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

Atlanta Field Services Group 75 Spring Street, SW., Suite 1018 Atlanta, GA 30303-3109

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

Appellant:	[appellant]
Agency classification:	Telecommunications Specialist GS-391-11
Organization:	[organization] Veterans Affairs Medical Center Veterans Health Administration Department of Veterans Affairs [geographic location]
OPM decision:	Telecommunications Specialist GS-391-9
OPM decision number:	C-0391-09-04

/s/ Virginia L. Magnuson

Virginia L. Magnuson Classification Appeals Officer

<u>August 7, 2003</u> 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).

Since this decision lowers the grade of the appealed position, it is to be effective no later than the beginning of the sixth pay period after the date of this decision, as permitted by 5 CFR 511.702. The servicing personnel office must submit a compliance report containing the corrected position description and a Standard Form 50 showing the personnel action taken. The report must be submitted within 30 days from the effective date of the personnel action.

The personnel office must also determine if the appellant is entitled to grade or pay retention, or both, under 5 United States Code 5363 and 5 CFR 536. If the appellant is entitled to grade retention, the two - year retention period begins on the date this decision is implemented.

Decision sent to:

[appellant's representative] [organization] [address] [location]

Chief, Human Resources Department of Veterans Affairs [address] [location]

Mr. William Ellison Department of Veterans Affairs Office of Human Resources Management (054B) 810 Vermont Avenue, NW. Washington, DC 20420

Ms. Ventris C. Gibson Deputy Assistant Secretary for Human Resources Management (05) Department of Veterans Affairs 810 Vermont Avenue, NW., Room 206 Washington, DC 20420

Introduction

On March 6, 2003, the Atlanta Oversight Division, now the Atlanta Field Services Group, U.S. Office of Personnel Management (OPM), accepted an appeal from [appellant] who is employed as a Telecommunication Specialist, GS-391-11. She works in the [organization], Veterans Affairs Medical Center, Veterans Health Administration, Department of Veterans Affairs, [location]. The appellant requests that her position be upgraded to GS-12, the full performance level identified in her career ladder. We received a complete administrative report on March 24, 2003. The appeal has been accepted and decided under section 5112(b) of title 5, United States Code.

General issues

In her appeal, the appellant discusses the volume of work that she performs. However, volume of work cannot be considered in determining the grade of a position (*The Classifier's Handbook*, chapter 5). She also makes various statements regarding her agency's evaluation of the duties and responsibilities of her position. In adjudicating this appeal, our only concern is to make our own independent decision on the proper classification of the position. By law, we must make that decision solely by comparing her current duties and responsibilities to OPM standards and guidelines (5 U.S.C. 5106, 5107, and 5112). Therefore, we have considered the appellant's statements only insofar as they are relevant to making that comparison.

In reaching our classification decision, we have carefully reviewed all information furnished by the appellant, her supervisor and her agency, including the official position description number [#]. An OPM representative conducted telephone interviews with the appellant and her immediate supervisor on April 24 and April 28, 2003, respectively. These were followed by an on-site audit with the appellant and the supervisor on June 18, 2003. This appeal was decided by considering the audit findings and all information of record.

Position information

The supervisor certified position description accuracy, but the appellant did not. The appellant's position description is a statement of differences, with factor level descriptions, to a full performance GS-12 Telecommunications Specialist position, number [#]. The appellant believes she is performing the work described in the GS-12 position description.

A position description is the official record of the major duties and responsibilities assigned to a position by an official with the authority to assign work. A position is the duties and responsibilities that make up the work performed by an employee. Position 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 position description. Therefore, this decision is based on the work currently assigned to and performed by the appellant and sets aside any previous agency decision.

Our fact finding revealed that both the appellant's official position description and the GS-12 position description overstate the program's scope and complexity and the duties and responsibilities assigned to the appellant. The duties of the position descriptions pertain to a regional or agency level beyond the operational scope of the medical center and identify complex system responsibilities typically found at higher levels within the agency. For example, the position descriptions indicate that the incumbent prepares resource plans for new agency service levels and equipment capabilities to be installed in a variety of operating environments. They also indicate that the incumbent develops or revises overall telecommunication plans for a large installation or administrative region that includes several different operating environments and a full range of telecommunication systems including significant specialized requirements. The factor descriptions in the official position description overstate, as shown in the analysis that follows, the system complexity and associated knowledge and responsibilities.

There is limited authority for telecommunications equipment decisions at the medical center. Telecommunications guidance and specifications for technical equipment used by the medical center are provided by the VA headquarters' Office of Telecommunication. The [location] Veterans Integrated Service Network (VISN) mandates and funds telecommunication operations. It approves telecommunications equipment requests and prepares contracts for equipment such as the auto attendant and voice mail system, public announcement system, and narrowband pocket paging system used by the medical center.

The appellant's paramount duties involve technical and analytical work pertaining to the planning, implementing, and managing the medical center's telecommunications systems and services. She is responsible for administration of the systems and all related coordination, operations, communication, data and equipment management, and customer service. The telecommunications equipment primarily includes the auto attendant and voice mail system, public address system, pocket paging system, and main telecommunications system (switch system). The appellant serves as technical advisor to management on all telecommunications issues and represents management in contacts with local and private vendors providing telecommunications needs and recommends telephone systems or other equipment replacement. She makes simple repairs or coordinates corrective action to restore services when equipment is not functioning.

The appellant also serves as the Contracting Officer's Technical Representative for telephone operator services and telecommunications equipment and is considered the center's subject matter expert for contracts regarding telecommunication service and installation. She reviews contracts and requests for errors and proper justification and resolves related issues. She attends planning meetings for new or renovated construction projects or special projects to provide recommendations, e.g., types and number of telephones needed for certain units, coordination required, etc., and computes the estimated cost for the work.

The appellant performs a variety of technical and support functions in conjunction with her assignment. These include programming all telephones using menu-driven data base systems; programming information in the voice mail system; tracking telephone calls and legitimacy of calls and reviewing bills to identify and correct errors; producing reports using standard

software; troubleshooting telephone problems; preparing and maintaining telephone equipment inventories; scheduling service and repairs; and coordinating billing procedures within the facility.

The appellant works independently and receives general supervision from the Chief Information Officer, who is responsible for overall management of telecommunications services and systems for the medical center. Work is periodically checked for compliance with established medical facility requirements, but it is normally accepted without review.

Series, title, and standard determination

The agency determined that the appellant's position is properly placed in the Telecommunications Series, GS-391, and titled as Telecommunication Specialist. The appellant does not disagree. Based on our analysis of the record, we concur.

The GS-391 position classification standard is used for evaluation.

Grade determination

The GS-391 standard 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.

The appellant disputes the agency's assignment of levels and points for Factors 2, 3, and 8. We will discuss the evaluation of these factors and Factors 1, 4, 6, 7 and 9 with which we disagree. We reviewed and accept the agency's factor determination for Factor 5.

Factor 1, Knowledge required by the position

This factor measures the nature and extent of knowledge, e.g., concepts, policies, procedures, and rules, needed to perform the position's duties and responsibilities. The agency credited this factor at Level 1-7 and the appellant does not contest it. We disagree.

At Level 1-6, employees apply a practical knowledge of commonly applied telecommunications principles, concepts, and methodologies in performing independent work involving specified segments of large projects, or taking full responsibility for well-defined projects requiring knowledge of standardized telecommunications approaches, methods, and techniques. They apply skill in weighing the impact of variables such as cost, variations in electronic and other equipment characteristics, equipment availability, and the kinds of communications required such as voice, text, and/or data. Knowledge of standardized telecommunications is used to review existing contractual relationships for equipment and services, network requirements, compatibility with established long distance commercial telephone systems, protocol requirements, and on-line security protection.

The appellant's position is comparable to Level 1-6. The appellant utilizes knowledge of common telecommunications concepts, principles, and practices for well-defined projects. She applies this knowledge to advise management on telecommunications issues, plan telecommunications needs and estimate costs for new or renovated units or facilities, analyze usage, and recommend new equipment meeting agency specifications for medical centers. She identifies proper usage and security of federal telecommunications equipment and identifies problems and corrective action for system failure or problems. She provides operational requirements of existing and planned technology to users and participates in meetings to provide input and to coordinate the actions that are required to carry out standard telecommunications service for the medical center. When reviewing telecommunication service and equipment requests, she weighs common factors to identify validity, cost, and required actions to meet identified needs. Comparable to work illustrations at Level 1-6, the appellant monitors administrative processes such as the status of funds for a project; the schedule and rate of progress in construction efforts; overlapping requirements of the organization; and adjusts current requirements to provide compatibility with planning efforts for system changes. She directs operations and planning for a local communications center which involves evaluating efficiency of operations and making recommendations relative to equipment needs, adequacy of services provided by the organization and vendors, and operational procedures.

At Level 1-7, employees use knowledge of a wide range of communications concepts, principles, and practices or in-depth knowledge in a particular functional area of telecommunications (transmission media, data transfer, ground to ground radio, switching systems, or other very specific aspects of telecommunications) to accomplish work processes through the use of telecommunications devices, methods, services, and facilities. This knowledge is also used to review, analyze, and resolve difficult and complex telecommunications problems. At this level employees apply knowledge of either a broad range or in-depth specialized knowledge of some or all of telecommunications operating techniques, digital and analog communications requirements (sometimes including video), local and wide area networking, and procedures used by Federal and industry organizations. They use knowledge of agency policy and, in some cases, policies and practices of other agencies. They also use knowledge of sources of technical data necessary to evaluate alternative approaches for satisfying communications requirements. Some employees use an in-depth knowledge of contracting procedures and legal requirements to develop wording for proposals and contracts, review proposals for technical adequacy and vendor ability to perform, and/or to monitor vendor performance in fulfilling contractual requirements for equipment and services.

Level 1-7 is not met. The appellant deals with standard commercial systems procured and managed under the control of higher level VA organizations. Her work involves established communications systems and programs and well-established criteria, methods, and techniques. Work at Level 1-7 is generally found in higher graded positions and/or at higher organizational levels such as the VISN or headquarters offices. The appellant's work does not extend beyond the medical center level and does not require the broad communications knowledge or in-depth specialized telecommunications knowledge described at Level 1-7. In addition, while the appellant is sufficiently knowledgeable of contractual relationships in writing contracts and

proposals, her duties do not require in-depth knowledge of contracting procedures and legal requirements as described at Level 1-7.

Level 1-6 is credited for 950 points.

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. The agency has credited the appellant's supervisory controls with Level 2-4, but the appellant believes that Level 2-5 is warranted because her supervisor does not provide guidance or review and she functions independently. We disagree.

At Level 2-3, the supervisor defines the employee's scope of responsibilities and the objectives, priorities, and deadlines. The employee is provided assistance in unusual situations that do not have clear precedents. The employee plans and carries out the successive steps involved and handles problems and deviations in accordance with agency standards, previous training, established practices, or system controls as appropriate in the assignment or specialty area. Work is reviewed for technical aspects such as efficiency of equipment compatibility, network specifications, whether documentation complies with agency guidelines, or whether the equipment or service specifications adequately set forth technical telecommunications and acquisition requirements.

Level 2-3 is met. The supervisor makes assignments by defining objectives and priorities. The appellant plans and carries out the steps of routine assignments, performing them within defined goals, priorities and deadlines. She consults with the supervisor, if needed, on projects with unusual situations, those not having clear precedents, or when she must deviate from standard practices. The supervisor reviews the appellant's work for appropriateness and conformity to policy and requirements. The methods used by the appellant in arriving at end results are not usually reviewed.

At Level 2-4, the supervisor sets the overall objectives and, in consultation with the employee, determines time frames and possible shifts in staff or other resources required. The employee, having developed expertise in a particular telecommunications specialty area, e.g., transmission media and terminal equipment compatibility or in general telecommunications requirements, is responsible for planning and carrying out the work, resolving most of the conflicts that arise, integrating and coordinating the work of others as necessary, and interpreting policy on own initiative in terms of established objectives. The supervisor is kept informed of progress, potentially controversial matters or unusual conditions with far-reaching implications. Completed work is reviewed from an overall standpoint in terms of feasibility, compatibility with other work, or effectiveness in meeting requirements or achieving expected results.

Level 2-4 is not met. The appellant provides limited input on resources required and timeframes. She has developed proficiency in the telecommunication systems and equipment used at the medical center. While the appellant has proficiency and functions independently in performing assignments, she does not independently plan and carry out tasks to the degree envisioned at Level 2-4 where expertise in a particular specialty or general telecommunications requirements

are anticipated. The typical work does not present the full range of conditions requiring the level of judgment and initiative described at that level. Problems, potentially controversial matters or unusual conditions with far-reaching implications are referred to the supervisor. Unlike Level 2-4, the appellant does not interpret policy on her own initiative in terms of the established program objectives. She follows standard equipment and system requirements, procedures, and policies established at higher agency levels.

A position factor must fully meet the overall intent of a level prior to consideration of the next higher level. Since the appellant's position does not meet Level 2-4, further consideration of Level 2-5 is not warranted.

Level 2-3 is credited for 275 points.

Factor 3, Guidelines

This factor measures the nature of guidelines and the judgment needed to apply them. The agency credited Level 3-3, but the appellant believes that Level 3-4, is warranted because her guidelines provide only general concepts, methods, and goals. We agree with the agency.

At Level 3-3, guidelines available and regularly used in the work are in the form of agency policies and implementing directives, manuals, handbooks, and locally developed supplements to these guides, such as site plans, equipment specifications, software characteristics, and detailed work procedures and directives that supplement agency directions. The guidelines are not always applicable to specific conditions or there are gaps in specificity in application to specific telecommunications requirements. The employee uses judgment in interpreting, adapting, and applying guidelines, such as instructions for using particular versions of software, security requirements, or variations in available hardware. The employee independently resolves gaps or conflicts in guidelines according to project requirements, consistent with telecommunications program objectives.

Level 3-3 is met. Specific guidelines and procedures such as regulations, manufacturers' instructions, technical bulletins, equipment instruction manuals, and quick reference guides are available and provide specific instructions for doing the work. Most of these guidelines cover a majority of the standard procedures for telecommunication functions performed by the appellant. The appellant selects the appropriate guide depending on the situation. Similar to Level 3-3, some guidelines are not always applicable to specific conditions and require the appellant to interpret and apply her own judgment. For example, she uses her own judgment to set up the administrative records control file, interprets instructions for telecommunication changes such as how to use the equipment, and defines written procedures for users. The guidelines and interpretive demands are comparable to those found at Level 3-3.

At Level 3-4, guidelines provide a general outline of the concepts, methods, and goals of telecommunications programs. Those guidelines regularly applied at this level are not specific in how they are to be defined, applied, and monitored. Sometimes available guidelines have been purposely left open to local interpretation to allow for variations in local and remote environmental conditions that affect the nature of communications systems designed to satisfy

overall policy direction. Due to the lack of specificity, the guidelines are often insufficient to accomplish particular objectives. The employee uses initiative and resourcefulness to research trends and patterns, deviate from traditional methods, and implement new and improved communications methods and procedures. The employee establishes criteria for identifying and analyzing developments in telecommunications objectives and goals. Assignments at this level may also include responsibility for developing guides for use by telecommunications specialists at the same and lower levels in the organization.

Level 3-4 is not met. The guidelines used by the appellant are more specific than those typical of Level 3-4. The record shows that the appellant's functions do not require her to deviate from traditional methods, uses initiative to research trends and patterns, or establishes criteria for identifying and analyzing developments in telecommunication objectives and goals. The nature of the work performed does not require that guidelines be purposely left open to local interpretation to allow for variations in local and remote environmental conditions. Telecommunication systems guidance for medical centers is established at higher levels and there is little allowance for variations. The appellant receives guidance from headquarters, prepares local operating procedures, and shares it with the medical center staff.

Level 3-3 is credited for 275 points.

Factor 4, Complexity

This factor measures the nature and variety of methods in the work performed and the kinds of decisions made to accomplish the work. The agency has credited the complexity of the appellant's position with Level 4-4 and the appellant does not contest it. We disagree.

At Level 4-3, employees perform various duties requiring the application of different and unrelated processes, methods, practices, techniques, or criteria. Assignments characteristic of this level include: developing alternate telecommunications plans for a facility by describing options in levels of available services, equipment operating features, and the costs involved. Employees compile, analyze, and summarize information relating to the designated telecommunications requirements; develop plans for approaches that may be undertaken; define the level of risk involved for each plan; develop the costs for implementing each of several options; and recommend a course of action to meet assignment objectives. Employees make decisions about how to do the work based on relationships among organizational needs and objectives, costs, requirements, levels and kinds of service requested, lead times required, and supplemental equipment needed to tie in to Government and/or commercial services and facilities.

Level 4-3 is met. The appellant's work consists of various duties involving different and unrelated administrative and technical processes or procedures. She is primarily responsible for maintaining and managing the telecommunications equipment and data bases for the medical center. The work requires the appellant to be familiar with the characteristics and capabilities of the telecommunications management data base, the paging system, the public address system, and wireless phones. She makes decisions that require her to select, adapt, and apply the most

suitable practices, procedures, methods, and precedents to reduce anticipated problems or excess cost. The appellant works out funding arrangements and schedules for providing required services. She coordinates with technical groups concerning methods for meeting telecommunications requirements, relative costs and advantages of alternate approaches, lead times, and supporting requirements. She reviews blue prints for construction projects to recommend the type and number of phones needed for the work stations. The appellant pulls telephone usage reports from the data base system to determine frequency and legitimacy of calls. She works with users concerning modifications of telecommunication equipment. The appellant coordinates telecommunication service of planned or existing systems with users and considers choices about how to perform the work. The facts are normally clear-cut (e.g., database needs for telecommunications information, types of radios based on local needs, or level of frequency for pagers) and apply directly to the problem or issue. The complexity of the appellant's work meets Level 4-3.

At Level 4-4, employees perform assignments consisting of a variety of telecommunications duties involving many different and unrelated processes and methods applicable to well-established areas of telecommunications installation, operations, planning, and administration. Typically, such assignments involve broad telecommunications program requirements or a specialized area, requiring analysis and testing of a variety of established techniques and methods to evaluate alternatives and arrive at decisions, conclusions, or recommendations. Programs and projects may be funded by or under the cognizance of organizations with differing telecommunications requirements or variations in ability to fund system implementation. In deciding what is to be done, the employee typically assesses situations complicated by conflicting or insufficient data which must be analyzed to determine the applicability of established methods, the need to digress from normal methods and techniques, the need to waive particular standards, or whether specific kinds of operating waivers can be justified.

Level 4-4 is not met. The appellant's work consists of a limited variety of telecommunications duties that do not have the degree of difficulty envisioned at Level 4-4. The type of work that would be assigned at this level typically includes projects that require developing designs, plans, and specifications beyond a local level or activity, i.e., a regional level involving organizations with differing telecommunications requirements or variations in ability to fund systems implementation. The appellant's assignments relate to the medical center operations with a variety of conventional telecommunications problems, questions, or situations rather than to organizations having increased complexity due to the broader scope and varying telecommunications requirements. Her decisions regarding what needs to be done depend upon the analysis of the subject, the phase of the equipment installation, or issues involved, but do not normally involve the conflicting or insufficient data, digression from normal methods, or need for waiver of standards typical of this level. Though some training may be required, changes in systems or equipment do not routinely impose significantly increased complexity. The appellant's work does not meet the intent of Level 4-4.

Level 4-3, is credited for 150 points.

Factors 6 and 7, Personal contacts and Purpose of contacts

Factors 6 and 7 measure the type of personal contacts that occur in the work and the purpose of those contacts. The agency used an automated position classification system and credited Level 6-3 and Level 7-2.

Personal contacts

At Level 6-2, contacts are in the same agency, but outside the immediate organization or with the general public, as individual or groups, in a moderately structured setting. Persons contacted are engaged in different functions, missions and kinds of work (e.g., representatives from various levels within the agency such as headquarters, regional, district, or field offices, or other offices in the immediate installations). The contacts are generally established on a routine basis, usually at the employee's work place. The exact purpose of the contacts and the role and authority of other participants may be unclear to one or more of the parties.

Level 6-2 is met. Like Level 6-2, the appellant's personal contacts include the medical center staff, contractors, vendors, service chiefs, and telephone companies. The contacts are generally established on a routine basis such as to assist users with telecommunication equipment, provide information to contractors and vendors, and correspond with telephone companies on statements. These contacts are made in a moderately structured setting and on a routine basis, and at times the exact purpose of the contact may be unclear at first.

At Level 6-3, contacts are with individuals or groups from outside the employing agency, in a moderately unstructured setting, e.g., the contacts are not established on a routine basis, the purpose and extent of each contact is different, and the role of each party is identified and developed during the contact. Typical contacts are with telecommunications specialists and managers from other agencies, contractors, or technical level representatives of foreign governments, or members of professional organizations, the news media, or public action groups.

Level 6-3 is not met. Although the appellant is the point of contact for the telecommunications systems work, her regular and recurring outside contacts do not have the characteristics envisioned at Level 6-3.

Level 6-2 is met

Purpose of contacts

Level 7-b is met. Like Level 7-b, the appellant's contacts are for the purpose of planning, coordinating work, or advising on efforts and resolving problems. The contacts require influencing or motivating individuals or groups who are working toward mutual goals and have basically cooperative attitudes.

Level 7b is met.

Factors 6 and 7 meet Level 2-b and are credited for 75 points.

Factors 8 and 9, Physical demands and Work environment

These factors measure the requirements and physical demands placed on the employee by the work assignment and the risks and discomforts in the employee's physical surroundings. The appellant disagrees with the agency's determination of Level 8-1 and believes that her physical demands involve some exertion.

Physical demands

At Level 8-1, the work requires no special physical demands. It is sedentary and performed in a comfortable posture. It may involve some walking, standing, bending, or carrying of light items.

Level 8-1 is met. The appellant's regular physical demands overall are comparable to Level 8-1. The appellant's work requires occasional physical exertions such as long standing when making changes to the database system and walking for the purpose of surveying other units on the campus of the medical center. The appellant's regular and recurring work is primarily sedentary and performed in a comfortable posture.

At Level 8-2, the work requires some physical exertion such as long periods of standing, walking over rough or uneven surfaces, recurring bending, crouching, stooping, stretching, reaching, and recurring lifting of moderately heavy items. Typical physical demands at this level include recurring bending to look for equipment problems, moving and lifting power supplies and batteries for systems, stooping and climbing in areas to examine equipment, and long periods of walking over rugged terrain.

Level 8-2 is not met. The record shows that the appellant's routine exertion caused by physical demands falls short of Level 8-2. Her regular and recurring work is performed in a comfortable posture and the limited periods of her walking and standing do not involve the other physical demands found at Level 8-2.

Work environment

Level a is met. Like Level a, the appellant's work is basically performed in an office setting away from hazardous work situations. She does not routinely wear protective clothing in her everyday setting.

Factors 8 and 9 meet Level 2-a and are credited for 10 points.

In summary, the appellant's telecommunications work is evaluated as follows:

Summary

	Factor	Level	Points
2.	Knowledge required by the position	1-6	950
	Supervisory controls	2-3	275
	Guidelines	3-3	275

4. Complexity	4-3	150
5. Scope and effect	5-3	150
6. and 7. Personal contacts and Purpose of contacts	2b	75
8. and 9. Physical demand and Work environment	1a	10
Total		1885

The appellant's position is credited with 1885 total points, which falls within the GS-9 range (1855-2100). Therefore, in accordance with the standards grade conversion table, the position is properly evaluated at GS-9.

Decision

The appellant's position is properly classified as a Telecommunications Specialist, GS-391-9.