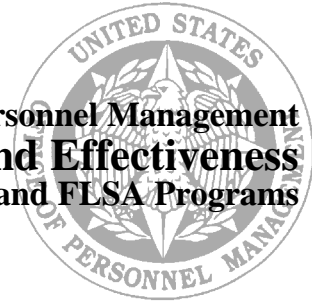


U.S. Office of Personnel Management
Office of Merit Systems Oversight and Effectiveness
Classification Appeals and FLSA Programs



Chicago Oversight Division
230 South Dearborn Street, DPN 30-6
Chicago, IL 60604

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

Appellant: [Appellant's name]

Agency classification: Supervisory Allowance Specialist
GS-2001-11

Organization: Department of Air Force
Air Force Materiel Command/ASC
[#] Air Base Wing
[#] Logistics and Operations Group
[#] Supply Squadron
Materiel Management Flight
Equipment Management Element
[Name of] Air Force Base, [State]

OPM decision: **GS-2001-11**
Title at agency discretion

OPM decision number: C-2001-11-01

/s/

Frederick J. Boland
Classification Appeals Officer

March 31, 1998

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).

Decision sent to:

[appellants name and address]

Ms. Sandra Grese
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[name and address of appellant's servicing
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Mr. William Duffy
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INTRODUCTION

The appellant is assigned to position number LGSME-02752, classified as Supervisory Allowance Specialist, GS-2001-11. The position is located in the Equipment Management Element, Material Management Flight, [#] Supply Squadron, [#] Logistics and Operations Group, [#] Air Base Wing, Air Force Materiel Command/ASC, Department of the Air Force, at [Name of] Air Force Base, [State]. She disputes the agency's evaluation of her position under Factor 1, Scope and Effect, at Level 1-2 of the General Schedule Supervisory Guide, contending that Level 1-3 is more appropriate.

POSITION INFORMATION

The appellant directs a staff of about 14, which includes 12 Accountability Specialists, GS-2001-9, an Inventory Management Specialist, GS-2010-9, and a Staff Sergeant. Her position, which carries the organizational title of Chief of Equipment Management Element, involves managing all equipment items maintained on Equipment Authorization Inventory Data (EAID) (excluding vehicles), serving as the installation Equipment Review and Authorization Activity (ERAA), acting for and on behalf of the Chief of Supply for overall management of equipment assets accounted for on the Standard Base Supply System (SBSS) records, and directing the Base Engine Management Monitor.

The Equipment Management Element (EME) carries out a segment of the Material Management Program, which in turn is a segment of the overall base supply program. The appellant reports to a Supervisory Supply Specialist, GS-2001-13, who heads the Materiel Management Flight. She devotes most of her time to supervision (about 85 percent) and little to personally performing specialist work.

ANALYSIS AND FINDINGS

Series and Title Determination

The series of a supervisory position is typically the same series as the positions supervised. The appellant supervises specialists who largely advise serviced organizations on determining, justifying, and forecasting their equipment and supply needs. The work performed by the appellant's organization is in some respects similar to the work in the GS-2010 series. However, the EME is primarily responsible for the accountability of assigned in-use and in-account equipment, based on allowances that have been established by higher authority. The EME ensures that account holders: do not exceed authorized allowances; comply with allowance changes resulting from increases or decreases in mission assignments; consider alternatives to purchasing major items of equipment; and complete required allowance inventories prior to the relief of the allowance custodian. The EME provides equipment location, status, and usage information to managers for use in planning support of operations and exercises, and reallocating equipment based on changing requirements.

The EME does not provide materiel support needs peculiar to assigned items of equipment, weapons systems, or special projects such as construction, maintenance, or modification. It provides accountability control of equipment assigned to its various serviced organizations by verifying that equipment is authorized on the appropriate Table of Allowance (TA) and ensuring that equipment

transactions are recorded. Most of the work does not meet the requirements to be placed in the Inventory Management Series, GS-2010, though no other series specifically applies. Supply work not covered by a specific series is classified to the General Supply, GS-2001, series.

The OPM *General Supply, GS-2001, Series* standard, dated July 1992, suggests Supply Specialist as a title, but permits agencies to prescribe titles that more accurately describe the work, so long as they comport with the instructions in Section III, H of the *Introduction to the Position Classification Standards*. The agency's assigned title of *Supervisory Allowance Specialist* meets these requirements.

Grade Determination

The appellant's program management and supervisory duties and responsibilities are evaluated under the OPM *General Schedule Supervisory Guide* (GSSG), dated April 1993. The GSSG is applied to duties, like the appellant's, that require accomplishment of work through combined technical and administrative direction of others, demand a substantial (at least 25 percent) amount of the position's time, and meet at least the minimum level of Factor 3 in the guide.

Work demanding less than a substantial amount of time is not considered in classifying a position. Similarly, acting, temporary, and other responsibilities that are not regular and continuing are not considered in classifying positions. (Temporary assignments of sufficient duration, though, are sometimes recognized in accordance with agency discretion by temporary promotion if higher graded duties are involved, by formal detail, or by performance recognition.) Consequently, the appellant's personally performed specialist work is not examined.

The GSSG uses a point-factor evaluation approach where the points assigned under each factor must be fully equivalent to the factor-level described in the guide. If a factor is not equivalent in all respects to the overall intent of a particular level described in the guide, a lower level point value must be assigned, unless the deficiency is balanced by an equally important aspect that meets a higher level.

Factor 1: Program Scope and Effect

This factor measures the general complexity, breadth, and impact of the program areas and work directed, including its organizational and geographic coverage. It also assesses the effect of the work both within and outside the immediate organization. All work for which the supervisor is both technically and administratively responsible, including work accomplished through subordinates or contractors, is considered. To receive credit for a given level, the separate criteria specified for both scope and effect must be met at that factor level.

To support her claim, the appellant notes, among other things:

The Equipment Management Element (EME) manages over \$469 million in equipment assets, 110 allowance standards, (formally tables of allowance), which greatly effects the mission of 859 base/tenant organizations geographically located in cities throughout [State] and six surrounding states. The functions of this position and its element has the greatest impact on the day-to-day operation of those organizations managed by EME than any other element or flight in the supply squadron. A review of the allowance standard (AS) and authorization prescribes equipment required from basic support to very complex mission applications. For example, AS 629

provides the standards for visual information support, AS 538 covers support equipment required for the Security Force Organizations, and AS 363 which deals with C-141 mission design series aircraft. (Attachments 7-2,3 and 4, respectively). EME has the authority to approve or disapprove request for equipment if the justification does not meet the mission requirement, or the AF Form 601 may be returned for additional information to request AS inclusion. If approved by EME, these authorizations are listed on the Custody Authorization/ Custodian Receipt Listing (CA/CRL). EME has the authority to freeze organizations' equipment accounts if they fail to adhere to the prescribed procedures within AFMAN 23-110, which prevents the organization from buying fuel, supplies, tools or clothing which effects the mission and personnel (Attachments 7-5). Additionally, EME has the authority to put a person on administrative hold, if he/she has obligations and have not processed through Base Supply.

Subfactor 1a: Scope

Scope addresses complexity and breadth of the program or work directed, including the geographic and organizational coverage within the agency structure. It has two elements: (a) the program (or program segment) directed and (b) the work directed, the products produced, or the services delivered. Scope includes the geographic and organizational coverage of the program or program segment.

Level 1-2 of the guide covers the direction of administrative, technical, complex clerical, or comparable work that has limited geographic coverage and supports most of the activities of a typical agency field office, a small to medium sized military installation, or comparable activities within agency program segments. Directing budget, supply, or payroll services that support a small military base is typical of this level.

Level 1-3 covers the direction of a program segment performing administrative, technical, or professional work where the program segment and work directed encompass 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 professional services directly affecting a large or complex multi-mission military installation, or of an organization of similar magnitude, is also characteristic of this level.

The appellant directs administrative work that meets some aspects of Level 1-3 Scope, since it supports a large military base. However, the organizational breadth and complexity of the appellant's duties do not comport with Level 1-3's illustrative examples. Level 1-3's criteria are specific only with regard to the geographic coverage of the program scope. Its three examples, however, provide a key to assessing whether the appellant's organizational coverage and the work she directs meet the envisioned scope of Level 1-3. The first example pertains to managing substantive projects throughout a geographic region, such as construction projects. The second pertains to furnishing a significant portion of an agency's line program directly to the general public. The third pertains to providing support services to an organization or group of organizations like a large or complex multi-mission military installation. Of the three, the last is directly relevant to the appellant's work. It describes directing administrative services (personnel, supply management, budget, facilities management, or similar) that support and directly affect the operations of a large or complex multi-mission military installation or an organization of similar magnitude.

While the work the appellant directs is an important and essential part of supply management, it comprises but a small part of the full range of services that the Supply Squadron furnishes. Level 1-3,

in contrast, refers to directing the full range of human resource management services or the full range of budget and financial operations, rather than a portion of these multi-function services. Level 1-3 is also the highest level that the GSSG credits for less than bureauwide or entire field establishment-wide responsibilities. The EME is but a single unit of the Supply Squadron, lacking any subordinate structure of its own, but subordinate itself to higher supply organization units at the base. Hence, its organizational coverage is of minimal breadth, comprising a limited portion of supply management. Consequently, the scope of the work directed by the appellant, while exceeding Level 1-2, falls significantly short of Level 1-3's pertinent illustration.

We evaluate Scope at Level 1-2.

Subfactor 1b: Effect

Effect addresses impact of programs, products, or correctly performed work both within and outside the agency.

At Level 1-2, services support and significantly affect installation level, area office level, or field office operations and objectives, or are delivered to a moderate, local, or limited population of clients or users comparable to a major portion of a small city or rural county. (Directing budget, supply, protective, or similar services for a small base without extensive research, testing, or similar missions meets this level.)

At Level 1-3, activities, functions, or services directly and significantly affect a wide range of agency activities, the work of other agencies, the operations of outside interests, or the general public. At the field activity level (involving large, complex, multi-mission organizations and/or very large serviced populations) the work directly involves or substantially impacts the provision of essential support services or products to numerous, varied, and complex technical, professional, or administrative functions.

To receive credit for a level under this factor, the work must meet the criteria under both Scope and Effect. The work the appellant directs exceeds the small base impact of Level 1-2. Regardless of whether or not EME's services meet Level 1-3 Effect criteria, the position's credit under this factor remains limited by its scope.

We evaluate this factor at Level 1-2 and credit 350 points.

Factor 2: Organizational Setting

This factor considers the organizational position of the supervisor in relation to higher levels of management (the rank of the person to whom the supervisor reports for direction and appraisal). Under this factor, if the position being classified reports directly to a Senior Executive, flag officer, or the equivalent, it receives Level 2-3 credit. If not, but the second-level supervisor of the position being classified is a Senior Executive, flag officer, or the equivalent, it receives Level 2-2 credit. In all other cases, the position being supervised is assigned Level 2-1 credit. An appellant reporting to more than one individual is considered to report to the individual who appraises her performance.

The appellant's performance ratings are given by her immediate supervisor, a GS-13, and reviewed by the Chief of Supply, a Lieutenant Colonel (military pay grade O-5, not a flag officer rank). Consequently, only the minimum credit level for this factor applies.

We evaluate this factor at Level 2-1 and credit 175 points.

Factor 3: Supervisory and Managerial Authority

This factor covers the delegated supervisory and managerial authorities that are exercised on a recurring basis.

Level 3-2 provides three alternative sets of criteria. The third of these options (cited in paragraph 3-2c of the guide) specifies 10 authorities and responsibilities characteristic of supervisors functioning at this Level. The appellant exercises nearly all these authorities and thereby meets Level 3-2.

Level 3-3 specifies two alternative sets of criteria. The first of these, 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 these areas. Such responsibilities belong to higher level positions than her own.

The second method (cited in paragraph 3-3b) describes 15 supervisory authorities that exceed in complexity and responsibility the 10 depicted under paragraph 3-2c. Under this second provision, a position can be credited at Level 3-3 if, in addition to exercising all or nearly all the Level 3-2c authorities, it also exercises at least 8 of the 15 supervisory authorities specified at Level 3-3b. While the appellant exercises some of Level 3-3b's authorities, she does not exercise the required majority. Eight that she does not significantly exercise are detailed below.

- Authorities 6, 8, and 10 are not exercised by the appellant. The first two deal with performance evaluation and selection of subordinate supervisors while the last involves approval of serious disciplinary actions against subordinates, an authority reserved to higher echelons.
- Authority 1 deals with the use of subordinate supervisors, team chiefs, or comparable personnel to direct, coordinate, or otherwise oversee work; and/or providing similar oversight of contractors. The appellant has no subordinate supervisors or team leaders.
- Authority 5 deals with making decisions on work problems surfaced by subordinate supervisors, contractors, or similar personnel. The appellant has no subordinate supervisors, nor does she work with contractors or similar personnel.
- Authority 9 concerns hearing and resolving group grievances or serious employee complaints. The appellant's authority in these matters is limited to hearing and resolving common complaints and grievances, rather than resolving serious (e.g., sexual harassment) complaints or group grievances of similar magnitude.

- Authority 11 involves decision-making authority for nonroutine, costly, or controversial training needs and requests involving subordinates. The appellant's authority in this area is limited to identifying career development and training needs of subordinates and arranging for required training.
- Authority 12 speaks of determining whether contractor performed work performed meets standards of adequacy necessary for the authorization of payment. The appellant's responsibilities do not include reviewing contractor performed work for technical adequacy.

Since the appellant does not fully exercise Level 3-3a or a majority of Level 3-3b authorities, Level 3-2 credit applies.

We evaluate this factor at Level 3-2 and credit 450 points.

Factor 4: Nature and Purpose of Contacts

This is a two-part factor that assesses the nature and purpose of personal contacts related to supervisory and managerial responsibilities. The contacts used to determine credit level under one subfactor must be the same used to determine credit under the other subfactor.

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 made with higher ranking managers, supervisors, and staff of program, administrative, and other work units and activities throughout the field activity, installation, command (below the major command level) or major organization of the agency. Contacts may be informal, occur in conferences and meetings, or take place through telephone, televised, radio, or similar contact, and sometimes require nonroutine or special preparation.

At Level 4A-3, frequent contacts are made with high ranking military or managers, supervisors, and technical staff at bureau and major organization levels of the agency, with agency headquarters administrative support staff, or comparable personnel in other agencies and often require extensive preparation or up-to-date technical familiarity with complex subject matter.

The appellant has frequent contact with higher ranking military and civilian managers, both within and outside the organization. These contacts sometimes require special preparation, relative to equipment support issues, as at Level 4A-2.

Unlike Level 4A-3, the appellant's contacts do not often require the extensive preparation of briefing materials or technical familiarity with complex subject matter.

We evaluate this factor at Level 4A-2 and credit 50 points.

Subfactor 4B: Purpose of Contacts

This subfactor includes the advisory, representational, negotiating, and commitment responsibilities related to the supervisor's contacts credited under the previous subfactor.

As at Level 4B-2, the purpose of the appellant's contacts is to plan and coordinate the work directed with that of others outside the subordinate organization.

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 typically 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.

The appellant's contacts do not demand, among other things, skilled negotiation or defense of matters of considerable consequence requiring a high level of persuasive ability or negotiation skill, as required for Level 4B-3 credit.

We evaluate this factor at Level 4B-2 and credit 75 points.

Factor 5: Difficulty of Typical Work Directed

This factor covers the difficulty and complexity of the basic work most typical of the organization 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 level credited for this factor normally must constitute at least 25 percent of the workload of the organization supervised. Excluded from consideration are:

- work of lower level positions that primarily support the basic work of the unit,
- work that is graded based upon the supervisory or leader guides,
- work that is graded higher than normal because of extraordinary independence from supervision, and
- work not fully under the supervisor's authority and responsibility as defined under Factor 3.

The agency workload analysis indicates at least 25 percent of the work directed meets the GS-9 level and that no substantial amount of higher graded, nonsupervisory work is performed within EME.

We evaluate this factor at Level 5-5 and credit 650 points.

Factor 6: Other Conditions

This factor measures the extent to which various conditions add to the difficulty of supervision. For credit, the condition must be present and dealt with on a regular basis. Positions at Level 6-3 or

below are boosted one level if they also meet at least three of the eight special situations described in the guide.

Level 6-3 requires coordination, integration, or consolidation of administrative, technical, or complex technician work comparable to the GS-9 or 10 level. Coordination at this level ensures consistency of product, service, interpretation, or advice; conformance with the output of other units, with formal standards, or with agency policy. Supervisors at this level typically coordinate with supervisors of other units to deal with requirements and problems affecting others outside the organization.

Level 6-4 addresses complications arising from professional, scientific, technical, or administrative work comparable in difficulty to the GS-11 level and requiring substantial coordination and integration of a number of major assignments or projects. Managing work through subordinate supervisors who each direct substantial GS-9 or 10 workloads also meets Level 6-4.

As determined under Factor 5, GS-9 best characterizes the base grade level of EME work. The appellant is responsible for the resolution of conflicts and maintenance of compatibility and consistency with directives and policies. In addition, she coordinates her unit's work with that of other supply management organizations, as at Level 6-3. She does not direct GS-11 work or accomplish work through subordinate supervisors, as at Level 6-4.

Special Situations

The GSSG lists eight work conditions, some or all of which may be present in individual supervisory positions. A position that has been credited at Level 6-3 is assessed against these eight criteria to determine whether three or more of them are present in the position in question. If so, the next highest factor level, 6-4, is credited.

Of the eight work conditions, seven clearly not relevant to the appellant's position are: *Shift Operations, Fluctuating Workforce/Deadlines, Physical Dispersion, Special Staffing Situations, Impact of Specialized Programs, Changing Technology, and Special Hazard and Safety Conditions.* Consequently, no additional credit applies.

We evaluate this factor at Level 6-3a and credit 975 points.

FACTOR LEVEL POINT SUMMARY

Factor	Level	Points
1	1-2	350
2	1	100
3	3-2	450
4A	4A-2	50
4B	4B-2	75
5	5-5	650
6	6-3	975
	Total:	2650

The above table summarizes our evaluation of the position. As shown on page 31 of the guide, a total of 2650 points converts to grade GS-11 (2355-2750).

DECISION

As explained in the foregoing analysis, the proper classification of the appellant's position is GS-2001-11, with the title at the agency's discretion.