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

Appellant: [appellant’s name]

Agency classification: Writer-Editor
GS-1082-11

Organization: [activity]
Department of the Army
[geographic location]

OPM decision: Writer-Editor
GS-1082-11

OPM decision number: C-1082-11-01

/s/ Bonnie J. Brandon
Bonnie J. Brandon
Classification Appeals Officer

12/16/99
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’s name and address]

[servicing personnel office]

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Introduction

On August 16, 1999, the Dallas Oversight Division of the U.S. Office of Personnel Management (OPM) accepted a classification appeal from [the appellant]. [The appellant’s] position is assigned to the [activity], Department of the Army, located at [geographic location]. The agency has classified the appellant’s position as Writer-Editor, GS-1082-11, but the appellant believes [the] position should be graded as GS-12. We have accepted and decided this appeal under section 5112 of title 5, United States Code.

In reaching our classification decision, we have carefully reviewed all the information furnished by the appellant and [the] agency, including [the appellant’s] official position description, [number]. We interviewed the appellant by telephone on September 22, 1999, and talked with [the] supervisor on September 24, 1999. On November 1, 1999, we conducted an on-site interviews with the appellant and [the] supervisor. Since the appellant’s second-level supervisor has been at the installation for only a short while, we interviewed the recently-retired [activity] Director by telephone on November 3, 1999.

Position information

The [activity’s] mission is to serve as the focal point for marketing and enhancing the image of the [large organization]. The [appellant’s activity] promotes the [large organization] to prospective officers, contributes to their esprit de corps, and encourages their retention. Several periodicals are used to market and enhance [the large organization’s] image. The [publication] is one of these periodicals.

The primary purpose of the appellant’s position is to write, edit, and publish [a specific publication] in both print and Internet media format. The [publication] is designed by the appellant to showcase a variety of [the large organization’s] missions and functions, [the large organization’s] weapon systems, new and evolving military technologies which impact on [the large organization], including the [large organization] force structure, personnel policies, training deployments, and combat operations. The [publication] is designed to promote [the large organization] within the Department of the Army and the Department of Defense. In addition to [the large organization], Army, and Defense readers, the publication is read by academia, private industry contractors, and other interested members of the general public. The appellant also writes, edits, and produces other special multimedia products, such as scripts and feature articles, which are designed to effectively publicize the [large organization’s] mission and program to prospective [large organization] military officers. The appellant’s position description and other material of record furnish much more information about [the appellant’s] duties and responsibilities and how they are performed.

Series and title determination

The appellant’s position is appropriately included in the GS-1082 Writing and Editing Series. This series includes positions that involve writing or editing materials such as reports, regulations, articles, newsletters, magazines, news releases, training materials, brochures, interpretive handbooks, pamphlets, guidebooks, scholarly works, reference works, speeches, or scripts. The
The work requires the acquisition of information on a variety of subjects in the completion of assignments. The work also requires the development, analysis, and selection of appropriate information and presentation of that information in a form and at a level suitable for the intended audience.

The GS-1082 series excludes positions which require the application of a substantial knowledge of a particular subject-matter field, such as natural science, social science, engineering, law, or other related fields. These positions are classified in the Technical Writing and Editing Series, GS-1083. Although the appellant is highly knowledgeable in the field of air defense artillery, [the appellant] is not expected to be a specialist in this field and [the] position would not be classified as Technical Writer-Editor.

Writers and editors research, analyze, distill, and present information either in a variety of fields or, with a broad and nonspecialized approach, in a single field. The materials they present generally report and explain factual information and often interpret it in such a way to clarify the information without sacrificing completeness and accuracy. Writers and editors gather information for assignments typically by studying related literature and by interviewing subject-matter experts. Writers and editors then analyze, select, and organize the information to present, adapting the style and format of the material to the medium or publication where it will appear.

Writer is the title for positions that primarily involve writing. Editor is the title for positions that primarily involve editing. Writer-Editor is the title for positions that involve both writing and editing when neither is predominant. Since neither function is predominant, the appropriate title and series for the appellant’s position are Writer-Editor, GS-1082.

In accordance with grading instructions provided in the standard for the GS-1082 series, reference is made to the grading criteria provided in the Writing and Editing Grade-Evaluation Guide. Therefore, the appellant’s position is graded by reference to the grade-level criteria in the Writing and Editing Grade-Evaluation Guide.

Grade determination

The Writing and Editing Grade-Evaluation Guide uses the Factor Evaluation System method which places positions in grades by comparing their duties, responsibilities, and qualification requirements with nine factors common to nonsupervisory General Schedule positions. A point value is assigned to each factor based on a comparison of the position’s duties with the factor-level descriptions in the guide. The factor point values mark the lower end of the ranges for the indicated factor levels. For a position to warrant a given point value, it must be fully equivalent to the overall intent of the selected factor-level description. If the position fails in any significant aspect to meet a particular factor-level description in the guide, the point value for the next lower factor level must be assigned, unless the deficiency is balanced by an equally important aspect which meets a higher level. The total points assigned are converted to a grade by use of the grade conversion table in the guide.
The appellant disagrees with the agency’s evaluation of Factors 2, 3, 5, 6, and 7. The following is our evaluation of the position in terms of the established criteria in the Writing and Editing Grade-Evaluation Guide.

Factor 1, Knowledge required by the position

This factor measures the extent of information or facts which the employee must understand to do acceptable work and the nature and extent of skill necessary to apply this knowledge.

At level 1-7, the work requires knowledge of a broad range of sources of pertinent information and the skill to analyze and present information gathered. Level 1-7 positions require knowledge of related information previously released by the organization as well as knowledge of publishing concepts, practices, standards, and technologies for the media used. Knowledge at this level is used to interpret and explain a variety of subjects and to write or edit materials tailored to specific media and audiences. Writers and editors at level 1-7 use knowledge of materials previously released or in process to avoid contradictions and unnecessary repetition. Some assignments may involve writing or editing for electronic media. Writers and editors may coordinate the work of designers and technicians in developing effective, accessible formats, illustrations, and tabular material to augment the written message. Writers and editors present the information clearly and at a level appropriate for the intended audience in order to promote thorough understanding.

Illustrations of work performed at level 1-7 follow.

- A writer develops proposed and final regulations concerning the treatment or importation of animals. Formulating detailed regulations (for example, regulations on the manufacture of products using substances from animals) often requires developing extensive information on the process. Research using diverse sources is necessary to collect information used as the groundwork for developing legally and technically sound regulations. These regulations must be drafted in clear, simple, and brief language.

- An editor manages a periodical bulletin on mental health and takes responsibility for all aspects of the periodical’s preparation. In balancing the selection of articles, consideration must be given to promoting communication and overcoming mutual skepticism among experts in the various disciplines involved in the study and treatment of mental illness. Managing the bulletin involves planning future topics and designing individual issues as well as reviewing and selecting individual articles. It also involves monitoring printing and editorial contracts.

- A writer composes speeches for officials, press releases for the organization, and responses to Congressional inquiries on complex issues related to the enforcement of legislation protecting endangered species. Research and analysis of the pertinent laws, regulations, policies, and programs are necessary to develop complete and accurate statements. The employee consolidates regional submissions into a unified annual report of enforcement activities. The work requires a delicate balance between maintaining scientific accuracy
and simultaneously adjusting the level of writing to the understanding of the general audience.

The appellant’s position requires knowledge of a wide variety of sources of information about [the large organization’s] missions and functions and the skill to analyze and effectively present the information gathered in an interesting and informative manner. The appellant must understand the history of [the large organization] and be able to communicate appropriate information to market [the large organization] effectively and encourage esprit de corps.

The process of developing the [specific publication] begins with the appellant’s contacts with the publisher who is asked to publish the [publication] at no cost to the [large organization]; the publisher solicits advertisers for the publication himself. The appellant then begins to develop suggested [publication] issue theme(s) or articles which are presented through channels to the [large organization’s] Commanding General. After formal approval by the Commanding General, the appellant either writes the material [personally], after thoroughly researching the topic, or [the appellant] enlists the help of subject-matter expert writers and edits their contributions to produce the final product. Similar research, writing, and editing techniques are used by the appellant to complete various other writing and editing assignments, e.g., special multimedia products, briefings, and written presentations. Knowledge required by the appellant’s position fully meets level 1-7.

At level 1-8, the work requires a high degree of expertise in writing and editing. It requires complete command of sources and research methods to develop authoritative information on the programs, policies, functions, and research of the agency; the relationships among agency programs; and related issues and practices in the private sector. It also requires knowledge of regulations and policies affecting Government publications; of publishing concepts, practices, and standards; and of recent advances in publishing technology sufficient to enable the writer or editor to serve as a technical authority in those areas.

Writers and editors at level 1-8 use their knowledge to develop written products that articulate, interpret, and explain highly complex, potentially controversial, and important agency policies, programs, and research findings. Writers and editors develop finished products, verifying by discussion with program officials only those points not verifiable through their own research. They ensure that written products contain no conflict with the policies and objectives of related programs. These products are often attributed to high-level agency officials and include such things as reports of agency achievements to the Congress; testimony presented to Congress; proposed legislation; and reports on major research efforts to inform the public, academic community, and experts in the military or private industry. Writers and editors propose changes in agency editorial and publishing policies and practices, and they serve as resources on these policies and practices to writers and editors at lower levels or to program experts who write for publication.

Examples of positions at level 1-8 follow.
- An editor reviews all publications from all components before release for conformance with agency and current Federal policies. These publications often touch on programs of other components. Potentially controversial information must be recognized and conflicts resolved before the publications are cleared by the highest officials. The editor recommends changes in agency publication policies and is the final authority for interpreting these policies. The work requires knowledge of the entire agency’s programs, policies, and publications.

- An editor manages a series of complex abstracts of survey data and other research results on education programs to ensure that the information is clear and useful to the widest possible general audience. The employee develops new ways to treat complex topics and seeks agreement on these treatments from experts and program officials. Expertise in publishing is required to coordinate the production of the publication and to direct the efforts of writers, editors, illustrators, and others. To ensure consistent and balanced treatment of topics, the editor uses knowledge of other components’ programs, policies, and publications.

- A writer-editor publishes the principal periodical that reports to the public on the accomplishments of a major agency component charged with carrying out a group of significant programs. This series of reports is used by Congress, agency policy makers, academic researchers, and interested members of the public. Planning and managing the publication from initial concept to final camera art, the employee selects an overall theme, solicits manuscripts, and writes original materials. When presenting potentially controversial information, the employee decides whether to seek agreement among high-level officials. The periodical is considered the authoritative source of program and policy information by readers within and outside of the Government.

The appellant’s writing and editing assignments are much more narrow in scope, breadth, and complexity than assignments depicted at level 1-8. The research and analysis required by the appellant are more limited and [the] written products do not parallel the complexity and controversy envisioned at level 1-8.

Level 1-7 is assigned, 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 responsibilities, and the review of completed work. Controls are exercised by the supervisor in the way assignments are made, instructions are given to the employee, priorities and deadlines are set, and objectives and boundaries are defined. Responsibility of the employee depends on the extent to which the employee is expected to develop the sequence and timing of various aspects of the work, to modify or recommend modification of instructions, and to participate in establishing priorities and defining objectives. The degree of review of completed work depends upon the nature and extent of the review (e.g., close and detailed review of each
phase of the assignment; detailed review of the finished assignment; spot-check of finished work for accuracy; or review only for adherence to policy).

The supervisor at level 2-4 establishes the general objectives of the writing or editing projects. The writer or editor and supervisor together develop the boundaries of the subjects involved, set deadlines, and discuss how to approach anticipated problems and controversies, such as how to find scarce information or how to treat subjects on which experts have conflicting interpretations. The writer or editor plans and completes written assignments subject to established agency objectives, interprets policy, analyzes and interprets the information gathered, and solves all but the most complex or controversial problems in presenting the information. This may involve developing new approaches or sources of information. The writer or editor keeps the supervisor informed of unforeseen implications of approaches taken in projects, unanticipated controversies, and progress in meeting deadlines. The writer or editor stays abreast of developments in the appropriate areas to keep the publications current. The supervisor reviews completed written products for overall effectiveness in meeting the objectives of the assignment, consistency with agency policies, and compatibility with the organization’s other publications.

At level 2-5, the employee is the organization’s expert in writing and editing. The supervisor, therefore, provides only administrative direction in terms of broad policy statements and general objectives to be achieved through the publication program. The writer or editor conceives, plans, initiates, and adjusts the scope of projects to achieve consistency with the agency’s overall objectives, other publishing projects, and audience information needs. The projects typically involve ongoing periodicals for specific purposes or large volumes of interrelated written materials that require overall management. Some assignments involve individual written products of extreme complexity or sensitivity. The writer or editor carries out the projects, often coordinating the work of teams of writing, editing, design, and production personnel either in the agency or under contract, and keeps the supervisor informed of progress. Completed written products are considered authoritative and are normally accepted without significant change. The supervisor reviews completed work only for its impact on and coordination with the agency’s overall initiatives.

Although the supervisory controls over the appellant’s position include some characteristics of level 2-5, i.e., the very general way the work is assigned and the significant independence which the appellant is allowed, the overall breadth and complexity of the writing and editing assignments and the anticipated absence of supervisory review of the completed work is not met. The appellant is not considered the organization’s expert in writing and editing, although [the appellant] is recognized as writer-editor of the [publication]. Overall program responsibility for this publication and all publications emerging from the [appellant’s activity] is vested in the appellant’s supervisor and the [activity’s] Director, who may accept or reject the appellant’s completed product. Level 2-5 is not fully met.

Level 2-4 is assigned, and 450 points are credited.
Factor 3, Guidelines

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

At level 3-3, the subject and boundaries of the information to be presented are established. The writer or editor follows precedents from similar, but not identical, written products for format and methods of researching and developing the information needed to write or edit complete and accurate materials. The employee uses grammar references and other writing tools, agency and organization policy, Government style manuals, style and format requirements of the medium and specific publication, and GSA printing regulations. Writers and editors use subject-matter guidelines and references to obtain background information and methods to use in developing information to be presented. These guides apply generally and may have gaps or require adaptation. The writer or editor uses judgment in selecting the appropriate guidelines, references, and precedents. The writer or editor decides how to adapt the guidelines when necessary to develop written products that achieve the objectives.

The appellant’s guidelines fully meet those anticipated at level 3-3. The appellant’s work usually involves researching and developing written products that are similar, but not identical, to previously-issued products. Subjects and information boundaries are approved by the command. The [publication] is [activity]-focused. The appellant uses judgment in selecting the appropriate guidelines, references, and precedents and calls upon [the appellant’s] knowledge of the [large organization] mission and functions in completing [the appellant’s] projects. These written products would not ordinarily be controversial in nature.

The appellant determines the best form or method of presentation by either offering suggestions to subject-matter experts or personally writing the materials for the [publication], special multimedia publications, and other written material. Although the appellant operates with great independence, final approval of [the appellant’s] work is retained by [the] supervisor or the [activity’s] Director.

At level 3-4, policies and previous publications provide some general guidance but do not include specific methods on how to develop and present new or potentially controversial information. The form, content, and methods of presentation of written products are at the discretion of the writer or editor. Because of the unusual or unique nature of the assignments, guidelines are scarce or of limited use. The writer or editor at this level considers overall policies and the mission of the agency and organization in deciding what information to present. The writer or editor modifies established methods or derives new methods of developing and presenting information to maximize understanding and minimize controversy among intended audiences. Some writers and editors may also develop local instructions for the implementation of agency editorial guidelines.

The appellant’s guidelines do not meet level 3-4. Modification of methods and controversy are not inherent in the appellant’s position. The appellant does not develop local instructions for the implementation of editorial guidelines. Assignments are not found to be unusual or unique, and guidelines and subject matter experts are readily available for work assignments.
Level 3-3 is assigned, 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 accomplished; and the difficulty and originality involved in performing the work.

Assignments at level 4-4 usually require research, analysis, and interpretation of information on a variety of subjects concerning the established policies and programs of an organization or the established aspects of a subject-matter field. The writer or editor develops written products for such purposes as to clarify issues or to provide and explain technical information. The writer or editor uses libraries, files, data bases, and contacts to collect information. The writer or editor analyzes the information and may use desktop publishing technology to write or edit materials, develop graphic materials, prepare layouts, or print and disseminate final products. Written products usually must be tailored to be consistent with other related products or involve blending materials from various sources into unified products.

At level 4-4, the writer decides what information to use from accumulated files and research, reconciling contradictions in the material gathered whenever possible. An editor analyzes manuscripts or other written products for clarity making sure the conclusions reached are consistent with the facts presented. The editor recommends major revisions, changes in coverage, or complete reorganizations of manuscripts when necessary. The writer or editor interviews subject-matter experts when the information needed is unavailable or is unverifiable through other research methods.

Based on the Command’s goals, objectives, and approval, the appellant evaluates the information requirements and specific interests of a variety of audiences in order to tailor the material so that it is clear and sufficient to meet the audiences’ needs and interests. The work requires originality in adjusting stylistic and logical approaches, refining research methods, and selecting appropriate information to present. The appellant determines sources for information and subject-matter interviews. The appellant reconciles any contradictions or errors found in the materials gathered or submitted and edits any written contributions from other sources. The appellant must develop written products to present [the large organization] information clearly and concisely. The appellant’s position fully meets level 4-4.

At level 4-5, assignments typically require extensive research and analysis sufficient to define and explain the agency’s policies, programs, research findings, or requirements in detail or in overall form. The employee at this level faces major uncertainties in seeking to explain or interpret for the first time new or substantially revised programs, or the latest research results and their applications when few related research documents are available. The writer or editor presents the various sides of issues or the latest research results in terms of their relationships to agency policies, objectives, and functions.
The employee at level 4-5 originates approaches in explaining new policies and programs or in interpreting and explaining the applications of the latest research findings. Since the audiences often do not accept or fully understand the agency’s objectives, or are being presented with new departures in theories or applications, written products must be clear and convincing. The writer or editor adapts publishing procedures to make effective use of changing information technology, evaluates the potential of new technology for publishing and disseminating specific products, and may develop or modify systems to plan and manage projects.

Most of the work in the appellant’s position involves research, analysis, and preparation of information related to [the large organization’s] mission and functions. Rarely would the appellant incur major difficulties in explaining or interpreting new or revised programs in this area. Generally, [the appellant’s] information sources are readily available in the mode of written materials or subject-matter experts. Consequently, level 4-5 is not fully met.

Level 4-4 is assigned, and 225 points are credited.

Factor 5, Scope and effect

This factor covers the relationship between the nature of the work (i.e., the purpose, breadth, and depth of the assignment) and the effect of the work products or services both within and outside the organization. In General Schedule occupations, effect measures such things as whether the work output facilitates the work of others, provides timely service of a personal nature, or impacts on the adequacy of research conclusions. The concept of effect alone does not provide sufficient information to properly understand and evaluate the impact of the position. The scope of the work completes the picture, allowing consistent evaluations. Only the effect of properly performed work is to be considered.

At level 5-3, the purpose of the work is to prepare and publish such materials as reports and manuals that explain and interpret the work of the organization, disseminate technical or scientific information, or describe technical procedures. Written products typically are similar in format and approach to material produced in the past, and deal with similar problems or situations. The appellant’s position fully meets level 5-3.

The purpose of the work at level 5-4 is to perform research and to prepare and publish written materials that explain and interpret complex policies, programs, and functions of an organization; or, present advanced scientific and technical findings and applications. The writer or editor prepares written information for a variety of audiences who use the materials in different ways. For example, public interest groups use it in influencing agency programs. Private companies use it to develop new products or to seek Government contracts. The academic community uses it to conduct further research. The military uses it to operate sophisticated equipment in maintaining readiness for the national defense.

The primary purpose of the appellant’s position is to write and edit [large organization’s] marketing materials (e.g., [specific publication], special multimedia presentations, speeches) targeted for prospective military officers and designed to promote their consideration of [large
organization] as a career. These materials offer both an [large organization] historical perspective and an explanation of its current mission and operations. Although themes may vary, the thrust of the publications is to provide interesting information about [large organization]. Unlike work at level 5-4, the materials written and edited by the appellant are not designed to explain and interpret complex policies, programs, and functions of [large organization]. The appellant’s position does not meet the scope and effect of work envisioned at level 5-4.

Level 5-3 is assigned, and 150 points are credited.

Factor 6, Personal contacts, and Factor 7, Purpose of contacts

These factors include face-to-face and telephone contacts with persons not in the supervisory chain. Levels described under this factor are based on what is required to make the initial contact, the difficulty of communicating with those contacted, and the setting in which the contact takes place. Above the lowest level, points should be credited under this factor only for contacts which are essential for successful performance of the work and which have a demonstrable impact on the difficulty and responsibility of the work performed. In General Schedule occupations, the purpose of the contacts may range from factual exchanges of information to situations involving significant or controversial issues and differing viewpoints, goals, or objectives.

At level 3, contacts are with high-level managers and administrators within the agency. Contacts outside of the agency are with individuals representing other agencies, the press, contractors, public interest groups, Congressional committees, the academic community, and the business community. The appellant’s contacts include members of the business community, contractors, the press, and universities. Level 3 is fully met.

The purpose of the appellant’s contacts matches level b where the contacts are made to interview information sources and to coordinate work efforts with them, or to advise authors on substantial editorial changes. At this level, the individuals contacted are generally cooperative and working toward mutual goals.

Contacts made at level c generally are to persuade authors to make or accept major revisions in the approach and content of documents, to gain cooperation from program officials in publishing materials as written and designed or to discuss with representatives of other agencies or public action groups with differing points of view the impact of materials being prepared in their areas of responsibility or interest. Tact and persuasion are required in convincing individuals to accept presentations that are not fully in accord with their perceptions or that represent opposing viewpoints from their own. Tact is also required in overcoming pride of authorship when negotiating major changes in documents or in arriving at a consensus that expresses an organization’s position. The individuals contacted by the appellant are generally cooperative and do not require significant persuasion to gain their cooperation. Level c is not fully met.

Level 3b is assigned to the appellant’s position, 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, work is usually sedentary. There are no specific physical demands.

At level 8-2, the work requires long periods of standing, walking over uneven surfaces, or climbing ladders when obtaining or verifying information at construction, research, or testing sites. Although the appellant’s work is usually sedentary, [the appellant] regularly and continually lifts heavy boxes of publications weighing over 40 pounds and carries them up and down stairs. In the process of developing or verifying the facts for [the appellant’s] writing assignments, the appellant visits training sites where [the appellant] is required to stand for long periods of time, walk over uneven surfaces, and climb into and out of [the large organization’s] vehicles. These kinds of substantial physical demands exceed those anticipated at level 8-1. Accordingly, level 8-2 and 20 points are credited.

Factor 9, Work environment

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

At level 9-1, work is normally performed in an office environment. Normal safety precautions are required.

Level 9-2 describes a work environment where the employee is exposed to severe weather or works around machinery when visiting source locations to gather information. Although most of the appellant’s work is performed in an office setting, there is a regular and recurring requirement for the appellant to visit training sites and work around air defense artillery and equipment to gather information for feature articles. Some additional safety precautions must be observed. Accordingly, level 9-2 and 20 points are credited.
Summary of factor levels

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By application of the grade conversion table contained in the Writing and Editing Grade-Evaluation Guide, 2500 points convert to GS-11. The appropriate grade for this position is GS-11.

**Decision**

The appellant’s position is properly classified as Writer-Editor, GS-1082-11.