

5-2003

Is it Time for UNLV to Reform its Classified Personnel System?

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<http://dx.doi.org/10.34917/1644217>

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IS IT TIME FOR UNLV TO REFORM ITS
CLASSIFIED PERSONNEL SYSTEM?

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**A professional paper submitted in partial fulfillment
of the requirement for the degree of
Master of Public Administration**

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May 2003**

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ABSTRACT

The University of Nevada, Las Vegas (UNLV) is a fast growing institution and is the largest public university in Nevada. However, it cannot create its own rules for the administration of its classified personnel system. Many large public universities possess this ability and function independently. This is in direct contrast to the traditional role of other state agencies and the administration of civil service rules for their classified personnel. This paper addresses the prevalence of independent classified personnel systems in public universities and presents a review of current movements in that direction. The paper also presents a case study of an independent classified personnel system of a public university. At the conclusion of this paper, implications of a possible move by UNLV toward an independent system are examined.

ACKNOWLEDGEMENTS

I would like to thank all of the human resource employees from the public universities I contacted, as well as all of the human resources directors I interviewed. As Assistant Director of Human Resources for the University of Nevada, Las Vegas, I have personal experience with state classified personnel systems but I needed to compile research from a varied group of public human resource professionals to produce this type of professional paper. I am grateful to have worked with all of the professionals who participated. I would also like to thank the chairperson of my examination committee and all of the committee members for the assistance they provided to me. I am proud to work for a university with such an esteemed group of faculty members who are dedicated to supporting the academic development of graduate students. Lastly, and most importantly, I want to thank my wife and daughter, Tami and Ariana, for providing me with the continuous encouragement and support to complete this paper and my master's program.

CHAPTER I

INTRODUCTION

The Department of Human Resources of the University of Nevada, Las Vegas functions under a delegation agreement with the State of Nevada Department of Personnel. This agreement defines the scope of responsibility for performance of the university's personnel functions for classified staff. Classified staff are non-exempt employees and are eligible for overtime. The University of Nevada, Las Vegas currently employs more than 900 full-time classified employees who perform custodial, clerical or maintenance duties as defined by state statute (Nevada Revised Statutes 284.140). Classified service is defined in the State of Nevada Employees Handbook as "employees, other than nonclassified, unclassified or elected officers, who are selected and governed by the state's merit system as found in the Nevada Administrative Codes and Nevada Revised Statutes." Personnel functions for all classified staff throughout the state are governed by the Rules for State Personnel Administration in Chapters 281 and 284 of the Nevada Administrative Code.

Personnel policies for faculty and professional staff of the university are regulated and codified in the University and Community College System of Nevada Code. Personnel functions for these types of employees are performed independently with no direction from the State of Nevada Department of Personnel. The university possesses independent control of its personnel functions for faculty and professional staff.

The University of Nevada, Las Vegas is a very large organization in the state but the classified personnel system it administers cannot be reformed without major changes

that must be applied to all state agencies. This places the university in a position of dependence upon the state to reform its classified personnel system.

The State of Nevada's classified personnel system does not score well when it is compared to other states. Research for the Government Performance Act (GPA) was gathered from a review of state personnel systems in all fifty states. It was conducted through a team effort by the Maxwell School of Citizenship and Public Affairs at Syracuse University and the staff of *Governing* Magazine. The State of Nevada received a grade of "D" for its human resources operation in 1999 and a "D+" for 2000. This 2000 grade ranked tied for 49th in the survey. The 1999 and 2000 GPA reports identified deficiencies in the state's classified personnel system. However, as is the case with many public sector entities, funding has been requested to address the deficiencies but it has not been allocated due to other state priorities and heavy competition for state funds every legislative session. Since the University of Nevada, Las Vegas is dependent upon the state to address the deficiencies identified in the reports, the ranking of 49th is a negative reflection of the university's classified personnel system due to the state's inability to reform the system. The reports were downloaded from the magazine's web site at <http://www.governing.com/gpp/2001/gp1intro.htm>.

In an effort to achieve independence from state controlled systems, some public universities have created independent classified personnel systems. The University of Illinois and the University System of Oregon are just two examples. Illinois created its own university civil service system in 1952 and through legislative action the Oregon university system created an independent classified personnel system in 1995. However, the University of Nevada, Las Vegas continues to rely on a state-controlled classified system to address the needs of the university.

Although the University of Nevada, Las Vegas can perform many personnel functions for its classified staff independently due to the delegation agreement, there are many classified functions that cannot be performed independently. Major functions such as recruitment, classification and employee relations are controlled in some manner by the State of Nevada Department of Personnel.

This paper is descriptive with a case study component. It is descriptive due to the fact that the issue of independence was studied in an environment with very limited research on the subject. The descriptive nature of the paper focuses on what is taking place in the public higher education human resources world, and the current situation of the university with respect to the administration of classified personnel services. The case study component begins with a review and analysis of the classified personnel operation of a public university in Oregon that actually functions independently. The case study concludes with a summary of answers to interview questions posed to current and former directors of human resources of the University of Nevada, Las Vegas.

The intent of this paper is to provide research for any future consideration of a potential move toward an independent classified personnel system for the University of Nevada, Las Vegas. The intent is not to criticize the State of Nevada Department of Personnel or the civil service rules it administers to non-university state agencies. The state's personnel system serves a valuable purpose by providing a consistent application of traditional civil service rules to a varied and diverse set of large and small agencies in a fast growing state. Instead, this paper focuses on identifying factors that have led to independent classified personnel systems of public universities and the limitations of traditional state civil service systems as applied to public higher education institutions and the University of Nevada, Las Vegas.

UNLV Classified Employment Task Force

A task force was formed in 2001 to study and make recommendations to improve the classified employment process at the University of Nevada, Las Vegas. Many procedural recommendations from the task force were implemented and subsequently presented in a November 30, 2001 campus memorandum. It was distributed to the campus community and posted on the Internet (http://hr.unlv.edu/3dMemos/2001-11-30_Classified_Recruitment_Procedures.html). However, only procedural changes to the university's classified personnel system came out of the task force. The committee assigned to the task force was not charged with recommending changes to state policy or developing major reform changes. The procedural changes were targeted at improving the efficiency of the classified employment process as far as university procedures were concerned. State procedures and rules were not addressed.

Enhancements to the classified recruitment procedures included new forms and a recruitment manual. Implementation of the new forms streamlined the recruitment process as applied to required university forms such as the Classified Position Approval form and the Essential Functions form. For example, instead of routing the paper copies of the Classified Position Approval form in campus mail to the Department of Human Resources, a new process was set up with the Budget office to receive budget approval electronically via e-mail. This new process addressed a need to improve the turnaround time of vacancy announcements for classified positions. However, the enhancements from the task force did not address the core limitations and deficiencies of the state's classified personnel system.

CHAPTER II

LITERATURE REVIEW

Civil Service Examination

According to Chi (1998), a common complaint from hiring managers of state agencies across the country is that existing hiring systems are cumbersome or inflexible. Therefore, many states are recommending or have recommended reforms in the hiring process to include development of systems to hire for specific jobs, not general classifications (Chi, p. 40, 1998).

Research in the written examination field also suggests that a problem existed in Kansas before a new process was implemented. In 1996 the State of Kansas Department of Personnel Services developed a policy to select interviewees based on their skill level. This was applied across the board to all classified positions because it was determined that only one-third of classified vacancies were being filled through the examination process. Therefore, they replaced the examination process with a computerized system that selects interviewees based on their skill level. Registration forms for civil service position vacancies are completed by all applicants and then education and experience is measured from the use of these forms through the use of sophisticated computer software to come up with proficiency levels. This software was developed to search each employment application for skill levels and experience. This proficiency level is loaded into a computerized applicant tracking system and interviews are then provided to the applicants with the highest proficiency level for a specific classification (Chi, p. 40, 1998).

Civil Service Reform

Many state agencies are pursuing reform efforts. A 1996 National Association of State Personnel Executives survey showed that state personnel agencies were currently involved in reform activities of policies covering areas such as classification (forty-five states), recruitment (twenty-seven) and employee relations (twenty-one) (Chi, p.39, 1998). This research suggests that a movement away from traditional methods of administering civil service systems is underway in many states.

Selection and hiring reform, such as elimination of the written testing mechanism is ongoing but many states still continue to use the traditional method of a written examination in the selection process. Research from Chi (1998) indicates that a majority of state agencies continue to use traditional methods of selection and placement.

Condrey (1998) defines three models of public human resource management. The three models defined are traditional, reform and strategic. With these models, the delivery of services is, respectively, centralized, decentralized and collaborative. Condrey (1998) describes the traditional model as being more concerned with rules and procedures than with effective functioning and management.

There is movement within higher education human resource management to improve efficiency. Some of these measures include online application forms, implementation of applicant tracking systems to include scanning of application capabilities, and redesign of the hiring process. These best practices in higher education support the decentralized and strategic reform models of Condrey (1998) and are described in Transforming Human Resources in Higher Education (Connolly, 1999).

University of Hawaii Civil Service Reform

The University of Hawaii is currently in the middle of completing a major reform of its civil service system. Research for this section of the paper was gathered in March 2003 from the university's human resources web site (<http://www.hawaii.edu/ohr/>). The University of Hawaii is dependent upon the state civil service system for rules administration but the state's governor recently approved a civil service modernization project for the university's classified system. The governor approved the project as "cost neutral" in implementation. A technical advisory committee and development work group was created to design and implement changes to the system. The committee and work group are comprised of a cross section of employees of the university as well as representatives from associated unions and the state's personnel department. The committee and work group provide a balance, as one group is not dominant over the other, at least in numbers.

One of the charges of the committee and the work group is the development of a new civil service classification and compensation system specifically for the university. To quote an answer to a frequently asked question listed on the university's web page, "new systems are being developed for civil service personnel to meet the changing human resources needs of the university and to create systems to facilitate employee growth and development while providing new compensation mechanisms."

Key principles identified in review of the project are flexibility, responsiveness, and the ability to attract and retain quality personnel. These are common themes of this paper. The timeline of the project is approximately two years. The project began in June of 2002 and has an expected completion date of February 2004.

University of Kansas Civil Service Reform

A reform movement to the classified personnel system is underway at the University of Kansas. Research for this section of the paper was gathered in March 2003 from the university's human resources web site (<http://www.ku.edu/~kuhr/>). The provost of the university appointed a work group and designated a chairperson to lead the effort into exploring alternatives to civil service. The key differences with this reform movement as compared with that of the University of Hawaii, are the absence of a charge from the governor and the establishment of a cross section of committee members from external agencies and groups. Meetings were scheduled during work time to gauge whether classified staff of the university would be interested in proposed alternatives.

An idea floated by the provost was a plan to better compensate and reward classified staff by utilizing available tuition revenues and block grant funds of the university. A review of the plan indicates that a move to pay for performance may be one of the key alternatives being explored by the work group. Instead of a time in service program, a pay for performance plan, subsidized by tuition revenue and grants, is being explored. Other key alternatives include removing restrictive state regulations applied to the university but maintaining job protection and appeal measures without changing existing health insurance, retirement and leave programs. By establishing the meetings, the provost appears to want classified staff buy-in to the reform measures being explored by the administration, all the while leaving in place most existing regulations and programs. The centralized process is being reformed through a decentralization effort of the university.

One reform effort proposed was a streamlined recruitment process where departments would be able to submit a position description with specialized

qualifications that “fit the specific department needs for a job.” Human Resources would determine the appropriate title of the job through a review of the materials developed by the department. This proposal is consistent with current reform measures of civil service programs in general as stated by Chi (1998), as well as the current reform movement at the University of Hawaii. The theme of flexibility and responsiveness to university needs is prevalent in a review of the alternatives to civil service proposal.

In the new proposal, position reclassifications would no longer be based on the state classification title system. The current grade and step program would also be eliminated. It would be replaced with a newly developed pay for performance system.

While the performance proposal would be a benefit to the employees and would most likely be an additional cost to the university, a move to replace the current appeal process for suspensions, demotions and dismissals is on the table. Discussion of a modified process includes removal of the appeal process to the state’s civil service board. In lieu of the current state appeal process, a proposal of a three-person university advisory board is being floated to the classified staff.

In conclusion, the reform movements described in this chapter are decentralized in nature. Both universities identified needs that were not being satisfied through the centralized, traditional model of the state personnel program. This traditional, centralized versus reform, decentralized approach appears to be the preferred course of action by these universities, rather than a move to total separation from each state's personnel program.

CHAPTER III

RESEARCH DESIGN AND METHODOLOGY

The target population for the descriptive component of the study was determined to be the largest public university of each state. This was established because the University of Nevada, Las Vegas is the largest public university in Nevada. In order to make any comparisons as to what is going on with universities similar to the University of Nevada, Las Vegas, it was necessary to establish this criterion for the study. Large universities were also selected due to the more complex problems associated with the size of institutions when more attention to structure is required in order to alleviate any lack of informality in the personnel systems. The University of Nevada, Las Vegas is growing rapidly and fits this complex standard as it is a large entity with a need to focus attention to structure in order to meet the personnel system needs of the university.

The National Center for Education Statistics web site (<http://nces.ed.gov/>) was utilized to produce a list of universities. A query was submitted to the Integrated Postsecondary Education Data System College Opportunities On-Line section of the web site on February 15, 2003. The category for the query was public four-year and above institutions with students enrolled greater or equal to 20,000 for the first query, and between 10,000 to 20,000 for the second query. The second query of 10,000 to 20,000 was necessary because some smaller states did not have a public university with greater or equal to 20,000 student enrollment.

The queries produced two lists that established the largest public universities of each state. Since the lists produced multiple names of institutions from the majority of states, the lists were analyzed to produce the largest public universities of each state

based on student enrollment. Therefore, the completed list comprises fifty universities and is the complete population of this component of the study (see Appendix A).

Once the population was established, a list of the web pages for each university's human resources department was produced (see Appendix B). From this list, a review of the web pages was conducted to answer four questions. The four questions included:

1) Ability of each institution to initiate recruitment for a vacant classified position without going through the state personnel department of each state. For example, the university could establish recruitment without first producing a list of re-employments (layoffs). This is an important factor because it establishes a level of control. If the state instructs a university to hire a laid-off state employee from another state agency, it does not function independently.

2) Ability of each institution to screen and produce a list of eligible candidates for a vacancy without utilizing a required state civil service examination. For example, if a vacant administrative assistant recruitment is requested, does the university have to utilize a state mandated civil service written examination in order to produce a list of eligible candidates? If the university must utilize a state mandated written examination, it does not function independently and is dependent upon the state to create and maintain a written examination that produces candidates the university can employ. Conversely, if the university possesses the ability to create its own examination for vacant classified administrative assistant positions, it possesses independence to create its own testing mechanism.

3) Ability to independently create its own classifications for university-specific jobs. If the university must utilize a state classification system that is applied to all agencies throughout the state, it does not function independently. In this case it is

dependent upon the state to modify and or/create job classifications and ultimately approve them.

4) Ability to dismiss employees through a university hearing process. A university functions independently if the president, the university system chancellor, or the board of regents/trustees possess the ability to make the final decision. For example, if the university has an appeal process that includes a final appeal to a state board or commission, it does not function independently. It must adhere to the final decision of the state, not the university president, higher education chancellor, or board of regents/trustees.

Web pages from each university's human resources department were surveyed to produce a "yes" or "no" answer to independence of each category. Answers for classification and employee relations' independence were determined through a review of human resources policies on the university web pages. However, answers to recruitment and testing were difficult to determine from the web pages. Therefore, an e-mail was sent to a human resource contact from each agency (see Appendix C). The response rate was 90 percent. Phone calls to each university where the human resources department contact failed to respond were then made to capture the answer. With the web survey, e-mail correspondence, and phone calls, a complete set of answers (100 percent) was produced for all categories. In order for a university to function "independently", confirmation of possession of independence for each category was required. The final results are listed in Appendix D.

In addition to the required questions used to classify systems, information collected from a survey of web pages was conducted to identify university employment applications (Appendix E) and the transferability of state employees (Appendix F). If an

application was not listed on the web page, it was assumed a university employment application does not exist. Regarding transferability, a “yes” answer was coded if one of the following conditions were met: acceptance of sick or annual leave from another state agency; acceptance of time in service at another state agency for seniority purposes; or the acceptance of probationary time already served at another state agency.

The case study component began with a phone interview conducted on March 19, 2003 with a manager in Human Resources of Portland State University. The questions posed to the manager were approved by the Office for the Protection of Research Subjects of the University of Nevada, Las Vegas. The manager requested to remain anonymous and therefore will be referred to as "manager" in this paper. A list of questions was sent to the manager a day before the phone interview (see Appendix H).

Portland State University is the state's largest university based on student enrollment and is located in the largest metropolitan city of the state of Oregon. It is a commuter school and is classified as a research-intensive institution by the Carnegie Foundation (<http://www.carnegiefoundation.org/Classification/>). All of these factors are similar to the current situation of the University of Nevada, Las Vegas. Therefore, since the universities are similar in many ways, case study data could be evaluated as a possible model for future consideration by the University of Nevada, Las Vegas in exploring a move to an independent system.

Lastly, interviews were conducted with current and former directors of human resources for the University of Nevada, Las Vegas. The interviews were conducted March 19-21, 2003. The focus of the questions was geared toward identifying limitations of the current system, as applied to the university, in an effort to explore possible common themes, which could be explored and addressed.

CHAPTER IV

LIMITATIONS OF THE STUDY

Several limitations are evident within this study. First, the largest public university of each state is not necessarily the best comparison to the University of Nevada, Las Vegas. For example, the University of Nevada, Reno is the state's only research extensive institution as classified by the Carnegie Foundation (<http://www.carnegiefoundation.org/Classification/>) and therefore possesses a higher level of academic prestige in the state. One could argue that the University of Nevada, Las Vegas is larger but does not necessarily compare favorably to the universities of this study. Many of these universities have a long-standing academic history and tradition and may have much more political support within their respective states. However, this limitation is negated somewhat by the fact that the University of Nevada, Reno functions in the same manner as the University of Nevada, Las Vegas, as far as the administration of its classified personnel system is concerned. Furthermore, the limitation is further lessened by the fact that the University of Nevada, Las Vegas is rapidly growing and is moving toward becoming a major research institution.

Second, from posing only four questions, the converted findings to the four criteria may not be enough to establish a complete level of independence. There may be other criteria that may come to light. However, this limitation is diminished by the fact that the criteria established for this paper are current restrictions of the classified personnel system of the University of Nevada, Las Vegas. Even though there may be more criteria for independence available to study, these should be helpful at analyzing the classified personnel program at the university and may be useful with making a

recommendation for a suggested course of action because they can be sorted and used to make decisions and judgments.

Third, only one public university was considered through the case study component of the paper. The university studied is the largest university of its state and is located in the state's largest city. This negates some of the limitations of the study. However, this limitation could be considered a moot point because the move by Portland State University to an independent classified personnel system was initiated and directed by the university system of the state and was applied to all State of Oregon universities. A more extensive study would include multiple universities from other states to examine ramifications of a transition from a centralized, dependent university to an independent, decentralized or strategic system. However, it may not be possible to include a larger sample of universities since many classified personnel system conversions took place decades ago or did not take place at all because many universities were never under state control. This time gap may prove to be difficult in any future studies, in that it might make difficult any comparisons to current systems, or might fail to provide future causal data regarding the conversion process. But these might be only of marginal importance

Therefore, this paper is descriptive in nature and does not seek to establish causal relationships in efficiency. The purpose of the paper is to provide research regarding the prevalence of independent classified personnel systems of public universities. The descriptive and case study data produced should only be viewed as a beginning in exploring possible reform or strategic measures to the classified personnel system of the University of Nevada, Las Vegas.

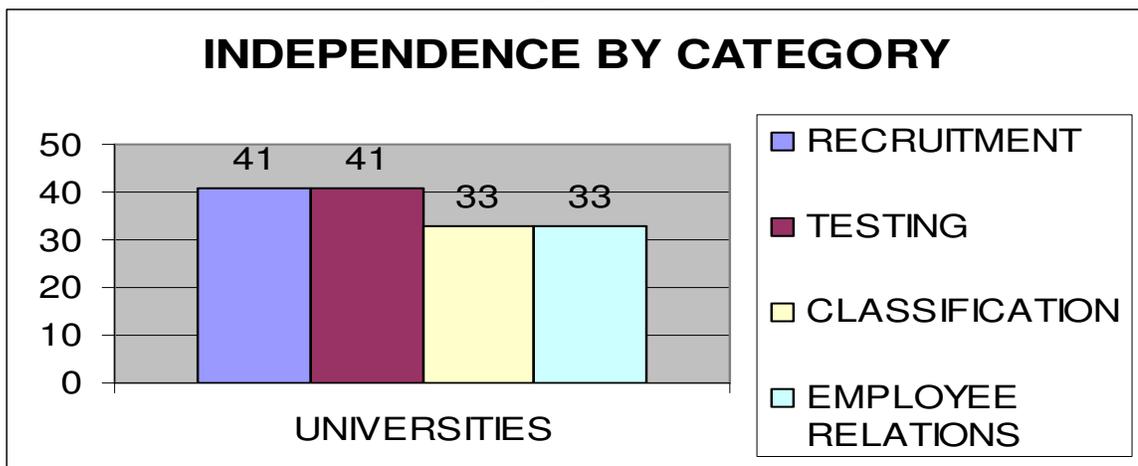
CHAPTER V

RESULTS AND FINDINGS

Descriptive Data

The results of the descriptive study data are listed in Appendix D. As illustrated in Figure A, when the categories are analyzed (recruitment, testing, classification and employee relations) individually, two relationships are evident. First, with respect to recruitment and testing, forty-one (82 percent) of the universities of the population possess the ability to function independently in these categories. This is a very strong relationship and indicates a very high degree of independence. However, secondly, classification and employee relations have a lower level of independence as thirty-three (66 percent) of the universities in the population possess the ability to function independently in these categories. Therefore, the data suggests that states are more inclined to retain control of the creation of position classifications and the formal process of grievance and discipline appeals, but they are less inclined to maintain control of recruitment and testing functions and requirements.

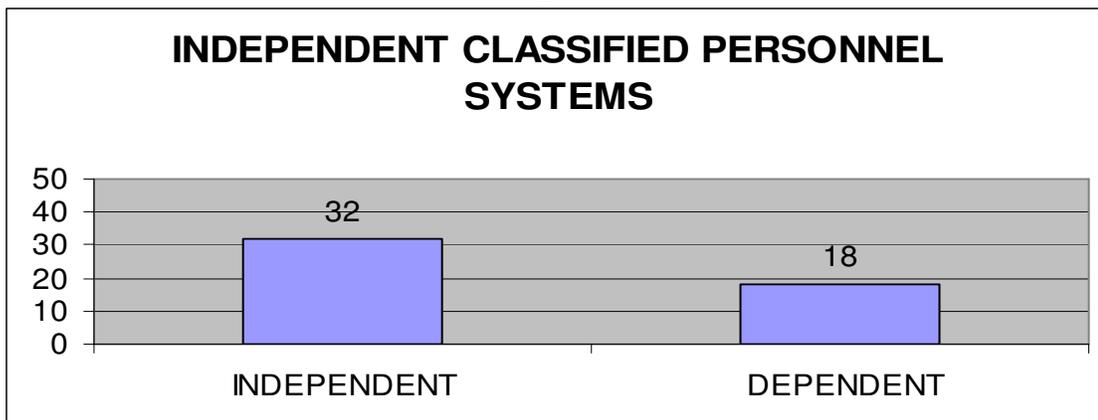
Figure A



As illustrated in Figure B, the net result of independence versus dependence is that 64 percent (thirty-two out of fifty) of the universities possess the ability to function independently in all four categories. The independent universities are located throughout the United States and therefore independence is not a matter of location. The overall percentage of independent universities would have been 4 percent higher if the Ohio State University and the University of Montana possessed full responsibility for their own employee relations and classification functions, respectively. They possess independence in three out of four categories. It is interesting that these universities are one of the largest and smallest in the population.

A key statistic is that only 36 percent of the universities in the population of this study function in a dependent manner in at least one category. Contrary to the traditional role of state-controlled centralized personnel systems for the majority of state agencies as addressed by Chi (1998), this data suggests the opposite is true for public universities because the majority of the population of this study function independently. Clearly, typical state agencies and the public universities of this study function differently as far as the traditional administration of state classified personnel systems is concerned.

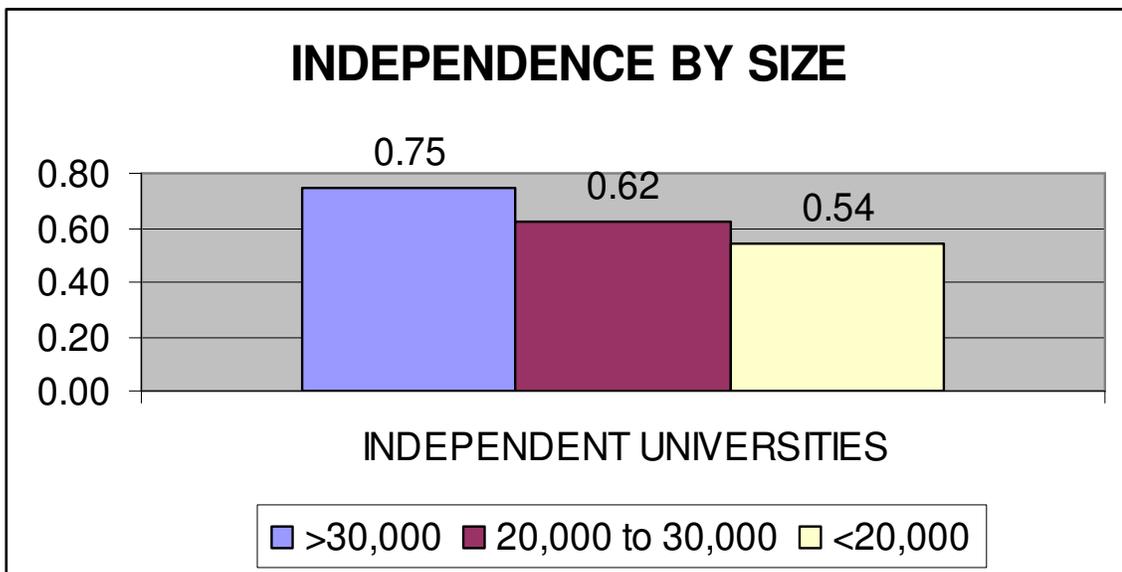
Figure B



The university population of the study (50 universities) was divided into three groups (Figure C from Appendix G) to determine if there was a drop-off in independence by size of the institution. The first group is universities greater than 30,000. The second group is universities between 20,000 and 30,000. The third and final group is comprised of universities less than 20,000.

The data in this figure suggests a drop-off in independence does occur based on the size of the institution. The data further suggests that larger universities have a greater likelihood of possessing an independent system because a very strong correlation is discovered and comes to light between the largest universities and independence. A weaker correlation of independent classified personnel systems exists for smaller universities. Many factors could account for the differences between the three categories but speculation could be that large universities have more political influence with the state. This could be one of many reasons for the strong relationship based on size.

Figure C

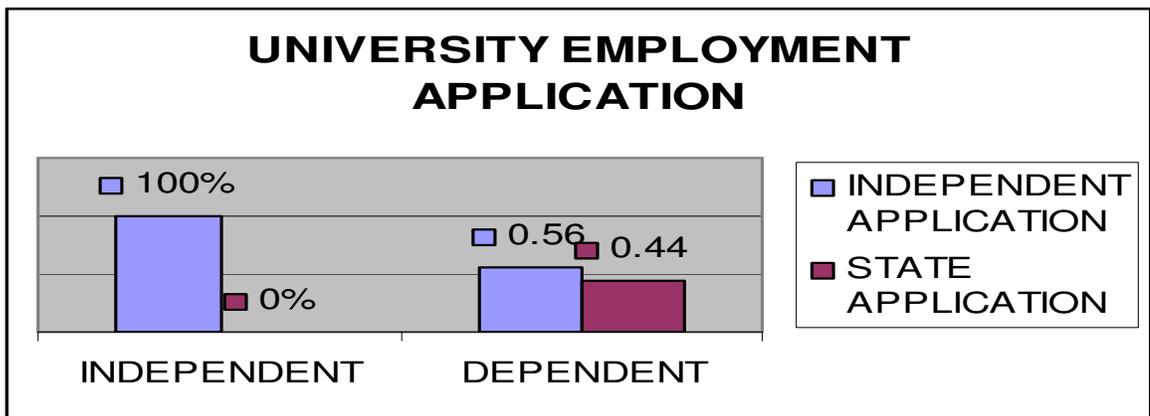


Additionally, as shown in Figure D, 84 percent of the public institutions in this study have created their own employment applications. Therefore, only 16 percent of the public institutions of this study utilize state applications for classified employment vacancies. As required by the State of Nevada Department of Personnel, the University of Nevada, Las Vegas utilizes a state approved employment application.

Since 64 percent of the universities function independently and 84 percent of the total population have a university employment application (Appendix E), a strong argument could be made of the need for universities to establish an independent identity even though they are in essence state agencies. In fact, ten of the dependent universities of this study have moved in this direction. This accounts for the difference between the 64 percent and 84 percent figures listed above.

All of the independent universities (thirty-two) have a university employment application. Therefore, no independent universities in the population of this study utilize a state employment application. Ten dependent universities have a university employment application and eight dependent universities utilize a state employment application.

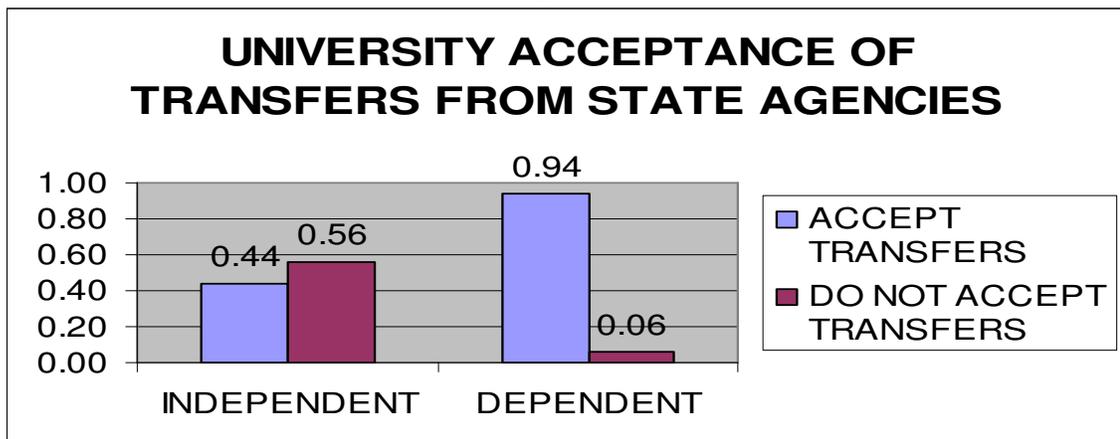
Figure D



An interesting relationship exists with the ability of universities to accept transfers from other state agencies, as shown in Figure E. Thirty-one (62 percent) of the universities can transfer employees back-and-forth and can accept some form of service credit from other state agencies even though 64 percent of the universities in this study function independently (see Appendix F). This percentage could indicate that public universities are willing to provide opportunities to employees from other state agencies as a means of tapping into a qualified labor pool, or they could simply be providing this service as a measure of goodwill because they receive state funding. These universities could be selecting the best state employees by accepting transfers.

Eighteen of the independent universities (56 percent) do not accept transfers but fourteen (44 percent) accept transfers. Only one dependent university (6 percent) does not accept transfers; the Ohio State University. Seventeen dependent universities (94 percent) accept transfers. The key result of this data is the fact that the majority of independent universities do not accept transfers and almost all of the dependent universities accept transfers. However, a significant number of independent universities (fourteen) are willing to accept transfers from other state agencies.

Figure E



Portland State University Case Study

Information gathered for this section of the paper was conducted through an interview with the “manager” and a review of the university’s human resources web page (<http://www.hrc.pdx.edu/index.htm>). As applied to the performance of its classified personnel services, Portland State University functioned virtually in the same manner as the University of Nevada, Las Vegas prior to 1995. The one glaring exception was a collective bargaining agreement for State of Oregon classified employees. However, in 1995, Senate Bill 271, the Higher Education Administrative Efficiency Act, was enacted into law. The Act authorized independence from the state for purchasing and hiring functions (Higher Education Administrative Efficiency Act).

The Act applied to all higher education institutions of the university system in Oregon. Part of the requirement of compliance was submission of quarterly reports to the state ensuring the university system was doing what it set out to do. Because of funding, the university is ultimately accountable to the state but this Act allowed the system to function independently. The system was able to separate from the state by proposing increases in efficiency. Therefore, this was the reason for the requirement of periodic reports at the onset of the change. The data in the reports focused on how quickly positions were filled and any other increases in efficiency. The report requirement continued for three years after implementation but the reports are no longer required.

According to the manager, the conversion to the new classified system was virtually seamless. This was the case because the state employees already had a collective bargaining agreement. Subsequently, a new university collective bargaining agreement was modified slightly from the state agreement and implemented accordingly.

Prior to the agreement, the university's human resources staff had to go through the Department of Administrative Services in Salem, Oregon, the state's capital. This is very similar to the current situation of the University of Nevada, Las Vegas and the centralized state personnel office which is located more than 400 miles north in Carson City, Nevada. The university was very dependent upon the state classified system and major functions such as recruitment and classification were heavily controlled by the state.

Portland State University no longer accepts transfer employees from the state. However, a university employee can transfer to a state agency and receive service credit for their years with the state. This change separates university employees from the state and therefore there is no confusion as to whether an employee at the university is a state employee or university employee.

Each university within the system has its own application to better suit the needs of each institution. For example, Portland State University has a much different labor pool market than the University of Oregon which is located in Eugene or Oregon State University which is located in Corvallis. Both of these institutions have a much higher student population on campus and are located in much smaller cities.

According to the manager, the supervisors and appointing authorities "loved the changes." The changes allowed them to develop specific job descriptions for specific jobs and recruit for the skills they needed for vacant positions. This new process is a collaborative effort between Human Resources and the departments. The departments have a voice as to how the job description is defined.

An interesting statement from the manager was the improvement in the ability to outreach and create a more diverse applicant pool. This was possible through the

elimination of the requirement of a state list. Prior to the conversion, applicants sent applications to Salem, Oregon for testing and review by the Department of Administrative Services. Incidentally, the state discontinued the administration of written tests several years ago and now uses a random selection process for interviews for recruitments with large numbers, such as administrative assistants.

The application review process is decentralized at Portland State University. Applications are sent to Human Resources and are reviewed for completeness and screened for criminal convictions. According to the manager, this has created more monitoring work for Human Resources but the campus is pleased with the change. Once the complete and screened applications are forwarded to the hiring department, the appointing authority supervises the process and must justify why each applicant was or was not selected for an interview. This decentralization has put the pressure on the appointing authority to move the process along. In case the appointing authority is uncomfortable or inexperienced with the process, they can elect to have Human Resources review the applications. However, if they elect to do this they lose control over the review process.

According to the manager, an unexpected consequence to the conversion was the lack of an applicant tracking system. The state had maintained the applicant tracking system prior to the conversion. Portland State University did not have this obligation because the process was centralized through Salem, Oregon.

The recruitment and classification process is much faster now according to the manager. It used to take three to four weeks for an appointing authority to get a list after the position closed. However, they now receive a set of applications to review within twenty-four hours after the position has closed. The more centralized bureaucratic steps

have been removed and it is now the responsibility of the appointing authority to get the review process going. Additionally, Portland State University is now able to create its own job classes and the classification process is much faster because they no longer have to go through the state.

Based on the responses to the phone interview questions, a strong case can be made that the conversion to an independent system improved efficiency with respect to recruitment and classification. Because the state no longer requires Portland State University to submit reports on performance, the university possesses complete independence. Furthermore, Portland State University put in place a “justification mechanism” by requiring all departments to justify their actions as far as the interview selection process is concerned. This has allowed the Portland State University Department of Human Resources the ability to maintain and monitor the process, as well as consult with campus departments as far as outreach and the current labor market is concerned. According to the manager, the focus in Human Resources has changed from “processing” to “recruiting”. Creative recruitment and outreach strategies are now being utilized. Additionally, the possession of independent control on classification and employee relations appeals is now in place as all classification and discipline appeal actions are approved by Human Resources and the president, respectively.

Interviews with UNLV-Human Resources Directors

Individual interviews were conducted with Mike Sauer, current interim Director of Human Resources and Associate Vice President for Administration; Carla Henson, former Director of Human Resources, UNLV 2000-2003; and Jose Escobedo, former Director of Human Resources, UNLV 1994-2000. Interview questions primarily focused

on limitations of the current classified personnel system of the University of Nevada, Las Vegas. The responses have been summarized into five major areas.

1) Inability of the University of Nevada, Las Vegas to conduct its own testing/review process for its administrative assistant position classifications. The university must accept the testing system developed by the state and cannot create and utilize its own system. All directors emphasized the “uniqueness” of university positions compared to state positions and the need to create a mechanism to screen for the skills and abilities necessary for specific university jobs.

2) Inability of the University of Nevada, Las Vegas to independently create its own position classifications. The university cannot independently create its own position classifications and therefore must go through the state for approval. None of the directors was surprised to learn that approximately 2/3rds of the universities in this study possess the ability to independently create university specific job classifications. The “unique” word came up again during each interview and was a common theme as the university moves toward becoming a major research institution. Supporting faculty and students were identified as two unique duties.

3) Inability of the University of Nevada, Las Vegas or the University and Community College System of Nevada to establish a final appeal process for employee relations disputes. The current appeal process includes a final appeal to the state's Employee Management Committee for grievances and the state's hearing officer for disciplinary appeals. Both of these appeal processes are established, managed and controlled by the State of Nevada. Therefore, the university president or university system chancellor does not possess final approval on grievance or disciplinary actions for university employees. One interviewee felt very strongly that this creates a perception of

“university” vs. “state” employee because it is the state that ultimately makes the final decision, not the university.

4) Recruiting cycle for professional vacancies is actually longer than the classified employment process. However, the process is accepted because the appointing authorities feel they have more options and can customize the process to fit their needs. They are actively involved in the process by determining the criteria to be reviewed and how applications are ranked. Conversely, when a list of classified eligible candidates is created for the appointing authority to fill an entry to mid-level administrative assistant vacancy, the list may begin with a large number of employees who applied for a state position seven to eleven months ago. The appointing authority in this case has no options and is not involved in the process. Furthermore, in this case it is likely that the top candidates from the initial list were already selected by other state agencies that utilized the list. Since Las Vegas is such a transient city, strong candidates who just relocated could have to wait many more months to apply for entry to mid-level administrative assistant vacancies at the university because state hiring lists are active for twelve months, according to state statute. All interviewees expressed concern for the quality of applicants produced from the state lists.

5) A new system would be costly and lengthy to implement. Current funds allocated to the State of Nevada Department of Personnel from the University of Nevada, Las Vegas for the provision of personnel services could provide the essential funding to create the necessary positions for an independent classified personnel system but it would be difficult to gain the necessary political support from the state, considering its current financial situation. All interviewees expressed concern with the timing of a change. It could take approximately two to four years to build an independent system and could

require the establishment of a collective bargaining agreement. A new system would also require additional human resources employees to create, implement, manage and operate the new programs.

Overall, the directors were content with the majority of the rules and regulations of the dependent state system. They felt with a little adjusting to accommodate the university's needs, the current regulations could provide the foundation for an improved university system. Therefore, a major overhaul of the university's current classified personnel system rules would not be necessary in order to create a semi-independent system.

CHAPTER VI

IMPLICATIONS AND CONCLUSION

The University of Nevada, Las Vegas is growing at a rapid pace yet it receives less as a percentage of state tax revenue than it did ten years ago. State appropriations have declined as a proportion of the university's overall revenues from 55 percent to 36 percent in the past ten years as described in 2002 by President Carol Harter in her State of the University Speech (http://www.unlv.edu/president/speeches_SOU_2002.html). The university must generate revenue in many different ways to overcome this decline in state appropriations. One could argue that compared to other state agencies, the university is in a unique position in its pursuit of new and additional revenue streams.

During this unprecedented growth, the university has been faced with many challenges to the administration of its classified personnel system. Most recently, the university has significantly increased its scope of operations with the creation of a law school, dental school, and new state of the art library, as well as consistently striving to improve its academic reputation through its pursuit of becoming a major research institution. Throughout this period of growth, its classified staff has increased 22 percent in the past four years from 760 full-time equivalent positions in 1999 to 925 in 2003 (university employee counts http://hr.unlv.edu/Tables/emp_count.html). However, due to its dependence upon the state for rules administration and the fact that none of the human resources directors interviewed proposed changes to the classified personnel system, the university has not been able to create independent major reform mechanisms to address many of the challenges that come with growth.

Research from this paper suggests that other public universities have experienced many of the same challenges the university currently faces. In fact, these challenges have a common theme as identified in this paper to include but are not limited to: specific classifications for specific jobs; skills based testing instead of written civil service examinations; and the uniqueness of the universities and the inability of state classified personnel systems to meet current needs of universities.

As addressed in this paper, public institutions of higher education, such as the universities of Hawaii and Kansas, as well as the university system of Oregon, have initiated reform movements to their classified personnel systems. These universities compare favorably in size and scope to the University of Nevada, Las Vegas. Coincidentally, like the University of Nevada, Las Vegas, the universities of Hawaii and Kansas are both listed as dependent in this study but are currently in the process of major reform movements in a move towards independence in some categories of the major human resource functions identified in this paper.

The descriptive data from this paper suggests that public universities have been successful in selling the notion of uniqueness to their respective states because approximately 2/3rds of the university population of this study function independently.

In order to address implications of a move to an independent system, data from a study of efficiency of the current system of the University of Nevada, Las Vegas could be compared with data from multiple public universities with independent systems. A cost benefit analysis could be conducted if the necessary fiscal data for implementation could be gathered. Considering the state's current financial situation, this data may be a requirement by the state for any possible move toward an independent system. The

efficiency data and associated cost-benefit analysis could be reviewed and analyzed by the university if it decides to propose an independent classified personnel system.

Many barriers to the creation of an independent system include but are not limited to: a potential lengthy process of conversion; proposed legislation to change the Nevada Revised Statutes to include the ability of the university and/or university system to administer an independent classified personnel system; possible need to establish collective bargaining agreements; funding for implementation; and state and university classified staff buy-in. It is possible that additional barriers, such as the current financial situation of the state, as well as the university's current human resources staffing structure, may prohibit the pursuit of an independent system at this time. However, the overall descriptive data from this study strongly supports the concept of a high level of prevalence of independent classified personnel systems in large public universities.

Therefore, based on the overall research and data compiled in this paper, coupled with the current classified personnel situation of the university, I would recommend proceeding with incremental changes rather than a move towards an independent classified personnel system at this time. Decentralization of recruitment and testing functions and requirements could form the foundation of a reform movement. A move in this direction is supported by the very high percentage of public universities that function independently in these categories. Additionally, only eight universities (16 percent) in this study function in the same manner as the University of Nevada, Las Vegas. In order to deal with the limitations and deficiencies of the dependent system, the university should create its own employment application and submit recruitment and testing reform proposals to the State of Nevada Department of Personnel in an effort to effectively address the unique and changing human resource needs of the institution.

APPENDIX A: LARGEST PUBLIC UNIVERSITIES

| STATE | UNIVERSITY | CITY | STUDENTS |
|-------|---------------------------------------|-------------------|----------|
| AK | University of Alaska Anchorage | Anchorage | 15,040 |
| AL | Auburn University | Auburn University | 22,469 |
| AR | University of Arkansas | Fayetteville | 15,752 |
| AZ | Arizona State University | Tempe | 45,693 |
| CA | University of California, Los Angeles | Los Angeles | 37,494 |
| CO | Colorado State University | Fort Collins | 28,103 |
| CT | University of Connecticut | Storrs | 19,876 |
| DE | University of Delaware | Newark | 20,949 |
| FL | University of Florida | Gainesville | 46,515 |
| GA | University of Georgia | Athens | 32,317 |
| HI | University of Hawaii at Manoa | Honolulu | 17,532 |
| IA | University of Iowa | Iowa City | 28,768 |
| ID | Boise State University | Boise | 17,100 |
| IL | University of Illinois | Champaign | 39,291 |
| IN | Purdue University | West Lafayette | 39,882 |
| KS | University of Kansas | Lawrence | 25,782 |
| KY | University of Kentucky | Lexington | 23,901 |
| LA | Louisiana State University | Baton Rouge | 32,059 |
| MA | University of Massachusetts | Amherst | 24,678 |
| MD | University of Maryland | College Park | 34,160 |
| ME | University of Southern Maine | Portland | 10,966 |
| MI | Michigan State University | East Lansing | 44,227 |
| MN | University of Minnesota | Minneapolis | 46,597 |
| MO | University of Missouri | Columbia | 23,667 |
| MS | Mississippi State University | Mississippi State | 16,878 |
| MT | University of Montana | Missoula | 12,645 |
| NC | North Carolina State University | Raleigh | 29,286 |
| ND | University of North Dakota | Grand Forks | 11,764 |
| NE | University of Nebraska | Lincoln | 22,764 |
| NH | University of New Hampshire | Durham | 14,766 |
| NJ | Rutgers University | New Brunswick | 35,650 |
| NM | University of New Mexico | Albuquerque | 23,753 |
| NV | University of Nevada, Las Vegas | Las Vegas | 23,313 |
| NY | SUNY at Buffalo | Buffalo | 25,838 |
| OH | Ohio State University | Columbus | 48,477 |
| OK | University of Oklahoma | Norman | 25,104 |
| OR | Portland State University | Portland | 20,024 |
| PA | Pennsylvania State University | University Park | 40,828 |
| RI | University of Rhode Island | Kingston | 14,264 |
| SC | University of South Carolina | Columbia | 23,000 |
| SD | South Dakota State University | Brookings | 9,260 |
| TN | University of Tennessee | Knoxville | 26,033 |
| TX | University of Texas | Austin | 50,616 |
| UT | University of Utah | Salt Lake City | 27,668 |
| VA | Virginia Tech | Blacksburg | 28,203 |
| VT | University of Vermont | Burlington | 10,078 |
| WA | University of Washington | Seattle | 37,412 |
| WI | University of Wisconsin | Madison | 40,922 |
| WV | West Virginia University | Morgantown | 22,774 |
| WY | University of Wyoming | Laramie | 12,366 |

APPENDIX B: HUMAN RESOURCES WEB SITES

| UNIVERSITY | UNIVERSITY HR OFFICE WEB SITE |
|---------------------------------------|---|
| University of Alaska Anchorage | http://www.finsys.uaa.alaska.edu/uaahrs/ |
| Auburn University | http://www.auburn.edu/administration/human_resources/ |
| University of Arkansas | http://hr.uark.edu/ |
| Arizona State University | http://www.asu.edu/hr/ |
| University of California, Los Angeles | http://www.chr.ucla.edu/ |
| Colorado State University | http://www.hrs.colostate.edu/ |
| University of Connecticut | http://www.hr.uconn.edu/ |
| University of Delaware | http://www.udel.edu/ExecVP/polprod/ |
| University of Florida | http://www.hr.ufl.edu/ |
| University of Georgia | http://www.hr.uga.edu/ |
| University of Hawaii at Manoa | http://www.hawaii.edu/ohr/ |
| University of Iowa | http://www.uiowa.edu/hr/ |
| Boise State University | http://admin.boisestate.edu/hr/ |
| University of Illinois | http://www.uihr.uillinois.edu/ |
| Purdue University | http://www.adpc.purdue.edu/Personnel/ |
| University of Kansas | http://www.ku.edu/~kuhr/ |
| University of Kentucky | http://www.uky.edu/HR/ |
| Louisiana State University | http://appl003.lsu.edu/hrm/hrmweb.nsf/index |
| University of Massachusetts | http://www.umass.edu/humres/welcome.htm |
| University of Maryland | http://www.personnel.umd.edu/ |
| University of Southern Maine | http://www.usm.maine.edu/hrs/ |
| Michigan State University | http://www.hr.msu.edu/ |
| University of Minnesota | http://www1.umn.edu/ohr/ |
| University of Missouri | http://www.missouri.edu/services.htm#hr |
| Mississippi State University | http://www.hrm.msstate.edu/ |
| University of Montana | http://www.umt.edu/hrs/ |
| North Carolina State University | http://www2.acs.ncsu.edu/hr/ |
| University of North Dakota | http://www.humanresources.und.edu/ |
| University of Nebraska | http://busfin.unl.edu/hr/index1.html |
| University of New Hampshire | http://www.unh.edu/hr/ |
| Rutgers University | http://uhr.rutgers.edu/ |
| University of New Mexico | http://www.unm.edu/%7Ehravp/ |
| University of Nevada, Las Vegas | http://hr.unlv.edu |
| SUNY at Buffalo | http://ubbusiness.acsu.buffalo.edu/ubb/cfm/ubs_pages/homepage.cfm |
| Ohio State University | http://hr.osu.edu/ |
| University of Oklahoma | http://www.ou.edu/persvcs/ |
| Portland State University | http://www.hrc.pdx.edu/index.htm |
| Pennsylvania State University | http://www.ohr.psu.edu/ |
| University of Rhode Island | http://www.uri.edu/human_resources/index.html |
| University of South Carolina | http://hr.sc.edu/ |
| South Dakota State University | http://www3.sdstate.edu/Administration/HumanResources/Index.cfm |
| University of Tennessee | http://admin.tennessee.edu/hr/hr.html |
| University of Texas | http://www.utexas.edu/hr/ |
| University of Utah | http://www.hr.utah.edu |
| Virginia Tech | http://www.ps.vt.edu/ |
| University of Vermont | http://www.uvm.edu/~uvmhr/ |
| University of Washington | http://www.washington.edu/admin/hr/ |
| University of Wisconsin | http://www.ohr.wisc.edu/ |
| West Virginia University | http://www.wvu.edu/~humanres/ |
| University of Wyoming | http://uwadmnweb.uwyo.edu/HR/ |

APPENDIX C

E-MAIL SENT TO UNIVERSITIES

M.P.A. graduate student seeking assistance

Hello Mr./Ms. _____, my name is John Mueller and I'm a graduate student at the University of Nevada, Las Vegas. I found this e-mail address on the "name of institution" web page. In order to finish my requirements for a master's degree in Public Administration, I'm completing a professional paper. The topic of my paper is "Independent Classified Personnel Systems of Public Universities." I'm also the Assistant Director of Human Resources for the University of Nevada, Las Vegas. I have three questions for you that can be answered very quickly with a simple "yes" or "no" answer to Q1, Q2 and Q3 listed below. Please reply via e-mail or call me at 702-895-1523. Thank you for your assistance. Please contact me if I can help you with any research or questions you may have about the Human Resources Department of the University of Nevada, Las Vegas or the State of Nevada classified employment system.

Q1. Is the university required to hire re-employments from other state agencies? In order to answer "no" the university does not accept state re-employments (layoffs).

Q2. Does the university accept transfers from other state agencies? In order to answer "yes" the university considers transfers and accepts the employee's time served in state civil service, accepts the employee's accrued leave time, and accepts any probationary time served by the employee.

Q3 Does the university utilize a required state civil service written examination for its clerical and classified support staff? In order to respond with a "no" answer, the university or university system creates its own tests for administrative assistant recruitments or other recruitments with a written test requirement? For example, the University of Nevada, Las Vegas would answer "yes" because it must utilize a written exam created by the State of Nevada Department of Personnel for all recruitments with a written test requirement.

Sincerely,

John Mueller, SPHR
Assistant Director of Human Resources
University of Nevada, Las Vegas
mueller@cmail.nevada.edu
702-895-1523

APPENDIX D: FINAL RANKING - INDEPENDENCE

| # | STATE | UNIVERSITY | RECRUIT | TEST | CLASS | ER | IND |
|----|-------|---------------------------------------|-----------|-----------|-----------|-----------|-----------|
| 1 | AK | University of Alaska Anchorage | Y | Y | Y | Y | Y |
| 2 | AL | Auburn University | Y | Y | Y | Y | Y |
| 3 | AZ | Arizona State University | Y | Y | Y | Y | Y |
| 4 | CA | University of California, Los Angeles | Y | Y | Y | Y | Y |
| 5 | DE | University of Delaware | Y | Y | Y | Y | Y |
| 6 | FL | University of Florida | Y | Y | Y | Y | Y |
| 7 | GA | University of Georgia | Y | Y | Y | Y | Y |
| 8 | IA | University of Iowa | Y | Y | Y | Y | Y |
| 9 | IL | University of Illinois | Y | Y | Y | Y | Y |
| 10 | IN | Purdue University | Y | Y | Y | Y | Y |
| 11 | KY | University of Kentucky | Y | Y | Y | Y | Y |
| 12 | MA | University of Massachusetts | Y | Y | Y | Y | Y |
| 13 | MD | University of Maryland | Y | Y | Y | Y | Y |
| 14 | ME | University of Southern Maine | Y | Y | Y | Y | Y |
| 15 | MI | Michigan State University | Y | Y | Y | Y | Y |
| 16 | MN | University of Minnesota | Y | Y | Y | Y | Y |
| 17 | MO | University of Missouri | Y | Y | Y | Y | Y |
| 18 | MS | Mississippi State University | Y | Y | Y | Y | Y |
| 19 | ND | University of North Dakota | Y | Y | Y | Y | Y |
| 20 | NE | University of Nebraska | Y | Y | Y | Y | Y |
| 21 | NH | University of New Hampshire | Y | Y | Y | Y | Y |
| 22 | NJ | Rutgers University | Y | Y | Y | Y | Y |
| 23 | NM | University of New Mexico | Y | Y | Y | Y | Y |
| 24 | OK | University of Oklahoma | Y | Y | Y | Y | Y |
| 25 | OR | Portland State University | Y | Y | Y | Y | Y |
| 26 | PA | Pennsylvania State University | Y | Y | Y | Y | Y |
| 27 | TN | University of Tennessee | Y | Y | Y | Y | Y |
| 28 | TX | University of Texas | Y | Y | Y | Y | Y |
| 29 | UT | University of Utah | Y | Y | Y | Y | Y |
| 30 | VT | University of Vermont | Y | Y | Y | Y | Y |
| 31 | WV | West Virginia University | Y | Y | Y | Y | Y |
| 32 | WY | University of Wyoming | Y | Y | Y | Y | Y |
| 33 | WA | University of Washington | N | N | N | N | N |
| 34 | AR | University of Arkansas | Y | Y | N | N | N |
| 35 | CO | Colorado State University | Y | N | N | N | N |
| 36 | CT | University of Connecticut | N | N | N | N | N |
| 37 | HI | University of Hawaii at Manoa | N | Y | N | N | N |
| 38 | ID | Boise State University | Y | N | N | N | N |
| 39 | KS | University of Kansas | N | Y | N | N | N |
| 40 | LA | Louisiana State University | Y | N | N | N | N |
| 41 | MT | University of Montana | Y | Y | N | Y | N |
| 42 | NC | North Carolina State University | Y | Y | N | N | N |
| 43 | NV | University of Nevada, Las Vegas | N | N | N | N | N |
| 44 | NY | SUNY at Buffalo | N | N | N | N | N |
| 45 | OH | Ohio State University | Y | Y | Y | N | N |
| 46 | RI | University of Rhode Island | N | N | N | N | N |
| 47 | SC | University of South Carolina | Y | Y | N | N | N |
| 48 | SD | South Dakota State University | Y | Y | N | N | N |
| 49 | VA | Virginia Tech | N | Y | N | N | N |
| 50 | WI | University of Wisconsin | N | N | N | N | N |
| -- | --- | TOTALS | 41 | 41 | 33 | 33 | 32 |

LEGEND: Y = YES; N = NO; RECRUIT = Independent Recruitment; TEST = Independent Testing; CLASS = Independent Classification; ER = No State Appeals; IND = Independent Personnel System

APPENDIX E: UNIVERSITY EMPLOYMENT APPLICATION

| STATE | UNIVERSITY | APPLICATION | INDEPENDENT |
|--------------|---------------------------------------|--------------------|--------------------|
| AK | University of Alaska Anchorage | Y | Y |
| AL | Auburn University | Y | Y |
| AZ | Arizona State University | Y | Y |
| CA | University of California, Los Angeles | Y | Y |
| DE | University of Delaware | Y | Y |
| FL | University of Florida | Y | Y |
| GA | University of Georgia | Y | Y |
| IA | University of Iowa | Y | Y |
| IL | University of Illinois | Y | Y |
| IN | Purdue University | Y | Y |
| KY | University of Kentucky | Y | Y |
| MA | University of Massachusetts | Y | Y |
| MD | University of Maryland | Y | Y |
| ME | University of Southern Maine | Y | Y |
| MI | Michigan State University | Y | Y |
| MN | University of Minnesota | Y | Y |
| MO | University of Missouri | Y | Y |
| MS | Mississippi State University | Y | Y |
| ND | University of North Dakota | Y | Y |
| NE | University of Nebraska | Y | Y |
| NH | University of New Hampshire | Y | Y |
| NJ | Rutgers University | Y | Y |
| NM | University of New Mexico | Y | Y |
| OK | University of Oklahoma | Y | Y |
| OR | Portland State University | Y | Y |
| PA | Pennsylvania State University | Y | Y |
| TN | University of Tennessee | Y | Y |
| TX | University of Texas | Y | Y |
| UT | University of Utah | Y | Y |
| VT | University of Vermont | Y | Y |
| WV | West Virginia University | Y | Y |
| WY | University of Wyoming | Y | Y |
| AR | University of Arkansas | Y | N |
| CT | University of Connecticut | Y | N |
| KS | University of Kansas | Y | N |
| MT | University of Montana | Y | N |
| NC | North Carolina State University | Y | N |
| NY | SUNY at Buffalo | Y | N |
| OH | Ohio State University | Y | N |
| SC | University of South Carolina | Y | N |
| SD | South Dakota State University | Y | N |
| WA | University of Washington | Y | N |
| CO | Colorado State University | N | N |
| HI | University of Hawaii at Manoa | N | N |
| ID | Boise State University | N | N |
| LA | Louisiana State University | N | N |
| NV | University of Nevada, Las Vegas | N | N |
| RI | University of Rhode Island | N | N |
| VA | Virginia Tech | N | N |
| WI | University of Wisconsin | N | N |
| --- | TOTALS | 42 (YES) | 32 (YES) |

LEGEND:

Y = YES; N = NO; APPLICATION = UNIVERSITY SPECIFIC APPLICATION (42/50)

APPENDIX F: UNIVERSITY ACCEPTANCE OF TRANSFERS

| STATE | UNIVERSITY | TRANSFER | INDEPENDENT |
|-------|---------------------------------------|-----------------|-----------------|
| CA | University of California, Los Angeles | Y | Y |
| GA | University of Georgia | Y | Y |
| IA | University of Iowa | Y | Y |
| IL | University of Illinois | Y | Y |
| MA | University of Massachusetts | Y | Y |
| MD | University of Maryland | Y | Y |
| MN | University of Minnesota | Y | Y |
| MS | Mississippi State University | Y | Y |
| ND | University of North Dakota | Y | Y |
| NE | University of Nebraska | Y | Y |
| NJ | Rutgers University | Y | Y |
| TN | University of Tennessee | Y | Y |
| TX | University of Texas | Y | Y |
| WV | West Virginia University | Y | Y |
| AR | University of Arkansas | Y | N |
| CO | Colorado State University | Y | N |
| CT | University of Connecticut | Y | N |
| HI | University of Hawaii at Manoa | Y | N |
| ID | Boise State University | Y | N |
| KS | University of Kansas | Y | N |
| LA | Louisiana State University | Y | N |
| MT | University of Montana | Y | N |
| NC | North Carolina State University | Y | N |
| NV | University of Nevada, Las Vegas | Y | N |
| NY | SUNY at Buffalo | Y | N |
| RI | University of Rhode Island | Y | N |
| SC | University of South Carolina | Y | N |
| SD | South Dakota State University | Y | N |
| VA | Virginia Tech | Y | N |
| WA | University of Washington | Y | N |
| WI | University of Wisconsin | Y | N |
| AK | University of Alaska Anchorage | N | Y |
| AL | Auburn University | N | Y |
| AZ | Arizona State University | N | Y |
| DE | University of Delaware | N | Y |
| FL | University of Florida | N | Y |
| IN | Purdue University | N | Y |
| KY | University of Kentucky | N | Y |
| ME | University of Southern Maine | N | Y |
| MI | Michigan State University | N | Y |
| MO | University of Missouri | N | Y |
| NH | University of New Hampshire | N | Y |
| NM | University of New Mexico | N | Y |
| OK | University of Oklahoma | N | Y |
| OR | Portland State University | N | Y |
| PA | Pennsylvania State University | N | Y |
| UT | University of Utah | N | Y |
| VT | University of Vermont | N | Y |
| WY | University of Wyoming | N | Y |
| OH | Ohio State University | N | N |
| --- | TOTALS | 31 (YES) | 32 (YES) |

LEGEND:

TRANSFER = ABILITY TO ACCEPT TRANSFERS FROM OTHER STATE AGENCIES (31/50)

APPENDIX G: INDEPENDENCE BY SIZE OF UNIVERSITY

| # | IND | CAT | STATE | UNIVERSITY | CITY | STUDENTS |
|----|-----|-----|-------|---------------------------------------|-------------------|----------|
| 1 | Y | A | TX | University of Texas | Austin | 50,616 |
| 2 | N | A | OH | Ohio State University | Columbus | 48,477 |
| 3 | Y | A | MN | University of Minnesota | Minneapolis | 46,597 |
| 4 | Y | A | FL | University of Florida | Gainesville | 46,515 |
| 5 | Y | A | AZ | Arizona State University | Tempe | 45,693 |
| 6 | Y | A | MI | Michigan State University | East Lansing | 44,227 |
| 7 | N | A | WI | University of Wisconsin | Madison | 40,922 |
| 8 | Y | A | PA | Pennsylvania State University | University Park | 40,828 |
| 9 | Y | A | IN | Purdue University | West Lafayette | 39,882 |
| 10 | Y | A | IL | University of Illinois | Champaign | 39,291 |
| 11 | Y | A | CA | University of California, Los Angeles | Los Angeles | 37,494 |
| 12 | N | A | WA | University of Washington | Seattle | 37,412 |
| 13 | Y | A | NJ | Rutgers University | New Brunswick | 35,650 |
| 14 | Y | A | MD | University of Maryland | College Park | 34,160 |
| 15 | Y | A | GA | University of Georgia | Athens | 32,317 |
| 16 | N | A | LA | Louisiana State University | Baton Rouge | 32,059 |
| 17 | N | B | NC | North Carolina State University | Raleigh | 29,286 |
| 18 | Y | B | IA | University of Iowa | Iowa City | 28,768 |
| 19 | N | B | VA | Virginia Tech | Blacksburg | 28,203 |
| 20 | N | B | CO | Colorado State University | Fort Collins | 28,103 |
| 21 | Y | B | UT | University of Utah | Salt Lake City | 27,668 |
| 22 | Y | B | TN | University of Tennessee | Knoxville | 26,033 |
| 23 | N | B | NY | SUNY at Buffalo | Buffalo | 25,838 |
| 24 | N | B | KS | University of Kansas | Lawrence | 25,782 |
| 25 | Y | B | OK | University of Oklahoma | Norman | 25,104 |
| 26 | Y | B | MA | University of Massachusetts | Amherst | 24,678 |
| 27 | Y | B | KY | University of Kentucky | Lexington | 23,901 |
| 28 | Y | B | NM | University of New Mexico | Albuquerque | 23,753 |
| 29 | Y | B | MO | University of Missouri | Columbia | 23,667 |
| 30 | N | B | NV | University of Nevada, Las Vegas | Las Vegas | 23,313 |
| 31 | N | B | SC | University of South Carolina | Columbia | 23,000 |
| 32 | Y | B | WV | West Virginal University | Morgantown | 22,774 |
| 33 | Y | B | NE | University of Nebraska | Lincoln | 22,764 |
| 34 | Y | B | AL | Auburn University | Auburn University | 22,469 |
| 35 | Y | B | DE | University of Delaware | Newark | 20,949 |
| 36 | Y | B | OR | Portland State University | Portland | 20,024 |
| 37 | N | B | CT | University of Connecticut | Storrs | 19,876 |
| 38 | N | C | HI | University of Hawaii at Manoa | Honolulu | 17,532 |
| 39 | N | C | ID | Boise State University | Boise | 17,100 |
| 40 | Y | C | MS | Mississippi State University | Mississippi State | 16,878 |
| 41 | N | C | AR | University of Arkansas | Fayetteville | 15,752 |
| 42 | Y | C | AK | University of Alaska Anchorage | Anchorage | 15,040 |
| 43 | Y | C | NH | University of New Hampshire | Durham | 14,766 |
| 44 | N | C | RI | University of Rhode Island | Kingston | 14,264 |
| 45 | N | C | MT | University of Montana | Missoula | 12,645 |
| 46 | Y | C | WY | University of Wyoming | Laramie | 12,366 |
| 47 | Y | C | ND | University of North Dakota | Grand Forks | 11,764 |
| 48 | Y | C | ME | University of Southern Maine | Portland | 10,966 |
| 49 | Y | C | VT | University of Vermont | Burlington | 10,078 |
| 50 | N | C | SD | South Dakota State University | Brookings | 09,260 |

LEGEND: CAT = CATEGORY - A, B, C (rounded to the nearest thousand)

A = >30,000 (12/16); B = 20,000 – 30,000 (13/21); C = <20,000 (7/13)

APPENDIX H

CASE STUDY QUESTIONS FOR PORTLAND STATE UNIVERSITY

Phone Interview Questions with Portland State University Human Resources
John Mueller - Public Administration, UNLV

How long did it take to move from a state controlled classified personnel system to an independent system?

How did the classified employees buy-in to the change? Did they have to buy-in? Did they vote or did the university just arbitrarily make the change?

Was the change phased in by functions such as recruitment, classification, employee relations, etc. or did it occur all at once?

Describe the initial reaction of the classified employees at the time of the change? Is their reaction different now?

Describe the reaction of the State Personnel Department at the time of the change? Is their reaction different now?

Describe the reaction of the staff of the university's human resources department at the time of the change? Is their reaction different now?

Describe the reaction of the departments on campus at the time of the change? Is their reaction different now?

Describe the reaction of the university's administration at the time of the change? Is their reaction different now?

Has service improved to the appointing authorities? Service such as recruitment turnaround time, classification, discipline?

What are the most significant improvements?

Has there been a "cost" to the university?

Did the university have to give in to anything to make the change possible?

In your opinion, did the change improve efficiency? If so, what functions are more efficient?

In your opinion, did the change cause any problems or unexpected consequences? If so, what are the problems and consequences?

If you could recommend a different course of action for a future conversion, what would it be?

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