

OFFICE OF PERSONNEL MANAGEMENT
MERIT SYSTEMS OVERSIGHT AND EFFECTIVENESS
DALLAS OVERSIGHT DIVISION
CLASSIFICATION APPEAL DECISION
Under section 5112(b) of title 5, United States Code

Appellant: [Appellant]

Position: Park Manager, GS-025-11

Organization: [Organization]
Corps of Engineers
Department of the Army

Decision: Park Manager, GS-025-11

OPM decision number: C-0025-11-01

Approved by:

/s/ Bonnie J. Brandon
Bonnie J. Brandon
Classification Appeals Officer

3/25/97
Date

Copy of decision sent to:

Appellant

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[District]
Corps of Engineers
Department of the Army

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INTRODUCTION

The appealed position is assigned to the [Organization]; [District]; Corps of Engineers (COE); Department of the Army. The agency has classified the position as Park Manager, GS-025-11. The appellant believes the classification should be Park Manager, GS-025-12. He filed an appeal with this office under the provisions of chapter 51 of title 5, United States Code.

This is the final administrative decision of the Government, subject to discretionary review only under the conditions and time limits specified in sections 511.605 and 511.613 of the Code of Federal Regulations and Appendix 4 of the *Introduction to the Position Classification Standards*.

GENERAL ISSUES

The appellant indicates that other positions similar to his are evaluated at higher grades. By law, positions are classified based upon their duties, responsibilities, and qualification requirements compared to the criteria specified in the appropriate Office of Personnel Management (OPM) classification standard or guide. Therefore, we have considered the appellant's statements only insofar as they are relevant to making our comparison of his duties and responsibilities to appropriate OPM standards and guides. Further, agencies are required to apply classification standards and OPM decisions consistently to ensure equal pay for equal work.

POSITION INFORMATION

The Office is one of several parks under the jurisdiction of the Project Manager. As Park Manager for the [park], the appellant supervises three GS-025-9 Park Rangers, one GS-802-9 Civil Engineering Technician, one GS-802-7 Civil Engineering Technician, one GS-326-5 Office Automation Assistant, and two WG-4749-8 Maintenance Workers. In addition, the appellant may supervise seasonal personnel in the form of two GS-025-5 Park Rangers, one GS-326-4 Office Automation Clerk, one GS-326-3 Office Automation Clerk, and one GS-322-1 Clerk-Typist.

The appellant and his subordinates provide flood control, water supply, and natural resources management which contributes to the support of the recreational, fishing, and tourism industry in the area. The appellant basically works independently under the general direction of the Project Manager, receiving broad programmatic direction. The appellant is responsible for making decisions, selecting methods of developing and executing short- and long-range programs of the Office, representing the COE at meeting or conference functions, and making commitments that are considered authoritative and binding on the COE.

The appellant, his first-line supervisor, and the agency have certified to the accuracy of the position description. We find the position description adequate for classification purposes.

SERIES AND TITLE DETERMINATION

The appellant does not disagree with the series or title of his position. The agency placed the appellant's position in the Park Ranger Series, GS-025, which includes positions that supervise, manage, and/or perform work in the conservation and use of Federal park resources. Park Manager is the authorized title for positions of the park general manager who directs personnel; controls and guides the use of funds, materials, and facilities needed to carry out a complex of park programs; and performs important public relations activities for a park or park area. The appellant's position has all of these attributes. Consequently, our title and series determination is Park Manager, GS-025.

GRADE DETERMINATION

The GS-025 standard does not provide grade-level criteria for supervisory positions. Such positions may be evaluated by the criteria in this standard in combination with the *General Schedule Supervisory Guide* (GSSG) and the application of sound position classification judgment. We will evaluate the appellant's supervisory duties by the GSSG and will evaluate the nonsupervisory duties (i.e., work that the appellant personally performs) by the GS-025 standard.

General Schedule Supervisory Guide

The GSSG provides evaluation criteria to determine the General Schedule (GS) grade level of supervisory positions in grades GS-5 through GS-15. This guide uses a factor-point evaluation method to assess program scope and effect, organizational setting, supervisory and managerial authority exercised, personal contacts, difficulty of typical work assignments directed, and other conditions that may impact the position. Supervisory duties are to be evaluated by comparing them with each factor and crediting the points designated for the highest factor level which is met in accordance with the instructions specific to the factor being evaluated. Page 8 of the GSSG indicates that if one level of a factor or element is exceeded but the next higher level is not met, the lower level must be credited. The total points are accumulated under all factors and converted to a grade level based on application of the point-to-grade conversion table in the GSSG.

Factor 1, Program Scope and Effect

This factor assesses the general complexity, breadth, and impact of the program areas and work directed, including its organizational and geographic coverage. It also

assesses the impact of the work both within and outside the immediate organization. In applying this factor, all program areas, projects, and work assignments which the supervisor technically and administratively directs, including those accomplished through subordinate General Schedule employees, Federal Wage System employees, military personnel, contractors, volunteers, and others, are considered. To assign a factor level, the criteria dealing with both scope and effect must be met.

a. Scope

This element addresses the general complexity and breadth of the program (or program segment) directed; the work directed, the products produced, or the services delivered; and the geographic and organizational coverage of the program (or program segment) within the agency structure.

Level 1-2 of the GSSG describes work directed as administrative, technical, complex clerical, or comparable in nature. The functions, activities, or services provided have limited geographic coverage and support most of the activities comprising a typical agency field office, an area office, a small to medium military installation, or comparable activities within agency program segments. The services or products support and significantly affect installation level, area office level, or field office operations and objectives, or comparable program segments; or provide services to a moderate, local or limited population of clients or users comparable to a major portion of a small city or rural county.

At Level 1-3, the supervisor directs a program segment that performs technical, administrative, protective, investigative, or professional work. The program segment and work directed typically have coverage which encompasses a major metropolitan area, a State, or a small region of several States; or, when most of an area's taxpayers or businesses are covered, coverage comparable to a small city. Providing complex administrative or technical or professional services directly affecting a large or complex multimission military installation also falls at this level. For example, a supervisor at this level directs the design, oversight, and related services for the construction of *complex* facilities for one or more agencies at multiple sites. The facilities are essential to the field operations of one or more agencies throughout several States.

The appellant's position requires him to oversee five developed park areas within an 11,000-plus acre facility using eight full-time employees and seasonal staff of up to five additional employees who are primarily administrative, technical, or clerical. The programs have limited geographical coverage, supporting primarily people who visit the park recreational or campground areas, members of the surrounding community, and local city or county agencies. The scope of the appellant's position meets Level 1-2.

Level 1-3 is not met in that the population directly and significantly serviced by the program under the direction and control of the appellant is not equivalent to a major metropolitan area, a State, or a small region of several states. Further, the services provided by the appellant do not directly support an organization that is equivalent to a large or complex, multimission military installation as described on page 12 of the GSSG. Thus, the appellant's position does not meet the intent of the criteria at Level 1-3.

We evaluate *Scope* at Level 1-2.

b. Effect

This element addresses the impact of the work, the products, and/or the programs described under *Scope* on the mission and programs of the customer(s), the activity, other activities in or out of government, the agency, other agencies, the general public, or others.

At Level 1-2, the products produced support and significantly affect installation level, area office level, or field office operations and objectives, or comparable program segments.

At Level 1-3, activities, functions, or services accomplished directly and significantly impact a wide range of agency activities, the work of other agencies, or the operations of outside interests (e.g., a segment of a regulated industry), or the general public. At the field activity level (involving large, complex multimission organizations and/or very large serviced populations comparable to the examples described on pages 11 and 12 of the GSSG) the work directly involves or substantially impacts the provision of essential support operations to numerous, varied, and complex technical, professional, and administrative functions.

The work directed by the appellant includes flood control; natural resources management which encompasses a range of responsibilities such as range and lakeshore management, erosion control, pollution abatement, fire protection, wildlife habitat improvement, prevention of encroachment, and landscape improvements; facility management; lease and licensing administration; management of recreation areas and facilities; public relations; operations and maintenance; emergency operations; and construction. This work does not extend beyond the District to a wide range of COE activities, nor does it substantially impact numerous, varied, and complex technical, professional, or administrative functions, such as those found at large or complex military installations. Accordingly, Level 1-2 must be assigned for *Effect*.

With both elements of Factor 1 evaluated at Level 1-2, Factor 1 is properly evaluated at Level 1-2 with 350 points credited.

Factor 2, Organizational Setting

This factor considers the organizational situation of the supervisory position in relation to higher levels of management.

A position at Level 2-1 reports to a position that is two or more levels below the first (i.e., lowest in the chain of command) SES, flag or general officer, equivalent or higher level position in the direct supervisory chain.

A position at Level 2-2 is accountable to a position that is one reporting level below the first SES, flag or general officer, or equivalent or higher level position in the direct supervisory chain.

The appellant reports to the Project Manager, a position that is more than two levels below the initial SES or equivalent position.

Level 2-1 and 100 points are credited.

Factor 3, Supervisory and Managerial Authority Exercised

This factor covers the delegated supervisory and managerial authorities which are exercised on a recurring basis. To be credited with a level under this factor, a position must meet the authorities and responsibilities to the extent described for the specific level. Levels under this factor apply equally to the direction of specialized program management organizations, line functions, staff functions, and operating and support activities. Where authority is duplicated or not significantly differentiated among several organizational levels, a factor level may apply to positions at more than one organizational level.

The appellant's authority meets Level 3-2c. Supervisors at this level must carry out at least three of the first four and a total of six or more of the 10 authorities and responsibilities listed on pages 16 and 17 of the GSSG. The appeal record and information obtained during telephone interviews indicates that the appellant carries out all 10 of the responsibilities listed. That is, the appellant plans the work of his subordinates, including establishing and adjusting short-term and long-term plans; assigns work based on priorities, the difficulty and requirements of assignments, and the capabilities of his employees; evaluates work performance of his staff and gives advice and instructions to his employees on both work and administrative matters; interviews and selects candidates for positions in his office and promotes members of his staff who are in career ladder positions; listens to and attempts to resolve

complaints from employees, referring group grievances and more serious unresolved complaints to a higher level manager; disciplines his employees for minor problems by issuing warnings or reprimands; identifies developmental and training needs of his employees, providing or arranging for needed development and training; and looks for ways to improve the quality of the work directed and builds elements into his five-year plan to accomplish the work. Further, the appellant helped develop the performance standards that are used for park rangers on a region-wide basis.

At Level 3-3, supervisors typically exercise managerial authorities over lower organizational units and subordinate supervisors or leaders, or have equivalent second-level type authority and responsibility. Level 3-3a essentially concerns managerial positions closely involved with high level program officials in the development of overall goals and objectives. Managers at this level typically direct the development of data to track program goals, secure legal opinions, prepare position papers or legislative proposals, and execute comparable activities. The appellant lacks significant responsibility in Level 3-3a areas. Both the appellant and his supervisor claim that the appellant has sufficient authority to satisfy fully Level 3-3b criteria which describe 15 supervisory responsibilities that exceed in complexity and responsibility the 10 responsibilities depicted at Level 3-2c. To meet Level 3-3b, a supervisory position must exercise all or nearly all the supervisory responsibilities described at Level 3-2c, plus at least eight of the 15 responsibilities listed on pages 17 and 18 of the GSSG.

As previously stated, the appellant exercises all 10 supervisory responsibilities described at Level 3-2c. Information obtained from the appeal record and during the telephone interviews indicate that the appellant exercises five of the 15 responsibilities listed under Level 3-3b. Specifically, the appellant exercises responsibilities 7, 12, 13, 14, and 15. For instance, the appellant carries out responsibility 7 in that he makes selections for subordinate nonsupervisory positions in his organization.

However, the appellant's position cannot receive credit for the other nine responsibilities listed under Level 3-3b. That is, it cannot receive credit for responsibilities 1 through 6 and 8 through 11. An explanation follows.

- Responsibility 1 describes a supervisor who uses subordinate supervisors, leaders, or comparable personnel to direct, coordinate, or oversee work. Previous OPM decisions and guidance show that this responsibility is intended to credit only supervisors who direct at least two persons who are officially recognized as subordinate supervisors, leaders, or comparable personnel. Further, the supervisor's subordinate organization must be so large and its work so complex that it requires using those two or more subordinate supervisors or comparable personnel. The appellant considers the GS-9 Civil Engineering Technician to be a work leader because the technician has some responsibility

for determining whether contractor-performed work meets standards of adequacy needed to authorize payment. The technician may also provide technical guidance and assistance to other employees. It is not uncommon for senior employees to provide technical guidance to others or to determine if work performed by contractors meets the organization's standards. However, this responsibility is not equivalent to the role of a leader or team chief who has continuing responsibility of assigning, coordinating, and reviewing the work of other employees. Because the appellant does not supervise through positions that are officially recognized as subordinate supervisors or leaders and the size and complexity of the appellant's organization does not require the exercise of responsibilities to the extent described on pages 17 and 18 of the GSSG, the criteria in responsibilities 1, 3, 5, 6, and 8 of Level 3-3b do not apply to his position.

- Responsibility 4 requires direction of a program or major program segment with significant resources (for instance, multimillion dollar level of annual resources). This responsibility is intended to credit only positions that exercise *direct* control over a multimillion dollar level of annual resources. The appellant indicated that his budget averages 1.2 million to 1.4 million dollars annually and may be as high as 1.7 million dollars. The appellant's budget falls short of the significant resources envisioned by the GSSG. Further, information received from the appellant's supervisor indicates that credit for this responsibility is not warranted. Credit for this responsibility cannot be granted because the appellant's budget does not involve a *multimillion* dollar level of annual resources.
- Under responsibility 9, a supervisor must hear and resolve formal group grievances or serious complaints from his employees. Although the appellant resolves or attempts to resolve employee complaints, more serious grievances and complaints are handled through other programs addressed by the Human Resources Office. The appellant, therefore, has less authority to resolve formal group grievances and serious employee complaints than intended under responsibility 9.
- Under responsibility 10, a supervisor must review and approve serious disciplinary actions, such as suspensions, involving nonsupervisory subordinates. The appellant has the authority to approve minor disciplinary actions by issuing warnings or reprimands. He may recommend more serious actions to a higher level manager. Since the appellant does not have the authority to review and approve serious disciplinary actions, responsibility 10 cannot be credited.

- Responsibility 11 involves making decisions on nonroutine, costly, or controversial training needs and training requests related to employees of the unit. The appellant approves routine or standardized training for his staff. He does not approve training that would be regarded as controversial, nonroutine, or unduly costly. Approval authorization for the training described in this responsibility is retained at a higher management level. Therefore, the appellant's responsibility does not meet the criteria for this element of the factor.

Since the appellant's position can receive credit for only five of the 15 items listed under Level 3-3b, this factor is evaluated at Level 3-2c and credited with 450 points.

Factor 4, Personal Contacts

This is a two-part factor which assesses the nature and the purpose of personal contacts related to supervisory and managerial responsibilities. The nature of the contacts, credited under Subfactor 4A, and the purpose of those contacts, credited under Subfactor 4B, must be based on the same contacts.

Subfactor 4A, Nature of Contacts

This subfactor covers the organizational relationships, authority or influence level, setting, and preparation difficulty involved in the supervisor's work. To be credited, contacts must be direct and recurring, contribute to the successful performance of the work, and have a demonstrable impact on the difficulty and responsibility of the position.

At Level 4A-2, frequent contacts are with members of the business community or the general public; higher ranking managers, supervisors, and staff of program, administrative, and other work units and activities through the field activity, installation, command (below major command level) or major organization level of the agency; representatives of local public interest groups; case workers in congressional district offices; technical or operating level employees of State and local governments; or reporters for local and other limited media outlets reaching a small, general population. Contacts may be informal, occur in conferences or meetings, or take place through telephone, televised, radio, or similar contact. These contacts sometimes require nonroutine or special preparation.

At Level 4A-3, frequent contacts include high ranking military or civilian managers, supervisors, and technical staff at bureau and major organization levels of the agency; with agency headquarters administrative support staff; or with comparable personnel in other Federal agencies; key staff of public interest groups (usually in formal briefings) with significant political influence or media coverage; journalists representing influential city or county newspapers or comparable radio or television coverage;

congressional committee and subcommittee staff assistants below staff director or chief counsel levels; contracting officials and high level technical staff of large industrial firms; local officers of regional or national trade associations, public action groups, or professional organizations; and/or State and local government managers doing business with the agency. Contacts may take place in meetings and conferences and unplanned encounters for which the employee is designated as a contact point by higher management. They often require extensive preparation of briefing materials or up-to-date technical familiarity with complex subject matter.

The appellant's contacts primarily include members of the business community or the general public; higher ranking supervisors and staff of other work units in the Project Office and Division; representatives of local public interest groups; technical or operating level employees of city, county, and State governments; and other comparable contacts. Contacts are generally by telephone, in person, or in meetings. The nature of these contacts meets Level 4A-2. The appellant lacks the frequent contacts of the level which often require extensive preparation as described at Level 4A-3.

Level 4A-2 and 50 points are credited.

Subfactor 4B, Purpose of Contacts

This subfactor covers the purpose of the personal contacts credited in Subfactor 4A, including the advisory, representational, negotiating, and commitment-making responsibilities related to supervision and management.

At Level 4B-3, the purpose of contacts is to justify, defend, or negotiate in representing the project, program segment(s), or organizational unit(s) directed, in obtaining or committing resources, and in gaining compliance with established policies, regulations, or contracts. Contacts at this level usually involve active participation in conferences, meetings, hearings, or presentations involving problems or issues of considerable consequence or importance to the program or program segment(s) managed.

At Level 4B-4, the purpose of contacts is to influence, motivate, or persuade persons or groups to accept opinions or take actions related to advancing the fundamental goals and objectives of the program or segments directed, or involving the commitment or distribution of major resources, when intense opposition or resistance is encountered due to significant organizational or philosophical conflict, competing objectives, major resource limitations or reductions, or comparable issues. At this level, the persons contacted are sufficiently fearful, skeptical, or uncooperative that highly developed communication, negotiation, conflict resolution, leadership, and similar skills must be used to obtain the desired results.

The primary purpose of the appellant's contacts is to justify, defend, or negotiate matters pertinent to the [park] operations. He must attempt to gain compliance with park regulations and policies from the general public and members of the immediate community. The appellant also provides information to his contacts on such programs as water safety and policies on flowage easement or use of seaplanes. The purpose of the appellant's recurring contacts equates to Level 4B-3, as few of the appellant's contacts are made in situations involving significant conflict.

Level 4B-3 and 100 points are credited.

Factor 5, Difficulty of Typical Work Directed

This factor measures the difficulty and complexity of the basic work most typical of the organization(s) directed, as well as other line, staff, or contracted work for which the supervisor has technical or oversight responsibility, either directly or through subordinate supervisors, team leaders, or others. For first-level supervisors, the grade credited is the highest grade which best characterizes the nature of the basic (mission oriented) nonsupervisory work performed or overseen by the organization directed and constitutes 25 percent or more of the workload (not positions or employees) of the organization. We include the workload of General Schedule subordinates, Federal Wage System employees, assigned military, volunteers, student trainees, or non-Federal workers, such as contractor employees, State and local workers, or similar personnel. In determining the highest level of work which constitutes at least 25 percent of workload or duty time, we credit trainee, developmental, or other work engineered to grades below normal full performance levels, at full performance levels.

The agency determined that the highest level of work creditable under this factor is GS-9. The appellant supervises three GS-9 Park Rangers, one GS-9 and one GS-7 Engineering Technician, two WG-8 Maintenance Workers, and one GS-5 Office Automation Assistant. For purposes of this evaluation, we have assumed that the positions are properly classified. Positions for which the supervisor does not have *both* administrative and technical supervision are excluded from consideration under this factor. While the appellant provides administrative supervision to the civil engineering technicians, technical review of their work is performed by employees in the engineering division. Therefore, the workload of the civil engineering technicians is not included in determining the highest level of work that the appellant supervises. The Office Automation Assistant position is also excluded from consideration because it primarily supports the basic work of the organization. Based on information provided by the agency, the highest level of work which constitutes at least 25 percent of workload or duty time is that assigned to the GS-9 Park Rangers. The base level of work supervised is equivalent to a GS-9 level which equates to Level 5-5.

Level 5-5 and 650 points are credited.

Factor 6, Other Conditions

This factor measures the extent to which various conditions contribute to the difficulty and complexity of carrying out supervisory duties, authorities, and responsibilities. Conditions affecting work for which the supervisor is responsible (whether performed by Federal employees, assigned military, contractors, volunteers, or others) may be considered if they increase the difficulty of carrying out assigned supervisory or managerial duties and authorities.

Level 6-3 includes supervision that requires coordination, integration, or consolidation of administrative, technical, or complex technician or other support work comparable to GS-9 or 10, or work at the GS-7 or 8 level where the supervisor has full and final technical authority over the work. (Full and final technical authority means that the supervisor is responsible for all technical determinations arising from the work, without technical advice or assistance on even the more difficult and unusual problems, and without further review except from an administrative or program evaluation standpoint. Credit for this should be limited to situations involving an extraordinary degree of finality in technical decision making.) Directing the work at this level (cases, reports, studies, regulations, advice to clients, etc.) requires consolidation or coordination similar to that described at lower levels, but over a higher level of work.

Level 6-4 describes supervision that requires substantial coordination and integration of a number of major work assignments, projects, or program segments of professional, scientific, technical, or administrative work comparable in difficulty to the GS-11 level which may involve work comparable to identifying and integrating internal and external program issues affecting the immediate organization, such as those involving technical, financial, organizational, and administrative factors; integrating the work of a team or group where each member contributes a portion of the analyses, facts, information, proposed actions, or recommendations; and/or ensuring compatibility and consistency of interpretation, judgment, logic, and application of policy; recommending resources to devote to particular projects or to allocate among program segments; leadership in developing, implementing, evaluating, and improving processes and procedures to monitor the effectiveness, efficiency, and productivity of the program segment and/or organization directed; or reviewing and approving the substance of reports, decisions, case documents, contracts, or other action documents to assure that they accurately reflect the policies and position of the organization and the views of the agency.

The appellant's position fully meets Level 6-3 as his supervisory responsibilities at the highest level are at GS-9. His supervisory responsibilities clearly do not meet Level 6-4.

Instructions for crediting Factor 6 indicate that an additional level may be added if three or more Special Situations are present if the level selected is either 6-1, 6-2, or 6-3. Since Level 6-3 was selected for the appellant's position, we refer to the special situations. Careful analysis of the conditions shows that only one (variety of work) of the eight situations is creditable.

Variety of Work

This situation may be credited when more than one kind of work, each kind representing a requirement for a distinctly different additional body of knowledge on the part of the supervisor, is present in the work of the unit. A "kind of work" usually will be the equivalent of a classification series. Each "kind of work" requires substantially full qualification in distinctly separate areas, or full knowledge and understanding of rules, regulations, procedures, and subject matter of a distinctly separate area of work. Additionally, to credit "Variety" (1) *both* technical and administrative responsibility must be exercised over the work, and (2) the grade level of the work cannot be more than one grade below the base level of work used in Factor 5.

As stated previously, the appellant has both administrative and technical supervision over the park rangers and the wage grade maintenance workers. He has both administrative and technical supervision of these employees as evidenced by the fact that he is relied upon to make decisions which, in special circumstances, could impact several areas of the park and its management. For example, when any of his rangers or maintenance workers are absent and an emergency arises or work needs to be accomplished, the appellant is able to supplant that employee. Examples of such situations include emergency stoppage of water leaks when maintenance workers are absent and inspecting fence lines, fighting grass fires, issuing citations, or managing wildlife in place of park rangers. Consequently, credit is given for this special situation.

Shift Operations

This situation may be credited when the position supervises an operation carried out on at least two fully staffed shifts. The appellant does not supervise more than one fully staffed shift. No credit is given for this special situation.

Fluctuating Workforce or Constantly Changing Deadlines

This situation may be credited when the workforce supervised by the position has large fluctuations in size (e.g., when there are significant seasonal variations in staff) and these fluctuations impose on the supervisor a substantially greater responsibility for training, adjusting assignments, or maintaining a smooth flow of work while

absorbing and releasing employees. Constantly changing deadlines may be credited when frequent, abrupt, and unexpected changes in work assignments, goals, and deadlines require the supervisor constantly to adjust operations under the pressure of continuously changing and unpredictable conditions.

In addition to the permanent staff, the appellant supervises two to five seasonal employees. Two of the seasonal employees are usually GS-5 park rangers and the others are clerical. This change in workforce does not represent a significant fluctuation in staff and would not impose a substantially greater responsibility on the appellant. Further, the appellant's position is not faced with constantly changing deadlines as envisioned for this situation. Therefore, this special situation is not credited to the appellant's position.

Physical Dispersion

This situation may be credited when a substantial portion of the workload for which the supervisor is responsible is regularly carried out at one or more locations which are physically removed from the main unit (as in different buildings, or widely dispersed locations in a large warehouse or factory building), under conditions which make day-to-day supervision *difficult* to administer.

The park rangers and maintenance workers under the appellant's supervision may be working in any of five developed park areas or in undeveloped or non-recreational areas. The park includes three Class A campgrounds which have restrooms and water/electrical hookups. There are about 200 campsites in these three areas and approximately 50 more in campgrounds which do not have facilities. In addition, work projects may be at the dam site or on about 3500 acres of undeveloped land. According to their position descriptions and information obtained during telephone interviews, the three full-performance level park rangers and the maintenance workers under the appellant's supervision basically work independently. For example, they receive instructions each workday and are expected to carry out their assignments with very little supervision. They also are available to provide guidance and assistance to seasonal workers. Although the appellant may spend a part of each workday visiting various areas of the park, there is no evidence that his supervisory responsibilities are difficult to administer because employees are working simultaneously in different areas. Consequently, this special situation is not credited.

Special Staffing Situations

This situation may be credited when: (1) a substantial portion of the workforce is regularly involved in special employment programs; or in similar situations which require involvement with employee representatives to resolve difficult or complex human resources management issues and problems; (2) requirements for counseling

and motivational activities are regular and recurring; and (3) job assignments, work tasks, working conditions, and/or training must be tailored to fit the special circumstances.

None of these conditions exist in the appellant's position. Therefore, this special situation is not applicable.

Impact of Specialized Programs

This situation is credited when supervisors are responsible for a significant technical or administrative workload in grades above the level of work credited in Factor 5, provided the grades of this work are not based upon independence of action, freedom from supervision, or personal impact on the job.

The appellant is not responsible for supervising work in grades above the GS-9 level. Therefore, this special situation not applicable.

Changing Technology

This is credited when work processes and procedures vary constantly because of the impact of changing technology, creating a requirement for extensive training and guidance of the subordinate staff.

This situation is not applicable to the appellant's position.

Special Hazard and Safety Conditions

This situation is credited when the supervisory position is *regularly* made more difficult by the need to make provision for *significant* unsafe or hazardous conditions occurring during performance of the work of the organization.

The appellant provided examples of conditions that he believes could be considered hazardous in the performance of duties by park rangers, maintenance workers, and contractors. These include the requirement to maintain tainter gates on the dam where employees must climb on downstream side of gates without use of walkways or ladders (at least quarterly); to inspect a 150-foot radio tower which involves climbing of the tower (twice a year); to drain water from low flow gate and gage wells to test for adequate oxygen content in order to enter these wells for inspection or maintenance (at least monthly); to pump out sewer stations to test for hazardous gases and adequate oxygen content in order to enter these stations for inspection or maintenance (at least quarterly); to work in various search and rescue operations (sometimes at night or in high winds); to fight forest and range fires on the fire line (assisting volunteer fire departments from surrounding communities for large fires and putting out

smaller fires without assistance); to patrol recreation areas unarmed, after dark during visitation periods; to diffuse potentially hostile situations in the recreation areas; to be exposed to potentially dangerous insects/ vermin/snakes, poisonous plants, or dogs; and to be exposed to continuously high noise levels (exceeding 85 decibels) while operating equipment (for construction and maintenance jobs).

Park staff are expected to follow Occupational Safety and Health Administration guidelines for safety. Park rangers occasionally participate in District training programs. Training on fire behavior and controlled burning is given to the park rangers and maintenance personnel involved in firefighting, but no physical requirements exist for the staff members who participate in the firefighting activities. Law enforcement for severe situations is provided through assistance of the County Sheriff. In other situations, park rangers issue citations for reckless operation of a vehicle, possession of firearms, and other such incidents.

By using prescribed safety precautions and techniques, staff members are not faced with hazardous conditions that would make the appellant’s supervisory responsibilities *significantly* more difficult as envisioned by the GSSG. This special situation is not credited.

The appellant’s position is credited one of the eight special situations. Because at least three special situations are required to increase the factor by one level, Level 6-3 and 975 points are credited.

Summary of Factor Levels

	<u>Factor</u>	<u>Level</u>	<u>Points</u>
1	Program Scope & Effect	1-2	350
2	Organizational Setting	2-1	100
3	Supervisory & Managerial Authority Exercised	3-2c	450
4	Personal Contacts	4A-2	50
		4B-3	100
5	Difficulty of Typical Work Directed	5-5	650
6	Other Conditions	6-3	975
	TOTAL POINTS		2675

Based on the grade conversion table contained in the GSSG, 2675 points equate to a GS-11.

Evaluation of Nonsupervisory Duties

The appellant's position was also compared against the GS-025 Park Ranger classification standard to evaluate its nonsupervisory work. The appellant's personally performed work does not exceed the GS-11 level. For example, GS-11 park rangers plan, develop, coordinate, and direct programs related to visitor services and resource management, such as search and rescue, recreation, trespass and traffic control, soil erosion control, fire management and presuppression, and protection of historic sites. Further, GS-11 park rangers are expected to recognize critical trends in park use and operations, to evaluate their significance, and to plan and implement changes in park programs and operations. They have considerable contacts with community officials, various interest groups, and other groups and individuals regarding such as the negotiation of agreements, investigation and resolution of complaints, and reconciliation of conflicting viewpoints. In contrast, GS-12 park rangers direct complex programs and typically deal with situations that involve (a) an intense public interest in the development of additional recreational resource facilities, (b) a strained relationship with the local community which develops because of efforts to acquire additional land to protect the existing resource, (c) the need to restrict entry to an area of significant public interest, or (d) the need to determine the extent to which it is appropriate to develop a particular resource. GS-12 assignments have complex technical, administrative, or public relations implications and typically require analyses and decisions in areas where precedents differ or there are no pertinent or apparent precedents. The nature of GS-12 assignments is clearly beyond the scope of the appellant's personally performed work. Since the personally performed work is not grade enhancing, we have not evaluated it further.

DECISION

The position is properly classified as Park Manager, GS-025-11.