

U.S. Office of Personnel Management  
Division for Human Capital Leadership & Merit System Accountability  
Classification Appeals Program

San Francisco Field Services Group  
120 Howard Street, Room 760  
San Francisco, CA 94105-0001

**Classification Appeal Decision**  
**Under section 5112 of title 5, United States Code**

**Appellant:** [Appellant’s name]

**Agency classification:** Building and Property Management  
Specialist  
GS-1101-11

**Organization:** [Appellant’s organization/location]  
Bureau of Land Management  
U.S. Department of the Interior

**OPM decision:** (Title at discretion of agency)  
GS-1101-11

**OPM decision number:** C-1101-11-03

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Marta Brito Pérez  
Associate Director  
Division for Human Capital Leadership &  
Merit System Accountability

June 15, 2004  
Date

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As provided in section 511.612 of title 5, Code of Federal Regulations (CFR), 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's name and address]

[Address of appellant's servicing human resources office]  
Bureau of Land Management  
U.S. Department of the Interior

Director of Personnel  
U.S. Department of the Interior  
Mail Stop 5221  
1849 C Street, NW  
Washington, DC 20240

## **Introduction**

On November 12, 2003, the San Francisco Field Services Group of the U.S. Office of Personnel Management (OPM) accepted a classification appeal from [appellant's name]. On January 21, 2004, we received the agency's complete administrative report. Her position is classified as Building and Property Management Specialist, GS-1101-11, but she believes it should be classified as Space and Property Management Specialist, GS-1101-12. The appellant works in the [appellant's organization/location] Bureau of Land Management (BLM), U.S. Department of the Interior. We have accepted and decided this appeal under section 5112 of title 5, United States Code (U.S.C.).

This decision is based on a thorough review of all information submitted by the appellant and her agency. In addition, to help decide the appeal we conducted separate telephone interviews with the appellant and her supervisor.

## **General issues**

The appellant has certified to the accuracy of her official position description (PD) [number] but her supervisor does not believe it is completely accurate. A PD is the official record of the major duties and responsibilities assigned to a position or job by an official with the authority to assign work. A position is the duties and responsibilities that make up the work performed by the employee. Classification appeal regulations permit OPM to investigate or audit a position and decide an appeal on the basis of the actual duties and responsibilities currently assigned by management and performed by the employee. An OPM appeal decision classifies a real operating position, and not simply the PD. This decision is based on the work currently assigned to and performed by the appellant and sets aside any previous agency decision.

The appellant makes various statements about the classification review process conducted by her agency, and compares her work to higher graded positions in other BLM State Offices. By law, we must classify positions solely by comparing their current duties and responsibilities to OPM position classification standards and guidelines (5 U.S.C. 5106, 5107, and 5112). In adjudicating this appeal, our only concern is to make our own independent decision on the proper classification of her position. Since comparison to standards is the exclusive method for classifying positions, we cannot compare the appellant's position to others as a basis for deciding her appeal. Because our decision sets aside any previous agency decision, the classification practices used by the appellant's agency in classifying her position are not germane to the classification appeal process.

## **Position information**

The appellant is responsible for planning, initiating, implementing, and monitoring space and real property management in the state. She provides advice and assistance to the state office and six field offices regarding leased and non-leased space, building occupancy rules and procedures, leasing requirements, space planning and allocation, and serves as liaison between realty staff of BLM's National Business Center (NBC) in Denver, Colorado, and the state and field offices. She conducts analyses, reviews, and studies as needed by the NBC and the agency's Washington

Office (WO), and represents the state at meetings relative to space, leasing, and/or construction issues. She is the point-of-contact for co-locators from other agencies who share space with BLM in the state. She analyzes, negotiates, and prepares Interagency Agreements (IA) and Reimbursable Work Authorizations (RWA) relative to co-located facilities to ensure that building partners' concerns and financial responsibilities are met. She provides necessary justifications, measurements and standards for acquisition of space, and works with field offices to develop space needs packages. On behalf of contracting officers in the NBC, she inspects facilities for compliance with maintenance and other lease requirements.

The appellant performs long-term studies of future space requirements based on projections in personnel strength and mission. She assists field offices in conducting space studies/surveys to determine the adequacy of space, the need for special purpose space, to develop specifications and supporting documentation for lease agreements, to develop office layouts, and to ensure that space is used efficiently and economically. She also develops estimates of costs for renovation or acquisition of space, and assists field offices in preparing cost estimate packages for new facilities. The appellant's space management duties take approximately 50 percent of her time.

The appellant provides statewide direction on planning, acquisition, management, inventory, and disposal of all personal property including computer equipment and information technology systems, office equipment, cadastral surveying equipment and global positioning systems, and vehicles of all kinds including road graders, trucks, and sedans. She disseminates information on agency standards governing property management, and provides statewide coordination, compliance evaluation, and assistance to the field on proper methods for property accountability. She also performs property reviews at field sites twice a year, and oversees excess and personal property disposal. The appellant's personal property duties occupy up to 35 percent of her time.

The appellant also oversees the replacement and disposal of the state's motor vehicle fleet. She implements and maintains statewide fleet management policies and procedures, and provides direction to field offices on fleet matters, e.g., determining the proper specifications for soliciting replacement motor vehicles. The appellant is also responsible for coordinating energy conservation reporting with the NBC, and implements energy conservation practices in the state. The appellant's fleet and energy conservation duties occupy in total no more than 15 percent of her work time.

The results of our interviews, the appellant's PD and other material of record furnish more information about her duties and responsibilities and how they are performed. Based on our review, we find that the appellant's PD accurately reflects the duties assigned by management and performed by the appellant.

### **Series, title, and standard determination**

The agency has assigned the appellant's position to the Business and Industry Group, GS-1100, and classified it in the General Business and Industry Series, GS-1101 with which the appellant agrees. We concur with the agency's determination. Similar to positions in the GS-1100 Group, the primary work performed by the appellant (and reason for establishing the position) includes advising on and administering programs that require paramount knowledge of business practices,

and the characteristics and use of property, the conduct of related investigations and studies, the collection, analysis, and dissemination of information, the provision of advisory services, etc. In the appellant's position the purpose of this knowledge is manage property, to advise managers on the best way to house their staffs, and to conduct studies and investigations. The appellant collects, analyzes and distributes related information, and administers regulatory provisions and controls. We find that the GS-1101 series is appropriate because, like the appellant's position, it covers other work properly classified in the GS-1100 Group for which no other series has been provided. OPM has prescribed no titles for positions in the GS-1101 series. Therefore, in accordance with Section III. H. 2. of the *Introduction to the Position Classification Standards, (Introduction)* selection of an appropriate title is at the agency's discretion. However, in doing so the agency should follow the titling guidance in the *Introduction*.

There are no published grading criteria for positions classified in the GS-1101 series. Therefore, it is necessary to cross reference to grading criteria in published standards covering series that have similar kinds of work processes, functions, or subject matter, knowledge and skills, and entail a similar level of difficulty and responsibility. To evaluate the appellant's space and real property program management duties we have applied the grading criteria in the classification standard for the Realty Series, GS-1170. While the appellant does not apply the full scope of knowledge and work processes characteristic of positions in that series, her duties covering space allocation and management of real property are sufficiently similar for cross series comparison.

In reviewing the appellant's personal property work we have determined that it is technical support work typical of one-grade interval series, rather than two-grade interval administrative work. Like technical support work, it involves proficiency in one functional area and requires the appellant to follow established methods and procedures to account for personal property. She applies a practical knowledge of the purpose, operation, procedures, techniques, and guidelines governing the personal property accountability program. Unlike two-grade interval administrative work, her duties do not primarily require a high order of analytical ability combined with a comprehensive knowledge of (1) the functions, processes, theories, and principles of management, and (2) the methods used to gather, analyze, and evaluate information. To evaluate the personal property duties we have cross referenced to the grading criteria in the standard for the Supply Clerical and Technician Series, GS-2005. While her duties do not require the full scope of knowledge of supply operations and program requirements, she must be familiar with supply and property accountability policies, regular servicing techniques, regulations and procedures. She performs records functions in inventory, storage, and receipt and control processes, including maintaining an accurate accounting of property through standardized property management control procedures.

As previously noted, the appellant is also responsible for overseeing the state's motor vehicle fleet, and coordinating energy conservation reporting with the NBC. These duties take about 15 percent of her work time. However, only duties that occupy at least 25 percent of an employee's time can affect the grade of a position (*Introduction to the Position Classification Standards, section III.J.*). Therefore, we will not evaluate those duties in this decision.

## **Grade determination**

### *Evaluation of space and real property management duties*

The standard for the Realty Series, GS-1170, uses the Factor Evaluation System (FES), which employs nine factors. Under the FES, each factor level description in a standard describes the minimum characteristics needed to receive credit for the described level. Therefore, if a position fails to meet the criteria in a factor level description in any significant aspect, it must be credited at a lower level. Conversely, the position may exceed those criteria in some aspects and still not be credited at a higher level. Our evaluation with respect to the nine FES factors follows.

#### *Factor 1, Knowledge required by the position*

This factor measures the nature and extent of information or facts that a worker must understand to do acceptable work, such as the steps, procedures, practices, rules, policies, theories, principles, and concepts; and the nature and extent of the skills needed to apply this knowledge.

At Level 1-7, the specialist applies knowledge of a wide range of real estate principles, concepts, and practices as well as a good understanding of the real estate market to acquire property or space, or advise others on acquisition of space, or relocation of employees and tenants in situations involving complicating factors such as unusual and diverse uses and a wide range of acquisition methods. Specialists are involved in leasing space to organizations or tenants having special needs, conducting utilization surveys, and developing long and short range plans for realty requirements in a large geographic or metropolitan area. They negotiate the terms of complex leases, and apply knowledge of contracting rules and regulations regarding acquisition of goods and services, including construction of new buildings. Specialists involved in acquisition work negotiate leases to house multiple agencies with complex space requirements such as space for extensive computer equipment. Specialists engaged in property management work serve as agents for multiple agencies resolving problems covered within the terms of leases including equipment malfunctions, building maintenance, or unanticipated changes in space needs.

At Level 1-8, the specialist uses a mastery of real estate principles, policies, and methodologies in property acquisition, management, and/or disposal. The specialist performs work involving complex issues within a realty program servicing the space needs of one, but typically several agencies or a major segment thereof. Functioning as technical authorities, realty specialists apply new theories and standards to problems not susceptible to treatment by accepted and established realty practices and procedures. They use knowledge and skills to analyze and resolve conflicts in policy and program objectives and/or problems in very complex or controversial transactions involving complex negotiations. Transactions are typically of a scope that they may require long-term, comprehensive planning; the use of teams of realty specialists to complete the project, and the approval of the head of the agency, or appropriate congressional committees or tribal councils, because they exceed delegated authorities or have program wide implications. Specialists at Level 1-8 carry out major projects such as acquiring thousands of

acres of land for a missile site, a large water resource project, or a civil works project involving the cooperation of several agencies or private entities, etc.

The appellant's position is comparable to Level 1-7, but falls short of Level 1-8. Similar to Level 1-7 she applies knowledge of a wide variety of real estate principles and practices, and a good understanding of the [name of state] real estate market (through ongoing market analysis), to recommend to the NBC acquisition of property or office space for both BLM employees and tenant agencies who utilize BLM owned or leased space. While the NBC holds the authority to actually acquire property and award leases, the appellant researches and prepares all documentation for solicitation of bids and lease specifications including square footage needed, unique agency requirements for special use areas, and responsibilities of the building owner for maintenance in BLM leased space. She prepares space justifications for office relocations, and works closely with BLM field office managers where buildings are constructed specifically for BLM to lease. For example, she was extensively involved in developing space needs and specifications for the [name of city] field office building which was custom built for BLM use. This required that she have knowledge of contracting rules and regulations regarding acquisition of services, and the construction of new buildings.

Like Level 1-7, the appellant is involved in leasing space to tenant agencies who co-locate with BLM in the state. These include the U.S. Geological Survey, U.S. Fish and Wildlife Service, and the Forest Service. She assists them in developing their space needs, and analyzes, negotiates and prepares IA's covering shared costs for rent, utilities, and security, and prepares RWA's covering costs for specific building repairs or improvements. Similar to Level 1-7, co-located agency tenants have special needs requiring that their space be tailored to mission requirements. For example, the BLM State Office building was constructed to include a fully equipped scientific laboratory for use by staff of the U.S. Fish and Wildlife Service, as well as a secure law enforcement evidence room. In the state office building BLM required that a special temperature controlled and insulated room be prepared for housing the state's mainframe computer equipment.

Like specialists at Level 1-7, the appellant is engaged in property management for the state and field offices, and represents co-located agencies in discussions with building owners to define responsibilities and resolve issues and problems covered within the terms of leases including equipment malfunctions (e.g., elevators, heating and cooling systems), all aspects of building maintenance (e.g., janitorial, electrical, plumbing, periodic painting, roofing), and deals with unanticipated changes in space needs caused by changes in missions or functions necessitating more or less office space. Similar to Level 1-7, the appellant conducts utilization surveys and long range (i.e., five year) space plans covering the state's real property needs. These cover large metropolitan areas such as [names of two cities], and focus on an analysis of current and future space needs.

The position does not meet Level 1-8. Unlike that level, the appellant's work does not require exercising a mastery of real estate principles and policies to the extent that she is viewed as a technical authority on all property acquisition and management functions. She does not service the real property needs of several agencies or a major segment thereof, and is not faced with situations where new theories and standards must be applied to problems not susceptible to

resolution by accepted realty practices. Her assignments do not require the level of knowledge and skill needed to resolve complex conflicts in policy or controversial transactions, and do not include the types of extensive real property projects typical of Level 1-8. The scope of such assignments and knowledge to address and resolve them are found at higher organizational levels in the agency.

This factor is evaluated at Level 1-7 and 1250 points are credited.

### *Factor 2, Supervisory controls*

This factor covers the nature and extent of direct or indirect controls exercised by the supervisor, the employee's responsibility, and the review of completed work.

At Level 2-4, the supervisor sets the overall objectives and resources available. The employee and supervisor, in consultation, develop the deadlines, projects, agencies, or geographic area for which the employee will be responsible. The employee plans and carries out assignments; resolves conflicts that arise; coordinates the work with others; and interprets policy on own initiative in terms of established objectives. The employee keeps the supervisor informed of progress and potentially controversial matters. Overall, the supervisor reviews the work for feasibility, compatibility with other realty or land use projects, and effectiveness in meeting realty program and/or agency goals and requirements.

At Level 2-5, the supervisor provides administrative direction with assignments in terms of broadly defined missions, functions, or sales goals. The employee plans, designs, and carries out major projects and studies, or major portions of realty programs. The supervisor considers the work technically authoritative and normally accepts results without significant change. Recommendations are evaluated in terms of availability of funds and other resources, broad program goals, impact on the real estate market in the area involved, or national priorities. Supervisors review highly controversial and unprecedented leases and contracts for their impact on policies and legal premises, and whether the processes and conclusions set precedents.

The appellant's position meets Level 2-4, but does not meet Level 2-5. Like Level 2-4, the supervisor sets the overall objectives and resources available for the space management program. The appellant consults with the supervisor in developing the state's space management plan, and in defining deadlines and projects as necessary. Because many work assignments are received from field offices in the form of requests for assistance, or tasked by the NBC, the appellant plans and carries out her duties independently, resolving most conflicts that arise (e.g., those between tenants and building owners), and coordinates her work with other offices as needed. The supervisor is advised of work progress and potentially controversial matters, particularly in those situations where higher level state managers attempt to bypass space management procedures (such as the need to perform local space needs surveys), when projecting space requirements. Work is reviewed by the supervisor for effectiveness in meeting the state's space management goals, and the appropriateness of actions taken to meet space management needs.

The appellant's position does not meet Level 2-5. Unlike that level the supervisor provides more than just administrative direction for assignments. While the appellant independently carries out



local studies and her day to day assignments, she does not design major realty program management studies and projects of the type and scope found at Level 2-5 (these are developed by higher organizational levels to include implementing instructions). She is not viewed as a technical authority in all matters relating to space and property management, and her completed work products are reviewed more closely than that described at Level 2-5.

This factor is evaluated at Level 2-4 and 450 points are assigned.

### *Factor 3, Guidelines*

This factor covers the nature of guidelines and the judgment needed to apply them.

At Level 3-3, numerous guidelines, including agency policies, practices, precedents, and regulations are available. These include Federal property management and standard real estate regulations and procedures, as well as agency-developed manuals or checklists. The guidelines cover most realty work, but may not be completely applicable or sufficiently comprehensive. Specialists use judgment to make limited changes and adaptations to guidelines, such as modifying standard lease and contract clauses. They analyze the results of adaptations and recommend further changes to guidelines.

At Level 3-4, guidelines typically include agency policies and precedents, accepted real estate principles and practices, and laws that provide a general outline of the concepts, methods, legal requirements, and goals of real estate programs. They are of limited use; inadequately cover complex, controversial, or unusual problems, transactions, or negotiations; or may conflict with each other or, if new, with existing guidance. The employee uses initiative and ingenuity to deviate from accepted real estate practices; to reconcile or balance conflicting space needs, uses of land and/or facilities; or to comply with various regulatory requirements. The employee devises innovative approaches, for example, to negotiating compensation, or other terms of contracts, leases, and agreements for complex and unique properties, right-of-way or relocation issues; and/or proposes new or revised policies that may impact on the agency's mission.

The appellant's position meets Level 3-3, but falls short of Level 3-4. Like Level 3-3, the appellant uses numerous guidelines including the CFR, BLM and departmental manuals and Instruction Memorandums, and Federal space and property management regulations. They cover standard space and real property management procedures, but sometimes are not completely applicable to the task at hand. The appellant uses judgment and initiative to adapt or make limited changes to guidelines as needed, particularly in supplementing guidance to field offices on space planning, or collection of space data for space utilization surveys.

The appellant's position does not meet Level 3-4. Unlike that level, her guidelines are more specific than just a general outline of concepts and methods, and are mostly applicable to the assignments. They adequately cover space and real property management procedures, and do not require the degree of initiative and ingenuity to deviate from accepted real property practices described at Level 3-4.

This factor is evaluated at Level 3-3 and 275 points are credited.

#### *Factor 4, Complexity*

This factor covers the nature, number, variety, and intricacy of tasks, steps, processes, or methods in the work performed; the difficulty in identifying what needs to be done; and the difficulty and originality involved in performing the work.

At Level 4-4, the work involves the use of many different and unrelated realty processes and methods in the acquisition, management, or disposal of a wide variety of properties with unusual combinations of diverse characteristics. Assignments may require negotiations in sensitive or unpredictable situations with reluctant or uncooperative property owners, and Federal, State, and local officials. The employee may have to gain acceptance of or agreement with contracts and leases in an effort to avoid court action. Transactions typically involve five or more of the following complicating characteristics including multiple and/or conflicting uses of land, space, or facilities; limited comparable sales; conflicting legal or environmental concerns; community opposition; relocation issues; complex special agency needs such as high security needs in courtrooms and interrogation rooms; frequently changing program requirements; complex environmental control systems; complex leases with numerous interrelated clauses or conditions; extensive damages or repeated vandalism to properties; unstable economic conditions, etc.

At Level 4-5, the work involves various duties where employees perform substantial depth of data analysis. Properties and spaces involved have a broad range of unusual or controversial characteristics that involve, for example, a lack of guidelines, precedents, policies, or relevant data; extensive coordination and negotiation with many different property owners or between Federal agencies; extensive, detailed analysis, such as income analysis of complex or unique corporations, business types, or uses; innovative acquisition plans and procedures, negotiation strategies, and/or financial arrangements. Employees must consider the range of existing and new policies, procedures, laws, and regulations in relation to realty program goals and objectives. Assignments require significant departures from established realty practices and procedures to manage property in a manner that is most beneficial to the Government or provides the greatest public benefit; develop and implement new methods and analytical techniques that meet policy requirements and agency objectives; and recommend policy and procedural changes.

The appellant's position meets Level 4-4, but does not reach Level 4-5. Similar to Level 4-4, she applies many different and unrelated realty processes to manage space in diverse properties. In BLM leased space she has encountered uncooperative property owners, and in some cases agency co-locators, who have refused or questioned lease provisions or terms of Interagency Agreements. In such cases she has exercised skill in negotiating resolutions to avoid further actions at higher levels in the agency. Similar to Level 4-4, her space management transactions involve at least five complicating characteristics. She is involved with multiple uses of space and facilities by several different agencies that each have different Interagency Agreements, missions, and functions, which complicate her space management responsibilities. Significant relocation issues have occurred, particularly when BLM or a co-locator had to break a lease or vacate a building prior to expiration of the lease. Some agency co-locators have special needs such as high security requirements for evidence rooms and construction of scientific laboratories. Complex environmental controls were required by BLM for housing the state's computer main

frame equipment including special electrical, de-humidifying and air conditioning systems. The space needs within the state are subject to frequently changing BLM program requirements, and the appellant has been faced with developing extensive specifications for complex leases, especially when a building is constructed solely for BLM to lease. She uses originality in planning the scope of space management projects.

The appellant's position does not meet Level 4-5. Unlike that level, the properties and spaces she is concerned with do not involve the broad range of unusual or controversial characteristics including a lack of guidelines, and innovative plans, procedures and financial arrangements. In addition, her IA work is not so complex that it creates the need for extensive coordination found at Level 4-5. Her duties do not require significant departures from established BLM space management practices, and she does not develop new methods and analytical techniques or recommend policy and procedural changes.

This factor is evaluated at Level 4-4 and 225 points are assigned.

#### *Factor 5, Scope and effect*

Scope and effect covers the relationship between the nature of the work, i.e., the purpose, breadth, and depth of the assignment, and the effect of work products or services both within and outside the organization.

At Level 5-3, the purpose of the work is to deal with or resolve a variety of conventional problems, questions, or situations within a limited geographic area. The employee manages commonly transferred properties using well-established real estate practices and approaches. Transactions and property management actions completed (1) affect the efficiency of the client agency operations or the local governments in that area by ensuring that employees have adequate and properly equipped work space, and/or (2) ensure that Federal regulations and requirements are complied with and implemented properly. Transactions and recommendations may affect the economic well-being of individual property owners and purchasers, and the stability of the real estate market of the limited geographic area involved.

At Level 5-4, the work involves planning and completing complex real estate transactions and property management activities. Employees use a wide range of real estate techniques and methods to manage properties with diverse or unusual characteristics. They investigate and analyze a wide variety of problems and questions to arrive at solutions, and provide guidance on specific real estate principles and practices, and/or recommend new or modified policies. Recommendations and transactions affect a range of agency activities, including the efficient completion of acquisition projects needed to meet program objectives and long-range goals of the agency itself, and the effective management and use of real property. New and modified property management techniques developed and used at Level 5-4 set precedents for future real estate projects. Results of the work may affect the economic well-being of the agency, client agencies, local community or region, or other entities such as national parks, water projects, State or local governments, etc.

The appellant's position exceeds the scope of Level 5-3 to some extent, but does not meet the effect of Level 5-4. Similar to Level 5-4, the appellant is involved not only with conventional problems but also with complex property management activities covering more than just a limited geographic area described at Level 5-3. She employs a wide range of property management techniques to manage diverse facilities (including employee housing) having special needs. Comparable to Level 5-4 she provides state wide guidance to field offices on specific property management regulations and practices, and sometimes recommends that property management policies be modified to accommodate special space requirements.

However, unlike Level 5-4, the appellant's position does not affect a range of BLM property management activities to the extent needed to meet the agency's long-range property management goals. Her planning efforts are limited to the state's internal space management requirements, and any recommended modifications to space management techniques have not been precedent setting. The results of her work do not impact on the economic well-being of BLM, client agencies, local communities, national parks, wildlife refuges, or any of the other entities described at Level 5-4.

This factor is evaluated at Level 5-3 and 150 points are assigned.

#### *Factors 6 and 7, Personal contacts and Purpose of contacts*

These factors measure the type of personal contacts that occur in the work and the purpose of those contacts. They include face-to-face contacts and telephone dialogue with persons not in the supervisory chain. These factors are interdependent. One first determines the appropriate level for each factor, then obtains the point value for these factors from the intersection of the two levels as shown in the chart in the standard.

##### *Personal contacts*

At Level 6-3 (the highest level for this factor described in the standard), persons contacted include individuals or groups from outside the employing agency in a moderately unstructured setting (e.g., the contacts are not routine, the purpose and extent of each is different, and they are identified and developed during the course of the contact). Typical contacts include real estate brokers, property owners, real estate developers, appraisers, etc.

The appellant's position meets but does not exceed Level 6-3. In addition to employees in her agency, similar to Level 6-3 she has regular contacts with persons outside BLM including real estate brokers and developers, and particularly property owners and maintenance personnel. The contacts are not routine, and especially with property owners the purpose, extent, and identification of issues or concerns are developed during the course of the contact.

##### *Purpose of contacts*

At Level 7-b, the purpose of contacts is to plan, coordinate work, or advise on efforts and resolve operating problems by influencing or motivating individuals or groups who are working toward mutual goals and who have basically cooperative attitudes.

At Level 7-c, the purpose of contacts is to influence, motivate, or question persons or groups to provide, accept, and abide by terms of complex contracts, leases, other authorizing documents, or agreements relating to such matters as relocation rights or use of surplus property. At this level, the people contacted may be suspicious of the intent of questions or results of the recommendations, skeptical about trusting Government employees, or unwilling to provide information. The employee must have the skill to establish rapport with uncooperative contacts and significant persuasive or negotiating skills to deal with individuals and groups to obtain the desired effect.

The appellant's position meets Level 7-b, but not Level 7-c. Like Level 7-b, she contacts persons to plan, coordinate, and advise on space management issues, including resolving operating problems, e.g., interpretation of lease, building maintenance or Interagency Agreements. All those contacted are working toward mutual goals and have mostly cooperative attitudes. Unlike Level 7-c, the purpose of the appellant's contacts is not to influence, motivate, or convince persons to abide by space management agreements. Those contacted by the appellant are rarely suspicious, skeptical, or unwilling to provide information to resolve space management concerns.

Factors 6 and 7 are assigned Level 3-b and 110 points are credited.

#### *Factor 8, Physical demands*

This factor covers the requirements and physical demands placed on the employee by the work assignment.

At Level 8-1, the only level for this factor described in the standard, the work is primarily performed while sitting. But, it may require bending, walking, standing while inspecting residences and office or storage space, or carrying light objects such as floor plans, sales or contract file folders, computer reports, or digests of sales. The appellant's position meets Level 8-1 as work is primarily performed while sitting, although there is some walking and standing required when visiting office space.

This factor is evaluated at Level 8-1 and 5 points are credited.

#### *Factor 9, Work environment*

This factor considers the risks and discomforts in the employee's physical surroundings, or the nature of the work assigned and the safety regulations required.

At Level 9-1 (the only level for this factor described in the standard), the work is usually performed in an office-like setting. However, there may be occasional exposure to risks when the employee makes on-site inspections of properties, particularly undeveloped property or property under construction. The appellant's position meets Level 9-1 as her work is primarily performed in an office setting, but there is occasional exposure to risks when visiting office or storage space, or building construction sites.

This factor is evaluated at Level 9-1 and 5 points are credited.

*Summary of FES factors*

<i>Factor</i>	<i>Level</i>	<i>Points</i>
1. Knowledge required by the position	1-7	1250
2. Supervisory controls	2-4	450
3. Guidelines	3-3	275
4. Complexity	4-4	225
5. Scope and effect	5-3	150
6.& 7. Personal contacts/Purpose of contacts	3-b	110
8. Physical demands	8-1	5
9. Work environment	9-1	<u>5</u>
<i>Total Points</i>		2470

The total of 2470 points falls within the GS-11 range (2355-2750) on the grade conversion table in the GS-1170 standard. Therefore, the appellant's space and real property management duties are graded at the GS-11 level.

*Evaluation of personal property duties*

As previously noted, we have evaluated the appellant's personal property duties by cross reference to the grading criteria in the classification standard for the Supply Clerical and Technician Series, GS-2005. That standard is also written in the FES format, and the definitions of each factor and criteria are applied as discussed previously. Our evaluation of the personal property work by factor levels follows.

*Factor 1, Knowledge required by the position*

At Level 1-3, the work requires knowledge of standardized supply regulations, policies, procedures, or other instructions relating to the specific functions assigned. Most positions require familiarity with one or more automated supply databases to enter, correct, and retrieve recurring reports and to structure and retrieve specialized reports. Employees use a sound working knowledge of the structure of the local supply organization and the organizations serviced. Work illustrations at this level include employees who perform a combination of tasks concerned with the receipt, storage, issue, and replenishment of a wide variety of supplies. Items include printed materials, technical equipment, office furniture, office machines, and other nonexpendable property. Employees at Level 1-3 examine property, inspect storage areas, review requisitions and revise quantities ordered. They maintain perpetual inventory records of nonexpendable property for the organization serviced, monitor the disposition of excess property, and prepare survey reports on lost property. They investigate and reconcile routine and recurring discrepancies relating to stock control and inventory adjustment.

At Level 1-4, the work requires a thorough knowledge of governing supply regulations, policies, and procedures applicable to the specific assignment. Employees use this knowledge to conduct extensive and exhaustive searches for required information; reconstruct records for complex supply transactions; and/or provide supply operations support for activities involving specialized or unique supplies, equipment, and parts such as special purpose laboratory or test equipment, prototypes of technical equipment, parts and equipment requiring unusual degrees of protection in shipment and storage, or others that are unique to the organization's mission or are seldom handled. This knowledge is also used in positions performing routine aspects of supply specialist work based on practical knowledge of standard procedures, where assignments include individual case problems related to a limited segment in one of the major areas of supply management, e.g., cataloging, inventory management, excess property, property utilization, or storage management.

The appellant's position meets Level 1-3, but falls short of Level 1-4. Like Level 1-3, she applies knowledge of standardized supply regulations and procedures, and uses an automated data base system to monitor and account for all of the state's personal property. The appellant enters, corrects, and retrieves recurring reports covering the state and field offices, applying a sound working knowledge of the organizations and functions serviced. Like the illustrative work examples at Level 1-3, she is concerned with the receipt, storage, and issue of a wide variety of nonexpendable personal property items including personal and mainframe computers, information technology systems, office machines and furniture, vehicles, technical equipment such as cadastral and land surveying equipment, and global positioning systems. She maintains perpetual inventory records of the state's personal property in a general ledger, tracks and conducts regular inventories of all personal property, accounts for and reconciles deficiencies, makes inventory adjustments, and is involved in the identification and disposal of excess personal property.

The appellant's position does not meet Level 1-4. Her duties do not require the knowledge to conduct extensive and exhaustive searches for required information, reconstruct records covering complex supply transactions, or provide supply operations support involving specialized or unique supplies and equipment. In addition, her work does not include performing tasks related to a limited segment in one of the major areas of supply management.

This factor is evaluated at Level 1-3 and 350 points are assigned.

### *Factor 2, Supervisory controls*

At Level 2-3 (which is the highest level for this factor described in the standard), the supervisor makes assignments by defining objectives, priorities, and deadlines; and assists the employee with unusual situations which do not have clear precedents. Continuing assignments are usually performed with considerable independence. The employee plans and carries out the successive steps and handles problems and deviations in the work assignment in accordance with instructions, policies, previous training, or accepted practices in the occupation. Completed work is evaluated for technical soundness, appropriateness, and conformity to policy and requirements. The methods used in arriving at the end results are not usually reviewed in detail.

The appellant's position meets but does not exceed Level 2-3. Like that level, the supervisor defines the objectives and deadlines for personal property assignments, and meets with the appellant to discuss any unusual situations. She performs her work independently in accordance with instructions and policies governing property accountability. Completed work such as reports of property reviews and Instruction Memos prepared by the appellant are reviewed for overall technical soundness, and conformity to program requirements. Work methods are not reviewed in detail.

This factor is evaluated at Level 2-3 and 275 points are credited.

### *Factor 3, Guidelines*

At Level 3-2, procedures for doing the work have been established and a number of specific guidelines are available in the form of supply regulations, policies, and procedures. The number and similarity of guidelines and work situations require the employee to use some judgment in locating and selecting the most appropriate guidelines, references, and procedures for application, and in making minor deviations to adapt the guidelines in specific cases. At this level, the employee may also determine which of several established alternatives to use. The supervisor is consulted in those situations where the guidelines cannot be applied, or where significant deviations are required.

At Level 3-3, guidelines are similar to Level 3-2, but because of the problem solving or case nature of the assignments, they are not completely applicable or have gaps in specificity. The employee uses judgment in interpreting and adapting guidelines such as policies, regulations, precedents, and work directions for application to specific cases or problems. The employee analyzes the results of applying guidelines and recommends changes.

The appellant's position meets Level 3-2, but falls short of Level 3-3. Like Level 3-2, the appellant uses a number of specific agency guidelines to conduct property reviews, and monitor acquisition and accountability of property throughout the state. Due to the variety and similarity of guidelines, she applies judgment in selecting the most appropriate ones, and sometimes deviates from instructions to deal with local situations. Where guidelines are inappropriate or not applicable, or require significant deviations, she refers to the supervisor or program offices at higher levels for interpretive guidance.

The appellant's position does not meet Level 3-3. She is not faced with individual case type assignments, and her guidelines are applicable and cover most situations. Therefore, she does not apply the degree of judgment, analysis, and interpretation of guidelines needed at Level 3-3.

This factor is evaluated at Level 3-2 and 125 points are assigned.

### *Factor 4, Complexity*

At Level 4-2, the work consists of duties that involve related steps, processes, or methods. The employee decides what to do by recognizing the existence of and differences between a few easily recognizable situations and conditions, and choosing a course of action from among



options related to the specific assignment. Actions taken by the employee or responses to be made differ in such things as the source of information, the kind of transactions or entries, or other differences of a factual nature.

At Level 4-3, the work involves unusually complicated or difficult technical duties involving one or more aspects of supply management or operations. The work at this level is difficult because it involves (1) actions that are not standardized or prescribed; (2) deviations from established procedures; (3) new or changing situations; or (4) matters for which only general provision can be made in regulations or procedures. Work at this level typically involves supply transactions which experienced employees at lower grades have been unable to process or resolve. The employee decides what needs to be done depending on the analysis of the subject, phase, or issues involved in each assignment, and the chosen course of action may have to be selected from many alternatives. The methods and procedures used to resolve each issue vary based on the circumstances of each individual case.

The appellant's position meets Level 4-2, but not Level 4-3. Like Level 4-2, her personal property accountability duties involve related steps and procedures. She determines what to do and how to resolve accountability and inventory issues by choosing a course of action from related options. Actions taken differ in terms of the references to use, and the steps required to resolve particular types of property transactions.

The position does not meet Level 4-3. Unlike Level 4-3, the appellant's assignments do not involve any of the complicating and difficult aspects outlined under that level. The actions she takes are primarily standardized, do not require her to deviate from established procedures or respond to new or changing situations, and do not include matters covered by only general provisions in regulations or procedures. Although the appellant works independently, she is not faced with choosing a course of action from many alternatives, and methods selected to resolve issues do not vary based on the circumstances of each case.

This factor is evaluated at Level 4-2 and 75 points are credited.

#### *Factor 5, Scope and effect*

At Level 5-2, the work involves the execution of specific rules, regulations, or procedures and typically comprises a complete segment of an assignment or project of broader scope, such as when assisting a higher grade employee. The work affects the accuracy, reliability, or acceptability of further processes or services in meeting customer requirements in supported organizations and other supply units.

At Level 5-3, the work involves dealing with a variety of problem situations either independently or as part of a broader problem solving effort under the control of a specialist. Problems encountered require extensive fact-finding, review of information to coordinate requirements, and recommendations to resolve conditions or change procedures. The employee performs the work in conformance with prescribed procedures and methods. The results of the work affect the adequacy of local supply support operations, or they contribute to improved procedures in support of supply programs and operations.

The appellant's position meets Level 5-2, but not Level 5-3. Like Level 5-2, her personal property assignments involve specific rules and inventory management procedures. Her duties affect the quality of services provided to subordinate organizations, the accuracy of property accountability records, and the effective utilization and cost control of personal property state wide. The position does not meet Level 5-3. Unlike that level, she is not faced with dealing with a variety of problem situations requiring extensive fact-finding and review of information, resulting in recommendations to resolve supply conditions or change procedures. The impact of her work is more limited than that described at Level 5-3.

This factor is evaluated at Level 5-2 and 75 points are assigned.

#### *Factors 6 and 7, Personal contacts and Purpose of contacts*

##### *Personal contacts*

At Level 6-2, contacts are with employees in the same agency, but outside the immediate organization. Persons contacted generally are engaged in different functions, missions, and kinds of work, such as representatives from various levels within the agency or from other operating offices in the immediate installation.

At Level 6-3, contacts are with individuals from outside the employing agency in a moderately unstructured setting. Typical of contacts at this level are supply employees in other departments or agencies, inventory item managers, contractors, or manufacturers.

The appellant's position meets Level 6-2, but falls short of Level 6-3. Like Level 6-2, her contacts are with employees of serviced organizations in the state and field offices. Those contacted are engaged in different programs and functions, and located at different organizational levels within the state. The position does not meet Level 6-3. Unlike that level, her personal property duties do not require that she meet with individuals from outside BLM in moderately unstructured settings, and she makes none of the typical contacts noted at Level 6-3.

##### *Purpose of contacts*

At Level 7-b (the highest level for this factor described in the standard), the purpose of the contacts is to plan, coordinate, or advise on work efforts or to resolve operating problems by clarifying discrepancies in information submitted by serviced organizations, resolving automated system problems causing erroneous transaction records, or seeking cooperation from others to resolve complicated supply actions.

The appellant's position meets but does not exceed Level 7-b. Like that level she contacts both state and field office staff to advise on property accountability procedures, and to conduct onsite property reviews to ensure the presence, and review the condition of personal property. She regularly reviews information submitted by field offices concerning the status, storage, acquisition, and disposal of property, and resolves any discrepancies in the automated property accountability system.

Factors 6 and 7 are assigned Level 2-b and a total of 75 points is credited.

*Factor 8, Physical demands*

At Level 8-1, the work is primarily sedentary. There may be some walking, standing, bending, and carrying of light items such as papers, books, or small parts. No special physical demands are required to perform the work.

At Level 8-2, the work requires some physical exertion such as long periods of standing; walking over rough, uneven, or rocky surfaces; recurring bending, crouching, stooping, stretching, reaching; or similar activities.

The appellant's position meets Level 8-1, but not Level 8-2. Like Level 8-1, her work is primarily sedentary, with occasional walking, standing, or bending, and carrying of light items. No special physical demands are needed to perform her work. Unlike Level 8-2, her duties do not require long periods of standing, walking over rough or uneven surfaces, or recurring bending or reaching.

This factor is evaluated at Level 8-1 and 5 points are credited.

*Factor 9, Work environment*

At Level 9-1, the employee typically works indoors in an environment involving everyday risks or discomforts which require normal safety precautions typical of such places as offices or meeting rooms. The office area is adequately lighted, heated, and ventilated.

At Level 9-2, the work environment involves moderate risks or discomforts which require special safety precautions, such as working around moving warehouse equipment, carts, or machines. Employees may be required to use protective clothing or gear such as masks, gowns, safety shoes, goggles, hearing protection, and gloves.

The appellant's position meets Level 9-1, but not Level 9-2. Similar to Level 9-1, her work is performed in an office setting requiring normal safety precautions. The position does not meet Level 9-2. Unlike that level, the work environment does not involve moderate risks or discomforts requiring special safety precautions, or the use of protective clothing or gear.

This factor is evaluated at Level 9-1 and 5 points are credited.

*Summary of FES factors*

<i>Factor</i>	<i>Level</i>	<i>Points</i>
1. Knowledge required by the position	1-3	350
2. Supervisory controls	2-3	275
3. Guidelines	3-2	125

4. Complexity	4-2	75
5. Scope and effect	5-2	75
6.&7., Personal contacts/Purpose of contacts	2-b	75
8. Physical demands	8-1	5
9. Work environment	9-1	<u>5</u>
<i>Total Points</i>		985

A total of 985 points falls within the GS-5 range (855-1100) on the grade conversion table in the GS-2005 standard. Therefore, the appellant's personal property duties are graded at the GS-5 level.

### *Summary*

The appellant's space and real property management duties are graded at the GS-11 level, and her personal property duties are graded at the GS-5 level. Based on application of mixed-grade principles, the final grade of the appellant's position is GS-11.

### **Decision**

The proper series and grade of the appellant's position is GS-1101-11. Selection of an appropriate title is at the discretion of the agency.