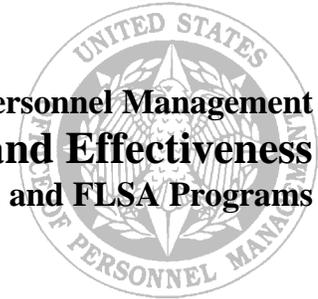


U.S. Office of Personnel Management
Office of Merit Systems Oversight and Effectiveness
Classification Appeals and FLSA Programs



Chicago Oversight Division
230 South Dearborn Street, DPN 30-6
Chicago, IL 60604-1687

Job Grading Appeal Decision
Under Section 5346 of Title 5, United States Code

Appellant: Wayne W. Seppelt

Agency classification: Maintenance and Operations Supervisor
WS-4701-11

Organization: Department of the Air Force
Air Force Reserves
[#] Support Group
Civil Engineering Division
Operations Branch
[City IAP ARS, State]

OPM decision: WS-4701-11
Title according to agency discretion

OPM decision number: C-4701-11-01

s/s

Frederick J. Boland
Classification Appeals Officer

March 23, 1998

Date

As provided in section S7-8 of the Operating Manual, Federal Wage System, this decision constitutes a certificate that is mandatory and binding on all administrative, certifying, payroll, disbursing, and accounting officials of the government. There is no right of further appeal. This decision is subject to discretionary review only under conditions specified in section 532.705(f) of title 5, Code of Federal Regulations (address provided in the Introduction to the Position Classification Standards, appendix 4, section H).

Decision sent to:

[appellant's name and address]

[name and address of appellant's servicing
personnel office]

Ms. Sandra Grese
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INTRODUCTION

The appellant contests the downgrading of his job from the WS-12 level. He is assigned to job number 08201, Maintenance and Operations Supervisor, WS-4701-11, located in the Department of the Air Force, Air Force Reserves, [#] Support Group, Civil Engineering Division, Operations Branch, [City IAP, State].

The appellant requests that his job be graded as Operations and Maintenance Supervisor for the Civil Engineering Division, WS-4701-12. He believes his work warrants additional credit because of the geographic dispersion of his branch's workforce (Factor III, Subfactor C of the grading standard). He agrees that his official job description accurately lists his major duties.

JOB INFORMATION

As Maintenance and Operations Supervisor, the appellant directs about 33 employees engaged in the operations, maintenance, and repair of grounds, roads, and facilities associated with the Air Force Reserve base and, under a support agreement, with the Navy and Marine Reserve base. The Air Reserve base covers about 265 acres and the Navy and Marine Reserve base about 40 acres. Facilities include aircraft hangars, runways, roads, an Officers' Club, explosives storage, other buildings, a firing range, and a tank farm.

The Operations Branch is divided into three sections: Utilities, Facility Maintenance, and the Resources and Requirements sections. The Utilities section consists of about 15 employees including a WS-10 supervisor and 14 WG-10 Electricians, Air Conditioning Equipment Mechanics, Pipefitters, and Boiler Plant Operators. The Facility Maintenance Section consists of about 14 employees including a WS-9 supervisor and a WG-10 Maintenance Mechanic, four WG-9 Maintenance Mechanics, three WG-8 Engineering Equipment Operators, three WG-7 Motor Vehicle Operators, a WG-6 Tractor Operator, and a WG-5 Maintenance Mechanic Helper. The Resources and Requirements Section consists of about 4 employees, including two GS-7/9 employees and two WG-7 Materials Expeditors.

ANALYSIS AND FINDINGS

Pay System Determination

A job is exempt from the General Schedule only if the paramount requirement of the job is knowledge and experience in trades, crafts, or laboring. The primary duty for the appellant's job is direction of workers in various trades. The chief requirement of his job is knowledge and experience in trades and labor related to general maintenance and utility operations. Consequently, his job is exempt from the General Schedule and falls under the Federal Wage System (FWS).

Code and Title Determination

The occupational code of a supervisory job is normally the same as the code for the kind of work that is supervised. When work of more than one occupation is supervised, the occupational code of a supervisory job is the same as the code of the occupation that best reflects the overall nature of the work of the occupations supervised and/or that is the most important for recruitment, selection, placement, and other personnel purposes. Usually this is the occupational code appropriate for the highest level of nonsupervisory work supervised. However, if no single occupation predominates, the 01 code of the most appropriate job family, or in some instances a job code that includes multiple trade and craft occupations, is used.

The appellant supervises a mix of occupational groups, including Electrical Installation and Maintenance, WG-2800; Plumbing and Pipefitting, WG-4200; General Maintenance and Operations Work, WG-4700; Industrial Equipment Maintenance, WG-5300; Industrial Equipment Operation; WG-5400; Transportation/Mobile Equipment Operation, WG-5700; and, Warehousing and Stock Handling; WG-6900, none of which predominates.

The General Maintenance and Operations Work, WG-4700, group covers occupations involving various combinations of work, including grounds and facility maintenance and utility repair and operation. This family reflects the basic mission and work of the Operations Branch better than any other job family and better conveys the mixture of work directed than any of the other groups. Because the appellant directs a wider range of work than any of the 4700 family occupations encompass, the 01 code of the WG-4700 group is the most appropriate occupational code for the appellant's job.

There are no prescribed titles for the WG-4701 occupation. Accordingly, the title for the appellant's job is at the discretion of the agency, consistent with the titling instructions in Section III, Part I, B of the *Federal Wage System for Trades and Labor Occupations*.

GRADE DETERMINATION

Jobs responsible for the technical and administrative supervision of trades and labor work are graded by the OPM *Job Grading Standard for Supervisors*, dated December 1992, when such responsibility is, like the appellant's, a regular and recurring part of the job and exercised on a substantially full-time and continuing basis. The grading plan for wage grade supervisors consists of three factors: Nature of Supervisory Responsibility, Level of Work Supervised, and Scope of Work Operations Supervised.

Factor I: Nature of Supervisory Responsibility

This factor covers the nature of supervisory duties performed and the type and degree of responsibility for control over the work supervised. Four basic supervisory situations are described in terms of planning, work direction, and administrative responsibility. To be credited, the level of supervisory responsibility described for a situation must be fully met.

The appellant's responsibilities match Situation #2, where work operations are carried out by subordinate supervisors in accomplishing the work of an organizational segment or group. The appellant does not dispute his agency's assignment of this level, with which we concur.

We evaluate this factor at Situation #2.

Factor II: Level of Work Supervised

This factor concerns the level and complexity of the work operations supervised and their effect on the difficulty and responsibility of the supervisor's job. All substantive work for which the supervisor is technically accountable (either directly or indirectly through subordinate supervisors, team leaders, or others) is considered. Excluded from consideration is support or facilitating work, work that is graded based upon supervisory or leader standards, work that is graded higher than normal because of extraordinary independence from supervision, and work personally performed by the supervisor. When the supervisor is accountable for two or more functions, each with its own primary purpose or mission, the different occupations directly involved in carrying out the separate functions must be identified and evaluated separately.

According to the agency work analysis, WG-10 is the highest grade level representative of the overall work operations supervised. The appellant does not disagree with this assessment, with which we concur.

We evaluate this factor at WG-10.

Factor III: Scope of Work Operations Supervised

This factor considers supervisory responsibilities in terms of: (1) the scope of the assigned work function and organizational authority; (2) the variety of functions supervised; and (3) the physical dispersion, work coordination, and location of subordinate employees.

Subfactor A: Scope of Assigned Work Function and Organizational Authority.

This subfactor covers the purpose of the job in the organization, the extent and nature of the job's authority, and the importance of the job's decisions.

At Level A-3, supervisors have second level or higher supervisory and decision authority. The appellant does not dispute his agency's assignment of this level, with which we concur.

We evaluate this subfactor at Level A-3 and credit 75 points.

Subfactor B: Variety of Functions.

This subfactor covers the difficulties of technical supervision of work functions. Similar or related work functions have a common or related body of knowledges, skills, work procedures, and tools (e.g., pipefitting and plumbing, carpentry and woodworking, etc.) Work that is incidental or in support of the primary function is not considered.

As at Level B-4, the appellant directs subordinates in dissimilar occupations, e.g., Electrical Maintenance and Pipefitting, etc., at grades between WG-8 and 13. His Branch lacks the higher graded work required for greater credit.

We evaluate this subfactor at Level B-4 and credit 60 points.

Subfactor C: Workforce Dispersion.

This subfactor covers the difficulty of monitoring and coordinating work of nonsupervisory and supervisory personnel based upon the duration of work projects, the number of work sites, the frequency of dispersion, and the necessity to monitor and coordinate the work. No points are credited for this subfactor if subordinates are located in the same contiguous work area with the supervisor, when dispersion occurs infrequently, or when dispersion is inherent and the work is performed in the absence of direct supervision (e.g., as when operating a motor vehicle).

The appellant believes he should receive credit for work performed at five sites off base. In his appeal letter, he notes:

3. The Federal Wage System, Job Grading Standard, for Supervisors is very clear. It states that five (5) points should be award if subordinate employees are located in several buildings or on off base sites at a military base. Work assignments at these off base sites are accomplished within a few days or weeks with the local commuting area. These employees leave the main base to get the other work sites. They must use the freeways and city side streets in order to get to these work sites.
4. One employee continually works off base at the Petroleum Operations Building where all the fuel is stored and dispensed for the C-130 aircraft used by the Air Force Reserves and Air National Guard. These duties include tank cleaning, changing filters repair of all the electrical pumps and calibrating the gages. Assuring that there are no leaks in the pipes and the systems pressure is maintained. Maintaining the Emergency Generator so that the C-130 Aircraft can fly in a power outage situation. The maintenance at the POL site is coordinated by the Operations supervisor to make sure repairs and the inspections are completed monthly. Any letter or citation is directed to the Operations Supervisor, who has the ultimate responsibility, and could be sentenced to the jail term prescribe if the maintenance workers of this base makes the error. The employees that work at this POL site have to leave this base and enter the ANG base to work at the tank farm. The Operations Supervisor also assumes full responsibility of the subordinate supervisor duties when they are on annual and sick leave, which is approximately 4 months during each year.
5. The responsibility of the Navy and Marine Air Reserve base falls under the Operations Supervisor duties. A support agreement is between the bases. The Naval Base is a separate unit from the Air Force Reserve CE shop. In order to get to that base individuals have to use the city streets. All the work at the Naval and Marine base is reimbursable, which requires the Operations supervisor to coordinate with the Naval Commander and his subordinates. All the subordinate workers and subordinate supervisors are assigned work by the CE Operations supervisor. All the maintenance and construction at the Naval base is the responsibility of the CE Operations Supervisor.
6. It would be impossible for the Maintenance & Operations Supervisor to sit back and not be involved in the coordination, dispersion, and supervision of the subordinate workers. On all the off base sites the CE operations are responsible for all the following:
 - a. Steam Boiler Plants Generation and Distribution of Steam
 - b. Chilled Water and Air Conditioning
 - c. Compressed Air
 - d. Emergency Generators

- e. Fire and Security Systems in all buildings
- f. All utilities, electrical, water, sewage and gas
- g. Snow plowing
- h. Grass Cutting
- I. Street Sweeping
- j. Trees & grounds repair

Contrary to the appellant's assumption, the Workforce Dispersion subfactor does not simply assess *whether* a subordinate workforce is dispersed; it assesses the extra difficulty, if any, associated with monitoring and coordinating the work of a dispersed staff. This difficulty is a product of a number of factors: frequency of dispersion, the number of work sites, the duration of projects, and the necessity to monitor and coordinate the work because of its dispersion. Although the functions the appellant cites involve frequent dispersion, they fail to meet other criteria. Dispersion is inherent, rather than incidental, to some of the functions (e.g., plowing, cutting, and sweeping are mobile operations). For others, the functions typically are performed without the appellant's direct supervision. In such situations, as the standard notes, no credit is warranted.

Credit for Level C-1 is appropriate only when workforce dispersion significantly complicates the supervisor's job. The appellant's two subordinate supervisors are primarily responsible for monitoring the performance of work and coordinating their subordinates' movements. Workforce dispersion imposes additional demands on these first level supervisors, but the demands the appellant faces as a second level supervisor are no greater because of it. He has already been credited under other factors of the standard for significant coordination demands (long range planning and priority setting) that relate to the work operations themselves, not dispersion.

The purpose of Subfactor C is to recognize the *additional* demands monitoring and coordinating a geographically dispersed workforce may impose. Under some situations, a dispersed workforce requires continual attention to the available staff, skills, tools, equipment, supplies, and schedule in order to ensure the timely accomplishment of work at multiple sites. The more these factors are subject to change, e.g., as when staff or work moves from site to site, the more difficult monitoring and coordinating become and the greater the supervisor's involvement in such activities. Such activities contrast with the long range planning and priority setting that typically occupy the appellant's attention.

For second level supervisory credit, the additional demands must involve more than contributing staff or equipment to various work sites. The dispersion must require the supervisor's personal attention to determining the workload demands of each site, the staff and skills that may be drawn from multiple units without jeopardizing work accomplishment of the supplying organizations, the tools, supplies, equipment, and material that must be available, the schedule that will accommodate such requirements, and the adjustments necessary to adhere to the schedule. These additional demands are not present to any significant degree in the appellant's job when his subordinates install fire alarms, remove hangar walls, or engage in other such projects. Hence, no credit under this subfactor is warranted. Though he stresses that he assumes his subordinate supervisors' responsibilities for direct supervision during their absences, such temporary assumptions are not considered in grading work. Whether he designates another as acting for a

subordinate supervisor or elects to perform those duties himself, the assignment remains temporary. FWS grading principles exclude from consideration duties and responsibilities performed only in the absence of another employee, to meet emergency workloads, or for skills development.

We credit no additional points for Subfactor C.

The total credit for Factor III is 135 points, which matches Level C (115 to 135 points) of the conversion chart on page 20 of the standard.

Tentative Grade Assignment

According to the Grading Table on page 24 of the standard, Supervisory Situation #2 coupled with a WG-10 level of work supervised and Level C work scope equates to the WS-11 grade level.

Grade Level Adjustment

Both upward and downward grade adjustments from the tentative grade are required based on certain circumstances. A situation requiring a downward adjustment is offset by an upward adjustment. Grade level adjustments may not exceed one grade level.

Downward

A downward adjustment is indicated when the tentative grade of the appellant's job would be the same grade as his superior. The appellant's supervisor, an Engineer, is paid under the General Schedule rather than the Federal Wage System; hence this provision is not pertinent.

Upward

Upward grade adjustments are indicated for borderline jobs and work situations that impose special or unusual demands.

Borderline Jobs

An upward adjustment is indicated when the supervisory job substantially exceeds the situation credited under Factor I and the base level of work determined under Factor II is not the highest level of subordinate work for which the supervisor has full technical responsibility. The appellant received full credit under Factor II for the highest level of work supervised, WG-10. Therefore, no upward adjustment is warranted.

Special or Unusual Demands

In some situations, special staffing requirements may impose a substantially greater than normal responsibility for job design, job engineering, work scheduling, training, counseling, motivating, and maintaining security. This may occur under special employment programs and at correctional institutions having *exceptionally* difficult attitudinal, motivational, control, and security problems.

An upward grade adjustment is indicated when exceptional conditions affect the majority of the subordinate workforce and: 1) are permanent and continuing; 2) require the tailoring of assignments, tasks, training, security, and other supervisory actions to individuals; and, 3) require regular and recurring counseling and motivational activities.

The appellant's work encompasses common (e.g., training inexperienced workers) demands that all supervisors must accommodate, but no special or unusual demands.

Neither downward nor upward adjustments to the WS-11 tentative grade are indicated.

DECISION

For the reasons stated above, the proper grading of the appellant's job is WS-4701-11, with the title according to agency discretion.