

U.S. Office of Personnel Management  
Division for Human Capital Leadership & Merit System Accountability  
Classification Appeals Program

Atlanta Field Services Group  
75 Spring Street, SW., Suite 1018  
Atlanta, GA 30303-3109

**Classification Appeal Decision**  
**Under section 5112 of title 5, United States Code**

**Appellant:** [appellant's name]

**Agency classification:** Administrative Officer  
GS-341-12

**Organization:** [name] Staff  
Office of the Director  
[location] District Office  
Office of Field Programs  
Equal Employment Opportunity  
Commission  
[location]

**OPM decision:** Administrative Officer  
GS-341-9

**OPM decision number:** C-0341-09-02

/s/ Virginia L. Magnuson  
Virginia L. Magnuson  
Classification Appeals Officer

May 9, 2003  
Date

As provided in section 511.612 of title 5, Code of Federal Regulations, this decision constitutes a certificate that is mandatory and binding on all administrative, certifying, payroll, disbursing, and accounting officials of the government. The agency is responsible for reviewing its classification decisions for identical, similar, or related positions to ensure consistency with this decision. There is no right of further appeal. This decision is subject to discretionary review only under conditions and time limits specified in the *Introduction to the Position Classification Standards*, appendix 4, section G (address provided in appendix 4, section H).

Since this decision lowers the grade of the appealed position, it is to be effective no later than the beginning of the sixth pay period after the date of this decision, as permitted by 5 CFR 511.702. The servicing personnel office must submit a compliance report containing the corrected position description and a Standard Form 50 showing the personnel action taken. The report must be submitted within 30 days from the effective date of the personnel action.

The personnel office must also determine if the appellant is entitled to grade or pay retention, or both, under 5 United States Code 5363 and 5 CFR 536. If the appellant is entitled to grade retention, the two-year retention period begins on the date this decision is implemented

**Decision sent to:**

PERSONAL

[appellant's name]

[address]

[address]

[location]

Director

Office of Human Resources

U.S. Equal Employment

Opportunity Commission

1801 L Street, NW.

Washington, DC 20507

## **Introduction**

On December 5, 2002, the Atlanta Field Services Group, formally the Atlanta Oversight Division, of the U.S. Office of Personnel Management (OPM) accepted a classification appeal from [appellant's name] who is employed as an Administrative Officer, GS-341-12. He works in the [name] Staff, Office of the Director, [location] District Office, Office of Field Programs, Equal Employment Opportunity Commission, [location]. The appellant requests that his position be reclassified to GS-13 as Personnel and Administrative Manager, GS-301, Personnel and Office Manager, GS-301, or an Administrative Officer, GS-341. In June 2002, the appellant filed an appeal to his agency and on November 1, 2002, the agency sustained the current classification. We received the complete appeal administrative report from the agency on February 10, 2003. The appeal has been accepted and processed under section 5112(b) of title 5, United States Code (U.S.C.).

## **General issues**

The appellant makes various statements about his agency and its evaluation of his position. In adjudicating this appeal, our only concern is to make our own independent decision on the proper classification of his position. By law, we must make that decision solely by comparing his current duties and responsibilities to OPM standards and guidelines (5 U.S.C. 5106, 5107, and 5112). Therefore, we have considered the appellant's statements only insofar as they are relevant to making that comparison.

The appellant believes that a "premium grade" is warranted for his position because there are mixed grades and qualification requirements in the position. For positions performing different kinds and levels of work, the proper grade is determined by evaluation of the regularly assigned work which is paramount in the position. Work may be grade-controlling only if the work is officially assigned on a regular and continuing basis; it is a significant and substantial part of the overall position (i.e., occupying at least 25 percent of the employee's time); and the higher level knowledge and skills needed to perform the work would be required in recruiting for the position if it became vacant (*Introduction to the Position Classification Standards*, section III.J).

The appellant also states that his position description is inaccurate because it does not adequately reflect all of his duties and responsibilities. Based on our review of the record, including the official position description, we have concluded that the position description is overstated. The appellant is not performing the full range of the stated duties. For example, the position description states that the incumbent serves as the District Director's representative in labor-management matters and makes necessary responses to the union representative. The appellant may discuss initial union concerns with the union representative and he does provide advice on the terms of the contract and regulations and guidelines, however, he does not have a significant role in union issues. These issues are handled by the supervisor and headquarters personnel who prepare responses and decision letters on significant matters. The position description identifies extensive knowledge and use of business concepts, principles and theories in accomplishing work and guidelines that include broad and general policy statements. The record shows that basic policies, procedures, regulations and EEOC directives cover most aspects of the work. The

need for “extensive” knowledge and application of business theories, concepts and philosophies and use of “broad” policy statements are overstatements of the position’s requirements.

A position description is the official record of the major duties and responsibilities assigned to a position by an official with the authority to assign work. A position is the duties and responsibilities that make up the work performed by an employee. Position classification appeal regulations permit OPM to investigate or audit a position and decide an appeal on the basis of the actual duties and responsibilities currently assigned by management and performed by the employee. An OPM appeal decision classifies a real operating position and not simply the position description. Therefore, this decision is based on the work currently assigned to and performed by the appellant and sets aside any previous agency decision.

In reaching our classification decision, we have carefully reviewed all information furnished by the appellant and the agency, including information obtained from on-site and telephone interviews with the appellant and telephone interviews with his supervisor and a representative from the EEOC financial office.

### **Position information**

The appellant is assigned to position description number [#]. The supervisor certified the accuracy of the position description. The appellant did not certify position description accuracy.

The appellant is responsible for providing administrative services to the [location] District Office of approximately 100 employees which includes the [location] Local Office and its eight employees. Services include human resources management, budgeting, procurement of services, supplies, and equipment, communications, property and equipment utilization, facilities management coordination, management records, and other office management services. The appellant participates in management planning meetings.

The appellant’s primary responsibilities include advisory services to management and employees on all HR actions. He is responsible for all recruitment for positions at the GS-14 and below and separations. The appellant prepares vacancy announcements, reviews applications to determine basic eligibility, rates and ranks candidates, issues lists of certified candidates, and advises and /or participates on selection panels. He works with OPM on recruiting matters. He also coordinates with schools, universities and organizations for student volunteers (primarily law students) and the stay-in-school and senior employment programs. He responds to employment inquiries. The District Office consists of employees in approximately 11 occupations, primarily attorneys and investigators. Crediting plans for primary occupations are standardized. All HR actions are processed at headquarters and classification and non-career path promotions are handled there. Significant HR actions, such as those involving decision letters, are finalized and signed by headquarters staff. Although the appellant does not have full responsibility for personnel administration, he is responsible for providing advice and guidance on both the procedural and technical aspects of a variety of personnel management programs including merit staffing, retirements and benefits, employee and labor relations, incentive awards, performance management, and training. He monitors the performance management program, may participate on interview panels, and advises the awards committee.

The appellant's budget administration includes expenses for routine services, supplies, travel, equipment rental, legal services, etc., but does not include personnel, space, and telephone expenses. Budget formulation is performed at headquarters and the appellant is responsible for managing and tracking within the current year operating plan for the District Office and providing budget information to the headquarters financial office. He has authority for routine movement of money within an object class. The appellant oversees financial administration and reviews payment claims for two contracts with state agencies and any contracts for litigation support services.

Other: The appellant, either directly or through positions he supervises, consults with vendors and suppliers and procures goods and services, such as temporary clerical assistance and maintenance, up to \$25,000. He also has responsibility for property and equipment utilization including GSA vehicles, management records, time and attendance, space management, and telecommunications management. He is also responsible for coordinating with building management and other government agency officials for space alterations and operations.

The appellant estimates that he spends approximately 60 percent of his time performing human resources management and various advisory services relating to his administrative duties and 15 percent on other administrative services. He states that he is the HR Specialist for the office.

The appellant supervises the administrative staff that consists of one Budget Analyst, GS-560-9, one HR Assistant (OA), GS-203-7, and one Administrative Technician, GS-303-6. He estimates that he spends at least 25 percent of his time in supervising employees and reviewing work products and his supervisor did not disagree.

The appellant reports to the District Office Director who provides general guidance and works in close liaison with the Deputy Director. Functional HR guidance is provided by the headquarters staff. The appellant independently plans, designs, and carries out the work to be done. Work is reviewed through review of documents for signature, results achieved, or through further administrative processes or approvals.

The position description of record contains more information about how the position functions and we incorporate it by reference into this decision.

### **Series and title determination**

The appellant recommends classification of his positions in the GS-301 series, with two possible titles, or as Administrative Officer, GS-341, the title and series determined by the agency. The appellant's duties and responsibilities, and the corresponding knowledge and skills required, match the Administrative Officer, GS-341, series. This series includes positions responsible for providing, obtaining or negotiating for a variety of management services that support the direction and operation of an organization. Like the appellant, Administrative Officers are expected to have an in-depth knowledge of the organization's mission and functions, goals and objectives, operating programs and projects, position structure for carrying out those programs and projects, the kinds of positions and people needed, equipment and materials used, and financial resources needed. They are generalists and no single functional or service area is paramount skills-wise. Though aspects such as budget administration, HR management,

procurement, and property management assume varying degrees of importance in many positions, no single functional, resource, or service area forms a basis for the paramount skills.

The appellant's position provides a variety of management services in support of the direction and operation of the District Office and its field local office and requires knowledge comparable to that required for coverage by the GS-341 series. Like many positions covered by this series, HR management and advisory services assume major importance in his position.

The Miscellaneous Administration and Program Series, GS-301, includes positions whose duties are to perform, supervise, or manage nonprofessional two-grade interval work for which no other series is appropriate. The duties and responsibilities and knowledge required by the appellant's position are a direct match to those covered by the GS-341 series and his position, therefore, is not covered by the GS-301 series.

The standard for the GS-341 series prescribes only one authorized title for all non-trainee positions in this series: Administrative Officer. Therefore, the appellant's position is properly allocated to the GS-341 series as Administrative Officer.

### **Standard determination**

The standard for the GS-341 series does not contain evaluation criteria. It instructs that positions in this series may be evaluated using various standards for other series, depending on the position's content and work environment. To evaluate the HR management responsibilities of the appellant's position, we applied the Job Family Position Classification Standard (JFS) for Administrative Work in the HR Management Group, GS-200. We used the Administrative Analysis Grade-Evaluation Guide (AAGEG) to assess his administrative analysis and associated advisory work. Although some of his responsibilities (e.g., procuring supplies and services, property utilization, management records, telecommunications, budget) could be assessed through application of distinct subject-matter occupational standards, they occupy only a small portion of his time and we have considered them as part of the broader aspects of his administrative analysis work in our application of the AAGEG.

The appellant supervises three subordinate positions; however, his position does not meet the minimum criteria for application of the General Schedule Supervisory Guide (GSSG). The GSSG specifically states that positions which do not devote 25 percent or more of their time to supervisory functions are excluded from coverage by the GSSG. Work covered by the GSSG must be under both the administrative and technical control of the position. The appellant has three full time positions meeting this requirement, though one is currently vacant.

The duties and responsibilities assigned to a position flow from the mission assigned to the organization in which they are located. The positions that are created to perform that assigned mission must be considered in relation to one another; i.e., each position reflects a portion of the work assigned to the organization. Therefore, the duties and responsibilities assigned to the appellant's position and performed by him may not be considered in a vacuum.

The appellant's three subordinate positions all reflect a limited degree of supervision. For example, position description number [#] for Budget Analyst, GS-560-9, states that the appellant

assigns work to the incumbent “in terms of the continuing responsibility for the District’s operating budget, procurement, space management, etc., by outlining general objectives and deadlines.” The employee uses standard operating procedures and accepted agency practice to independently plan and carry out assignments. Upon completion, work is checked for accuracy, clarity, timeliness, and attainment of objectives. Position description number [#] for HR Assistant (OA), GS-203-7, works similarly in that the incumbent uses initiative to independently complete assignments and handle problems and deviations in accordance with guidelines. The incumbent recommends alternative actions to the appellant and refers new or controversial issues to him for direction. The appellant reviews the incumbent’s work for technical soundness, appropriateness, and conformity to policies and requirements. The third position operates under general supervision which is not close or detailed.

The grade levels of these positions are significantly affected by the limited supervision they receive. The freedom of these employees from day-to-day technical intrusion, coupled with the limited scope of the budget analyst functions and HR processing functions and personnel actions generated by a small organization, does not substantiate the appellant’s estimate that he devotes 25 percent of his time to supervisory duties. Based on this analysis, the appellant’s position is excluded from the coverage of the GSSG.

### **Grade determination**

*Evaluation using the JFS for Administrative Work in the Human Resources Management Group, GS-200*

The JFS provides grading criteria using nine factors under the Factor Evaluation System (FES) format where the points assigned under each factor must be fully equivalent to the factor level described. If a factor level description is not fully met, the point value for the next lower level must be assigned.

#### *Factor 1, Knowledge required by the position*

This factor measures the nature and extent of information or facts that an employee must understand to do acceptable work, such as the steps, procedures, practices, rules, policies, theories, principles, and concepts; and the nature and extent of the skills needed to apply this knowledge.

At Level 1-6, the employee demonstrates knowledge and skill in applying fundamental HRM laws, principles, practices, and standardized analytical and evaluative methods and techniques sufficient to advise on moderately complex, non-controversial, recurring issues. Management advisory services are provided on specific requests, and the specialist analyzes segments of broader HRM issues or problems.

The appellant’s position meets Level 1-6. He provides advisory HRM services for the District Office and performs accession and separation actions, with final processing at the headquarters office. Standard crediting plans are available for most positions. The number of occupations within the District Office is limited to attorneys, investigators, ADR mediators, and miscellaneous administrative and support positions and the organization is relatively stable.

Responsibility for classification, responses to union issues, personnel action decision letters, and approval for most HR actions is retained at headquarters. The appellant must be knowledgeable of the regulations, policies, and practices relating to most of the HRM functional areas to handle HR actions as authorized and to advise managers on the requirements and procedures for HR programs and actions, union concerns, and approaches for resolving problems.

At Level 1-7, the employee uses knowledge of, and skill in applying, a wide range of HR management concepts, laws, policies, practices, analytical, and diagnostic methods and techniques sufficient to solve a wide range of complex, interrelated problems and issues. The employee provides comprehensive advisory and technical services on substantive organizational functions and work practices and recommends appropriate interventions to resolve complex interrelated HR problems and issues. He or she develops new or modified work methods, approaches, or procedures for delivering effective services to clients and applies consensus building, negotiation, and conflict resolution techniques. The employee delivers briefings, project papers, status reports, and correspondence to managers to foster understanding and acceptance of findings and recommendations.

Level 1-7 is not met. The appellant does not normally encounter a wide range of complex, interrelated HR management problems and issues. Most actions are of an individual nature, e.g., a recruitment or retirement action, an initial investigation of a complaint by a job applicant, establishment of a job certificate, disapproval of an employee for telework, or a performance action. Problems are limited in scope and do not typically require development of new or modified work methods, approaches, or procedures. Given the limited size of the organization serviced and the nature of the recurring problems and issues dealt with, the appellant's work does not require the degree, depth, and breadth of knowledge and skill characteristic of Level 1-7.

Level 1-6 is credited for 950 points.

### *Factor 2, Supervisory controls*

This factor covers how the work is assigned, the extent to which the employee is responsible for carrying it out, and how the work is reviewed.

At Level 2-3, the supervisor outlines or discusses possible problem areas and defines objectives, plans, priorities, and deadlines. Assignments have clear precedents and the employee independently plans and carries out the assignments in conformance with accepted policies and practices; adheres to instructions, policies, and guidelines in exercising judgment to resolve commonly encountered work problems and deviations; and brings controversial information or findings to the supervisor's attention for direction. The supervisor provides assistance on controversial or unusual situations; reviews completed work for conformity with policy, the effectiveness of the employee's approach to the problem, technical soundness, and adherence to deadlines; and does not usually review in detail the methods used to complete the assignment.

Level 2-3 is met. The appellant works under general guidance of the Director and in close liaison with the Deputy Director. He works independently on ongoing assignments and keeps the supervisor informed of significant issues. Most actions or issues are routine and have



precedent. The appellant also obtains functional guidance from the headquarters HR staff. The supervisor reviews and signs all written documents and actions and handles labor and significant employee-management relations issues. Work is reviewed in terms of results accomplished and adherence to stated policy.

At Level 2-4, the employee works largely independently. The supervisor establishes the objectives and resources of the program and reviews completed work for soundness of overall approach, effectiveness, feasibility of recommendations, and adherence to requirements. The employee determines methods and approach, resolves most of the conflicts that arise, and keeps the supervisor informed of progress and potentially controversial matters. The employee interprets regulations, applies new methods to resolve complex and/or intricate, controversial, or unprecedented issues and problems.

Level 2-4 is not fully met. While the appellant provides advice and resolves many problems, he functions with more supervision than intended at this level and does not independently resolve complex or controversial problems. For example, while the appellant advises management on the terms and procedural actions required by the negotiated bargaining agreement, headquarters office personnel provide assistance to the supervisor on handling difficult union issues and prepare various response and decision letters. The appellant also does not apply new methods to complex and controversial problems or unprecedented issues.

Level 2-3 is credited for 275 points.

### *Factor 3, Guidelines*

This factor covers the nature of guidelines for the work and the judgment needed to apply them.

At Level 3-3, the employee uses a wide variety of reference materials and manuals; however, they are not always directly applicable to the issues or problems. Precedents are available outlining the preferred approach to more general problems. The employee interprets and adapts available guidelines to specific issues and problems.

Level 3-3 is met. The appellant's guidelines include agency policy statements and OPM and agency regulations, standards, directives, and administrative orders. The incumbent selects proper alternatives to efficiently carry out duties. Guidelines are available for most situations and are generally applicable.

At Level 3-4, the employee uses very general guidelines and precedent. Guidelines specific to assignments are often scarce, inapplicable or have gaps in specificity that require considerable interpretation and/or adaptation for application to issues and problems. At this level, the employee deviates from established methods to develop new methods and criteria, propose new policies and practices, research trends and patterns, and modify, adapt, and/or refine broader guidelines.

Level 3-4 is not met. The appellant uses generally applicable and available OPM and agency guidelines and precedents. His assignment does not normally require him to interpret material, adapt guidelines, or research trends and patterns as anticipated at Level 3-4.

Level 3-3 is credited for 275 points.

#### *Factor 4, Complexity*

This factor covers the nature, number, variety, and intricacy of tasks, steps, processes, or methods in the work performed; the difficulty in identifying what needs to be done; and the difficulty and originality involved in performing the work.

At Level 4-3, the work consists of applying established analytical techniques to problems and issues more of a technical rather than an advisory nature, and issues and problems of the same type. The employee determines the most effective technical approaches to the problem requiring the application of established analytical techniques and methods and standard regulations and procedures. The employee resolves a moderate range of problems or situations requiring the use of established analytical techniques to isolate and evaluate appropriate precedents, to examine and analyze documentation, to reconcile discrepancies or inconsistencies, and to develop supportable conclusions based on standardized research.

Level 4-3 is met. The appellant's work requires application of established analytical techniques to a moderate range of HRM issues. He follows established regulations, guidance, or precedent in performing assigned duties and makes decisions within the parameters of the District Office HRM program. In doing so, he researches and evaluates facts in grievances, complaints, charges of misconduct, etc., and recommends appropriate actions to management. He provides technical advice to management and employees on specific provisions of an existing negotiated bargaining agreement, regulatory requirements relating to HR matters, and grievance, EEO affirmative action, and complaint procedures

At Level 4-4, the employee resolves problems and issues that involve conflicting or incomplete information and are characterized by complex, controversial or sensitive matters containing several interrelated issues. Problems require modification of analytical techniques to accommodate a wide range of variables. Relative to problems of this complexity, the employee identifies ways to improve or enhance HR management services and analyzes the effects of changes in law and regulation. He or she assesses situations complicated by disputed or conflicting data, proposes recommendations to problems, defines problems in terms of the applicable laws, policies, or regulations, and formulates a legal and/or factually supportable position.

Level 4-4 is not met. The appellant's assignment is not characterized by comparable complexity regularly requiring modification of analytical techniques and involving sensitive matters. The appellant provides routine HR services and advice for a small and relatively stable organization with a proportionately small number of personnel actions. The appellant indicated that a large part of the HR workload relates to administration of the benefits and performance management programs. The headquarters established the policies and procedures for these and other

programs and publishes related EEOC directives. The appellant monitors, provides advice, and/or initiates HR actions for employees. His assignment does not have the complex features characteristic of Level 4-4.

Level 4-3 is credited for 150 points.

*Factor 5, Scope and effect*

This factor covers the relationship between the nature of the work, e.g., the purpose, breadth, and depth of the assignment, and the effect of work products or services both within and outside the organization.

At Level 5-3, the employee applies accepted criteria, principles, and standard methods to resolve a variety of conventional issues and problems or portions of broader studies that require developing detailed procedures and guidelines to supplement existing guidance. Work reports and recommendations influence the decisions made by managers and employees and affect customer perception of the HR program.

Level 5-3 is met. The appellant applies accepted criteria and standard methods to resolve a variety of conventional problems, e.g., hours of work, conditions of employment, establishment of certificates, performance ratings, overtime, retirement eligibility, and employee complaints and grievances, related to HR functional areas of responsibility. His advisory services influence decisions made by employees and management and his work affects the effectiveness of the District Office HR program. The appellant's interactions with schools and organizations and the general public also affect customer perception of the district program.

At Level 5-4, work involves resolving or advising on complex problems and issues that typically require analyzing and/or troubleshooting a wide range of unusual conditions. Work ultimately affects the objectives and effectiveness of the agency HR program and operations.

Level 5-4 is not met. The appellant's work does not routinely involve resolution of comparable complex problems having a wide range of unusual conditions. These problems occur infrequently. While the appellant may provide initial guidance and recommendations relative to regulations, guidelines, and precedent relating to more complex problems, the supervisor and headquarters HR staff are involved with resolution. The appellant's duties, recommendations, and decisions have local impact, but do not affect the objectives and effectiveness of the agency's HR program.

Level 5-3 is credited for 150 points.

*Factors 6 and 7, Personal contacts and Purpose of contacts*

*Personal contacts*

Level 2 is met. At Level 2, contacts are with agency personnel at all levels, as well as employees, representatives or private concerns, applicants, retirees, beneficiaries, and the general

public in moderately structured settings. The appellant's contacts likewise are with personnel throughout the agency, vendors, representatives from educational and private organizations, and the general public. The position does not meet Level 3, where HR contacts are with persons outside the agency, including consultants, contractors, or business executives, or with agency officials several managerial levels removed from the employee when such contacts occur on an ad hoc basis. The appellant does not regularly and routinely have contacts of that nature.

*Purpose of contacts*

Level B is met. Contacts at this level involve planning, coordinating, or advising on work efforts, or resolving issues or operating problems by influencing or persuading people who are working toward mutual goals and have basically cooperative attitudes. The appellant's contacts are comparable in that he provides advisory service to managers and obtains or exchanges information. The appellant's position does not meet Level C at which contacts are to influence and persuade employees and managers to accept and implement findings and recommendations where resistance is encountered due to organizational conflict, competing objectives, or resource problems. The appellant is the point of contact for a variety of HR management actions and issues. Actions are of an individual nature and do not generally involve organization conflict, competing objectives, or resource problems. Controversial and significant matters are handled by the supervisor and headquarters staff.

Level 2B is credited for Factors 6 and 7 for 75 points.

*Factor 8, Physical demands*

The position matches Level 8-1, where the work is sedentary, requiring no special physical effort. This is the only level described for this factor in the standard.

Level 8-1 is credited for 5 points.

*Factor 9, Work environment*

The position matches Level 9-1 which describes a typical office environment with adequate light, heat, and ventilation. This is the only level described for this factor in the standard.

This factor is credited at Level 9-1 for 5 points.

<i>Factor</i>	<i>Level</i>	<i>Points</i>
1. Knowledge required by the position	1-6	950
2. Supervisory controls	2-3	275
3. Guidelines	3-3	275
4. Complexity	4-3	150
5. Scope and effect	5-3	150
6.&7. Personal contacts and Purpose of contacts	2B	75
8. Physical demands	8-1	5

9. Work environment	9-1	5
<i>Total</i>		<i>1885</i>

A total of 1885 points falls within the GS-9 grade level point range of 1855-2100 points on the Grade Conversion Table.

*Evaluation using the AAGEG*

*Factor 1, Knowledge required*

Level 1-6 is met. At this level, positions require skill in applying analytical and evaluative techniques to the identification, consideration, and resolution of issues or problems of a procedural or factual nature dealing with readily observable conditions. The appellant's administrative analysis and support functions are of a comparable procedural or factual nature and usually relate to individual situations, e.g., studies on GSA car utilization and telecommunications requirements; development of a Shelter-in-Place Plan; need for new equipment, phone lines, etc., and funds availability; budget administration; or best methods for procurement. The appellant applies knowledge and skill typical of Level 1-6 in providing a variety of administrative functions to ensure that the needs of the organization are met.

The position does not meet Level 1-7 at which employees use knowledge and skill in applying analytical and evaluative methods and techniques to issues or studies concerning the efficiency and effectiveness of substantive administrative support functions such as supply, budget, procurement, or personnel which serve to facilitate line or program operations. Projects and studies typically require knowledge of the major issues, program goals and objectives, work processes, and administrative operations of the organization and pertinent laws, regulations, policies, and precedents. Employees plan studies and projects and develop new or modified work methods, organizational structures, records and files, management processes, staffing patterns, procedures for administering program services, guidelines, etc. They conduct detailed analyses of complex functions and work processes at a military headquarters or field installation or organization of equivalent scope and complexity.

The appellant has responsibilities for personnel, budget, supply, etc., actions which concern the efficiency and effectiveness of substantive administrative support functions and require knowledge of pertinent regulations and guidelines. He does not, however, perform functional studies and develop or modify work methods, organizational structures, records and files, management processes, etc., as intended at Level 1-7. His work involves a small organization and the analytical functions he performs generally are based on the application of well-established techniques and methods common to the organization and factual and readily available information. The appellant's studies and projects do not have the broad scope and complexity typical of Level 1-7.

Level 1-6 is credited for 950 points.

*Factor 2, Supervisory Controls*

Level 2-3 is met. At this level, the supervisor assigns specific projects in terms of issues, organizations, functions, or work processes to be studied, sets deadlines for completing the work, and provides assistance on controversial issues or in applying analytical techniques when precedent studies are not available. The employee plans, coordinates, and carries out the successive steps in fact-finding and analysis of issues. Work is reviewed for conformance with overall requirements, consistency, choice of analytical methods, and practicality of recommendations. As is typical at Level 2-3, the appellant functions independently and plans, coordinates, and carries out assignments according to accepted office policy, precedent, and/or regulations. He resolves most problems encountered by application of established policies and precedents or contacts the headquarters budget office or other staff for assistance. Budget, procurement, and other documents are reviewed and signed by the supervisor. Work is reviewed in terms of overall accomplishments through results achieved and effective supervision of subordinate staff.

Level 2-4 is not met. At Level 2-4, the employee and supervisor develop mutually acceptable project plans which typically include identification of the work to be done, the scope of the project, and deadlines for completion. Within the parameters of the project, the employee is responsible for planning and organizing the project steps, estimating costs, coordinating with staff and line management personnel, conducting all phases of the project, and keeping the supervisor informed of controversial or widely impacting problems. This frequently involves the definitive interpretation of regulations and study procedures. Unlike Level 2-4, the appellant's work assignments do not typically require him to make definitive interpretations of regulations and procedures. This is done by headquarters staff. The appellant typically performs recurring assignments and does not normally perform studies and projects having the scope and complexity intended at Level 2-4 and requiring comparable plan development and identification of project work, scope, and deadlines. He works within established parameters relative to budget and other functions and established regulations, procedures, and precedent cover most areas of responsibility.

Level 2-3 is credited for 275 points.

### Factor 3, Guidelines

Level 3-3 is met. At this level, guidelines consist of standard reference material, texts, and manuals covering the application of analytical methods and techniques (statistical, descriptive or evaluative) and instructions and manuals covering the subjects involved (e.g., organizations, equipment, procedures, policies, and regulations). The employee uses judgment in choosing, interpreting, or adapting available guidelines to specific issues or subjects studied. As at Level 3-3, the appellant uses policy statements, OPM and agency regulations, standards, directives and administrative orders, and other Federal government supply, budget, and procurement regulations. Some judgment is required in interpreting and selecting the right guideline in light of the specific issue. Most agency procedures do not require further refinement for District Office use. The appellant is responsible for developing any necessary procedures for administrative areas, but generally they relate to straight-forward issues such as a Shelter-in-Place Plan or steps for processing various administrative actions. This is generally comparable

to the application of a wide variety of administrative regulations cited at Level 3-3 and meets the intent of that level.

At Level 3-4 is not met. At this level, guidelines consist of general administrative policies and management and organizational theories which require considerable adaptation and/or interpretation for application to issues and problems studied. At this level, administrative policies and precedent studies provide a basic outline of the results desired, but do not go into detail as to the methods used to accomplish the project. In contrast, the appellant's guidelines generally are directly applicable to his assignments, although they may require some interpretation. This represents a more detailed and specific type of guidance than the general administrative guidelines and management theories described at Level 3-4.

Level 3-3 is credited for 275 points.

#### *Factor 4, Complexity*

Level 4-3 is met. At this level, the work principally involves dealing with problems and relationships of a procedural nature and requiring application of accepted analytical techniques. Projects usually take place within organizations with related functions and objectives. Findings and recommendations are based on analysis of work observations, review of records or other documents, research of precedent studies, and application of standard administrative guidelines. Typical of Level 4-3, the appellant's work largely involves using accepted methods and techniques to handle factual and procedural aspects of administrative support services for a small organization with related functions. Most analysis is based on observable conditions and review of records. The appellant assesses needs, takes or directs action to accomplish tasks, and resolves problems or provides advice. Issues vary, e.g., overtime, administrative leave for attorneys to work with the state bar, need for new computer lines, travel requirements, budget expenditures and documentation. The appellant participates with management in program planning activities and provides advice based on application of established regulations, directives, procedures, guidelines, and precedent.

Level 4-4 is not met. At this level, the work involves gathering information, identifying and analyzing issues, and developing recommendations to resolve substantive problems of effectiveness and efficiency of work operations in a program or program support setting. Work at this level requires the application of qualitative and quantitative analytical techniques which frequently require modification to fit a wider range of variables. Subjects and projects assigned at this level usually consist of issues, problems, or concepts which are not always susceptible to direct observation and analysis. The appellant's work with budget and other support services does not involve comparable substantive problems. Unlike Level 4-4, the appellant's assignments generally relate to factual and procedural matters, such as budget, supplies, services, facilities, time and attendance, and other administrative services, and are usually susceptible to direct observation and analysis. The appellant occasionally develops procedures relating to workflow. The small size of the organization impacts the scope of administrative subjects and projects and, ultimately, the associated problems. The work of the organization does not require the modification of qualitative and quantitative analytical techniques, typical of Level 4-4, in order to fit a wide range of variables.

Level 4-3 is met for 150 points.

*Factor 5, Scope and effect*

Level 5-3 is met. At this level, the purpose of the work is to plan and carry out projects having conventional problems to improve the efficiency and productivity of organizations and employees in administrative support activities. Completed reports and recommendations influence decisions by managers concerning the internal administrative operations of the organizations and activities studied. The purpose of the appellant's work is comparable to Level 5-3 in that it is to ensure the efficiency and effectiveness of administrative support activities for the District Office. The appellant analyzes and makes recommendations to resolve conventional office problems in the areas of budget, procurement, equipment, communications, space, record keeping, and service contracts. As at Level 5-3, his advice on performance and work issues influences management decisions and improves work productivity of the office.

Level 5-4 is not met. At this level, the purpose of the work is to analyze and resolve problems in the staffing, effectiveness, and efficiency of administrative support and staff activities. Work at this level may include developing related administrative regulations, such as those governing the allocation and distribution of personnel, supplies, equipment and other resources, or promulgating program guidance for application across organizational lines or in varied geographic locations. Work contributes to the improvement of productivity, effectiveness, and efficiency in program operations and/or administrative support activities at different echelons and/or geographical locations within the organization. While the appellant is concerned with determining the effectiveness of the administrative support program, he is not usually involved, as employees at Level 5-4, in developing administrative regulations or promulgating program guidance for use across organizational lines or at varied organizational locations. He services a small organization with most employees at one site. The headquarters office maintains significant control over functional operations, particularly those involving financial resources, and is responsible for pertinent regulations and guidance.

Level 5-3 is credited for 150 points.

*Factor 6, Personal contacts and Factor 7, Purpose of contacts*

These factors measure the nature and purpose of face-to-face contacts and telephone dialogue with persons not in the supervisory chain. The same contacts must serve as the basis for the level selected under both factors.

*Personal contacts*

Level 3 is met. Contacts are comparable to this level in that they are with office heads, headquarters personnel, field personnel, co-workers, representatives of other Federal and state agencies and educational institutions, various vendors for goods and services, and the general public. The contacts frequently are not structured and the content and extent are normally established during the course of the contact.



Level 4 is not met. The appellant does not have contacts with high-ranking officials such as agency heads, top Congressional staff officials, state executive or legislative leaders or other equivalently high-level officials in highly unstructured settings.

*Purpose of contacts*

Level B is met. As at Level B, the purpose of the contacts is to provide advice to managers on administrative support related issues and concerns. The appellant's contacts typically involve such matters as: identification of decision-making alternatives, recommendations for resolving administrative problems, coordination of student volunteer, stay-in-school, and senior employment programs, or inquiries relative to employment. Contacts with vendors are to obtain goods and services and discussion includes matters such as what items to take out of a proposal to get to budgeted limits. These contacts are not normally controversial.

At Level C is not met. At this level, the purpose of contacts is to influence managers or other officials to accept and implement findings and recommendations on organizational improvement or program effectiveness. The employee may encounter resistance due to such issues as organizational conflict, competing objectives, or resource problems. Our fact finding did not determine comparable resistance to the appellant's advice and support operations.

Level 3B is credited for this Factors 6 and 7 for 110 points.

*Factor 8, Physical demands*

Level 8-1 is met since the work does not require unusual physical demand.

Level 8-1 is credited for 5 points.

*Factor 9, Work environment*

Level 9-1 is met. The work involves the common risks of an office environment.

Level 9-1 is credited for 5 points.

*Summary*

<i>Factor</i>	<i>Level</i>	<i>Points</i>
1. Knowledge required by the position	1-6	950
2. Supervisory controls	2-3	275
3. Guidelines	3-3	275
4. Complexity	4-3	150
5. Scope and effect	5-3	150
6.&7. Personal contacts and Purpose of contacts	3B	110
8. Physical demands	8-1	5
9. Work environment	9-1	5

*Total*

*1920*

A total of 1920 points falls within the GS-9 point range of 1855 to 2100 in the AAGEG.

Reference to both the JFS and the AAGEG results in GS-9 grade level determinations.

**Decision**

The appellant's position is properly classified as Administrative Officer, GS-341-9.