

**Manual M-1, Operations. Part IX, Staffing Guidelines and Productivity Enhancements**

**Chapter 20, Personnel Service Staffing Guidelines, RCS 10-0709  
(Paragraphs 20.01 through 20.07; Appendix 20A and Appendix 20B)**

This document includes:

Title page for M-1, Part IX, dated **April 21, 1989**

Foreword for M-1, Part IX, dated **April 21, 1989**

Introduction for M-1, Part IX, dated **April 21, 1989**

Contents pages for M-1, Part IX, dated **April 21, 1989**

Contents pages and Rescissions page for M-1, Part IX, dated **August 22, 1989**

Contents page for Chapter 20, dated **April 21, 1989**

Text for Chapter 20, dated **April 21, 1989**

Text for Appendix 20A and Appendix 20B, dated **April 21, 1989**

Transmittal sheet located at the end of the document:

Sheet dated **April 21, 1989**

**Department of  
Veterans Affairs**

**OPERATIONS**

**Staffing Guidelines and Productivity Enhancements**

**M-1, Part IX  
April 21, 1989**

**Veterans Health Services and  
Research Administration  
Washington, DC**

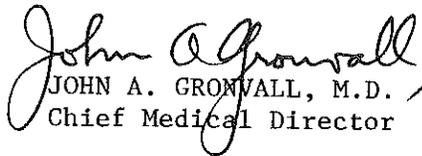
## FOREWORD

This manual has been written to provide guidelines to equitably and effectively allocate manpower resources based on workload and the level of service to eligible veteran patients. The guidelines represent a viable mechanism for estimating manpower resource requirements in most program areas.

The Manpower Planning Division has developed, tested, and refined the guidelines as necessary as workload data was made available through published reporting requirements.

Prior to this document, guidelines were transmitted, tested, and implemented via VHS&RA circulars. With the exception of first generation guidelines, which are required in the development and testing of the staffing criteria, all guidelines thereafter are to become a part of this manual.

In addition to staffing guidelines, this manual provides guidance and procedures with regard to new management and productivity improvement initiatives and re-emphasizes existing initiatives which, heretofore, had not been fully implemented. These initiatives are: Circular No. A-76, "Performance of Commercial Activities," Cost Containment, Efficiency Review Program, and Productivity Improvement Program. These initiatives are identified as "Productivity Enhancements."

 M.D.  
JOHN A. GRONVALL, M.D.  
Chief Medical Director

## INTRODUCTION

The development of guidelines for allocating staff to the medical facilities of the VHS&RA (Veterans Health Services and Research Administration) has been an evolutionary one in VA since the early 1960's, reflecting state-of-the-art advances since that time. These developmental efforts began with the formulation, through "work measurement" studies, of staffing guidelines for specific medical center activities, such as those engaged in by Dietetic and Supply Services. In the 1970's, the formulation of "core staffing ratios" ("x" staff per "y" patients) was introduced for all VHS&RA medical facilities.

The 1970's saw the publication of two major reports on VA's health care system that relied heavily on the core staffing concept. The first, <sup>1/</sup>published in response to a Presidential directive, resulted in substantial increases in key medical facility professional and support staff. In 1977, the NAS (National Academy of Sciences) presented a report, <sup>2/</sup>pursuant to Public Law 93-82, Section 201(c), of an extensive study of health care for American veterans, carried out over a 3-year period. The purpose of the NAS study was ". . . to determine a basis for the optimum number and categories of personnel and other resources to ensure the provision to eligible veterans of high quality care . . ." Unfortunately, the NAS study failed in this objective, touching only lightly on the central question of staffing requirements in VA's medical facilities. Instead of providing the VA with staffing guidelines based on the latest management engineering techniques, the NAS study simply utilized VA's own core staffing ratios. In fact, the NAS report recommended that "the VA develop procedures for assessment of patient needs and use them for staffing...that VA Central Office judiciously apply and continually refine existing instruments..." (pps. 286-7). In other words, the NAS recommended that VA undertake a task the NAS itself was asked to accomplish in its contract. In its response to Congress, <sup>3/</sup>VA concurred with this recommendation and thus committed itself to the development of staffing guidelines that would replace core staffing ratios, though cautioning that "extensive revisions and modifications will be required before even limited application can be made of existing methodologies" (pps. 22-23). Hence, VA began the task of replacing the existing core staffing ratios, which were not refined enough to enable precise staffing needs to be defined for complex medical facilities and programs. Subsequently, a number of different approaches to standards development in the private health care sector were studied. Much valuable information and experience were thus acquired by VA personnel who were eventually incorporated into a new organizational unit in VHS&RA. Thus, in 1981, Management Systems Service was organized for the purpose of developing, testing, refining, and implementing staffing guidelines for all medical facility activities. Since 1981, Management Systems Service has been engaged in work on staffing guidelines, the magnitude of which is unparalleled in the health care industry.

During 1984 and 1985, productivity effectiveness was repeatedly stressed and emphasized, predominantly by the Office of Management and Budget. At the direction of OMB, VHS&RA began to address productivity effectiveness through several new initiatives, i.e., most efficient organization, productivity improvement program, and efficiency reviews; and re-emphasized existing initiatives such as Circular No. A-76, "Performance of Commercial Activities," and cost containment. These functions are assigned to the Strategic Planning Office, Manpower Planning Division.

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1/ Report of Special Survey of Level of Quality of Patient Care in VA Hospitals, House Committee Print No. 163, Washington, DC, October 1974

2/ Health Care for American Veterans, NAS, Washington, DC, June 1977

3/ VA Response to the Study of Health Care for American Veterans, Senate Committee Print No. 7, Washington, DC, September 1977

CONTENTS

CHAPTER

1. GENERAL
2. QUARTERLY REPORTING REQUIREMENTS
3. (Reserved.) ALCOHOL AND DRUG ABUSE STAFFING GUIDELINES
4. AUDIOLOGY AND SPEECH PATHOLOGY STAFFING GUIDELINES
5. (Reserved.) BIOMEDICAL ENGINEERING STAFFING GUIDELINES
6. (Reserved.) BUILDING MANAGEMENT STAFFING GUIDELINES
7. (Reserved.) DENTAL SERVICE STAFFING GUIDELINES
8. DIETETIC STAFFING GUIDELINES
9. EEG (ELECTROENCEPHALOGRAPHIC) LABORATORY STAFFING GUIDELINES
10. (Reserved.) ENGINEERING STAFFING GUIDELINES
11. FISCAL STAFFING GUIDELINES
12. (Reserved.) LABORATORY STAFFING GUIDELINES
13. (Reserved.) LIBRARY STAFFING GUIDELINES
14. (Reserved.) MEDICAL ADMINISTRATION STAFFING GUIDELINES
15. (Reserved.) MEDICAL MEDIA PRODUCTION STAFFING GUIDELINES
16. MEDICAL SERVICE STAFFING GUIDELINES
17. NUCLEAR MEDICINE SERVICE STAFFING GUIDELINES
18. (Reserved.) NURSING SERVICES STAFFING GUIDELINES
19. (Reserved.) OUTREACH PROGRAM STAFFING GUIDELINES
20. PERSONNEL SERVICE STAFFING GUIDELINES
21. PHARMACY STAFFING GUIDELINES
22. (Reserved.) PHYSICIANS STAFFING GUIDELINES
23. (Reserved.) PROSTHETICS STAFFING GUIDELINES
24. (Reserved.) PSYCHOLOGY STAFFING GUIDELINES
25. (Reserved.) RADIOLOGY STAFFING GUIDELINES

CONTENTS--Continued

CHAPTER

26. RECREATION SERVICE STAFFING GUIDELINES
27. (Reserved.) REHABILITATION MEDICINE STAFFING GUIDELINES
28. SECURITY SERVICE STAFFING GUIDELINES
29. SOCIAL WORK STAFFING GUIDELINES
30. (Reserved.) SPINAL CORD INJURY STAFFING GUIDELINES
31. (Reserved.) SUPPLY STAFFING GUIDELINES
32. (Reserved.) CIRCULAR NO. A-76, PERFORMANCE OF COMMERCIAL ACTIVITIES
33. (Reserved.) COST CONTAINMENT
34. EFFICIENCY REVIEW PROGRAM
35. (Reserved.) MEO (MOST EFFICIENT ORGANIZATION)
36. (Reserved.) PRODUCTIVITY IMPROVEMENT PROGRAM

**RESCISSIONS**

**1. Complete Rescissions**

**Circulars**

10-84-71 and supplements  
10-85-119  
10-85-122  
10-86-70  
10-84-216  
10-85-120  
10-87-89  
10-88-37

**2. Partial Rescissions**

**Circulars**

10-84-14 attachments A, B, E, I, J, K, and M

**CONTENTS**

**CHAPTER 20. PERSONNEL SERVICE STAFFING GUIDELINES, RCS 10-0709**

<b>PARAGRAPH</b>		<b>PAGE</b>
20.01	Mission .....	20-1
20.02	Applicability .....	20-1
20.03	Method of Development .....	20-1
20.04	Work Center Time Value(s) .....	20-1
20.05	Staffing Equation .....	20-2
20.06	Glossary .....	20-2
20.07	Workload Data Source .....	20-3

**PPENDIXES**

20A	VA Form 10-0057i, Personnel Service Workload Statistics Worksheet ...	20A-1
20B	SAMPLE, Completed Activity Detail, RCS 10-0709 .....	20B-1

**CHAPTER 20. PERSONNEL SERVICE STAFFING GUIDELINES, RCS 10-0709**

**20.01 MISSION**

The VHS&RA (Veterans Health Services and Research Administration) Personnel Service is an integral part of facility management and contributes to the effective management of overall personnel and labor relations objectives. The following services are provided: labor-management relations, salary and wage administration, recruitment and placement, development and training, position management and classification, and employee relations and performance management.

**20.02 APPLICABILITY**

This guideline is applicable to all facilities where the Personnel Service is under the administrative control of VHS&RA.

**20.03 METHOD OF DEVELOPMENT**

Data was collected in 1982 and 1983 on major workload activities in seven Personnel functional areas from Personnel field facilities. In 1984, the first generation Personnel Service Staffing Guideline was published to collect additional workload information from all field facilities. Various work measurement techniques were employed at 26 VA medical centers of varying levels of complexity to determine the validity and reliability of the data collected. Five of the original seven functional areas were identified as primary work areas in the Personnel Service. The results were statistically analyzed and a staffing model was developed using regression analysis.

The second generation Personnel Service Staffing Guideline was published in July 1985. This guideline was based on a regression model that contained 12 workload activities that proved to be significant predictors of staff required for the Personnel Program nationwide.

At the time the second generation guideline was refined, the Personnel Service Staffing Guideline Advisory Group identified work activities (test data) that they believed were significant and would have the most potential for growth. The test data, along with the data collected on the 12 workload activities, were analyzed in the spring of 1988, and seven of the 12 workload activities (registered nurse accessions, employee separations, general classification maintenance actions, employee grievances, OWCP cases, total employee head count, and special pay rate man-hours) continue to be significant workload indicators. The analysis also indicates that two of these seven activities (employee separations and total employee head count) are sufficient to adequately predict the staff required for the Personnel Service based on their current program activities.

**20.04 WORK CENTER TIME VALUE(S)**

<u>Activity Code</u>	<u>Work Activities</u>	<u>Unit Value (hours)</u>
502	Employee Separations	9.754
509	Total Employee Head Count	3.506

Unit values (coefficients) resulting from regressions do not represent actual task times for corresponding workload items, and should not be used to evaluate individual productivity or performance.

**20.05 STAFFING EQUATION**

a. Staffing requirements may be determined by using the following equation:

$Y = a + b_1x_1 + b_2x_2$  where:

Y = Total paid hours

a = The regression constant which represents time requirements in Personnel Service that are not accounted for by the work activities included in the equation.

b = Unit value for each work activity

x = The number of work units for each work activity

The regression constant for this equation was determined to be 1245.100 hours per quarter. Personal and unavoidable delay time was not measured separately, but should be recognized as being an integral part of the unit values.

b. Quarterly earned FTEE can be calculated by using the following procedure:

**EXAMPLE**

(1) MULTIPLY volume x unit value for each work activity:

<u>WORK ACTIVITY</u>	<u>VOLUME</u>	x	<u>UNIT VALUE</u>	=	<u>EARNED HOURS</u>
Employee Separations	29	x	9.754	=	282.87
Total Employee Head Count	595	x	3.506	=	2086.07
(2) Sum the Earned Hours					2368.94
(3) Add the Regression Constant					1245.10
(4) Total Earned Hours					3614.04
(5) Divide total earned hours by 438 hours					*438
(6) Earned FTEE					8.25

*\*Standard man-hour availability factor: The average time actually worked by one FTEE in a quarter after deducting for all types of leave and holidays.*

**20.06 GLOSSARY**

a. **Employee Separations (Code 502).** Record the number of separation actions (full-time, part-time, intermittent, permanent and temporary) that represented losses to the facility. Do not include LWOP (leave without pay) actions, fee basis consultants, attendings, and others who are on fee-basis contracts or WOCs.

b. **Total Employee Head Count (Code 509).** Record the total number of employee (full-time, part-time, intermittent, temporary and permanent) on the rolls as of the end of the report period. Include all employees for whom the Personnel Service is providing personnel services. Include employees of a District Office, a Canteen Service, a Research Service, an Outpatient Clinic, a National Cemetery, or any other unit serviced. **Do not** include fee basis consultants, attendings, and others that are on fee-basis contracts or WOCs.

#### 20.07 WORKLOAD DATA SOURCE

a. All facilities will report their staffing data on a quarterly basis in accordance with the instructions contained in chapter 2. The data must be entered on the VA Form 10-0057i, Personnel Service Workload Statistics Worksheet, prior to transcribing to VA Form 10-0067, Workload Statistics Codesheet, to be keypunched and transmitted to the Austin DPC. The data for this report are reported under RCS 10-0709. A blank copy of VA Form 10-0057i is contained in appendix 20A and a partially completed example of VA Form 10-0067 is contained in appendix 20B.

b. VA Form 10-0067 is available from the VA Forms and Publications Depot and can be obtained through normal supply channels. Because of the rapidly changing nature of VA Form 10-0067, an exception has been granted and the blank VA Form 10-0057i contained in appendix 20A is authorized for local reproduction. Once the data to be gathered have stabilized, the form will be printed and stocked in VA Forms and Publications Depot.

**PERSONNEL SERVICE WORKLOAD STATISTICS WORKSHEET**  
RCS 10-0709

VAMC: \_\_\_\_\_ FACILITY NUMBER: \_\_\_\_\_  
 QUARTER ENDING: \_\_\_\_\_ FISCAL YEAR: \_\_\_\_\_  
 SERVICE CHIEF: \_\_\_\_\_ FTS NUMBER: \_\_\_\_\_

**WORKLOAD DATA**

ACTIVITY	ACTIVITY CODE	DATA FOR QUARTER
EMPLOYEE SEPARATIONS	502	_____ COUNT
TOTAL EMPLOYEE HEAD COUNT	509	_____ COUNT

**STAFFING UTILIZATION DATA**

DESCRIPTION	ACTIVITY CODE	DATA FOR QUARTER
<b>TOTAL HOURS WORKED</b> Report hours actually worked performing Personnel Service activities i.e., hours spent on the job. These hours should include the normal duty hours, overtime/compensatory hours, worked by employees, work-study students, WOC appointed personnel, etc.	100	_____ HOURS
<b>TOTAL PAID HOURS</b> Report the number of man-hours paid during the report period for all Personnel Service employees. Include hours for authorized paid overtime, leave and holidays.	200	_____ HOURS
<b>PAID OVERTIME HOURS</b> Report the paid hours worked by Personnel Service employees in excess of eight hours in a day or forty hours in an administrative workweek. These hours should be included in the total paid hours.	205	_____ HOURS

VAMC: \_\_\_\_\_

FACILITY NUMBER: \_\_\_\_\_

QUARTER ENDING: \_\_\_\_\_

FISCAL YEAR: \_\_\_\_\_

STAFFING UTILIZATION DATA--Continued

DESCRIPTION	ACTIVITY CODE	DATA FOR QUARTER
<b>COP (CONTINUATION OF PAY) HOURS</b> (45 DAYS OR LESS) Report the total number of COP hours due to job-related injuries for all employees whose paid hours are charged to Personnel Service. These hours should be included in the total paid hours.	215	_____ HOURS
<b>TOTAL UNPAID LWOP (LEAVE WITHOUT PAY) AND AWOL (ABSENCE WITHOUT LEAVE)</b> Report the total number of hours officially recorded as LWOP or AWOL for all employees assigned to Personnel Service.	300	_____ HOURS
<b>TOTAL FUNDED FTEE</b> Record the full-time employee equivalents of Personnel Service for the total number of positions that are filled, plus any additional positions which funds are available for recruitment and placement as of the end of the report period.	400	_____ FTEE
<b>MAN-HOURS BORROWED</b> Report the hours spent performing Personnel Service activities by employees assigned to another Service.	405	_____ HOURS
<b>MAN-HOURS LOANED</b> Report the hours spent by employees of Personnel Service performing activities of another Service.	410	_____ HOURS
<b>VOLUNTEER HOURS WORKED</b> Report time devoted to activities of Personnel Service by formal volunteers.	701	_____ HOURS

PERSONNEL SERVICE

SYSTEM ID	FACILITY NUMBER			REPORT PERIOD			PERIOD ENDING			SERVICE			SECTION			COST CENTER			PAGE NUMBER			EOM																
	M	Q	P	/	3	5	2	/	0	3	/	0	6	3	0	8	9	/	P	E	R		S	/	9	9	9	/	9	9	9	/	0	1	;			
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SEP 21 1989

April 21, 1989

1. Transmitted is a new Veterans Health Services and Research Administration's Manual M-1, "Operations," Part IX, "Staffing Guidelines and Productivity Enhancements," Chapter 1, "General;" Chapter 2, "Quarterly Reporting Requirements," Chapter 4, "Audiology and Speech Pathology Staffing Guidelines;" Chapter 8, "Dietetic Service Staffing Guidelines;" Chapter 9, "EEG (Electroencephalographic) Laboratory Staffing Guidelines;" Chapter 11, "Fiscal Service Staffing Guideline;" "Chapter 16, "Medical Service Staffing Guidelines;" Chapter 17, "Nuclear Medicine Service Staffing Guidelines;" Chapter 20, "Personnel Service Staffing Guidelines;" Chapter 21, "Pharmacy Service Staffing Guidelines;" Chapter 26, "Recreation Service Staffing Guideline;" Chapter 28, "Security Service Staffing Guidelines;" and Chapter 29, "Social Work Service Staffing Guidelines".

2. Principal policies are:

a. **Paragraph 1.01:** Defines staffing guidelines as an analytical method for determining FTEE requirements based on predetermined workload time values.

b. **Paragraph 1.03:** Cites the delegation of authority for developing, refining and implementing staffing guidelines to the Planning and Evaluation Service under the Director (ACMD), Strategic Planning, (10A4)).

3. Filing Instructions:

Insert pages

Cover through vi

1-i through 1-2

2-i thru 2-9

4-i thru 4B-1

8-i thru 8E-1

9-i thru 9B-1

11-i thru 11B-1

16-i thru 16G-1

17-i thru 17B-1

20-i thru 20B-1

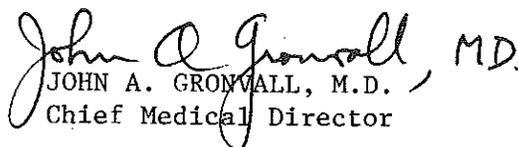
21-i thru 21B-7

26-i thru 26B-1

28-i thru 28C-1

29-i thru 29B-1

4. **RESCISSIONS:** Attachments A, B, E, I, J, K and M to Circular 10-84-14, dated February 6, 1984; Circular 10-84-171, dated October 3, 1984 and all supplements; Circular 10-84-216, dated December 20, 1984, and all supplements; Circular 10-85-119, dated July 25, 1985, and all supplements; Circular 10-85-122, dated August 6, 1985, and all supplements; Circular 10-86-70, dated June 5, 1986, and all supplements; Circular 10-85-120, dated July 26, 1985, and all supplements; Circular 10-87-98, dated August 27, 1987, and all supplements.

  
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Chief Medical Director

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