Department of Administrative Services

DAS
DEPARTMENT OF
ADMINISTRATIVE
SERVICES

Program Analyst Levels Guidance

Agenda

- Recap: Paraprofessional vs. Professional

- Program Analyst series
  - PA 1 vs. PA 2
  - PA 2 vs. PA 3
  - PA 3 vs. PA 4

Recap: Paraprofessional vs. Professional

Paraprofessional/Technical are jobs that require specialized extensive practical knowledge gained through experience and/or specific formal or on-the-job training.

- Work in these occupations may involve substantial elements of the work of the professional or administrative field but requires less than full knowledge of the field involved.
- Work is usually associated with or supportive to a professional function or occupation. The tasks, methods, procedures, and computations that are covered by established precedents or guidelines and often require a high degree of skill, care, and precision.

Professional jobs are a type of work or vocation that requires specialized knowledge typically acquired from college course work at the bachelor's degree level or beyond. These jobs often require some level of post-secondary education (some college or college degree) or equivalent professional-level experience.

Paraprofessional/Technical are jobs that require extensive practical knowledge, and they are typically supporting a professional function or occupation.

For example, the Administrative Specialist Series is a paraprofessional/technical classification that is intended to perform and/or coordinate administrative tasks in support of an agency Program or Operation.

Because the focus of the Paraprofessional/Technical classifications are to support a professional function or occupation, they tend to not be responsible for clerical support type work, which is why the Administrative Specialist class spec says they should have limited, if any, general office support duties.

A **professional** job is a career that typically requires a specific amount of advanced training and education. These jobs often require some level of post-secondary education (some college or college degrees).

Figuring out if the position is doing professional or paraprofessional (or even clerical) level work will help you to figure out what classification series the position best fits into. If it's not doing professional level work, it can't be an OPA or PA, since those are

professional level classifications.

Q: When looking at a PD, how does the analyst know if the work is doing technical/paraprofessional or professional level work? What separates paraprofessional from professional level responsibilities?
- Does the position have overall programmatic/operational responsibility or are you doing this work in support of an upline professional (i.e., professional level Program Analyst/OPA or a Manager)?
- A professional has ownership of a program or a policy area.

For example, a Program Analyst will review grants and make the decisions related to issuing funding. An Administrative Specialist will be receiving and reviewing applications for completion, assisting with form development, assisting the upline professional.

Notes – The best way to tell if a classification is professional is to look at the MQs, entry level professional is a bachelor's degree or 3 years of technical level experience. You can substitute education for experience at the professional level.

Rule of thumb for the salary ranges:

- Clerical level positions *typically* are salary range 15 and below.

- Paraprofessional are *typically* salary range 16 to 22.

- Professional level positions *typically* are from salary range 23 to 30.

- Senior level professional *typically* salary range 31 to 38.

Another thing to look at are the duties and responsibilities of the position in comparison to the classification. For example, positions at every level are responsible for scheduling their time. But at the professional level classification, the PD shouldn't have scheduling as one of its core/primary responsibilities. It's just the expectation of the job. If the PD has duties such as scheduling, SPOTS card, taking meeting minutes, that's clerical or administrative work. If it's a key component of the job, it's likely not doing work that would fit into a professional level classification.

Class Specifications

The following examples demonstrate the differences between the Administrative Specialist, Program Analyst and Operations and Policy Analyst job families.

The typical duties, responsibilities, and distinguishing features are all taken directly from the class specifications.

- State Classifications by Job Profile Title
- Classification Guide
- Reclassification Consideration Guide
- Classification Glossary of Terms

AS 2 vs. PA 1 and OPA 1

Administrative Specialist 2

- AS 2 **assists** program coordinator, program manager, or other administrative superior in the ongoing direction of the program or operation.
  - Monitors/audits program/operation.
  - Performs administrative research, analysis, evaluation.
  - Negotiates with involved parties to resolve problems, gain compliance, reach a settlement, or determine provision of services.
  - Work requires interpretation and application of laws, rules, policies, procedures.

Program Analyst 1

- PA 1 **coordinates** an Oregon state program or delivers services to program recipients.

Operations & Policy Analyst 1

- OPA1 supports operational units by evaluating program operations or administrative systems, planning improvements and implementing changes in policy, procedures, or rules.

When trying to determine if the position is a better fit into an AS level or one of the professional levels, you will need to determine if the work is assisting in the ongoing direction of the program or operation. If it's primary responsibility is assisting, it's likely going to be in the AS or paraprofessional/technical level classifications.

The AS 2 assists the program coordinator, program manager, or other administrative superior in the ongoing direction of the program or operation. The PA 1 coordinates a program, and the OPA 1 supports operational units by evaluating program operations or administrative systems. How is this different? Is this simply based on the level of control or authority? How is the work the AS 2 doing noticeably different than what an OPA 1 or PA 1 should be doing? What should analysts be looking for to determine what level the work is at?

Notes – When trying to determine if the position or PD is at the professional OPA or PA level vs. the clerical or paraprofessional/technical level, look for ownership. Look at the organizational structure and the duties. This is where "mapping the scope" comes into effect to determine who is ultimately accountable for the programmatic/operational function. Who else is in the organizational structure that would have responsibility? Are there upline professionals that this position is

assisting? Keep in mind, you can have an OPA1 or PA1 who is assisting a higher-level professional, but is it assisting, or does it have programmatic responsibility for all or part of the program/operation?

Keep in mind that the highest level a position can get to in the PA 3/PA 4 is based on the statutory authority. The program has to have the reach and statutory authority for that level. Changing the words on the PD does not change what the position's statutory authority and programmatic reach is. Where the use of words on the PD are important is to articulate and illustrate the scope and reach the position has.

PA1 vs PA 2

Program Analyst 1

- **Coordinates** an Oregon State Program or **delivers services** to program recipients using **existing policies and procedures**.

- **Presents information** or **explains program rules and guidelines** to department staff, program participants or the public to assist in their understanding and compliance.

- **Monitor the program outcomes**, **evaluate results**, and **recommend** program **improvements**.

- **Review applications** for program benefits or services and decide if applicants meet the criteria under state guidelines and statutes.

Program Analyst 2

- **Administers** an Oregon state program(s).

- **Authorizes** the distribution of program funding.

- **Monitors** local programs receiving funding.

- **Provide service** to program recipients.

- Research and **develop factual data** and **revise program procedures** to **manage complete program**.

- Some do **technical plan review** to decide **eligibility for program funding**.

Notes

Coordinating and Administering is at the professional level. "Assisting with" is at the technical/paraprofessional level.

Professional typically has three levels:
- Entry (PA 1)
- Journey (PA 2)
- Senior (PA 3 and PA 4)

Coordinating – responsible for transactional components. The PA 1 is a job that can be very duplicative, you can have a lot of people coordinating different functions.

Administrative – do they have programmatic responsibility? Are they responsible for all or some aspects of the program?

Authorize distribution of program funding – looking at problem solving and accountability, making authorization decisions vs. making decisions that are conforming to established guidelines. This requires a higher-level of accountability

and problem solving.

Q: Can you provide some example language of duties within the PA1/2 OPA1 realm that are distinguishing between each other it seems that we often will see PDS for managers where they use words like coordinates and administers for the items which assist in these actions?

- The classification specifications all have a section that gives examples of duties that would be expected from that classification. These are examples of the type of work, level of responsibility, or level of authority that can be expected from that classification. Keep in mind that a lot of duties are duplicative between the classification levels, with some duties that are part of the PA 1 also being part of the PA 2 or PA 3/PA 4. So you cannot use them exclusively as justification for the position being at a specific level, but if you read through the duties for each of the levels, you'll see an increase in responsibilities, authority, and scope of impact.

- Clarify with the manager what they mean by the specific duties. If the PD says the position "administers the program" what does that mean? The manager should be able to explain what they mean by that statement. How is it administering the program? What authorities and responsibilities does it have? Who has final decision-making authority for the work? Does it actually have administrative authority or is it really just assisting someone else with running the program? Listen to what the manager tells you and then make the determination as to what they're talking about when they say the position "administers the program".

PA1 vs PA 2 – Distinguishing Features

Program Analyst 1

- **Varied assignments** that cover **all aspects** of the program.
- Scope and difficulty of problems involve the **application of existing program methods** related to the particular situation or specialized area.
- May also **work in segments of a more complex program** under guidance.
- Responsible for making **recommendations or changes** resulting in operational or process efficiencies.

Program Analyst 2

- **Administer** a program(s) and **handle** technical problems or public relation issues as they arise.
- The scope and difficulty of problems require **in-depth evaluation of program operations**.
- The employee is responsible for **adapting existing or creating new procedures** to solve program issues.
- Program methods and guidelines are **not clearly defined**.

The Distinguishing Features are what tells you if the work the position is doing fits into the PA 1 or PA2 level.

Notes – One of the one of the things to look at there is when you're talking about the PA 2 (remember – PA 2 is the journey level – full proficiency level position) where they're adapting existing or creating new procedures, you're not simply executing, you're having to adapt legislative updates, program updates, evaluating the program to determine where there may be issues or problems and then making changes to address and correct those issues/problems.

When discussing the position with the manager to determine the scope and authority of the work and get clarification on the duties and responsibilities or performing a desk audit use the guidance in the **Classification Guide**. The desk audit (called a job audit in the Guide) **starts on page 50**.

General questions about the job:

- What does your work unit do?
- Will you tell me a little about your job?

- What kinds of things do you do?

The most productive questions are "How" and the "W" questions: **Who**, **What**, **When**, **Why** and **Where**. To make a good allocation decision and to explain it, you need to understand:

- **Where** the work comes from and in what form,
- **What** the employee does with it and why,
- **How** the employee does it,
- **What** instructions and guides govern the employee,
- **What** is the work product,
- **Who** reviews the work and why,
- **Where** it goes, and
- **What** the recipient does with it

Let the employee or supervisor describe the job in his or her words. Your job is to clarify what you don't understand. If an answer is vague, rephrase the question or ask follow up questions.

Ask open-ended questions that require the employee or supervisor to explain the answer. Avoid questions that can be answered "yes" or "no." Do not ask leading questions (e.g., does this job require in-depth program knowledge?).

PA1 vs PA 2 – Distinguishing Features

Program Analyst 1

- **Coordination** of a state program or **delivery of services to program recipients** using **existing program methods** differentiates this classification from the higher levels.

Program Analyst 2

- The scope and difficulty of problems involve **adapting existing program methods** or **creating new procedures** related to a specialized area OR

- The administration of a state program(s) including **authorization of the distribution of program funding** and **monitoring local programs receiving funding** differentiates this classification from the lower level.

PA 2 vs PA 3

Program Analyst 2

- **Administers** an Oregon state program(s).
- **Authorizes** the distribution of program funding.
- **Monitors** local programs receiving funding.
- **Provide service** to program recipients.
- Research and **develop factual data** and **revise program procedures** to **manage complete** program.
- Some do **technical plan review** to decide **eligibility for program funding**.

Program Analyst 3

- **Plans**, **manages**, and **evaluates** Oregon State program(s) and gives **consultative advice** to agency staff, other state agencies, or local government and community organizations.
- **Collaborates** with outside groups to **plan program services**, **establish new programs**, or **maximize resources to achieve similar goals**.
- **Develops program standards** that others must follow to obtain program funding,
- Works with others to **gain agreement** on acceptable operational procedures and use of resources, or
- **Develops new strategies for program funding**.

PA 3 and a PA 4 are the same thing as far as they are both senior level positions. As senior policy positions needs to independently have the scope and authority of that PA 3 level for every PA 3 you have on the org chart. If there's shared accountability, it's going to likely be lower-level program analyst work because to be at the senior level they have to have independent authority, not shared authority and shared accountability.

At the PA 3 level, planning, managing, and evaluating an Oregon State program(s) and giving consultative advice to agency staff, other state agencies, or local government and community organizations is descriptive of the level of authority and accountability that exists at this senior level. The PA 3 has a greater level of decision-making authority than the lower levels.

Having a program with statewide scope is only one part of what makes up the PA 3 level. The key here is that at the PA 3 level, they're collaborating to plan program services and establish new programs or maximize research to achieve similar goals. They're creating new guidelines, instead of revising existing guidelines. They develop program standards and guidelines, i.e., creating the methods by which you will be delivering those program funds or the interface with the public to develop program

standards, as opposed to research to recommend revisions or to revise existing processes – which would be expected at the lower Program Analyst levels.

At the PA3 level, the expectation is that the position has to work with others to gain agreement and develop new strategies and funding. There's a higher-level of authority and accountability and decision making when a position has to establish and develop the standards and guidelines of a program, and the added complexity of working with external partners to gain consensus.

PA 2 vs PA 3 – Distinguishing Features

Program Analyst 2

- **Administer** a program(s) and handle technical problems or public relation issues as they arise.
- The scope and difficulty of problems require **in-depth evaluation of program operations**.
- The employee is responsible for **adapting existing or creating new procedures** to solve program issues.
- Program methods and guidelines are **not clearly defined**.

Program Analyst 3

- Evaluates program outcomes and operations.
- Develops **new methods or standards** that guide program operations within and outside the agency.
- **Other agencies use these guidelines** to revise their own policies and procedures, or develop program plans to meet state requirements for funding or other program benefits.
- Participating organizations have **similar requirements and objectives.**

Notes – at the PA 3 level, positions are responsible for directing projects that require the need for planning, including fund development. This is a key for this level of work. Ask these questions:

- What *new* standards is this program developing or administering?
- What fund *development* are they responsible for?
- What new methods are being developed and how?

At the PA 3 level, the methods and standards established required other agencies or entities to revise their own policies and procedures, or develop program plans to meet state requirements for funding or other program benefits. This is similar to how we at the state have positions that take federal programs and develop state programs to utilizes the funding streams and implement them consistent with Federal Intent and guidelines.

At the PA 2 level, employees are required to adapt methods and create new procedures for established and existing programs. So, the question, is this a "new program, is this position establishing new methods/new standards?" or is it adapting

existing or creating new procedures. If the changes are revisions of current program and not new methods or new standards, then the PA 2 would still be the appropriate level.

Additionally at the PA 2 level, which is the journey professional level, requires the incumbent to work with program methods and guidelines that are not clearly defined. This requires a lot of skill an expertise in the programmatic area in order to proficiently administer the program.

PA 2 vs PA 3 – Distinguishing Features

Program Analyst 2

- Distinguished from the Program Analyst 3 by the **lack of responsibility for developing standards of program operation** for other organizations under the program's oversight or funding; AND

- **Directing projects** that require the **need for planning, including fund development**, with other state agencies, local government, community organizations, or private sector businesses.

Program Analyst 3

- Distinguished from the Program Analyst 2 by the responsibility for **developing standards of program operation for other organizations** under the program's oversight or funding; **AND**

- **Directing projects** that require the **need for planning, including fund development**, with other state agencies, local government, community organizations, or private sector businesses.

At the PA 3 level, they should be *creating* the mechanism by which the program's funding is handled, how it's passed through to the recipients. This is one of the key distinguishing features for the senior level PA 3 position.

At lower levels, they're authorizing the distribution of funds, but they're not responsible for actually *developing* and *creating* the methods to determine how those funds are established or how those funds are authorized and passed through to the recipients. This should be evident in the position description at the PA 3 level that they have this additional responsibility.

When looking at the PDs, you should be comparing them to the class specs (using the class specs as a series to questions that the PD should be answering).
- Is the position developing standards of program operation? If so, how?
- Does the position direct projects that require the need for planning, including fund development, with other state agencies, local governments, community organizations, or private sector businesses? Who are these other groups? How is there a need for planning and fund development?

Q: Should the PD illustrate at least some of the answers to the questions?

- If you can look at the PD and answer all the questions, that's ideal.
- If it's not clear on the PD, you will need to get clarification from the manager on these questions.
- Desk audits or informational interviews with the manager can be helpful to figure out what's driving the request.

PA 3 vs PA 4

Program Analyst 3

- **Plans**, **manages**, and **evaluates** Oregon State program(s) and gives **consultative advice** to agency staff, other state agencies, or local government and community organizations.
- **Collaborates** with outside groups to **plan program services**, **establish new programs**, **or maximize resources to achieve similar goals**.
- **Develops program standards** that others must follow to obtain program funding,
- Works with others to **gain agreement** on acceptable operational procedures and use of resources, or
- **Develops new strategies for program funding**.

Program Analyst 4

- **Plans** and **manages** a state program(s) requiring the **cooperation and joint planning** of multiple state agencies, government jurisdictions community organizations, or private sector businesses.
- The scope and impact of recommendations, decisions and commitments has **impact on other activities** in the program or the state or other jurisdictions' programs.
- The extent to which the Program Analyst's decisions **obligate the agency's resources** also has impact.

Both the PA 3 and PA 4 are senior level policy positions. Positions at this level have responsibility planning and management of an entire program or programs.

In general, you have a PA 3 or PA 4 running the program, setting up funding, managing the program. Support for this work would be at the lower levels, Administrative Specialist or lower level Program Analyst.

Program Analyst 4 level positions drive the activities in other state agencies, or other jurisdictional programs.

Determining if the work is at the PA 3 or PA 4 level would require answering some questions related to the position's impact and authority.
- What is the reach of the program?
- How does it impact other groups?
- How do other groups have to adjust their processes or systems because of the program the position is responsible for?
- How does the scope and impact of this position's recommendations, decisions, and commitments have impact on other activities in the program of the state or other jurisdiction's programs? What is that impact, what are the activities that are

being impacted?
- How strongly does it affect these other groups?

At the PA 4 level, it requires cooperation and joint planning of multiple state agencies government jurisdictions community organizations, or private sector businesses.
- What are these other groups?
- How is there a requirement for joint planning and cooperation?

PA 3 vs PA 4

Program Analyst 3

- **Plans**, **manages**, and **evaluates** Oregon State program(s) and gives **consultative advice** to agency staff, other state agencies, or local government and community organizations.

- **Collaborates** with outside groups to **plan program services**, **establish new programs**, **or maximize resources to achieve similar goals**.

- **Develops program standards** that others must follow to obtain program funding,

- Works with others to **gain agreement** on acceptable operational procedures and use of resources, or

- **Develops new strategies for program funding**.

Program Analyst 4

- Employees give **advice and leadership** on program content, methods of starting **new or experimental programs** or getting results through **cooperative efforts**.

- Employees also **develop standards** that provide for methods **of implementing new services** into the network of existing programs or bringing into effect **new approaches to service delivery**.

A key distinction between the PA 3 and the PA 4 level is illustrated in the Program Analyst 4 column. They key factor to look into with the Program Analyst 4 is that the work is for a new or experimental program. What this is referring to is that the complexity required at this level is elevated because you need to build a complex cross jurisdictional program. Starting a new program is more difficult that adjusting or revising an existing program that has expanded or had an increase in scope.

The experimental program can be described as programs that are unprecedented, highly politically sensitive, or non-routine. Many programs have a fairly similar structure and are executed in a similar manner. At the PA 4 level the additional complexity and higher level is the work doesn't have precedents or similarities to other programs. The work requires the incumbent to create new and unique problems that are more complex and require the development of new data, new systems and new partnerships.

PA 3 vs PA 4 – Distinguishing Features

Program Analyst 3

- Evaluates program outcomes and operations.
- Develops **new methods or standards** that guide program operations within and outside the agency.
- Other agencies use these guidelines to revise their own policies and procedures, or develop program plans to meet state requirements for funding or other program benefits.
- Participating organizations have **similar requirements and objectives.**

Program Analyst 4

- Employees solve work problems that require the **combined resource of multiple organizations** with **conflicting, overlapping or inconsistent requirements or objectives**.
- Employees **independently negotiate** workable cooperative agreements to correct problems where there are apparent program weaknesses, or establish programs.
- New programs require **developing guidelines from broadly written legislation or concepts**.
- Employees are considered **technically authoritative** within the program area.

At the PA 4 level they are doing work that **requires** the **combined resources** of multiple organizations with **conflicting, overlapping or inconsistent requirements or objectives.**

An example of this would be when the PA 4 has to balance the existing services provided by other agencies with the services provided by the program the PA 4 is responsible for. The PA 4 has authority over the program, but must also consider its impact on other existing programs within the agency, or existing programs in other agencies. The PA 4 has to balance the program with other groups with competing priorities, requiring working with policy staff from other organizations or groups (inside or side the agency), community partners, etc. to create a solution and ensure that the program is properly balancing all the variables to ensure there are no unforeseen negative consequences on related or unrelated programs or services.

When reviewing this work, you should be able to explain what other programs or services are being considered by the position, what the conflicting, overlapping, or inconsistent requirements or objectives are, how the position has to account for and balance the program within the scope of the other group's programs or services, and what potential impacts need to be considered.

PA 3 vs PA 4 – Distinguishing Features

Program Analyst 3

- Distinguished from the Program Analyst 4 by the following features of the higher level:
    - 1) the **broad scope and effect** of the work; AND
    - 2) the need **to integrate the program** among organizations with **conflicting, overlapping or inconsistent requirements or objectives**.

Program Analyst 4

- Distinguished from the lower classes by the following features:
    - 1) managing a program(s) of **broad scope and effect**; AND
    - 2) the need to **integrate the program** among organizations with **conflicting, overlapping and inconsistent requirements or objectives**.

This distinguishing feature is similar to the distinction between the OPA 3 and 4 and goes to determining the scope and reach of a given program. This can be hard to evaluate, but it is key to determine if a position is doing work that is contained within the agency program, or if it requires the active interaction with other agencies, division, entities outside of state government, etc. Many programs have recipients outside of their organization but the program is specific to their agency and work unit. The Program Analyst 4 level work requires the incumbent to heavily consider and balance competing priorities from different partners. The impact at this level not only affects how services are delivered within the agency or program, but also requires other entities to adapt to these requirements.

It is a higher level of work and is more complex to implement a program that has to factor in overlapping and inconsistent priorities. For example, at the PA 4 level you may have a position that is managing a grant that has overlap between agencies and community partners. In a made up illustrative example (that mirrors real positions) the Oregon Health Authority may have a positions that has a program that provides services that relate to Housing instability and early education. This program also affects CCO's, Counties and has federal requirements to adjust and implement at the Oregon level. The need to factor in all of the consideration each of those individual

unique employers have and setting program requirements that meet all those needs are a higher level of complexity than implementing a complex program that is confined within a given agency or program.