



Stateline

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REMEMBERING 9/11

BY GOVERNOR BILL OWENS

Two years ago, on September 11, 2001, our nation witnessed a devastating act of terrorism that represented a direct assault on American freedom and our way of life.

Last month, we recognized the second anniversary of the attacks by paying tribute to those who lost their lives with a ceremony in Civic Center Park. It was a time to recognize the great loss to this country, as well as the countless acts of heroism and sacrifice of those who rose to help their fellow Americans in need.

The anniversary also served as a time to reflect on the progress made since that fateful day. Here in Colorado, we have worked together to ensure that we are better prepared in the event of a terrorist attack in our state.

Since 9/11, the Colorado Department of Public Safety has received approximately \$57 million from a variety of federal agencies including FEMA, the Department of Human Services, the Department of Justice and the Department of Homeland Security. This money will assist Colorado's first responders - those men and women on the front line - by improving equipment, upgrading communication systems and expanding their training.

Within our Department of Public Safety, we created the Office of Preparedness, Security and Fire Safety to plan, train and respond to any potential security threat. Under this office, the Colorado Critical Infrastructure Committee was established to identify infrastructure and key assets that could be potential targets for terrorists.

To further reduce Colorado's vulnerability to terrorism, we divided the state into nine regions to help facilitate the creation and coordination of preparedness plans. Each region created its own Advisory Task Force, comprised of police and fire chiefs, public health care professionals, information security specialists and emergency managers. These representatives identify infrastructure - both physical and virtual networks like the Internet - that are crucial to every community throughout Colorado.

Finally, the attacks on 9/11 reinforced the need for better communication. Tragically, we learned this lesson early because of Columbine, but as a result of that incident, we are better equipped than most states to communicate among the various law enforcement agencies. In Colorado, great strides have been made to improve the information shared between all levels of government.

Following 9/11, our state government took definitive steps to detect and prevent terrorism. I am proud of the work that has been done to ensure that our state is prepared to respond to any emergency. Together, we have built a strong foundation to protect Colorado.

GOVERNOR OWENS ANNOUNCES FINDINGS OF BI-PARTISAN COMMISSION ON CIVIL SERVICE REFORM

BY JEFF WOODHOUSE
PIO & LEGISLATIVE LIAISON, DPA

Along with co-chairs former Governor Richard Lamm and Executive Director Troy Eid of the Department of Personnel & Administration, Governor Owens released the final report outlining the findings and recommendations of the Governor's Commission on Civil Service Reform.

"This report offers an array of common-sense reforms and innovations that the people of Colorado deserve," said Gov. Owens. "It will give future governors a structure that will help them better meet Colorado's challenges."

The focus of the Commission's work was to examine Colorado's rigid civil service system, that has remained basically unchanged since its adoption in 1918, and formulate recommendations for improvement. In order to complete their task, the commission, which met for the first time in April of this year, traveled the state receiving testimony from state employees, employee organizations and representatives from higher education, just to name a few.

Upon the conclusion of their hearings and working sessions, the Commission recommends:

- Requiring appointments and promotions to be made according to "merit and fitness" is the cornerstone of an effective state personnel system and needs to be retained.
- Replace the current system of job candidate selection with a system in which any candidate

meeting minimum qualifications and satisfying any additional testing or other demonstration of competencies that the hiring department requires, may be appointed.

- Allow department heads to appoint and dismiss their immediate staffs, and provide additional flexibility in the appointment and discipline of the senior executive service (which covers most senior state managers). The senior executive service should be limited by law to a certain number of positions.



Former Governor Richard Lamm speaks at Governor Owens' press conference announcing the release of the Commission's report. Lamm is flanked by Commission co-chair Troy Eid (l) and Commission Member Diedra Garcia (r).

- Extend temporary appointments from six to nine months to better accommodate periodically recurring needs, and limit "bumping rights" to reduce the disruption of staff reductions resulting from the discontinuation of grant or project funds.

- Limit the disruptive effect of "bumping rights" (employee rights that entitle them to be transferred into other positions for which he or she has experience and is qualified, even if in some cases it means taking the position of another, less senior, employee) to vacant positions only, thereby allowing the hiring of employees for extended but still limited purposes without fear of creating problems throughout the organization.

- The residency requirement should be moved into statute, and modified to recognize the realities of our national economy. Non-

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COLORADO INSPECTOR WINS NORTH AMERICAN INSPECTORS CHAMPIONSHIP

BY JULIE POSTLETHWAIT
COMMUNICATION COORDINATOR, DPA



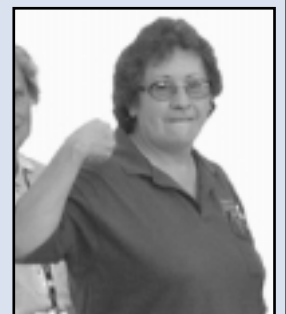
Jeff Byers of the Colorado Port of Entry took top honors at the North American Inspectors Championship as the winner of the Grand Champion Award for his combined performances in the multiple elements of the competition.

The North American Inspectors Championship is organized by the Federal Motor Carrier Safety Administration (FMCSA) and the Commercial Vehicle Safety Alliance (CVSA) and is the only event dedicated to recognizing and rewarding commercial vehicle inspector excellence.

Forty-eight certified roadside inspectors competed in the 11th annual championship with participants from Canada, Mexico, and the United States.

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STATE PROMOTES ORGAN DONATION

BY AMY SAMPSON
SENIOR ADVISOR TO GOVERNOR OWENS

October is Organ and Tissue Donation Month in Colorado. To promote this worthy cause, the State of Colorado has joined U.S. Health and Human Services Secretary Tommy Thompson's Workplace Partnership for Life, a nationwide effort to increase the number of organ, tissue, marrow, and blood donors in the United States.

The need is staggering, 75,000 men, women and children are waiting for a transplant and every 16 minutes another person joins the waiting list. With just one organ and tissue donor, a surgeon can save or improve as many as 50 lives. With such a large number of state employees, we can literally save thousands of lives by making everyone aware of the need for donations.

This partnership is designed to increase awareness among all state employees about the critical need for donations. Less than one-third of those waiting will receive a transplant this year. An average of 17 people die every day, one every 85 minutes, waiting for an organ that could have saved their lives.

While we are working to increase awareness a number of state employees have already been touched by organ donation. Shauna Atkins, of the University of Colorado, writes "I received the gift of sight through cornea transplants in the early 90's. I cannot even imagine where I would be if people hadn't been selfless enough to donate."

Forty percent of those on the national transplant list are minorities, yet donor participation in minority groups is low. Increased participation by minority groups is important, because genetics do play a part in donor/recipient compatibility. Ray Torres, of the Colorado Mental Institute in Pueblo is a donor because of that need. "Eight years ago, I registered myself as a bone marrow donor after hearing that

Hispanic patients had a slim chance of getting donor matches because so few Hispanics were registered as donors. I heard nothing from them until early this year. I was a perfect match for a 32 year old man. I was not told if he was Hispanic, white, black or green. I was only told that he was very sick and I was his last and only chance. I arranged sick leave and on June 13, 2003 I went to Denver and donated bone marrow to this stranger. I have been told he is doing better. If he continues to improve we will be able to meet in one year. I found this experience to be most rewarding and encourage everyone to register themselves as donors."

Judine Farley whose son was killed in a car accident when he was 19 years old writes, "I never anticipated that my son's life could end so soon, but I do feel that some of his goodness and kindness is still alive in the world because of his donation. My son had a beautiful smile and I like to think of that joy being present in the lives of the people fortunate enough to have been given his organs." Ryan Farley had indicated he wanted to be an organ donor on his driver's license, therefore, his Mother didn't have to make the decision to donate his organs, he had made the decision himself.

Most donors join the Donor Registry when they apply for a driver's license by checking off a box on the motor vehicle form. As a state employee, it is even easier to become an organ or tissue donor through the state web site at www.colorado.gov/dpa/dhr/WL/worklife.htm. State employees are able to go online and register to be an organ or tissue donor. This information goes directly to Donor Alliance, which keeps the information confidential.

FORT LOGAN EMPLOYEES AND PATIENTS "SHAPE UP"

BY SUE HENLEY
DIRECTOR, THERAPEUTIC ACTIVITIES DEPARTMENT
CHMI AT FORT LOGAN

Eleven employees and two patients at the Fort Logan Colorado Mental Health Institute successfully completed "Shape Up Across Colorado", sponsored by the Colorado Foundation for Physical Fitness and the Colorado Governor's Council for Physical Fitness. The goal for this program was to engage in an average 30 minutes a day of moderate activity between June 1 and September 1, 2003.

Fort Logan Wellness Committee Co-chairs Sharon Perko and MaryLou Padilla found local business sponsors to provide rewards to those employees finishing the program. The Therapeutic Activities Department at Fort Logan provided rewards for the two patients who completed the program assisted by Darcie Johnson, their certified therapist recreation specialist, and Ken Nahmensen, a mental health clinician.



Staff completing the program were: (from left to right) Don Pinnella, Brian Townley, Sue Henley, Judy Callahan, Mary Watson, Sandra Coleman, Patsy Coca. Other staff completing the program but not shown were Martha Griego, Anita Wenglasz, Maxine Stewart, and Sherri Weingardt. Everyone who participated in the program remarked on how good they felt at the end of it and that they are continuing their exercise programs.

Photo courtesy of Don Pinnella



TRAINING DEVELOPS FUTURE LEADERS

BY JEFF SCHUTT
DIRECTOR, DIVISION OF HUMAN RESOURCES, DPA

The DPA Division of Human Resources has just released the Fiscal Year 2002-2003 Workforce Report. Data in the report compel us to ask some important questions. What might the state workforce look like five or 10 years from now? What challenges and obstacles may the State of Colorado face as an employer? What are we doing and what must we do in order to prepare for the changes?

One certainty is that our employer, the public, is expecting more of its government and demanding more accountability. The state workforce will continue to have to do more with less, and the data in this report show that we already are. Comparing 1990 and 2000 census data, relatively fewer state employees are serving more Colorado residents. In 1990 there was one state employee to every 160 Colorado residents. In 2000 there was one state employee to every 174 Colorado residents.

Another certainty is that we could lose almost 40% of our workforce in the next decade, almost 30% in the next five years alone. This creates at least four big challenges: reevaluating what work we do and how we do it; creating a recruitment and retention strategy that attracts and retains the right talent; developing our future leaders; and, protecting ourselves against the impending loss of institutional knowledge.

Our statewide human resource initiatives are addressing these challenges. Governor Owens' Civil Service Reform Commission has evaluated the way the state personnel system works and has made the necessary recommendations to help the system meet the changing business needs of the 21st century. Recent total compensation reform moves us closer to providing employees a truly competitive compensation package. This in turn will help us attract and retain the right people. Other strategic initiatives, such as pooled paid time off, broadbanding, and performance salary increases will provide greater personal and managerial flexibility and accountability.

One thing we can do better is improve upon the ways we develop our future leaders and help ensure that we do not lose the invaluable knowledge of those nearing retirement. What many of you don't know is that the State's Professional Development Center has revised its Colorado Supervisory Leadership Certificate Program to provide a cost-effective way to address this need. Feedback from the past couple of years about the program shows that it has moved in the right direction.

Department of Labor and Employment employee, Sarah E. Roberts, had the following to say about the revised program: "I have attended many training sessions in my nine years of state service, and this

was undoubtedly the very best. Prior to my promotion to manager, I trained new hires and existing labor and employment specialists. Because of my training background, I was asked to critique your recently revised training module from the perspective of new manager and trainer. The course was top notch."

Katie Marshall, City of Grand Junction Training Coordinator also took the time to write:

"I have been involved in training a number of years and have seen many versions of supervisor training and many versions of leadership training. I found the Colorado Supervisory Leadership Certificate Program to be just the right blend of concepts and practice."

Many of you have heard me say this before, but it is always worth repeating: It's at times like now, when we are being asked to do more with less and when we so desperately need to prepare tomorrow's leaders, that we invest in training. What the state personnel system looks like in a decade will be a direct reflection of the choices we make today. If you're interested in learning more about the state's Professional Development Center, go to www.colorado.gov/dpa/dhr.



LOOKING TO NEW CHALLENGES AHEAD

BY TROY A. EID
EXECUTIVE DIRECTOR, DPA

Dear Friend,

The Oxford philosopher Isaiah Berlin said that Prime Minister Winston Churchill so intensely "idealized" the British people during World War II "that in the end they approached his ideal and began to see themselves as he saw them." I see Colorado's 60,000 state employees in much the same way — and with good reason.

If there's one thing I've learned in this job, it's this: Spend a day with me — any day, anywhere in Colorado — and you, too, will be inspired by the many sacrifices that Colorado civil servants are making on our behalf. The snowplow driver clearing a treacherous stretch of highway; the state trooper or correctional officer confronting a violent offender; the nurse caring for the mentally ill; the social worker bringing a child out of harm's way — these and literally thousands of other Colorado state employees are heroes, not just occasionally, but time and again. They, in turn, deserve the very best from the governmental employees responsible for serving them.

That's where the Department of Personnel & Administration comes in. DPA's mission is to serve the employees who keep Colorado's \$13.6 billion state government running. Using Berlin's phrase, we should indeed try to "idealize" those employees in all 61 state departments, agencies and institutions. At our best, DPA can help bring out the best in them, making Colorado an even better place for everyone to live, work and raise a family.

Since Governor Owens appointed me in September 2001, I've worked with my many wonderful colleagues here at DPA to build and reinforce a

"servant mentality" in the department that is the business center of state government. That servant approach starts, ends and is sustained by an ongoing dialogue with our customers — the men and women who constitute Colorado's largest workforce. In the past two years, for instance, I met personally or exchanged e-mails with more than 25,000 state employees and held more than 150 town-hall meetings across Colorado. My goal has been to be a more effective advocate for state employees and taxpayers at Governor Owens' cabinet table and in the Colorado General Assembly. The results include:

- Saving Colorado taxpayers nearly \$30 million through more efficient and innovative business processes that, while increasing service delivery and customer satisfaction, have reduced DPA's total General Fund employment by 17 percent.
- Successfully completing Colorado's statewide fiberoptic telecommunications infrastructure, the Multi-Use Network (MNT) — bringing high-speed Internet and broadband access to all 64 Colorado counties and dramatically lowering rates for public and private users alike in rural communities throughout Colorado.
- Reforming Colorado's "total compensation" system so that every classified state employee will finally be offered a competitive salary and health-benefits package for the first time since 1994.
- Restoring insurance rate parity to state employees living outside the Denver metropolitan area so that all employees have access to more affordable health care wherever they live and work.

- Developing a performance-based salary system that can finally provide meaningful financial incentives for higher-performing state employees.

- Starting to modernize Colorado's World War I-era civil service system to provide more cost-effective services to employees and taxpayers alike.

- Ensuring for the first time that Colorado's administrative law system is held to the same professional and ethical standards as the state courts.

- Restructuring the rates which DPA charges its customers for business services — everything from network and telecommunications charges to printing, document reproduction and imaging — to reflect accurately the actual cost of those services and, whenever possible, to encourage competition from the private sector that saves money and improves quality.

It has been my privilege and pleasure to serve with the talented men and women within state service as we work relentlessly to improve the value we provide to our business customers and to all Coloradans.

Thanks and best regards.

NOVEMBER IS COLORADO'S AMERICAN INDIAN HERITAGE MONTH

BY GARRETT GROVES
SPECIAL ASSISTANT TO
LT. GOVERNOR JANE NORTON

The indigenous account of American Indians in our state and nation is a record of endurance, survival, adaptation, and creativity in the face of overwhelming obstacles. Their remarkable journey has played a key role in shaping our collective history. In recognition of this unique and distinguished role, the State of Colorado has declared November 2003 as American Indian Heritage Month. It will be a time dedicated to learning more about the history, heritage and contemporary lives of the Native peoples of this great state and country.

As Chair of the Colorado Commission of Indian Affairs (CCIA), Lieutenant Governor Jane Norton is working with support from the Southern Ute Tribe and Ute Mountain Ute Tribe of Colorado to coordinate a kick-off event honoring the proclamation of November as American Indian Heritage Month. The event will take place at the Governor's executive residence on November 5, 2003 from 4 p.m. to 6 p.m. The occasion encourages all citizens to consider activities that recognize and promote awareness of the accomplishments, history and modern lives of American Indians of this State and throughout the nation.

To R.S.V.P. for this event or for more information, please contact Karen Wilde-Rogers in the Office of the Lieutenant Governor at 303-866-3027.

ATTORNEY GENERAL APPROVES COLLEGE AND UNIVERSITY "OPT-OUT" FROM CIVIL SERVICE

BY PAUL FARLEY
DEPUTY EXECUTIVE DIRECTOR, DPA

On October 15, the Office of Attorney General Ken Salazar issued a formal legal opinion concluding that the General Assembly may authorize state colleges and universities to "opt-out" of the state civil service system. According to the opinion, "The General Assembly may determine whether employee positions at state institutions of higher education, not otherwise exempt under the Civil Service Amendment, should be included within or excluded from the state personnel system."

In the course of its work, the Governor's Commission on Civil Service Reform noted that "the financial and oversight relationship of institutions of higher education to the rest of state government has become more attenuated the question arises regarding why and to what extent institutions should continue to be tied to the State in purchasing, capital development, and human resources." In a September 2002 report, the Office of the State Auditor agreed: "Since the higher education personnel system appears to be moving slowly toward an exempt system, expediting this process could result in certain efficiencies. It could help eliminate disparities in position classifications (i.e., exempt versus classified) within the higher education system, as well as in the state personnel system, which would in turn help eliminate the tension and conflict that sometimes occurs between classified and exempt employees."

The Civil Service Amendment of the Colorado Constitution generally requires all state employees not otherwise specifically exempted to be included in the system. However, the Attorney General concluded that a later constitutional amendment concerning higher education creates a large exception: "The later, more specific amendments to Article VII, § 5 controls the earlier, more general provisions of the Civil Service Amendment." An important caveat, though, is that "statutory changes in the application of the civil service system to employees of higher education must recognize and preserve the protected status of existing employees."

Based upon this analysis, the Commission did not propose a constitutional change with respect to institutions of higher education. Instead, it recommended that the General Assembly ensure that at least four components are included in any "opt-out" proposal:

- Affected employees should be involved in the design of any alternative system;
- Due process in employee discipline must be ensured;
- Current civil service employees' rights must be guaranteed if incumbents do not wish to transition to the new system; and
- Current employees should have the right to continue to participate in the Public Employees' Retirement Association (the government pension plan).

The Commission's report and recommendations, and the Attorney General's legal opinion, are available on the web at www.colorado.gov/dpa/csarc/index.htm.



CLARIFYING REALLOCATIONS

BY KEN ALLIKIAN
MANAGER, HR PROGRAMS
DIVISION OF HUMAN RESOURCES, DPA

Recent letters published in *Stateline* have recommended to the Civil Service Reform Commission that the State change its job evaluation system so that promotional opportunity is afforded to employees with technical expertise. Letters have implied that the current job evaluation system always requires supervision of three FTE for higher-level professional classification and something was inherently unfair about this.

Supervision is *not the only way* a position can be allocated to some of the higher-level classes. The job evaluation system has as a standard tradeoff for supervision called staff authority. Staff authority is a responsibility delegated by an agency's management to positions serving as technical experts needed to advise management on *agency-wide policy matters and program direction*. It was built into the system to recognize those positions that have an impact on the organization that is equivalent to supervision. This concept was developed so that the system was not too heavily focused on supervision.

To understand why supervision is a component of a higher class, it is important to understand the purpose of the State's job evaluation system. The system not only provides a consistent and efficient method of grouping jobs, it also helps determine the relationship among, and relative value of, those jobs within the organization and the labor market.

The State's job evaluation system uses four factors to evaluate a job: decisions made that impact the organization; the complexity of work and the guidance available to a position; the purpose of a position's contact with others; and, *line supervision or staff authority*. The combination of these four factors, along with the nature of the work, determines how positions are allocated.

Because the job evaluation system is position-based (i.e., not on how well the employee does the job), the job assignment is the driving force behind how a position is allocated and ultimately paid. A job is a given set of responsibilities that has a certain value to the organization, which is expressed through an established pay range. The pay range is what the employer is willing to pay for that specific set of duties, taking the market into consideration. You get paid to do the job as it is defined.

The job evaluation system is only one of many components of the state personnel system. When there are issues in other components of the system, like the recent decision not to fund salary adjustments or performance pay for this fiscal year, pressure is often placed on the job evaluation system as a way to offset other decisions. The job evaluation system cannot solve pay problems stemming from, or replace, other components of the state personnel system. It cannot reward performance, the length of service, or solve problems with under-funded or unfunded budgets.

The acquisition of additional knowledge and skills is not a job evaluation issue because it does not change the duties assigned to a position. Rather, it is a performance issue that should be addressed through the performance pay system. Over time and through successful performance, many eventually reach the top of the pay range, or the maximum the employer is willing to pay for that specific job assignment. Further career progression that involves higher pay ranges requires either a significant change to the duty assignment that results in an upward reallocation, or in some cases, seeking promotional opportunities in a different position, work unit, or division.

The bottom line is that positions are not reallocated to a higher class because an employee believes his pay is too low, or because she has more experience than the job duties require. The job is the job. Employees get value for their experience by moving through a pay range and recognition for how they do a job through performance increases. The only time a position is reallocated to higher or different classes is when significant changes in job responsibility occur, and the relative value of the job to the employer changes.

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GOVERNOR OWENS ELECTED VICE-CHAIRMAN OF WESTERN GOVERNORS' ASSOCIATION

BY KRISTEN HUBBELL, DEPUTY PRESS SECRETARY, GOVERNOR OWENS' OFFICE

Last month, Gov. Bill Owens was elected Vice-Chairman of the Western Governors' Association (WGA), which represents the governors of eighteen States. New Mexico's governor, Bill Richardson, was elected Chairman.

"WGA is rapidly becoming more important in the national policy debate," said Owens. "I'm looking forward to working with Governor Richardson to identify issues common to the Western States and pushing an agenda that helps our states."

The newly elected leadership vowed to focus on issues regarding energy, drought policy, forest health and fire suppression, and expanding WGA's relationship with tribes and Mexico's border states. Gov. Richardson will host next year's annual meeting in New Mexico.

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residents should be allowed to apply as a matter of course and, in some cases, non-resident employees are appropriate, such as posting revenue agents in New York and San Francisco to conduct field audits of national firms doing business in Colorado.

- The General Assembly should be able to provide the basis for discipline by law, and the State Personnel Board should be able to overturn a manager's decision only where it was irrational.
- The authority of the State to outsource any service or function must be recognized, while individual employees should be transferred or retrained rather than laid off. At the same time, the State's competencies in performance management contracting need to be improved through a combination of training and emphasizing this competency in the selection and retention of middle-managers responsible for outsourcing oversight.

The next step in the process is trying to receive the required two-thirds vote in both the State's House and Senate so the Commission's recommendations can appear on the November 2004 ballot. The legislation will be sponsored by Commission members State Representative Rosemary Marshall (D-Denver) in the House and State Senator Norma Anderson (R-Lakewood) in the Senate.

For more information on the Commission and its findings, please visit www.colorado.gov/dpa/.

