



Annual Personnel Survey 2001-02

The Department of Personnel and Administration, Division of Human Resources (DPA/DHR) requires that departments complete a personnel survey on an annual basis. The objective of the survey is to gather and provide information on general human resource activity that cannot be captured electronically. The information is self-reported and is primarily conducted on-line. The legislature, other departments, other divisions within DPA and units within DPA/DHR, and other employers' human resource departments use the resulting data.

The survey covers eight functional areas: human resources (HR) staffing; job evaluation and Fair Labor Standards Act (FLSA); recruitment, selection, retention, and separation; workforce development; leave; performance management; and grievances, corrective actions, and disciplinary actions. The survey was sent to all 53 human resource administrators in the fall of 2002, with a 30-day response time requested. The number of responses varies by topic.

The Consulting Services unit within DHR prepared this report. If you have any questions or comments please contact Cindy Corwin at 303-866-4334 or cindy.corwin@state.co.us with questions.

Section I – Human Resources Staff Summary

State departments' human resource offices include both employees in the state personnel system ("classified") and employees exempt from the state personnel system ("non-classified"). The "non-classified" positions are most often found in institutions of higher education. Fifty departments (94%) provided the data in the table below.

| Breakdown of HR Staff by Functional Area | | | | | | | |
|---|--------------|----------------------------|------------------|-----------------|---------------------------------|-------------------------|---------------------------|
| | Total | Job Eval & FLSA | Selection | Training | Benefits & Risk Mgmt | Performance Mgmt | Employee Relations |
| Non-classified HR Professionals | 40 | 6 | 5 | 5 | 6 | 7 | 11 |
| Classified HR Professionals | 177 | 34 | 43 | 19 | 41 | 13 | 27 |
| HR Support and Technical Staff | 125 | 24 | 33 | 10 | 32 | 7 | 19 |
| Total | 342 | 64 | 81 | 34 | 79 | 27 | 57 |

The table below represents the ratio of professional and technical HR staff to employees within the departments. The figures are consistent with the most commonly published industry standards of 1:100.

| Ratio of Human Resources Staff to Employee Workforce | | | |
|--|----------------|----------------|----------------|
| Fiscal Year | 1999-00 | 2000-01 | 2001-02 |
| Statewide HR Staff | 315 | 380 | 346 |
| HR Professionals (includes Classified and Non-classified) | 185 | 220 | 221 |
| HR Support and Technical Staff | 130 | 160 | 125 |
| Statewide Employee Workforce | 32,317 | 34,153 | 30,024 |
| HR Ratio for every 100 employees | .97 | 1.11 | 1.15 |

The director of the Division of Human Resources (DPA/DHR) has been delegated the authority to perform the statutory responsibilities of the state personnel director, which includes providing leadership, policy, and oversight of the state personnel system. In turn, the director has delegated several human resource functions such as recruitment, selection, and job evaluation to all but a few departments. In order to perform the delegated functions, the professional

human resources staff of decentralized departments is expected to obtain the necessary proficiency certifications.

The DPA/DHR currently offers Personnel Certification Programs (PCP) in selection, job evaluation, and personal services contracts. These programs are geared toward human resources professionals who perform these types of functions, and achievement of PCP certification is often a minimum requirement for professional human resources staff. Certification in one or more of these areas also permits certain authority in accordance with delegations.

The Selection course consists of a practicum and review of the theoretical concepts of the selection process including job analysis, recruitment, filling a vacancy, the exam and referral process, and the applicable legal parameters. The Job Evaluation course covers the principles of job evaluation, the state's job evaluation system and factors used in evaluating jobs, the content of the position description questionnaire (PDQ), and several practical exercises in evaluating PDQs and defending allocation appeals. The Personal Services Contract focuses on an overview of applicable statutes and Director's Administrative Procedures, the contract review process, and the basics for determining independent contractor status.

The table below totals the responses from 51 departments (96%) showing the current number of active human resources employees who have PCP Certifications. It does not include staff at the Department of Personnel and Administration/Division of Human Resources who have system development, maintenance, training, and consulting responsibilities.

| Number of HR Administrators and Staff in Departments with PCP Certifications | | | |
|---|-----------|----------------|-------------------|
| | Selection | Job Evaluation | Personal Services |
| HR Staff with PCP Certification | 71 | 73 | 31 |
| HR Administrators with PCP Certification | 20 | 21 | 15 |
| HR Administrators without PCP Certification | 31 | 30 | 36 |

Section II – Job Evaluation and FLSA

Job Evaluation

Job evaluation is a critical component of human resources administration. The State of Colorado uses a factor system to evaluate and allocate positions in the state personnel system. Our job evaluation system has four factors (decision making, complexity, purpose of contact, and line/staff authority). Evaluating a position description questionnaire (PDQ) involves identifying the correct class series and the appropriate functional level within that series.

HR professionals conduct job analyses and evaluate PDQs to:

- Ensure that the PDQs are current and adequate; and,
- Determine whether the class series and levels, as related to the job description, are appropriate.

Data from 36 responding departments show that it took an average of 16 calendar days to evaluate a PDQ and complete allocation requests during fiscal year 2001-02, a 23% decrease in time from last year.

| Job Evaluation Activity | Quantity |
|---|-----------------|
| Average number of calendar days to complete allocation requests | 16 |
| Number of allocations for occupied positions* | 1,994 |
| Occupied positions sustained | 280 |
| Occupied positions allocated upward | 1,583 |
| Occupied positions allocated downward | 62 |
| Number of allocations for new positions | 1,117 |
| Number of allocations for vacant positions | 978 |

* Total of sustained positions, and upward and downward allocations do not match the total number of allocations for occupied positions.

FLSA

The Fair Labor Standards Act (FLSA) is the federal law that establishes the minimum wage, overtime compensation standards, record keeping requirements, child labor provisions, and other regulations that affect employers and labor. The effective date of the Act as it applied to state and local governments was April 15, 1986.

Employees are presumed to be eligible for overtime (non-exempt) unless specifically exempted. Department human resources professionals are responsible for determining if positions are exempt from overtime, advising their employees of this designation, and are responsible for maintaining basic FLSA related records (hours worked each workday and workweek, wages paid, deductions from wages, and overtime paid) that are not centrally located. Thirteen responding departments (25%) maintain FLSA designation documentation for all of their employees, while 44 departments (83%) keep it only for non-exempt positions. Two departments indicated that they are currently in the process of reviewing all positions.

Eleven departments reported that they use a system other than EMPL, the employee database, to calculate hourly rates for non-exempt employees who work different shifts and receive shift premium pay.

The U.S. Department of Labor (DOL) is authorized to investigate any alleged violations and generally enforce the FLSA. During fiscal year 2001-02, three employees in the state personnel system filed complaints with DOL, as opposed to fiscal year 2000-01 when no complaints were filed.

Compensatory time is allowed for non-exempt public sector employees in lieu of cash payment, subject to certain limits. For non-exempt employees hired before April 15, 1986, compensatory time agreements are not needed provided that the department had a regular practice of granting compensatory time off in lieu of overtime pay. For those non-exempt employees hired on and after April 15, 1986, departments must reach compensatory time agreements. Forty-one departments (77%) responded that they have compensatory time agreements with non-exempt employees.

According to the FLSA, a non-exempt employee who accepts additional hours of paid employment with another state department, regardless of rate of pay, is entitled to overtime compensation for any time worked over 40 hours in a seven-day period, when hours worked in the two departments are combined. Twenty-nine departments (55%) replied that they have a policy and/or records on secondary employment for employees who are eligible for overtime compensation.

Section III – Recruitment, Selection, and Retention

The State of Colorado continues to experience challenges in recruiting, developing, and retaining staff to meet current and emerging departmental needs. These challenges underscore the importance of ensuring that state departments have the resources to effectively achieve their missions and manage their people. This section addresses activities related to recruitment, selection, retention, and separation.

Recruitment

Survey respondents were asked to identify the classes for which they have the most difficulty finding qualified applicants. The table below shows the top four most difficult classes to hire, based on responses from 38 departments (72%). The findings are similar to last year's report, but it also included IT classes, engineers, dentists, and physicians. The average processing time is the average number of calendar days it takes to refill the position. The inter-department hires include transfers, promotions, etc., of current employees.

| Occupation | Reasons for hiring difficulty | Average processing time | Number of Inter-dept Hires |
|-------------------------------|--|-------------------------|----------------------------|
| Entry level Admin. Assistants | Low Pay Duties not challenging | 63 | 4 |
| Nurses | Shortage of licensed nurses | 60 | 7 |
| Police Officers/Security | Salary level undesirable Shift work not appealing Job Stress Benefits | 44 | 0 |
| Custodians | Low Pay Undesirable job duties Small applicant pool | 32 | 1 |

The survey asked departments to indicate the tools they use for recruitment purposes – multiple responses were permitted. The table on the next page shows the most commonly used recruitment methods. Other reported recruiting tools included email announcements to all employees; weekend testing sessions; announcements sent to churches and businesses geared to minority and/or ethnic populations; job lines; a dedicated recruiter who recruits at colleges, job fairs, and trade schools; and various web sites such as Monster.com and CareersColorado.com.

| Recruiting Method | Number of Departments Reporting |
|---|--|
| State Website | 45 |
| Newspapers (includes intra-dept. and newsletters) | 43 |
| Word of Mouth | 43 |
| Department Intranet | 37 |
| Job Service Centers | 27 |
| Interdepartmental Transfers | 26 |
| Professional Organizations | 18 |
| College Recruitment Offices | 17 |
| Minority Publications | 13 (primarily used by higher ed) |
| Journals | 12 |
| Job Fairs | 11 |

The following table illustrates the reasons that departments believe applicants want to work for the State of Colorado. Multiple responses were permitted.

| Attraction | Number of Departments Reporting |
|--------------------------------------|--|
| Security/Stability | 39 |
| PERA | 32 |
| Location of Department | 22 |
| Competitive Salary | 20 |
| Culture | 20 |
| Interest in Higher Education Setting | 16 |
| Work Hours | 15 |
| Tuition Assistance | 15 |
| Leave | 14 |
| Ability to use Degree | 12 |
| Interesting Programs | 11 |
| Benefits | 10 |
| Transfer Opportunities | 6 |

Selection

The state personnel director is charged with establishing “procedures and directives necessary to implement a merit-based statewide selection system to be used uniformly by all principal departments.” C.R.S. 24-50-112.5 (1)(a). “Appointments and promotions to positions shall be based on job-related knowledge, skills, abilities, competencies, behaviors, and quality of performance as demonstrated by fair and open competitive examinations. Selection shall be made without regard to race, color, creed, religion, national origin, ancestry, age, or political

affiliation and without regard to sex or disability except as otherwise provided by law.” C.R.S. 24-50-112.5 (1)(b).

Thirty-eight survey respondents reported 3,948 new employees were hired during fiscal year 2001-02. The average number of calendar days to fill a position from receipt of the personnel requisition to the date of referral was 39 calendar days, down from an average of 44 days last year. It took 18 additional days (average) from the time of referral to appointment. Of those departments that perform their own selection activities, 27 (51%) reported that they use the Applicant Data System (ADS). This automated system stores applicant data and vacancy information, produces reports and letters, scores examinations, ranks applicants, generates a referral list, and appoints the selected candidate.

Retention

The survey asked departments to indicate the tools they use to retain employees - multiple responses were permitted. The table below shows the most commonly used retention methods. Other tools included tuition discounts; non-monetary awards such as administrative leave; scholarships for family members; and access to campus services such as a health center, recreation center, and library.

| Tools | Number of Departments Reporting |
|-----------------------------------|--|
| Training | 34 |
| Recognition Programs | 32 |
| Tuition Reimbursement | 31 |
| Flexible Hours/Flexible Schedules | 30 |
| Discretionary Pay | 21 |
| Incentive Awards | 14 |

DPA/DHR Assistance

The survey asked respondents to identify areas where DPA/DHR could provide assistance with employee retention. The respondents identified the following actions:

- Work toward improved cost-effective health and dental insurance benefits
- Free training
- A more meaningful performance management system
- A cost-free recognition and reward program
- Flexibility for adjusting compensation during the course of the year
- Increasing sick leave accrual amounts
- Career growth and development counseling programs
- Succession planning tool kits and/or other succession planning resources
- Assist in improving interdepartmental networking
- Assist with employee/supervision conflicts related to salary.

Separations

Reasons used in the EMPL system for leaving state employment are categorized by death, retirement, voluntary, and involuntary.

Voluntary separations include the following:

- Accepted a job outside the state personnel system
- Deemed to have resigned
- Did not report for work
- Dissatisfied with pay or working conditions
- No reason given
- Personal reasons
- Relocation
- Returned to school

Involuntary separations include:

- Change in administration
- Conflict of interest
- Disciplinary termination
- Exhausted all paid leave
- Failed training class
- Layoff
- Military
- Negotiated resignation
- Unable to return to work after six months continuous absence

The survey asked departments to expand on these reasons and give their 'perception' of why people leave state government. Respondents could choose all that apply. Fifty-three departments responded and the results are in the table below.

| Other Reasons for Leaving State Government | Number of Responses |
|---|----------------------------|
| Benefit Costs | 33 |
| Retirement | 31 |
| Lack of Promotional Opportunities | 28 |
| Change in Family Situation | 24 |
| Poor Supervision | 19 |
| Frustration with Bureaucracy | 16 |

Layoffs

Board rule R-7-7 states that layoffs can occur only because of lack of funds, lack of work, or a reorganization. As a result of a layoff, employees may be separated from state employment, may be placed in a different position within their own department, may accept a position in a different department, or may accept an incentive instead of being laid off. Responses to the questions in this survey were incomplete; therefore the results will not be reported in this document.

Exit Interviews

Twenty-eight of the 50 departments responding to the survey conduct detailed exit interviews. The following are the six most commonly stated reasons for the use of exit interviews:

- Review patterns and potential problems for management consideration regarding work environment adjustments
- Assess and improve departmental job efficiency and communication
- Provide feedback to managers and supervisors regarding patterns in specific work units
- Explain COBRA and other benefits available to separating employees
- Identify training and retention issues
- Provide information to improve employees' work experience.

Section IV – Workforce Development

The State of Colorado is committed to building a skilled workforce. The following information from 51 departments (96%) provides some useful data on how our departments are meeting this challenge. Only five departments reported having an official plan for replacement of retirees, e.g., succession planning. Twelve departments provide career development counseling for their employees; however, nine departments report that the counseling is informal and/or done at the employee's request. Forty-three departments have an internal training program with staff and various classes; and 35,913 employees attended these internal training class(es) during fiscal year 2001-02. Training in the following areas was provided. These types of training are unchanged from what was reported last year.

| Type of Training | Number of Departments Responding |
|-------------------------|---|
| Employee Orientation | 42 |
| Performance Management | 35 |
| Computer Training | 30 |
| Sexual Harassment | 28 |
| Supervisory Skills | 27 |
| Leave | 24 |
| Customer Service | 21 |
| Workplace Violence | 16 |
| Diversity | 15 |
| Conflict Management | 14 |
| Stress Management | 7 |
| Other | 15 |

Section V – Leave

Permanent employees begin earning annual and sick leave from the first day of employment. Part-time employees and full-time employees who work or are on paid leave less than a full month earn pro-rated amounts of leave. Temporary employees do not earn leave unless mandated by law, e.g., jury and possibly family/medical leave.

Annual Leave

Annual leave is accrued according to the number of years an employee has worked for the state, and any remaining leave over the maximum accrual rate at the end of a fiscal year is forfeited on July 1. The maximum accrual rate ranges from 24 to 42 days, depending on years of service. Upon retirement or separation, unused accrued annual leave is paid out, subject to the maximum accrual rate. Based on data submitted from 47 departments, the average amount of annual leave taken during fiscal year 2001-02 was 18.1 days, as opposed to an average of 11 days last year.

Leave Sharing

The purpose of leave sharing is to allow employees to transfer annual leave to an eligible employee if that employee or an immediate family member is experiencing a catastrophic illness or injury that poses a direct threat to life. Forty-three departments have established leave-sharing programs. Eligibility is limited to permanent employees with at least one year of state service, who have exhausted all applicable accrued leave. Leave sharing is intended to be a “court of last resort” and is not a substitute for short-term disability, long-term disability, or worker’s compensation benefits. Each department may determine whether or not to offer a leave sharing program, which may include a leave bank, direct transfer, or both.

During fiscal year 2001-02, 42 departments (79%) reported that 149 leave sharing applications were accepted and 27 were rejected. Last year, 137 leave sharing applications were accepted and 17 were rejected.

Sick Leave

Full-time employees earn 6.66 hours of sick leave per month. C.R.S. 24-50-104 provides that employees shall be credited with no more than 80 hours sick leave per fiscal year. Any accrued sick leave over the maximum accrual rate at the end of a fiscal year is converted to annual leave at a ratio of 5:1 hours up to a maximum of 16 hours of annual leave. The maximum accrual rate for employees hired prior to July 1, 1988, is their sick leave balance on that date plus 45 days. The maximum accrual rate for employees hired on and after July 1, 1988, is 45 days. All unused sick leave is forfeited upon separation from the personnel system unless the employee is eligible for an immediate full or reduced retirement. Based on data submitted from 47 departments, the average amount of sick leave taken during fiscal year 2001-02 was 9.1 days, as opposed to 5.4 days last year.

Funeral Leave

The supervisor or appointing authority must approve the amount of funeral leave based on the relationship to the deceased, and the distance and mode of transportation. An appointing authority is permitted to approve up to 40 hours leave. Based on data submitted from 47 departments, the average amount of funeral leave taken during fiscal year 2001-02 was 3.6 days, as opposed to three days last year.

| Based on Responses from 47 Departments | Total Hours |
|---|--------------------|
| Annual Leave | |
| Number of annual leave hours taken by state employees | 4,801,904 |
| Annual leave paid out to state employees upon retirement/separation | 238,947 |
| Total number of employees who used annual leave | 33,103 |
| Sick Leave | |
| Number of sick leave hours taken by state employees | 2,524,741 |
| Sick leave paid out to state employees upon retirement/separation | 71,844 |
| Total number of employees who used sick leave | 34,507 |
| Funeral Leave | |
| Number of funeral leave hours taken by state employees | 174,264 |
| Total number of employees who used funeral leave | 6,094 |

Section VI - Performance Management

The performance pay system consists of three components: performance management, performance-based pay, and dispute resolution. Departments developed and implemented the components of their own performance pay programs based on system-wide requirements.

Statewide, uniform core competencies (communication, interpersonal skills, customer service, accountability, and job knowledge) must be incorporated into each individual performance plan and evaluation. Departments may designate additional competencies specific to their organizations.

Performance Management

The performance management component includes a detailed training plan for supervisors and employees. Training is mandatory for all raters. Appointing authorities and designated raters are responsible for communicating the department's performance management component to their employees. There are 5,583 supervisors in the state personnel system and 1,661 supervisors who are exempt from the system. Survey responses from 43 departments (84%) indicated that they provided performance management training to their supervisors during fiscal year 2001-02, for a total of 546.5 hours. Thirty-seven departments provided training for their supervisors prior to fiscal year 2001-02. Thirty-four departments conducted their own training in-house, and the remaining departments received training from other agencies. Forty-one personnel administrators reported that 36 hours of training for non-supervisory employees were conducted.

Performance-Based Pay

All employees are evaluated, in writing, at least annually based on their job performance within the performance evaluation cycle. The deadline for completing annual evaluations is as close to the July 1 payment date as possible. Employee performance is rated based on four levels: unsatisfactory, satisfactory, above standard, and outstanding. An unsatisfactory performance rating results in a performance improvement plan or a corrective action. The 51 departments responding to this survey completed a total of 32,115 ratings, which resulted in a 99.8% compliance rate. A total of 59 employees from six departments received no evaluations, either because they resigned or retired prior to the final evaluation, or because they were on extended leaves of absence.

Each state department is responsible for specifying the maximum award percentages for satisfactory and above standard performance levels based on the department's budget, salary distribution, and distribution of ratings. The (weighted) average award percentages were: Level 2 – 1.04%, Level 3 – 1.81%, and Level 4 – 2.77%.

Each department's program must outline how supervisory compliance will be tracked and how noncompliance will be addressed. The programs also detail the sanctions to be used. None of the departments reported imposing any suspensions, demotions, or terminations on supervisors for failing to evaluate their employees, or for submitting evaluations after July 1.

Dispute Resolution

Employees may question certain matters regarding performance plans and ratings through the department's internal performance pay program dispute resolution provision and the state personnel director's dispute resolution system. Dispute resolution moves away from a

traditional adversarial system toward one that supports and encourages dialogue and communication to solve problems. The table below illustrates the reasons for performance pay disputes during fiscal year 2001-02.

| Reason | Number of Disputes |
|---|---------------------------|
| Overall rating or lack of a final overall rating | 64 |
| Subjectivity of the rating | 20 |
| Unclear measurements in plan | 8 |
| Lack of coaching or feedback | 4 |
| Lack of a performance plan | 1 |
| Lack of communication regarding the program | 1 |
| Lack of supervisory training | 1 |
| Unclear distinctions between rating levels in program | 1 |
| Lack of consistent distribution of ratings | 0 |

Section VII – Grievances, Corrective Actions, Disciplinary Actions

Grievances

Board rule R-8-5 states that “a permanent employee may grieve matters that are not directly appealable to, or reviewable by, the Board or director.” Each department is allowed some flexibility to establish an internal grievance process to address and resolve problems, providing it complies with the time frames and basic procedures in Board rule R-8-8.

Corrective Actions

Corrective actions are written statements “intended to correct and improve performance or behavior” that do “not affect current base pay, status, or tenure.” (R-6-8). Corrective actions include statements regarding the areas for improvement, the actions to take, the time frame, and consequences for failure to correct behavior.

Disciplinary Actions

Disciplinary actions can be taken against an employee for (1) failure to perform competently, (2) willful misconduct or violation of department rules or law, (3) false statements of fact during the application process for state positions, (4) willful failure to perform, including failure to plan or evaluate performance in a timely manner or inability to perform, (5) final conviction of a felony or other offense of moral turpitude, and (6) final conviction of an offense of a Department of Human Services’ employee subject to statutory provisions. Disciplinary actions may include, but are not limited to, a reduction of base pay, demotion, dismissal, and suspension without pay (R-6-9).

Fifty-two survey respondents (98%) reported that 283 written grievances were filed during fiscal year 2001-02, and 1,239 corrective actions were administered. Disciplinary actions were administered for failure to meet standards of efficient service, willful misconduct, willful failure or inability to do the job, and final conviction of a felony. Some of the reported data was conflicting, so the actual count of disciplinary actions was unreliable and will not be reported in this document.