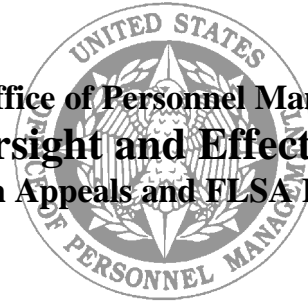


**U.S. Office of Personnel Management  
Office of Merit Systems Oversight and Effectiveness  
Classification Appeals and FLSA Programs**



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

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

**Appellant:** [Appellant]

**Agency classification:** Park Manager  
GS-025-11

**Organization:** U.S. Army  
Corps of Engineers

**OPM decision:** Park Manager  
GS-025-11

**OPM decision number:** C-0025-11-03

**RECONSIDERATION**

This is a reconsideration of OPM decision number C-0025-11-02, dated 12/17/98. This decision supersedes the earlier decision.

\_\_\_\_\_  
Conrad U. Johnson, Director  
Atlanta Oversight Division

\_\_\_\_\_  
4/7/99  
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:**

[Appellant]

[District Personnel Office]

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## **Introduction**

On June 17, 1998, the Atlanta Oversight Division, Office of Personnel Management (OPM), accepted an appeal for the position of Park Manager, GS-025-11, at [site], U.S. Army Engineer District, [geographical location]. The appellant requested that his position be classified as Park Manager, GS-025-12.

A decision was issued by OPM on December 17, 1998, determining the appellant's position to be correctly classified at the GS-11 level. The appellant filed a reconsideration request on January 14, 1999, which contained extensive additional information. This decision is a result of that reconsideration request.

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.

## **General Issues**

The appellant believes that he is performing duties that are substantially the same as his supervisor, Park Manager, GS-025-12, as well as the Park Manager, GS-025-12, position at the [location]. Copies of the position descriptions for both positions were provided by the appellant. The supervisor receives assignments in broad general objectives. He is responsible for developing and monitoring budget, developing long-range and short-term plans, and monitoring manpower utilization. He has ultimate responsibility for managing the programs and operations at [site] and [site]. As the assistant, the appellant shares responsibility for planning, scheduling, assigning, coordinating and reviewing the work of subordinate employees but does not have the same level of responsibility in terms of final authority for budget, long-range planning, and program development as his supervisor does. Therefore, the positions are not the same.

By law, positions are classified based upon their duties, responsibilities, and qualification requirements compared to the criteria specified in the appropriate OPM classification standard or guide. However, the agency also has primary responsibility for ensuring that its positions are classified consistently with OPM appeal decisions. Therefore, we have asked the agency to review and furnish a report on the classification of the Park Manager, GS-025-12, position at [site]. If the agency finds that the position is basically the same as the appellant's, its report should include a plan to correct the classification to be consistent with our appeal decision. Otherwise the report should explain the difference between the appealed position and the other position.

The appellant also discusses the large volume of work he performs and the duties performed in the absence of his supervisor. Neither volume of work nor duties performed in the absence of another employee are considered in determining the grade level of a position.

### **Position Information**

The appellant is assigned to Position Number [#]. The appellant and his supervisor have certified the accuracy of the position description.

The primary purpose of the appellant's position is to assist the Resource Manager in the operation, maintenance, and construction of the [sites]. The appellant supervises 6 GS-9 Park Rangers, 1 WS-9 Maintenance Supervisor, 1 WG-10 Heavy Equipment Mechanic, 1 WG-11 Crane Operator, 3 GS-6 Park Rangers, 1 WG-8 Motor Vehicle Operator, 1 WG-8 Engineer Equipment Operator, and 1 WG-1 Laborer.

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 spends 30 percent of his time performing supervisory duties including planning, coordinating, and assigning work to his subordinates. He evaluates performance, advises on training needs, makes selections for vacancies, resolves minor complaints and discipline problems, and reviews subordinates' work for accuracy and compliance. He spends 30 percent of his time in maintenance management that includes being responsible for the Corps operated facilities, repairs, construction, and equipment supply for work assignments. Forty-five percent of the appellant's time is spent on park management. This involves overseeing the management of the shoreline, coordinating the visitor assistance program, issuing citations, and developing plans and implementing programs for forest management, aquatic plant control, fish and wildlife management, erosion control, etc.

The appellant basically works independently under the general direction of the Resource Site Manager, receiving oral and written instructions. The appellant is responsible for making decisions, selecting and applying techniques and methods, coordinating maintenance activities, and executing short- and long-range programs to completion.

### **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 variety of park programs; and performs important public relations activities for a park or park area. The appellant's position involves all of these responsibilities. Therefore, the appellant's position is correctly placed in the GS-025 series and titled *Park Manager*.

## **Standard determination**

Park Ranger Series, GS-025, November 1985.  
General Schedule Supervisory Guide, April 1998.  
Forestry Series, GS-460, Part II, December 1979.

## **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. Although the agency evaluation cited criteria for grading Deputy or Assistant Chief positions in determining the appellant's grade, the appellant does not share fully in all duties, responsibilities, and authorities of his supervisor. Therefore, grading his position as if it were a deputy or full assistant is inappropriate. We will evaluate the appellant's supervisory duties by application of the criteria in 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.

At Level 1-2, 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.

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 his assistance to oversee both the [sites]. Both are developed projects that provide park and recreational services to the general population. The appellant supervises employees who perform administrative, clerical, and maintenance work in support of recreational, fishing, and tourism activities. The projects extend approximately 120 miles through [state] and [state]. The lakes provide facilities and activities for the surrounding community, as well as local city or county agencies who visit the park recreational or campground areas. The scope of the appellant's position meets Level 1-2.

Level 1-3 is not met in that the population directly and significantly affected 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 in the GSSG. The appellant manages a limited range of services related to recreational, fishing, and tourism activities at two lake sites for a Corps of Engineers resource site office. The scope of the appellant's work is much more limited than intended at Level 1-3.

Level 1-2 is assigned for Scope.

*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 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, 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), the work directly involves or substantially impacts the provision of essential support operations to numerous, varied, and complex technical, professional, and administrative functions.

Level 1-2 is met. The appellant manages functions in support of recreational, fishing, and tourism activities including flood control and natural resources management which encompasses a range of responsibilities such as erosion control, pollution abatement, fire protection, wildlife habitat improvement, prevention of encroachment, and landscape improvements; facility management; lease and licensing administration; management of recreational areas and facilities; public relations; operations and maintenance; emergency operations; and construction. The appellant's work impacts activities at the installation level (i.e., at both lakes). His jurisdiction is limited and compares directly to one of the illustrations for Level 1-2, which describes directing the work of an organization that affects a national park or comparable activity.

The appellant's position does not meet the criteria for assignment of Level 1-3. His responsibilities have local rather than regional impact and do not affect a wide range of agency activities. While the appellant has some responsibilities which affect outside interests (e.g., adjacent landowners, hunters, visitors, and conservation groups), the impact is minimal.

Both *Scope* and *Effect* are evaluated at Level 1-2, for 350 points.

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 Park Manager, a GS-12, who reports to the Chief, ACF Project Management Office, a GS-14. The appellant, therefore, reports to a position that is two or more reporting levels below SES or the equivalent. The appellant meets the criteria for assignment of Level 2-1.

Level 2-1, for 100 points, is 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.

Supervisors at Level 3-2c must carry out at least 3 of the first 4 and a total of 6 or more of the 10 authorities and responsibilities listed in the GSSG:

1. Analyze benefits and costs of accomplishing work in-house versus contracting; recommend whether to contract;
2. Provide technical requirements and descriptions of the work to be accomplished;
3. Plan and establish the work schedules, deadlines, and standards for acceptable work; coordinate and integrate contractor work schedules and processes with work of subordinates or others;
4. Track progress and quality of performance; arrange for subordinates to conduct any required inspections;
5. Decide on the acceptability, rejection, or correction of work products or services, and similar matters which may affect payment to the contractor;
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;
10. Develop performance standards.

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. 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 8 of the following 15 responsibilities listed in the GSSG:

1. Using any of the following to direct, coordinate, or oversee work: supervisors, team leaders, group coordinators, committee chairs, or comparable personnel; and/or providing similar oversight of contractors;
2. Exercising significant responsibilities in dealing with officials of other units or organizations, or in advising management officials of higher rank;
3. Ensuring reasonable equity (among units, groups, teams, projects, etc.) of performance standards and rating techniques developed by subordinates or assuring comparable equity in the assessment by subordinates of the adequacy of contractor capabilities or of contractor completed work;
4. Direction of a program or major program segment with significant resources (e.g., one at a multimillion dollar level of annual resources);
5. Making decisions on work problems presented by subordinate supervisors, team leaders, or similar personnel, or by contractors;
6. Evaluating subordinate supervisors or team leaders and serving as the reviewing official on evaluations of nonsupervisory employees rated by subordinate supervisors;
7. Making or approving selections for subordinate nonsupervisory positions;
8. Recommending selections for subordinate supervisory positions and for work leader, group leader, or project director positions responsible for coordinating the work of others, and similar positions;

9. Hearing and resolving group grievances or serious employee complaints;
10. Reviewing and approving serious disciplinary actions (e.g., suspensions) involving nonsupervisory subordinates;
11. Making decisions on nonroutine, costly, or controversial training needs and training requests related to employees of the unit;
12. Determining whether contractor performed work meets standards of adequacy necessary for authorization of payment;
13. Approving expenses comparable to within-grade increases, extensive overtime, and employee travel;
14. Recommending awards or bonuses for nonsupervisory personnel and changes in position classification, subject to approval by higher level officials, supervisors, or others;
15. Finding and implementing ways to eliminate or reduce significant bottlenecks and barriers to production, promote team building, or improve business practices.

Level 3-2c is met. The appellant exercises all 10 supervisory responsibilities described at this level. He plans the work of his subordinates, including establishing and adjusting short-term priorities; assigns work based on priorities, difficulty, and requirements of assignments, taking into consideration the capabilities of his employees; evaluates work performance 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; assesses the quality of the work directed and suggests ways to improve it; and develops performance standards.

Level 3-3 is not met. The appellant lacks the degree of significant program responsibilities described in Level 3-3a; and he does not exercise 8 of the 15 responsibilities required to credit Level 3-3b. In addition, the appellant has only one subordinate supervisor. *However, the GSSG deliberately uses the plural when speaking of subordinate supervisors and leaders at this level because it is intended to credit only supervisors who direct at least two or three 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.*

Level 3-2c, for 450 points, is credited.

#### 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 organizational 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 organizational 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 [District]; representatives of local public interest groups; technical or operating level employees of city, county, and State governments; and other comparable persons. Contacts are generally by telephone, in person, or in meetings. The nature of these contacts meets Level 4A-2.

The appellant lacks frequent contacts with high ranking or influential individuals often requiring extensive preparation as described at Level 4A-3.

Level 4A-2, for 50 points, is 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-2, 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, leaders, employees, contractors, or others.

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.

Similar to 4B-2, the appellant's regular and recurring personal contacts are to plan and coordinate work, manage resources, and obtain compliance with laws and regulations. He also explains and presents information to other interested parties concerning programs.

Level 4B-3 is not fully met. Although some of the appellant's contacts are to establish policies, regulations, and contracts, they do not typically require him to justify, defend, or negotiate to arrive at compromises or alternatives for the type of high impact, significant issues intended at this level. For example, according to the supervisor, the appellant typically gets complaints from individuals wanting a lake access area to be open during nice weather when it is not scheduled to be open or complaints about lack of facilities or overcrowding. In addition, he may talk to local or county officials about leasing facilities, or he may conduct meetings in neighboring areas to discuss upcoming construction to facilities which may impact use of parks, neighborhoods, etc.

Level 4B-2, for 75 points, is 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. Included is 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. Credit trainee, developmental, or other work engineered to grades below normal full performance levels, at full performance levels in determining the highest level of work which constitutes at least 25 percent of workload or duty time.

The agency determined that the highest level of work creditable under this factor is GS-9. The appellant supervises 6 GS-9 Park Rangers, 1 WS-9 Maintenance Supervisor, 1 WG-10 Heavy Mobile Equipment Mechanic, 1 WG-11 Crane Operator, 3 GS-6 Park Rangers, 1 WG-8 Motor Vehicle Operator, 1 WG-8 Engineering Equipment Operator, and 1 WG-1 Laborer. Positions for which the supervisor does not have *both* administrative and technical supervision are excluded from consideration under this factor. 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 in the GSSG.

Level 5-5, for 650 points, is 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 meets Level 6-3 since he supervises work comparable to GS-9.

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, the applicability of the Special Situations must be determined.

#### *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.

This situation is not credited. Six of the subordinate positions are equivalent to more than one grade level below the base level of work credited for Factor 5, leaving only 6 GS-9 Park Rangers, 1 WG-10 Heavy Equipment Mechanic, and 1 WG-11 Crane Operator that can be considered under this situation. Because of the grade level and independence with which the subordinate WG positions naturally function, they could only marginally affect the difficulty of the appellant's second level supervisory duties. In addition, the diminished technical review exercised in second level supervisory jobs, particularly in mixed occupations, further weakens the actual effect of the variety of work on the appellant's position. Although the appellant indicates that the subordinate supervisor over the WG positions has been ill and he, himself, has assumed more direct supervision of the maintenance crew, this is a temporary situation and does not impact the classification evaluation of his position.

#### *Shift Operations*

This situation may be credited when the position supervises an operation carried out on at least two fully staffed shifts.

The appellant believes that the excessive amount of overtime hours his maintenance crew works should be credited as a shift. He also considers the rangers' winter schedule and summer schedule the equivalent of two shifts. A shift has traditionally been defined as a full eight hour tour of duty. For six months out of the year, a full ranger staff works on weekends in addition to their regular schedule. For the remainder of the year, normally one or sometimes two rangers work on the weekends. During the summer months, the rangers work from daylight to midnight with overlapping schedules. Shift work within the meaning of the GSSG requires greater attention to planning, coordinating, and integrating work. Overtime hours are not appropriately credited as shift work. While the rangers have a weekend shift in the summer and extended hours with overlapping schedules, the appellant does not supervise more than one fully staffed shift year round. No credit can be 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.

The appellant does not handle large staff fluctuations. He does, however, deal with changing deadlines and priorities. He is responsible for maintenance and support of two powerhouses, three locks, and a site office, in addition to his two lakes. The powerhouses, navigation, and river system workload is constantly changing and takes priority over recreational support. Much of the work requires crews to travel and the appellant must coordinate, schedule and adjust priorities frequently. This situation is credited.

#### *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 WG employees under the appellant's supervision work at both lakes and park areas, powerhouses, locks, and the site office. The maintenance area extends approximately 120 miles. The appellant is responsible for changing priorities and scheduling work assignments. While the subordinate supervisor directs the crew, the appellant frequently travels to various locations to assess work that needs to be done, coordinate crews, establish priorities, handle emergency situations, etc. This situation is 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.

The appellant believes that the special training required to operate a recently acquired tugboat should qualify for this situation. However, to credit this situation, all three conditions must be present, and these conditions do not 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 does not supervise a significant workload above GS-9. Therefore, this special situation is 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 believes the work of his staff is hazardous because of weather conditions, terrain, search and rescue operations, the operation of an air boat and tugboat, operation and work around heavy equipment, and law enforcement problems which are dangerous, e.g., domestic disturbances, rowdy and disorderly individuals, persons who forcibly assault others, etc. While these situations can create hazardous situations, staff members are trained and are required to use prescribed safety precautions and techniques in all these situations. According to the appellant's supervisor, law



enforcement problems are minimal. The sheriff is called in if the situation appears to be at all risky. Normally, rangers issue citations and attempt to get the public to comply with park regulations. Staff members are not regularly 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 with two of the eight special situations. Therefore, no grade level is added.

Level 6-3, for 975 points, is credited.

<b>Summary</b>		
<b>Factor</b>	<b>Level</b>	<b>Points</b>
Program Scope & Effect	1-2	350
Organizational Setting	2-1	100
Supervisory & Managerial Authority Exercised	3-2c	450
Personal Contacts	4A-2	50
Purpose of Contacts	4B-2	75
Difficulty of Typical Work Directed	5-5	650
Other Conditions	6-3	975
	<b>Total</b>	2650

Based on the grade conversion table contained in the GSSG, a total of 2650 points falls within the range of GS-11, 2355 to 2750 points.

### **Forestry Series, GS-460, Part II**

Park Manager positions may also be evaluated by reference to other position classification standards covering comparable management and administrative work, such as Part II for Forestry (Administration) of the Forestry Series, GS-460. Positions are evaluated against four classification criteria: *Nature of the assignment; Mental demands; Level of responsibility; and Personal work relationships.*

### Nature of the assignment

At the GS-11 level, employees administer a multiple-use management program, performing a variety of assignments and resolving complex problems on a regular and recurring basis. They formulate work programs; continuously appraise resources; review progress and adjust plans; review landownership patterns within and adjacent to the forest area in order to recommend acquisitions, exchanges, or rights-of-way to facilitate administration and protection of the area; provide local and community leadership to promote plans for land within or adjacent to the forest; and recruit, train, and supervise the subordinate staff. Characteristic of this level is a substantial program for management of recreation resources requiring the forester to gear the programs to critical recreational use conditions and/or heavy public demands for development of recreation resource facilities. Also typical of this level are technical and administrative problems associated with evaluating the conflicts among potential uses, public demands, and the need to negotiate with private or State landowners.

At the GS-12 level, the main distinguishing features are that (1) the variety and complexity of the resources are such that their management requires a substantial number of professionals and technicians, e.g., six or more, in grades GS-7, 9, and 11, plus support personnel, and (2) there are numerous, especially complex and difficult problems and conflicting requirements, and typically strong public demands and pressures to increase the use of the intensively managed resources beyond the existing capacity or direction.

The GS-11 level is met and slightly exceeded. The appellant manages a program which includes an area extending over 125 miles with approximately 700 miles of lake shoreline; 29 parks, campgrounds, marinas; 2 locks; 2 dams; 6,500,000 visitors; and over \$500,000 in revenue. He supervises 15 employees including 6 GS-9 Park Rangers. He must manage numerous conflicting demands including establishing and scheduling work priorities for maintenance crews who support not only recreational facilities but the locks and dams which can impact power for surrounding areas. He must also balance land use, park closures due to over use or weather, and resource development and restrictions with the demands and competing interests of landowners, public interest groups, and resource users. Eight or nine of the parks are leased by the state or county.

The GS-12 level is not fully met. Although the appellant manages a variety of parks and recreational areas, there is no evidence that his assignments substantially involve the degree of highly complex and difficult problems that must be resolved in managing the park projects and in resolving the conflicting objectives of the governmental agencies, public and private interest groups. The appellant has guidelines which establish priority levels for the maintenance of the locks, dams, etc. Therefore, although he must often reschedule work crews, the appellant must do so based on the established priority of the situation or problem which reduces the complexity of the decision. In addition, public demands generally center on such commonly found issues/complaints as when docks and parks are open, level of the lake during spawning season, maintenance of facilities, etc. Often those complaining are the users from the adjacent neighborhoods. Generally, the funds for land acquisition and major development projects have been diminishing for several years. While there may be some

conflicts of interests, these conflicts are not of the degree of complexity nor do they have the public impact envisioned at the GS-12 level.

### Mental demands

At the GS-11 level, employees must possess and use (1) a broad knowledge of forestry principles, techniques, and standards, as well as a working familiarity with related areas such as ecology, public budgeting and financial management, and public relations; (2) skill in interpreting and applying guides in the resolution of a wide variety of problems; and (3) ability to manage the general scope of forestry operations within an assigned geographic area. They are required to make frequent interpretations and adaptations of existing guides and instructions to deal with complex and varying situations, and they are frequently required to exercise independence and resourcefulness.

At the GS-12 level, employees must use extensive initiative, ingenuity, and judgment in devising new techniques and methods to carry out a complex and difficult program. They are frequently called upon to provide additional procedural instructions and exceptions to existing guides and precedents.

The level of experienced judgment and problem solving required by the appellant's position meets the GS-11 level. He must have a broad knowledge of principles and techniques of managing recreational resources, as well as knowledge of budget processes, public relations, environmental issues, and human resources issues. He is responsible for developing additional operating procedures for projects and for determining and recommending when facilities/resources need to be upgraded and the best methods to use, when to close resources, how to minimize conflicts between landowners, public interest groups, users, etc.

The GS-12 level is not met. There is no supporting evidence that the appellant's assignments are of such complexity that he must extensively devise new techniques to meet his program responsibilities.

### Level of responsibility

At the GS-11 level, assignments are general and delegations are broad and extensive. Employees are expected to provide leadership, planning, knowledge, coordination, and decisions in connection with administrative and technical problems and relationships. They usually resolve controversial policy questions by joint consideration with the supervisor.

At the GS-12 level, employees are considered technical and administrative experts who are occasionally assigned more sensitive and consequential projects and who complete their work with minimal review and scrutiny.

The GS-12 level is met. The appellant is considered the technical and administrative expert, handles all projects of the most sensitive nature, and according to the supervisor, carries out his delegated authorities without any direct control or review.

### Personal work relationships

At the GS-11 level, employees have personal work relationships with colleagues, with the general public, and with representatives of organizations with mutual interest in the assigned area for the purpose of increasing cooperation with and understanding of agency programs. They exercise leadership in working with local groups and individuals.

At the GS-12 level, because of the especially complex and controversial situations, personal contact work is of substantial consequence to public acceptance and effectiveness of the program. The employee occasionally serves as the official representative and spokesman in contacts with influential community leaders, with officials of other government units, private interest groups, and forest users.

The GS-11 level is met. The appellant's supervisor indicated that the land use, park closures and permitting programs often create public conflict. The appellant is responsible for overseeing the efforts to communicate with the public, including handling complaints and conducting community meetings. He attends meetings with local, state, and federal agencies throughout the project area having an interest in the lake and lands.

The GS-12 level is not fully met. The appellant meets with a variety of public officials, private and public interest groups, and landowners, and his contacts do influence the acceptance of the park programs/decisions. However, the controversies he handles are not normally as complex nor consequential as intended at this level. His contacts with public officials, groups, and landowners are typically to discuss such things as leasing arrangements of facilities; openings and closings of facilities and access areas; upcoming plans and potential impact, park regulations, etc.

### **Summary**

*Nature of the assignment; Mental demands; and Personal work relationships* are credited at the GS-11 level and *Level of responsibility* is credited at the GS-12 level. Since three factors equate to GS-11 and one factor equates to GS-12, the park management duties are most appropriately classified at the GS-11 level.

### **Decision**

The supervisory duties equate to the GS-11 level. The park management duties equate to the GS-11 level. The position is properly classified as Park Manager, GS-025-11.