

U.S. Office of Personnel Management
Office of Merit Systems Oversight and Effectiveness
Classification Appeals and FLSA Programs



Atlanta Oversight Division
75 Spring Street, SW., Room 972
Atlanta, GA 30303

Classification Appeal Decision
Under Section 5112 of Title 5, United States Code

Appellant:	[Appellant]
Agency classification:	Housing Manager GS-1173-11
Organization:	Naval Air Station Department of the Navy
OPM decision:	Housing Manager GS-1173-11
OPM decision number:	C-1173-11-01

Kathy W. Day
Classification Appeals Officer

1/25/99
Date

rd#1173111.atr

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).

Decision sent to:

[Appellant]

Mr. Benjamin James
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Introduction

On November 30, 1998, the Atlanta Oversight Division, U. S. Office of Personnel Management (OPM), accepted an appeal for the position of Housing Manager, GS-1173-11, [organizational location], Naval Air Station (NAS), [geographical location]. The appellant is requesting that her position be changed to GS-1173-12.

The appeal has been accepted and processed under section 5112(b) of title 5, United States Code. This is the final administrative decision on the classification of the position subject to discretionary review only under the limited conditions and time outlined in part 511, subpart F, of title 5, Code of Federal Regulations.

General issues

The appellant's position was downgraded as a result of a Department of Navy consistency review. The appellant does not contest the title or occupational series of her position. She disagrees with the agency's evaluation of factors 2, 3, and 5.

Position information

The appellant is assigned to position description number [#]. The appellant, supervisor and agency have certified to the accuracy of the position description.

The appellant directs the housing management program for all housing under the jurisdiction and control of NAS [geographical location]. The housing management program includes on-base military housing for families, quarters for unaccompanied personnel, mobile home lots, and associated utilities, streets, roads, and grounds. The appellant is also responsible for administering and monitoring the off-base housing referral service to locate rental housing suitable for military personnel. She conducts housing requirements surveys; interprets, establishes, and implements housing assignment, inventory, utilization and management policies; formulates plans and programs for major and minor improvements, repairs, and maintenance; ensures the formulation and submission of budgets for housing funds; and ensures that controls to allocate and monitor the expenditure of funds are developed and maintained. The appellant also ensures that required facility inspections are conducted prior to, during, and after occupancy, and advises base officials on all matters and issues related to housing management. The appellant directly and indirectly supervises a subordinate staff of 11; however, supervisory duties take less than 25 percent of her time.

The appellant receives direction from the Deputy Supply Officer who assigns work in terms of broadly defined functions. As the installation's technical expert on housing matters, the appellant independently plans and carries out housing management responsibilities with minimum supervision. The results of her work are considered technically authoritative and are accepted without significant change. Review of completed work is generally limited to that which will have an impact throughout the command.

Series Determination

The Housing Management Series, GS-1173, covers positions whose duties involve either managing or assisting in managing one or more family housing projects, billeting facilities, or other accommodations such as transient or permanent individual and family living quarters, dormitory facilities and restricted occupancy buildings including adjacent service facilities and surrounding grounds. Positions in this occupation require a variety of housing management and administrative knowledges and related practical skills and abilities in a number of housing-related activities. The appellant's position involves the management, operation and maintenance of Navy owned or controlled family and unaccompanied housing units and mobile home spaces, utility systems, grounds, streets, and related utilities at NAS [geographical location]. The appellant's position is properly placed in the GS-1173 series.

Title determination

The title authorized in the Housing Management Series, GS-1173, standard for positions at GS-9 and above is *Housing Manager*.

Standard determination

Housing Management Series, GS-1173, September 1981.
General Schedule Supervisory Guide, April 1998.

Grade determination

Since supervisory duties account for less than 25 percent of the appellant's time, the position cannot be evaluated using the GSSG.

The GS-1173 standard is written in the Factor Evaluation System (FES) format. Under the FES, positions are placed in grades on the basis of their duties, responsibilities, and the qualifications required as evaluated in terms of nine factors common to nonsupervisory General Schedule positions.

A point value is assigned to each factor based on a comparison of the position's duties with the factor-level descriptions in the standard. The factor point values mark the lower end of the ranges for the indicated factor levels. For a position factor to warrant a given point value, it must be fully equivalent to the overall intent of the selected factor-level description. If the position fails in any significant aspect to meet a particular factor-level description in the standard, the point value for the next lower factor level must be assigned, unless the deficiency is balanced by an equally important aspect which meets a higher level. The total points assigned are converted to a grade by use of the grade conversion table in the standard.

Under FES, positions which significantly exceed the highest factor level or fail to meet the lowest factor level described in a classification standard must be evaluated by reference to the Primary

Standard, contained in Appendix 3 of the Introduction to the Position Classification Standards. The Primary Standard is the "standard-for-standards" for FES.

The appellant disagrees with factors 2, 3, and 5. We have reviewed the agency determination for factors 1, 4, 6, 7, 8, and 9 and concur with their findings. Therefore, our evaluation will address only those factors with which the appellant disagrees.

Factor 2 - Supervisory Controls:

This factor covers the nature and extent of direct or indirect controls exercised by the supervisor, the employee's responsibility, and the extent to which completed work is reviewed. The agency credited Level 2-4. The appellant believes that Level 2-5 should have been credited.

At Level 2-4, the housing supervisor sets the overall objectives and establishes the resources available. The employee and the supervisor jointly establish project deadlines, the scope, and level of work to be accomplished. The employee is responsible for planning and carrying out assignments, resolving the majority of the conflicts that arise, coordinating the work with others as needed, and interpreting policy on own initiative in terms of established objectives. Completed work is reviewed from an overall standpoint in terms of feasibility, compatibility with other work, or effectiveness in meeting objectives or achieving expected results.

At Level 2-5, the supervisor provides administrative directions with assignments in terms of broadly defined missions or functions. The employee is responsible for independently planning, designing, and carrying out programs, projects, studies, or other work. The results of the work are considered technically authoritative and normally accepted without significant change. If the work is reviewed, the review concerns such matters as fulfillment of program objectives, effect of advice and influence of the overall program, or the contribution to the advancement of technology. Recommendations for new projects and alteration of objectives are reviewed in terms of the availability of funds and other resources, broad program goals, or national priorities.

Level 2-4 is met. The appellant is responsible for planning and accomplishing work related to the application of housing management program objectives and policies at her installation. These responsibilities include operation, maintenance, improvements and repair of housing, grounds, streets, and utility systems. She is also responsible for the assignment and utilization of on-base housing; conducting surveys to determine housing requirements; and administering the off-base housing program and the inspection program for on-base housing. Although the appellant works very independently and is the technical expert in her field for NAS [geographical location], her assignments consist of more than broadly defined mission statements. She conducts her program within the policies, procedures, and objectives established by Navy for administering their housing program. While the published policies and procedures may not completely apply to all situations, the existence of these published program policies, as well as the existence of the NAVFAC [geographical location], which has responsibility for approving policy changes and providing advice and assistance,

supports crediting Level 2-4. Level 2-4 fully recognizes the level of expertise, independence, and policy interpretation that are typical of the appellant's position.

Level 2-5 is not met. The appellant is not independently planning and designing the agency's, i.e. Department of Navy's, housing program and policies. Instead she interprets and determines the application of policies and independently plans and manages the housing program for her local facilities. The appellant believes her responsibility for planning and executing the installation annual Family Housing budget should merit credit at this level. These activities are accomplished without guidance or input from her supervisor or installation officials and a somewhat limited, if any, review of the final work products. Although she independently plans how resources are to be used to achieve required program objectives, she does so within the limitations of available funds. This and the extent to which the program objectives and policies are established at a higher level keep the appellant from meeting the full intent of Level 2-5.

Level 2-4 is credited for 450 points.

Factor 3 - Guidelines:

This factor covers the nature of guidelines and the judgment needed to apply them. The agency credited Level 3-3. The appellant believes that Level 3-4 should have been credited.

At Level 3-3, the incumbent is provided a number of agency wide regulations, standards, handbooks, guides, and other materials related to major housing activity areas. These materials do not normally directly address specific work assignments or unusual issues that may arise, and lack sufficient detail on many elements of housing management operations on which to base management decisions and actions. The incumbent is required to use judgment and initiative in selecting, interpreting, and applying the guides and, where necessary, make compromises and adaptations within the intent of the guides to meet established housing objectives. The incumbent must also evaluate the impact of the application of standard agency practices and procedures on housing operations and recommend changes to address new or unique situations or correct deficiencies.

At Level 3-4, the work is characterized by the availability of agency policies, program management guides, legal opinions, and precedents covering the management, use, and operation of housing projects and facilities. These guides are normally inadequate for contending with the unusually difficult problems related to the broad management planning typically encountered at this level. The incumbent is required to select, adapt, and apply housing policies and principles to assignments where precedents are not directly applicable to the coordination of work forces and resources or the negotiation of major issues and conflicts where available precedents are generally not applicable. Work at this level also requires the development of new operating techniques and selection of approaches in evaluating management programs, housing trends, or developments.

Level 3-3 is met. The appellant is provided a number of Federal regulations, agency general policy and program guides applicable to the major aspects of administering the installation housing

management program. These materials do not address all of the possible situations that the appellant may routinely encounter in managing the housing program. The appellant uses judgment, initiative and experience in selecting, interpreting, and applying the available guidance and making compromises and adaptations, where warranted, to resolve unusual problems encountered during the course of her work. The guidance permits a sufficient degree of flexibility for adaptation and interpretation to resolve problems encountered at the installation level. The appellant recommends changes to policies and reviews proposed changes to policies and procedures.

Level 3-4 is not met. The appellant furnished examples of situations that she has encountered where guidelines were inadequate to resolve unusually difficult problems. The examples reflect that she has had recommendations and suggestions for changes adopted in agency guidance revisions or, where authorized, approved at the installation level. In one instance, the appellant recommended that the time period required for vacating quarters following the death of a service member be lengthened from the date of death to 30 days. This recommendation was later included in a Navy instruction on housing policy. In another instance, the appellant developed a method by which families could pay contract personnel to clean vacated housing to meet Navy standards. This resolved the problem of occupants either repeatedly failing, or not trying, to meet the standards required to pass inspection which had ultimately delayed the availability of quarters for incoming personnel. The problems encountered and solutions developed do not reflect the level of difficulty described at Level 3-4 and associated with broad management planning or negotiation of major issues and conflicts. Additionally, the appellant is not responsible for the development of new operating techniques intended to credit this level.

Level 3-3 is credited for 275 points.

Factor 5 - Scope and Effect:

This factor covers the relationship between the nature of the work in terms of purpose, breadth, depth of housing assignments, and the effect of the work product and services both within and outside the organization. The agency credited Level 5-3. The appellant believes that Level 5-4 should have been credited.

At Level 5-3, the primary purpose of the work is to plan, schedule, coordinate, and monitor the operational management and efficient use of housing projects, facilities and resources; analyze problem areas; and recommend or implement corrective measures based on housing program requirements. The work involves dealing with a variety of occupancy related problems, formulation of directives, and evaluation of the adequacy of services provided. It affects the efficiency of the operation of the housing program and the living conditions of the families being housed.

At Level 5-4, the incumbent functions as a specialist with expertise in housing techniques and methodology and, in this capacity, provides advisory services on specific problems, projects, programs, and functions to other agency organizations. The focus of the work at this level is on the development of management programs and criteria related to the application of agency housing

policies. The work impacts major segments and activities of the agency's housing policies and programs.

Level 5-3 is met. The primary purpose of the work performed by the appellant is the administration, control, and management of housing related operations and activities involving facilities located at NAS [geographical location]. In this capacity, the appellant is responsible for the full range of housing activities including ensuring installation level conformance with agency housing policies; serving as a technical expert to advise installation officials on methods, processes and agency policies relating to management, maintenance, operation and utilization of housing; monitoring the utilization of housing facilities and resources; and analyzing problems and recommending solutions or implementing corrective measures for unusual or unique occupant problems. Her work affects the efficient operation of housing services at the two installations and the living conditions of military personnel and their families.

Level 5-4 is not met. The appellant is not responsible for providing advisory services on housing management techniques and methodology to other organizations as is required at this level. Her work also does not affect major segments and activity areas of the agency's, i.e., Department of Navy, housing policies and programs. The appellant serves as the installation's technical expert on matters involving the local housing program for NAS [geographical location] which provides housing for members of other service branches (Army, active duty National Guard and Reserves, Air Force, Marine Corps, etc.). As a result, the appellant has contacts with civilian housing personnel or military supervisors of other service branches to resolve problems involving differing housing policies or infractions of Navy housing rules by the service member. These contacts may also be to discuss policies implemented by NAS [geographical location] which are of interest to housing officials of another installation. However, these contacts are for the purpose of exchanging information regarding the solution to a specific local problem, not providing advisory services to another agency regarding the management of their housing program. While the appellant also periodically participates in various groups involved in the analysis of existing Navy policies and instructions and provides recommendations and comments regarding changes or modifications in policy, the focus of her work is the implementation of the housing program at the local level, not the development of housing management programs and policies at the agency level for use by other housing specialists.

Level 5-3 is credited for 150 points.

SUMMARY		
FACTOR	LEVEL	POINTS
1. Knowledge Required By The Position	1-7	1250
2. Supervisory Controls	2-4	450
3. Guidelines	3-3	275
4. Complexity	4-4	225
5. Scope and Effect	5-3	150
6. Personal Contacts	6-3	60
7. Purpose of Contacts	7-3	120
8. Physical Demands	8-1	5
9. Work Environment	9-1	5
	TOTAL	2540

A total of 2540 points falls within the range for GS-11, 2355 to 2750 points, according to the Grade Conversion Table in the standard.

Decision

The position is correctly classified as Housing Manager, GS-1173-11.