

**OFFICE OF PERSONNEL MANAGEMENT
ATLANTA OVERSIGHT DIVISION
ATLANTA, GEORGIA**

CLASSIFICATION APPEAL DECISION

Under section 5112(b) of title 5, United States Code

Appellant: [appellant's name]

Position: Facility Manager
GS-1640-12

Organization: [appellant's activity in Department of the Navy]

Decision: Facility Manager
GS-1640-12
(Appeal denied)

OPM Decision Number: C-1640-12-01

Kathy W. Day
Classification Appeals Officer

Date 2/13/97

Background

On August 26, 1996, the Atlanta Oversight Division, U.S. Office of Personnel Management, accepted an appeal for the position of Facility Manager, GS-1640-12, in the [appellant's activity]. The appellant is requesting that his position be upgraded to Facility Manager, GS-1640-13.

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.

Sources of Information

This appeal decision is based on information from the following sources:

1. The appellant's letter of November 12, 1996, appealing the classification of his position.
2. The agency's letter of December 19, 1996, providing position and organizational information.
3. Telephone interviews with the appellant on January 16 and 17, 1997.
4. A telephone interview with [the appellant's supervisor] on January 17, 1997.
5. A telephone interview with [the servicing classifier], on January 15, 1997.

Position Information

The appellant is assigned to Position Number 51326000. The appellant and supervisor have certified to the accuracy of the position description.

This position is located at [an organization] tasked with training Naval officer and enlisted personnel in the operation and maintenance of the TRIDENT submarine and all associated systems. The position being appealed is located in [this organization]. As the head of the Facilities Management Division (Code 024), the appellant is responsible for the operation and maintenance of the facilities assigned to the command. According to the appellant, he is responsible for two buildings - a 535,000 square foot training facility and a 14,000 square foot submarine firefighting trainer. The primary facility houses 85 laboratories (training simulators that are used to create fire and flooding training situations), 85

classrooms, and administrative space. The appellant is responsible for all facility support equipment, including the electronic auxiliary fresh water systems, solid state rectifiers, multigenerators, equipment cooling and regular air conditioning systems, and closed circuit cooling systems.

He supervises four full-time civilian employees [two GS-802-11, Engineering Technicians; one GS-856-11, Electronics Technician; and one GS-335-7, Computer Assistant (Office Automation)] and two full-time military personnel (an E-8 and an E-5). He also indirectly supervises a varying number of transient military enlisted personnel.

The appellant receives direction from the Command Support Department Director (Administrative Officer, GS-341-12).

Standards Referenced

Facility Management Series, GS-1640, June 1973

General Schedule Supervisory Guide, April 1993

Series and Title Determination

The appellant does not contest his series and title determination.

The appellant's position is correctly placed in the GS-1640 series. This series covers positions that involve managing the operation and maintenance of buildings, grounds, and other facilities such as posts, camps, depots, power plants, parks, forests, and roadways. Such work requires (1) administrative and managerial skills and abilities and (2) broad technical knowledge of the operating capabilities and maintenance requirements of various kinds of physical plants and equipment. While positions in this series typically involve directing work performed by a variety of trades and labor employees and require specialized knowledge of such work, they do not have as their paramount qualification requirement an intensive knowledge of the specific trades skills utilized.

Facility Manager is the title for positions that involve directly managing the operation and maintenance of various buildings and facilities.

Grade Determination

The facility management duties of this position will be evaluated by referencing the GS-1640 classification standard while the supervisory duties will be reviewed using the General Schedule Supervisory Guide.

FACILITY MANAGEMENT SERIES, GS-1640

The GS-1640 position classification standard is written in narrative style and provides three factors for grade determination: *Management Factors*, *Technical Factors*, and *Personal Factors*. The grade levels described in the standard range from GS-9 to GS-12. Since the appellant is requesting an upgrade to the GS-13 level, we will first consider his position with respect to the GS-12 criteria in the standard to determine whether he meets, exceeds, or falls short of that level.

Management Factors

At the GS-12 level, the classification standard describes a manager concerned with fixing the guides and limits of authority for subordinates and establishing check points to be used in an overall evaluation of the program. The size of the staff under a GS-12 Facility Manager's jurisdiction may require spending a considerable amount of time with personnel management problems. In the appellant's case, the staff is fairly small. He supervises four full-time civilian employees: two GS-802-11, Engineering Technicians, one GS-856-11, Electronics Technician, and one GS-335-7, Computer Assistant (Office Automation); and two full-time military personnel (an E-8 and an E-5). One of the two military oversees a varying number of transient military enlisted personnel who are usually students awaiting orders or transfers. According to the appellant, the transient personnel are responsible for menial tasks such as cleaning, sweeping, changing light bulbs, and taking out trash. None of the staff supervised by the appellant function as full supervisors. According to one of the appellant's critical elements in his performance plan, he administers first-level supervision over division personnel. He assigns and reviews work based on individual expertise and skills of employees, evaluates performance, provides guidance and direction, recommends promotions and awards, provides employee training and development, disciplines employees, and resolves grievances.

The GS-12 manager is required to spend more of his time in arranging or attending meetings and conferences with representatives of agencies occupying space or with suppliers of space, services, equipment, or materials. The appellant regularly attends meetings with department heads at [his organization], with public works personnel at the Submarine Base, and with various contractors.

According to the GS-1640 standard, planning and new or unusual technical problems have a greater call upon a GS-12 Facility Manager's time than at lower levels. The appellant is responsible for all facilities planning and programming, station master planning, and real estate functions, as well as natural resources management and National Environmental Policy Act planning. The appellant

coordinates all contracts for engineering services design, construction, and facilities support services.

At the GS-12 level, planning of maintenance work requires consideration of more and varied cost factors. The maintenance of the structural soundness of buildings, whether masonry or wood, frequently involves a choice of procedures. The balancing of cost factors between preventive maintenance and major maintenance and the selection of procedures are the responsibility of the manager. As new developments occur in building design or operations, the manager must consider them from many aspects such as cost of installation versus improved service to building occupants, and operating costs. In addition, he must have a thorough knowledge of the technical aspects of the problem. In the appellant's work situation, actual construction or maintenance is done by the Submarine Base Public Works Department, individual contractors or by the Base Operating Services Contractor. The appellant and/or his staff develop inspection guidelines for contractor performance and maintain and implement inspection procedures to monitor and evaluate the contractors' performance. The appellant serves as a liaison with these contractors and other activities providing service. [His organization] receives engineering and architectural services from the Resident Officer in Charge of Construction, Kings Bay, Naval Facilities Engineering Command; from contracted firms; and from the Facilities and Environmental Directorate, Submarine Base, Kings Bay. According to the appellant, he is responsible for formulating an annual budget (including civilian and military labor costs, utilities, and the Base Operating Services Contractor) of approximately \$4 million.

The preparation of reports on both the technical and administrative aspects of the program for the information of higher management levels also represents an important segment of the GS-12 Facility Manager's responsibility. The appellant is responsible for the preparation of a variety of reports, including a monthly expenditure report covering environmental issues, an annual report on energy conservation, a monthly utility report with projected and annual expenses, and an annual bronze hammer report describing savings from self help projects.

In sum, the appellant's position meets but does not exceed the GS-12 level for Management Factors.

Technical Factors

Where the GS-12 Facility Manager in charge of a building or group of buildings is employed by the occupying agency, he serves as the technical expert for the activity and may be called upon to furnish technical suggestions and advice on equipment used by other services located in the building. According to the

appellant's position description, his assignments involve the entire range of architectural/structural, electrical, mechanical, computer, electronic and utility systems in [his organizational] complex. His primary responsibility is the development of engineering criteria for use by personnel at the Submarine Base Public Works Department, the Base Operating Service Contractor, and the Resident Officer in Charge of Construction; division technicians, private contractors involved in the construction and outfitting program; and subsequent repair, improvement and/or alteration work. His performance elements also state that he serves as the consultant/technical expert during construction, outfitting, and operation of all military construction projects.

Dealing with operating emergencies is not a particularly demanding part of the responsibility at this level. The GS-12 Facility Manager has subordinates in charge of operating shops with skills, knowledge, and sufficient authority to deal with most operating emergencies. Similarly, the appellant states that the three GS-11 positions that he supervises possess the skills, knowledge, and authority to deal with the contractors and craftsmen on most operating problems.

In considering service demands for electric power and in planning to meet load requirements, the GS-12 manager must be familiar with transformer capacities and characteristics and know when action must be taken to add or change equipment. This is just one example of the technical decisions and considerations which confront managers in this class with greater frequency than at lower levels because of the increased size or scope or both, of their responsibilities. The appellant states that the technical responsibilities for his position are complex because of the stringent parameters and tight criteria of the facility and its support equipment in terms of such factors as humidity, voltage, and temperature.

Although not grade determining in itself, as a broad general index to the level, gross square footage of space assigned to a GS-12 Facility Manager is around one million square feet. The appellant is responsible for a division that maintains and repairs over 6,000 maintenance items spread throughout a 540,000+ square foot complex encompassing two buildings, as well as the land and natural resources found on the complex.

The appellant's position meets but does not exceed the GS-12 level for Technical Factors.

Personal Factors

A GS-12 Facility Manager must be able to represent the agency in negotiations with architects, engineers, and contractors. The appellant represents [his organization] in meetings with the Resident Officer in Charge of Construction,

Kings Bay, Naval Facilities Engineering Command; private contractors; personnel from the Facilities and Environmental Directorate, Submarine Base, Kings Bay; and counterparts at the Chief of Naval Education and Training in Pensacola, Florida.

The appellant's position meets but does not exceed the GS-12 level for Personal Factors.

Work Situations

As an aid to users of the classification standard, typical work situations and a list of required qualifications at the GS-12 level are also provided. A portion of the GS-12 work situation described in the standard follows:

- Under the general administrative supervision of the hospital manager, directs all maintenance, repair, and alterations for a 1,200- bed hospital with a gross floor area of 930,000 square feet.
- The incumbent is aided by a staff of 100 employees, supervised by an assistant manager and section chiefs in charge of the following sections: Administrative, Buildings and Grounds, Laundry, Protective, and Utilities.
- The incumbent is responsible for developing goals and standards of performance to guide subordinates. He supervises construction on building projects or alterations to the hospital's facilities, some exceeding \$25,000 in cost.
- The incumbent supervises the maintenance of records and the preparation of reports to be used in making estimates and to document action taken in the operation of a facility with annual costs amounting to several million dollars. He prepares the budget based on plans he has developed for maintenance and repair work including needed new construction or alteration projects, the replacement of existing equipment and the procurement and installation of additional equipment. The incumbent supervises the purchase of operating and maintenance supplies, materials, and equipment.

While the appellant's staff is much smaller than the work situation described at the GS-12 level of the standard and the gross square footage at [his organization] is less than that depicted in the standard, the appellant's responsibilities and budget are similar to those at the GS-12.

Qualifications Statement

The qualifications described in the standard for the GS-12 level are:

- Ability to solve new or unusual technical problems.
- Ability to serve as an expert on technical problems in buildings operations.
- Ability to direct a security and protection program.
- Ability to direct a personnel program.
- Skill at personal contacts with professional persons (architects and engineers).
- Ability to negotiate contracts.
- Knowledge of construction techniques.
- Knowledge of reinforced concrete construction.
- Knowledge of masonry construction.
- Knowledge of masonry maintenance.
- Knowledge of maintenance of wood frame structures.
- Ability to determine transportation requirements in terms of number and types of vehicles.

The appellant's position description describes similar qualifications to those described at the GS-12 level in the standard.

Summary

The appellant's position is correctly classified at the GS-12 level when compared to the GS-1640 classification standard.

GENERAL SCHEDULE SUPERVISORY GUIDE

The guide provides evaluation criteria for determining the General Schedule grade level of supervisory positions in grades GS-5 through GS-15. This guide employs a factor-point evaluation method that assesses: Program Scope and Effect, Organizational Setting, Supervisory and Managerial Authority Exercised, Personal Contacts, Difficulty of Typical Work Directed, and Other Conditions. Under each factor there are several factor level definitions which are assigned specific point values. The points for all levels are fixed and no interpolation or extrapolation of them is permitted. Supervisory duties are evaluated by comparing them with each factor and crediting the points designated for the highest factor level which is met according to the instructions specific to each factor and level. If two or more levels of a factor are met, the points for the highest level met is credited. However, if one level of a factor is exceeded, but the next higher level is not met, the lower level involved is credited. The final grade is determined by adding the total points accumulated under all factors. A point-to-grade conversion table at the end of the guide is provided to convert the point total to a grade.

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.

The appellant's position meets Level 1-2. At this level, the program segment or work directed is 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. The first illustration under Factor Level 1-2 in the Guide is comparable to the appellant's position: "Directs budget, management, staffing, supply, maintenance, protective, library, payroll, or similar services which support a small Army, Navy, or Air Force base with no extensive research, development, testing, or comparable missions, a typical national park, a hospital, or a nondefense agency field office of moderate size and limited complexity. The services provided directly or significantly impact other functions and activities throughout the organizations supported and/or a small population of visitors or users."

Level 1-3 is not met. At this level, 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. Neither description applies to the appellant's work situation. In terms of effect, the appellant's position does not meet the Level 1-3 definition of having a direct and significant impact on 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. The appellant's work does not directly involve or substantially impact the provision of essential support operations to numerous, varied, and complex technical, professional, and administrative functions.

Level 1-2, 350 points, is assigned.

Factor 2 - Organizational Setting

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

The appellant's position meets Level 2-1, which applies to a position that is accountable 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. The appellant reports to the Command Support Department Director (Administrative Officer, GS-341-12), who in turn reports to the Executive Officer (Naval Commander), who is accountable to the Commanding Officer (Naval Captain).

The appellant's position does not meet Level 2-2, in which the position 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.

Level 2-1, 100 points, is assigned.

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.

The appellant's position meets Level 3-2c. Interviews with both the appellant and his supervisor confirm that the appellant's position has delegated authority for all of the criteria at Level 3-2c:

1. Plan work to be accomplished by subordinates, set and adjust short-term priorities, and prepare schedules for completion of work;
2. Assign work to subordinates based on priorities, selective consideration of the difficulty and requirements of assignments, and the capabilities of employees;
3. Evaluate work performance of subordinates;
4. Give advice, counsel, or instruction to employees on both work and administrative matters;

5. Interview candidates for positions in the unit; recommend appointment, promotion, or reassignment to such positions;
6. Hear and resolve complaints from employees, referring group grievances and more serious unresolved complaints to a higher level supervisor or manager;
7. Effect minor disciplinary measures, such as warnings and reprimands, recommending other action in more serious cases;
8. Identify developmental and training needs of employees, providing or arranging for needed development and training;
9. Find ways to improve production or increase the quality of the work directed; and
10. Develop performance standards.

To be evaluated at Factor Level 3-3, positions must meet paragraph a or b in the guide. The appellant's position does not meet paragraph a, in which the supervisor exercises delegated managerial authority to set a series of annual, multiyear, or similar types of long-range work plans and schedules for in-service or contracted work. Examples of this level are: directing development of data; providing expertise and insights; securing of legal opinions; preparing position papers or legislative proposals; and executing comparable activities which support development of goals and objectives related to high levels of program management and development or formulation.

To meet paragraph b, the supervisor must exercise all or nearly all of the delegated supervisory authorities and responsibilities described at Level 3-2c of this factor and, in addition, at least 8 of the factors described in the guide. The appellant's position does not meet 8 of the factors for two primary reasons: (1) the appellant does not direct any positions that function as supervisors with full supervisory authority and (2) while the appellant has authority to recommend certain personnel actions, he does not have authority for approving selections of subordinate nonsupervisory positions; hearing and resolving group grievances or serious employee complaints; reviewing and approving serious disciplinary actions (e.g., suspensions) involving nonsupervisory subordinates; making decisions on nonroutine, costly, or controversial training needs and training requests related to employees of the unit; or approving expenses comparable to extensive overtime and employee travel.

Level 3-2c, 450 points, is assigned.

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.

Subfactor Levels 4A-2 and 4B-2 are assigned to the appellant's position. The appellant's contacts include public works personnel at the Submarine Base, Kings Bay; Resident Officer in Charge of Construction, Kings Bay, Naval Facilities Engineering Command; the Base Operating Services Contractor (currently J.A. Jones company); counterparts in the major claimant, Chief of Naval Education and Training, Pensacola, Florida. The purpose of contacts is to ensure that information provided to outside parties is accurate and consistent; to plan and coordinate the work directed with that of others outside the subordinate organization; and/or to resolve differences of opinion among managers, supervisors, employees, contractors or others.

The appellant's position does not meet the higher level, at which frequent contacts are with: 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 include those which take place in meetings and conferences and unplanned contacts 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.

Subfactor Levels 4A-2, 50 points, and 4B-2, 75 points, are assigned.

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.

The appellant's position meets Level 5-6, in which the highest level of base work directed is GS-11. The appellant supervises four full-time civilians (three of whom

are GS-11) and two full-time military members (E-8 and E-5). He also indirectly supervises transient enlisted military.

Level 5-7 is not met because the highest level of base work directed at this level is GS-12.

Level 5-6, 800 points, is assigned.

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.

The appellant's position meets Level 6-4a. Supervision at this level 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.

Level 6-5 is not met because the appellant's position does not require significant and extensive coordination and integration of a number of important projects or program segments of professional, scientific, technical, managerial, or administrative work comparable in difficulty to the GS-12 level.

Level 6-4a, 1120 points, is assigned.

Summary of General Schedule Supervisory Guide Application

	EVALUATION FACTORS	POINTS ASSIGNED	STANDARD (FL#)
1	PROGRAM SCOPE AND EFFECT	350	1-2
2	ORGANIZATIONAL SETTING	100	2-1
3	SUPERVISORY AND MANAGERIAL AUTHORITY EXERCISED	450	3-2a
4A	NATURE OF CONTACTS	50	4A-2
4B	PURPOSE OF CONTACTS	75	4B-2
5	DIFFICULTY OF TYPICAL WORK DIRECTED	800	5-6
6	OTHER CONDITIONS	1120	6-4a
S U M M A R Y	TOTAL POINTS	2945	REFERENCE:
	GRADE CONVERSION	GS-12	General Schedule Supervisory Guide

Summary

The appellant's duties meet the GS-12 level as described in the Facility Manager, GS-1640, classification standard and the GS-12 level by application of the General Schedule Supervisory Guide.

Decision

This position is properly classified as Facility Manager, GS-1640-12. This decision constitutes a classification certificate issued under the authority of section 5112(b) of title 5, United States Code. This certificate is mandatory and

binding on all administrative, certifying, payroll, disbursing, and accounting officials of the Government.