordination of administrative functions. This results in inconsistent salary administration across divisions.
- The Commission lacks formal guidelines differentiating the levels of classification series, which would assist in ensuring consistent salary administration.
- Inconsistencies exist in the classification of administrative support positions across divisions. The Commission should conduct an agencywide job analysis of these positions to determine the correct classification and to ensure consistency in pay among divisions.
- Nineteen positions at the Commission are misclassified.

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This review of 89 full-time classified positions was conducted in accordance with the Position Classification Act, Texas Government Code 654.

Overview

Two underlying causes seem to contribute to the misclassifications at the Texas Historical Commission (Commission):

- The Commission has a very decentralized structure with little coordination of administrative functions. This results in inconsistent salary administration across divisions.
- The Commission lacks formal guidelines differentiating the levels of classification series, which would assist in ensuring consistent salary administration.

Development of Commission-specific guidelines and processes regarding classification is consistent with the recognition that first line responsibility for correct position classification rests with the Commission. Second line responsibility, consisting of confirmation and review, rests with the Classification Office of the State Auditor's Office.

Within the last year, the Commission asked employees to complete questionnaires describing their positions. Significant classification changes were not made at that time. The Commission should better use its authority and responsibility to continually evaluate employee classifications and make appropriate changes.

Sixteen positions out of the staff of 75 (excluding administrative support staff) at the Texas Historical Commission are misclassified. Additionally, 3 of the 14 administrative support positions are in the incorrect classification series. To correct these misclassifications, the Commission may either classify the positions according to our recommendations or restructure the positions with different duties and responsibilities to support the current classification.

Position Number*	Recommendations		
	Status	Classification Number	Classification Title
1	Present: Recommended:	0008-06 0005-05	Switchboard Operator Supervisor Switchboard Operator - Receptionist
8	Present: Recommended:	0260-16 0277-16	Systems Analyst I Database Administrator I
9	Present: Recommended:	0264-20 0279-20	Systems Analyst III Database Administrator III
18	Present: Recommended:	7021-17	Education Specialist I Training Specialist series
26	Present: Recommended:	1504-15	Administrative Technician IV Project Design Assistant series
27	Present: Recommended:	1504-15	Administrative Technician IV Project Design Assistant series
28	Present: Recommended:	1504-15	Administrative Technician IV Project Design Assistant series

Overview

Position Number*	Recommendations		
	Status	Classification Number	Classification Title
29	Present: Recommended:	1504-15	Administrative Technician IV Project Design Assistant series
30	Present: Recommended:	1504-15	Administrative Technician IV Project Design Assistant series
41	Present: Recommended:	1781-13	Training Specialist II Historian series
42	Present: Recommended:	2256-17 1565-17	Architect I Program Administrator I
46	Present: Recommended:	7319-15 1565-17	Historian III Program Administrator I
47	Present: Recommended:	8031-04 8033-07	Groundskeeper I Groundskeeper III
50	Present: Recommended:	1550-16	Staff Services Officer I Training Specialist series
59	Present: Recommended:	1931-14	Property Manager Administrative Technician series
60	Present: Recommended:	2000-08 7315-11	Drafter I Historian I
66	Present: Recommended:	0138-09	Administrative Secretary Administrative Technician series
71	Present: Recommended:	0544-15	Research Specialist I Training Specialist series
73	Present: Recommended:	0053-04 1902-04	Clerk II Stock Clerk II

* In order to protect the confidentiality of employees, each incumbent was assigned a position number. A list of each employee and the corresponding number has been provided to the Commission for reference.

Issues and Recommendations

Section 1:

Internal Distinctions Between Classification Levels

The Commission lacks formal guidelines differentiating the levels of classification series, which would assist in ensuring consistent salary administration. The Commission should develop criteria that distinguish between different levels of positions. These guidelines should include distinctions in the work itself, as well as experience, education, and certification requirements for different levels within a series. These guidelines would be based on the state classification job descriptions, which serve as the framework for more Commission-specific and division-specific job descriptions.

Management's Response:

The Texas Historical Commission will develop agency specific guidelines which distinguish work performed, experience required, education required and certification required for the different levels of job classifications used in the agency. This task will be accomplished by March 31, 1998. Any reclassifications that result from the development of these guidelines will be implemented by April 30, 1998.

Section 2:

Inconsistencies in Administrative Support Positions

We recommend that the Commission conduct a detailed job analysis of all administrative support positions since there does not appear to be classification consistency for these positions. This report does not make any

specific recommendations of levels for these positions because we believe this issue is best addressed by examining all of these positions in relation to each other.

The employees in administrative support positions are performing a variety of functions ranging from receptionist duties to clerical support to developing division policies and procedures. With the exception of the Staff Services Division and the Regional and International Heritage Division, each division has one or more administrative support staff members who should be included in this analysis. Specifically, this cross-divisional job analysis should include Position Numbers 1, 3, 4, 11, 12, 13, 23, 24, 25, 37, 49, 59, 66, and 83.

Management's Response:

The Texas Historical Commission will conduct a detailed job analysis of all administrative support positions in relation to each other. Formal internal guidelines differentiating levels of the Administrative Technician series for the Texas Historical Commission will be developed and implemented by March 31, 1998.

Section 3:

Nineteen Positions Are Misclassified

Section 3-A:

Position Number 1 Is Misclassified

Position Number 1 should be classified as a Switchboard Operator/Receptionist (0005-05) rather than a Switchboard Operator Supervisor (0008-06). This position is responsible for answering the telephone and other clerical support functions. The Switchboard Operator

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Supervisor job title is for those who are directly performing supervisory work such as training and supervising switchboard operators.

Management's Response:

Management agrees to reclassify this position to a Switchboard Operator/Receptionist (0005-05). This reclassification will take effect on the June 1997 payroll.

Section 3-B:

Position Numbers 8 and 9 Are Misclassified

Position Numbers 8 and 9 should be classified as a Database Administrator I (0277-16) and a Database Administrator III (0279-20) rather than as a Systems Analyst I (0260-16) and as a Systems Analyst III (0264-20). These employees spend over two-thirds of their time designing, creating, and technically supporting programs to support the Atlas database. This database will contain topographic maps identifying thousands of Internet-accessible historic sites. Their remaining time is spent either administering the Commission's computer network or on coordinating and supervising overall Atlas activities.

The Database Administrator classification is responsible for providing assistance in the development, maintenance, and monitoring of integrated database systems. In contrast, the Systems Analyst classification series is used for positions that analyze agency systems' requirements. Since these positions are focused on the development of the Atlas database rather than overall agency systems, the Database Administrator series is more appropriate.

Management's Response:

These positions were originally classified as Systems Analysts because they were not only involved in developing the Atlas database but also involved in establishing an agency wide LAN and recommending which software and hardware to purchase. The personnel in these positions still make these recommendations, and future plans are that their jobs will be more dedicated to analyzing and resolving the Commission's information resource problems. However, since the Atlas Database is the main focus of their jobs at this current time, the Commission agrees to reclassify these employees as Database Administrator I and III. These employees will be reclassified to Systems Analysts when their job duties change to put at least 50% emphasis on developing and maintaining integrated database systems. This reclassification will take effect for the June 1997 payroll.

Section 3-C:

Position 18 Is Misclassified

Position Number 18 should be classified in the Training Specialist series (1780-11, 1781-13, 1782-15, 1783-17, 1784-19) rather than as an Education Specialist (7021-18). The position's duties are hands-on training and curriculum development work. Some of these duties include training docents, writing and publishing lessons, training teachers to use the lessons, and preparing and teaching workshops.

The Training Specialist series is designed for those employees involved in analyzing training needs: planning, designing, organizing, conducting, and evaluating educational and training programs. In contrast, the Education Specialist

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classification is primarily for educational consultative work.

Management's Response:

The Texas Historical Commission agrees to reclassify this position to a Training Specialist. This reclassification will take effect on the June 1997 payroll.

Section 3-D:

Position Numbers 26, 27, 28, 29, and 30 Are Misclassified

Position Numbers 26, 27, 28, 29, and 30 should all be classified as Project Design Assistants (2251-14, 2253-15, 2254-16) rather than Administrative Technicians IV (1504-15). These positions perform architectural reviews of historic buildings throughout the State. The reviews are based on Registered Texas Historic Landmark status, Section 106 of the Federal National Preservation Act, and other state and federal legislation. These positions are not licensed architects and therefore cannot be classified in the Architect series.

The Project Design Assistant classification is used for positions that perform architectural assistance work in an office, field, or laboratory. This work includes surveying, inspecting, drafting, and designing functions. This title is a more accurate description of these positions' duties than the general Administrative Technician IV title.

The classification job description of the Project Design Assistants, which were issued September 1, 1995, inadvertently identified architectural licensure as a requirement for this position. The current job descriptions,

available on the Internet, do not include this requirement.

Management's Response:

The Texas Historical Commission agrees to reclassify these positions as Project Design Assistants. This reclassification will take effect for the June 1997 payroll. However, the Texas Historical Commission would like to apply for a new job classification title, namely that of Preservation Consultant. The Commission believes strongly that the state as a whole would benefit from this job classification. Our staff is willing to develop descriptions of the new job classification, do the market research to develop pay scales and submit these to the State Auditor's Office for approval. The Texas Historical Commission asks that the State Auditor supply us with the necessary guidelines to develop this job classification.

Auditor's Follow-Up Comment:

The State Auditor's Office reviews agencies' requests for new job titles and offers recommendations to the Legislature on a biennial basis. We will be reviewing agencies' requests for changes to the Plan in the summer of 1998. The Classification Office will serve in a consultative role to the Commission as the Commission develops this request for a new job title.

Section 3-E:

Position Number 41 Is Misclassified

Position Number 41 should be classified in the Historian series (7315-11, 7317-13, 7319-15) rather than as a Training Specialist II (1781-13). This position surveys outdoor sculpture to determine artistic and historical

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significance. This position then determines what conservation and restoration work is needed to preserve and maintain the site.

The Historian classification series is for those employees who conduct research and prepare publications relating to the State's historical heritage. The Training Specialist series is designed for those employees involved in analyzing training needs: planning, designing, organizing, conducting, and evaluating educational and training programs. Since this position is not involved in any of these training activities, the Training Specialist is an incorrect classification.

Management's Response:

This position was a temporary position and no longer works for the Commission.

Section 3-F:

Position Number 42 Is Misclassified

Position Number 42 should be classified as a Program Administrator I (1565-17) rather than an Architect I (2256-17). As the cemetery preservation coordinator, most of this position's time is spent planning, supervising, and coordinating cemetery preservation. Additionally, this position provides consultation to associations, commissions, and individuals.

The Program Administrator classification series is used for those employees who administer an agency program including establishing goals; developing guidelines, procedures, policies, rules, and regulations; and assisting in developing schedules, priorities, and standards. Because of the breadth of responsibilities for this position, the Program Administrator I is the correct classification.

Management's Response:

The Texas Historical Commission agrees to reclassify this position to a Program Administrator I. This reclassification will take effect on the June 1997 payroll.

Section 3-G:

Position Number 46 Is Misclassified

Position Number 46 should be classified as a Program Administrator I (1565-17) rather than as a Historian III (7319-15). This position is responsible for all aspects of the Historical Marker 2000 survey. The administrative responsibilities of this statewide historical marker survey go beyond the Historian responsibilities and include project design, public relations, and fund raising.

The Historian classification series is for those employees who conduct research and prepare publications relating to the State's historical heritage. However, the Program Administrator classification series is used for those employees who administer agency programs including establishing goals; developing guidelines, procedures, policies, rules, and regulations; and assisting in developing schedules, priorities, and standards. Because of the breadth of responsibilities for this position, the Program Administrator I is the correct classification.

Management's Response:

The Texas Historical Commission agrees to reclassify this position to Program Administrator I. This reclassification will take effect for the June 1997 payroll.

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Section 3-H:

Position Number 47 Is Misclassified

Position Number 47 should be classified as a Groundskeeper III (8033-7) rather than as a Groundskeeper I (8031-4). This position works independently and performs other related duties at a higher level including maintenance of the equipment, building repair work, and volunteer supervision.

Management's Response:

The Texas Historical Commission agrees to reclassify this position to a Groundskeeper III. This reclassification will take effect for the June 1997 payroll.

Section 3-I:

Position Number 50 Is Misclassified

Position Number 50 should be classified in the Training Specialist series (1780-11, 1781-13, 1782-15, 1783-17, 1784-19) rather than as a Staff Services Officer I (1550-16). Although this position performs a wide variety of functions, including administrative responsibilities for both the division and the Commission, the focus of the position is supporting the Main Street managers through training. These training responsibilities take many forms, including organizing training weeks and conferences, preparing a training manual, and consulting on site with Main Street managers.

The Staff Services Officer classification series is intended for those positions that plan, direct, and coordinate several staff services functions, such as human resources, accounting, budgeting, purchasing, duplicating, training, and material and property management. This classification is not appropriate for a division

with eight full-time employees. Additionally, there is a Staff Services Division that performs these administrative functions for the Commission as a whole. The Training Specialist series is designed for those employees involved in analyzing training needs: planning, designing, organizing, conducting, and evaluating educational and training programs.

Management's Response:

The Texas Historical Commission agrees to reclassify this position to a Training Specialist. This reclassification will take effect for the June 1997 payroll.

Section 3-J:

Position Number 59 Is Misclassified

Position Number 59 should be classified in the Administrative Technician series (1501-8, 1502-11, 1503-13, 1504-15) rather than as a Property Manager (1931-14). This position performs a wide range of administrative support functions for the division. As the division office manager, these administrative duties include budgetary and accounting responsibilities, maintaining and monitoring performance measures, responding to inquiries from the public and the State Board of Review, and providing general administrative assistance to the division director. The specific level of Administrative Technician should be determined based on the Commission-wide review of all administrative support positions.

The Property Manager classification is used for supervising and conducting physical inventory of property and equipment. In contrast, the Administrative Technician series is used for positions that provide a wide range

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of administrative support or technical assistance duties.

Management's Response:

The Texas Historical Commission agrees to reclassify this position as an Administrative Technician. This reclassification will take effect for the June 1997 payroll.

Section 3-K:

Position Number 60 Is Misclassified

Position Number 60 should be classified as a Historian (7315-11, 7317-13, 7319-15) rather than as a Drafter I (2000-08). Historical reviews, rather than computer graphics, are now the main focus of this position. With improved computer technology, the amount of time this position spends on drafting has decreased over time and this position now creates higher quality graphics in less time. As the amount of time spent creating graphics has decreased, the time spent reviewing historical structures has increased.

The main responsibilities of the Drafter series include tracing, inking, and detailing plans, structures, or maps. Although this position performs these duties, they require only 30 percent of this employee's time and are not the main focus of the position.

Management's Response:

This employee was promoted in March 1997 to an Administrative Technician II. This position will be reclassified for the June 1997 payroll as an Historian I as recommended by the State Auditor.

Section 3-L:

Position Number 66 Is Misclassified

Position Number 66 should be classified in the Administrative Technician Series (1501-8, 1502-11, 1503-13, 1504-15) rather than Administrative Secretary (0138-09). This position is performing a range of advanced administrative support functions. These duties include editing and writing the newsletter as well as managing the newsletter circulation. In addition, this position performs other general administrative support functions for this division including responding to correspondence, maintaining supplies, and responding or directing incoming telephone and e-mail inquiries.

The Administrative Technician series is used for positions that provide a range of administrative support or technical assistance duties. In contrast, the current classification of Administrative Secretary is focused more narrowly on secretarial duties such as typing and dictation.

Management's Response:

The Texas Historical Commission agrees to reclassify this position as an Administrative Technician. This reclassification will take effect for the June 1997 payroll.

Section 3-M:

Position Number 71 Is Misclassified

Position Number 71 should be classified in the Training Specialist series (1780-11, 1781-13, 1782-15, 1783-17, 1784-19) rather than as a Research Specialist I (0544-15). Eighty percent of this position's time is spent developing educational materials, leading workshops, and giving presentations to

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schools. Only 20 percent of this position's time involves research activities.

The Training Specialist series is designed for those employees involved in analyzing training needs: planning, designing, organizing, conducting, and evaluating educational and training programs.

Management's Response:

The Texas Historical Commission agrees to reclassify this position as a Training Specialist. This reclassification will take effect for the June 1997 payroll.

Section 3-N:

Position Number 73 Is Misclassified

Position Number 73 should be classified as a Stock Clerk II (1902-04) rather than as a Clerk II (0053-04). Two thirds of this employee's time is spent on purchasing and property

management. The additional responsibilities include fleet maintenance and building maintenance.

The Clerk series does not identify the specific duties of this position and is a much more general classification than the Stock Clerk series. The Stock Clerk series is for positions that perform routine stock and record keeping work including, shipping, receiving, storing, and issuing equipment and supplies. Depending on legislative changes to the Classification Plan, the Stock Clerk title may be retitled as a Stock and Inventory Clerk beginning in fiscal year 1998.

Management's Response:

The Texas Historical Commission agrees to reclassify this position as a Stock Clerk II. This reclassification will take effect for the June 1997 payroll.

Objective, Scope, and Methodology

The Texas Historical Commission was selected for review in order to monitor compliance with the Position Classification Plan. The scope of our review included all full-time classified employees in the Commission.

In determining whether the Commission's 89 full-time classified employees were appropriately classified, we reviewed the following:

- State job descriptions
- Position questionnaires completed by incumbents
- Internal salary relationships

In addition, we conducted individual interviews with 15 incumbents and a group interview/discussion with the Division of Architecture professional staff.

This review was conducted in accordance with the Position Classification Act, Texas Government Code, Chapter 654, by the following members of the State Auditor's staff:

- Matthew Levitt (Project Manager)
- Kelli Dan, CCP, PHR (Audit Manager)
- Deborah Kerr, Ph.D. (Director)