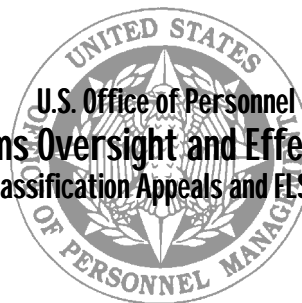


U.S. Office of Personnel Management
Office of Merit Systems Oversight and Effectiveness
Classification Appeals and ELSA Programs



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

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

Appellant: [appellant's name]

Agency classification: Logistics Management Specialist
GS-346-12

Organization: Common Avionics Support Division
Avionics Management Directorate

OPM decision: GS-301-12
Title to be determined by agency

OPM decision number: C-0301-12-04

Kathy W. Day
Classification Appeals Officer

Date: 12/2/98
rd # 3011201.atr

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 changes the series of the appealed position, it is to be effective no later than the beginning of the fourth 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.

Decision sent to:

[appellant's address]

[appellant's personnel office]

Director of Civilian Personnel
HQ USAF/DPCC
1040 Air Force Pentagon
Washington, DC 20330-1040

Director, Civilian Personnel
Operations
U.S. Department of the
Air Force
AFPC/DPC
550 C Street West
Randolph AFB, TX 78150-4759

Chief, Classification Branch
Field Advisory Services Division
Defense Civilian Personnel
Management Service
1400 Key Boulevard, Suite B-200
Arlington, VA 22209-5144

Introduction

On September 30, 1998, the Atlanta Oversight Division, U. S. Office of Personnel Management (OPM), accepted an appeal for the position of Logistics Management Specialist, GS-346-12, [agency's name and address]. The appellant is requesting that his position be changed to GS-301-13 or GS-1101-13.

The appeal has been accepted and processed under section 5112(b) of title 5, United States Code. This is the final administrative decision on the classification of the position subject to discretionary review only under the limited conditions and time outlined in part 511, subpart F, of title 5, Code of Federal Regulations.

General issues

The appellant believes his current position description does not accurately describe his duties, and he states that he has been attempting since June 1998 to resolve the discrepancies. He believes the Logistics Management series is not appropriate since he does not perform typical logistics duties. He also disagrees with the agency's determination of factors 1, 2, 5 and 7.

The core document to which the appellant is assigned is generic in nature and describes a position with responsibility for acquisition, modification, repair, replenishment, and sustainment of systems/subsystems. The major duties include acquisition logistics support and logistics management for fielded systems which involves maintenance, repair, manufacturing, transportation, and mobilization. The appellant is not responsible for the range of routine logistics work described. He basically provides umbrella guidance and coordination for the Air Traffic Control Radar Beacon System, Identification Friend or Foe (IFF) Mark XII Identification Systems (AIMS) program to ensure that all system modifications/developments comply with required standards and are compatible with the present system, as well as a number of other program support activities dealing with the system architecture. The core document identifies some duties for which the appellant is not responsible as being critical to his performance and does not adequately describe his routine duties. He should be reassigned to a position description that correctly identifies his duties and responsibilities.

Position information

The appellant is assigned to core document number 03704.

The primary purpose of the appellant's position is to serve as the Program Manager of the AIMS program. The AIMS functions primarily as an identification system and secondarily as a radar system and is associated with and must interact with all weapons systems, aircraft, ships, and defense sites in the military. The AIMS program is a Department of Defense (DoD) directed program which coordinates and affects the activities of those who use and support or develop changes to the IFF systems throughout the Departments of the Air Force, Army, and Navy. The Air Force is designated as the lead service.

The appellant is responsible for ensuring that current and future IFF systems, whether airborne, ground, or surface installations, continue to satisfy minimum performance standards and that system compatibility is not compromised by any changes or new developments. The changes/developments reviewed by the appellant are considered minor subsystem changes, and the appellant's primary concern is that the requested changes/developments be backward compatible, i.e., communicate and work with the system as it already exists. His program applies criteria to determine the classification of individual systems, issues the minimum performance standards for the IFF systems as determined by technical experts, updates the AIMS Mode 4 Handbook for users, reviews specifications for procurement/development of subsystems to ensure any changes are within parameters of required performance standards, participates in working groups to assess what is currently available and what is needed for the future, provides information and assistance to the international community wishing to procure an IFF system, and coordinates the activities of one service with the others.

The appellant receives primarily administrative supervision from his supervisor with program direction based on policy directives and the program management plan issued by the Pentagon. The DoD AIMS Steering Committee is officially tasked with providing continuing program and policy guidance and objectives. The appellant keeps his supervisor informed of current program activities and/or unusual situations that occur.

Series determination

The Logistics Management Series, GS-346, covers positions concerned with directing, developing, or performing logistics management operations that involve planning, coordinating, or evaluating the logistical actions required to support a specified mission, weapons system, or other designated program. Characteristic of all logistics management work is the overriding requirement to coordinate the activities of the individual functional areas into a unified program which will meet total support requirements. The standard notes that logistics work is performed in numerous organizational structures and at various levels within an agency or department. In the military establishment, logistics management work is carried out to support many different kinds of missions, defense related programs, and weapons systems.

The GS-346 standard discusses some typical kinds of logistics programs in which logistics management specialists are found including system management work involving responsibility for the coordination and analysis of the total support required by a weapon system, subsystem, or group of like systems. Logistics management specialists who perform this type of logistics work are often functionally called "systems managers." This kind of work is typically found in organizations responsible for logistics support of systems which have passed the acquisition stage and are in operational use. The work requires frequent interaction with the users (often referred to as customers) of the system in the field to identify problems, deficiencies, and user capabilities and needs. The work requires continuing contacts with contractors, design personnel, maintenance facilities, personnel in other agencies and agency or major command headquarters staff to coordinate efforts to satisfy support needs. System managers develop, analyze, and maintain management information, e.g., reports, automated data, which serves as the basis for decisions concerning the use

of and support provided to the system. They generally serve as the focal point within the agency, command, or support center for the most immediate information and expertise on problems and requirements of the assigned system or group of systems, with responsibility for assuring the coordination of whatever support is required for full operational capability. Although the appellant's duties deal with systems support of a limited nature, i.e., the architecture of the system, his responsibilities do not encompass the total physical support intended by the GS-346 series.

The GS-301, Miscellaneous Administration and Program Series, includes positions with responsibility for performing, supervising, or managing nonprofessional, two-grade interval work for which no other series is appropriate. The GS-1101, General Business and Industry Series, includes positions with duties to advise on, administer, supervise, or perform work pertaining to and requiring a knowledge of business and trade practices, characteristics and use of equipment, products, or property, or industrial production methods and processes.

The appellant's duties as the AIMS Program Manager involve overall guidance and coordination for the IFF systems installed on all air, surface, cryptographic, and ground weapons systems. He directs all phases of the program including ensuring technical and operational standards are met, determining future needs, screening development projects for system compatibility, coordinating efforts between users, and providing information and arranging support to foreign governments interested in obtaining the system. The work requires skills (analytical ability, judgment, discretion) gained through college level education or progressively responsible experience and is typical of two-grade interval work. His responsibilities are unique and are more appropriately classified in the GS-301 series.

Title determination

The GS-301 series does not prescribe titles. The agency may designate the title to be used based on the guidance in the Introduction to the Position Classification Standards.

Standard determination

Miscellaneous Administration and Program Series, GS-301, January 1979.
Grade-Evaluation Guide for Supply Positions, July 1992.

Grade determination

The GS-301 standard does not contain grading criteria. Positions must be evaluated by reference to standards which include grade level criteria for analogous kinds of work. The agency referenced the Grade-Evaluation Guide for Supply Positions which is used to evaluate operating, staff, and program management work concerned with Federal supply support. We agree with the use of that guide for grading purposes. As when using any standard for cross series comparison, a careful analytical comparison must be made of the relationship of the duties and responsibilities assigned to the position being evaluated with the intent of the criteria being used.

The Grade-Evaluation Guide for Supply Positions is written in the Factor Evaluation System (FES) format. Under the FES, positions are placed in grades on the basis of their duties, responsibilities, and the qualifications required as evaluated in terms of 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 standard. The factor point values mark the lower end of the ranges for the indicated factor levels. For a position factor 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 standard, 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 standard.

Under FES, positions which significantly exceed the highest factor level or fail to meet the lowest factor level described in a classification standard must be evaluated by reference to the Primary Standard, contained in Appendix 3 of the Introduction to the Position Classification Standards. The Primary Standard is the "standard-for-standards" for FES.

The appellant disagrees with factors 1, 2, 5, and 7. We have reviewed the agency determination for factors 3, 4, 6, 8, and 9 and concur with their findings. Therefore, our evaluation will address only those factors with which the appellant disagrees.

Grade-Evaluation Guide for Supply Positions

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.

The agency credited Level 1-7. The appellant believes Level 1-8 is correct.

At Level 1-7, the work requires knowledge of a broad range of supply program relationships or significant expertise and depth in one of the specialized fields of supply operations. Assignments require knowledge of specialized methods and techniques to analyze and evaluate the effectiveness and efficiency of programs and/or operations. The employee at this level applies a depth of knowledge developed from extensive experience in one or more areas of supply operations or management programs and independently analyzes and resolves difficult issues and problems in the assigned area of responsibility. At this level, employees often use knowledge of interrelated supply processes to coordinate plans and objectives of two or more supply programs and/or two or more independent organizations receiving local supply support; recommend options to allow for differing program requirements; develop and/or implement procedures and practices to cover multiple objectives; serve on inter-agency or inter-organization committees and groups to identify and resolve

issues. Employees using this level of knowledge commonly consider and recommend several alternatives. They must evaluate variables such as materials, relationships with other programs, and cost/benefit considerations, as well as administrative processes such as status of funds; delivery schedules; priorities and allocation of resources.

At Level 1-8, employees have mastered a major area of supply operations or demonstrated mastery of general supply program management and use comprehensive knowledge of supply policy requirements to function as technical authorities. Assignments require the application of new theories, concepts, and/or developments to supply problems not susceptible to treatment by accepted supply methods, techniques, or procedures. In addition to mastery of a specialty area, employees at this level use knowledge of other supply specialties in resolving major conflicts in policy and program objectives. Some employees use the knowledge at this level to perform key decision-making and policy development responsibilities in very difficult assignments. These include assignments such as leading or participating as a technical expert in interagency study groups to resolve problems requiring innovative solutions; planning, organizing, and directing studies to develop long-range, i.e., 5 to 10 years, forecasts; recommending methods for enhancing efficiency of supply systems by adapting existing and/or applying evolving technology; developing and implementing national level guidance in agency standards, guidelines, or policies for major supply programs.

Level 1-7 is met. The appellant's responsibilities require expertise and knowledge in the IFF system and the support operations required to maintain the system. He coordinates the plans and needs of the Air Force, Army, and Navy, and makes recommendations, when necessary, to allow for differing needs without compromising the system. He develops and implements guidance for system users based on DoD policy and directives; analyzes proposed changes/developments to determine if they meet system requirements; participates on various committees to identify needs and resolve problems; and provides authoritative guidance to other program managers, manufacturers, and users. The appellant's assignments do not require the application of innovative solutions or new theories, concepts, and/or developments to problems which are necessary to credit Level 1-8. His responsibilities are to make sure the minor technical changes or new configurations that are made are compatible with the existing IFF structure; to apply established criteria to determine system classification; to update user guidance periodically as system changes mandate; to coordinate efforts of the various services; and to provide standard information on the system to the international community. Additionally, while he interprets and applies policy and directives from DoD headquarters and provides feedback which may result in changes to existing policy, he is not responsible for policy development or for determining the overall AIMS Program objectives. He manages his program based on policies and objectives which are well-established and provided to him.

Level 1-7 is credited for 1250 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 for carrying out assignments, and how completed work is reviewed.

The agency credited Level 2-4. The appellant believes Level 2-5 should be credited.

At Level 2-4, the supervisor sets the overall objectives and decides on the resources available. The employee consults with the supervisor in determining which projects to initiate, develops deadlines, and identifies staff and other resources required to carry out an assignment. The employee, having developed expertise in the particular supply specialty or program area, 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 in terms of established objectives. The employee keeps the supervisor informed about progress, potentially controversial matters, issues with far-reaching implications, and intractable problems. Finished work is reviewed from an overall standpoint in terms of feasibility, compatibility with other supply program requirements, or effectiveness in meeting objectives and achieving expected results.

At Level 2-5, the supervisor provides broad administrative and policy direction through discussion of financial and program goals, and national, agency, and local supply policies affecting the direction of the supply program. The employee at this level works under broad delegated authority for independently planning, scheduling, coordinating, carrying out, and monitoring the effectiveness of supply operations. In performing the work, the employee makes extensive unreviewed technical judgments concerning the interpretation and implementation of existing supply policy for the assigned specialty or management area(s) and in deciding which analytical and technical decisions lead to, or form the basis for, major supply program policy and operational decisions by top management. The supervisor usually accepts the employee's recommendations without change. The employee's actions, decisions, and recommendations are reviewed primarily for results obtained in achieving supply program goals and objectives, and in providing support for attaining the organization's mission responsibilities. The supervisor usually accepts the employee's recommendations for new or revised supply policies, procedures, and controls in terms of impact on end user program goals and objectives, broad supply program goals, and/or national supply program priorities.

Level 2-4 is met. The appellant works independently within a framework of priorities, funding, and overall program objectives to develop, implement, and monitor activities to comply with DoD policies. He initiates and carries out the work, keeping his supervisor informed of ongoing projects and issues of significance. This falls short of Level 2-5, where the employee is subject only to administrative and broad policy direction concerning overall major program priorities and objectives. The well-defined framework provided by the policy directives and the program management plan under which he works limits the discretion and judgment the appellant has to determine priorities, objectives, and the scope of his work. Neither the absence of immediate supervision in the day-to-day operations nor the fact that the appellant's technical decisions are normally accepted serves to support a level above 2-4.

Level 2-4 is credited for 450 points.

Factor 5 - Scope and Effect:

This factor covers the relationship between the nature of the work, as measured by the purpose, breadth, and depth of the assignment, and the effect of work products or services both within and outside the organization. The agency credited Level 5-4. The appellant believes Level 5-5 is correct.

At Level 5-4, the work involves investigating and analyzing a variety of unusual supply problems, questions, or conditions associated with general questions about supply programs or operations, formulating projects or studies to substantially alter existing supply systems, or establishing criteria in an assigned area of specialization. The results of the work provide solutions to supply problems and questions. Employees develop alternatives and options that are designed to meet requirements in a variety of physical and environmental circumstances. The employee's work affects supply system design, installation, and maintenance in a wide range of activities within the organization and/or in non-Government organizations.

At Level 5-5, the work involves planning, developing, and carrying out vital supply projects and programs which are central to the mission of the agency, typically having national or international impact. Work on policy matters often involves establishing the agency's position on broad issues or working on national level committees and working groups to develop supply programs of importance to national programs in defense, economic, political, and other programs. Typical of the work at this level is that of a project leader for a group which includes key representatives from other agencies. The employee's advice, guidance, or other results of the work affect development of major aspects of supply program definition and administration throughout the agency. Such work significantly affects the work methods to be applied by other supply specialists throughout the agency and, sometimes, in other agencies. Recommendations and technical interpretations affect the level of funding required to meet program objectives in conducting major substantive or administrative programs or services. Program and project proposals frequently cut across component or geographic lines within the agency, and may also affect the budgets, programs, and interests of other Federal agencies or organizations, or private industrial firms.

Level 5-4 is met. The appellant must analyze a variety of minor changes and developments proposed by the different IFF system users to determine their impact on the existing system, resolve problems and develop and coordinate options that will meet the various needs of all users while not compromising the system, update guidance and criteria furnished to users as appropriate, and assess the AIMS program. He ensures that proposed changes/developments are within the established performance standards for the system. His work impacts the users of the IFF systems throughout the Departments of the Air Force, Army, and Navy. Although IFF systems are found on all military weapons systems, aircraft, ships, and defense sites in the United States and have been sold to some governments in other countries and the appellant works with groups of representatives from other agencies on committees or in working groups, these activities only partially meet Level 5-5. The scope of the appellant's assignment is more aligned with Level 5-4. He provides information approximately once a year, primarily on resource needs, to a Steering Committee made up of representatives from the various services, and participates occasionally on NATO working groups

looking at the current system, what is needed in the future and how the specifications of the system might be impacted. The appellant's work is limited to the AIMS program and does not have broad impact on a major defense program, e.g., overall weapons program, logistics program. While his work may sometimes be the basis for minor changes in policy concerning the AIMS program, his work does not significantly impact the broader weapons program or logistics program policies or the administration of such major programs of the agency or DoD. His technical interpretations and program recommendations are limited to the AIMS program and/or the subsystems being changed/developed.

Level 5-4 is credited for 225 points.

Factor 6 - Personal Contacts and Factor 7 - Purpose of Contacts:

These factors measure face-to-face contacts and telephone dialogue with persons not in the supervisory chain and the directly related purpose of personal contacts, ranging from factual exchanges of information to situations involving significant or controversial issues and differing viewpoints, goals, and objectives. The agency credited 3c. The appellant agrees with Level 3 for Factor 6 but believes Level d is appropriate for Factor 7. We believe Level b is correct.

Purpose of Contacts

At Level 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 c, the purpose of contacts is to influence, motivate, interrogate, or control persons or groups. At this level, persons contacted may be fearful, skeptical, or uncooperative. Therefore, the employee must be skillful in approaching the individual or group in order to obtain the desired effect, such as gaining compliance with established policies and regulations by persuasion or negotiation.

At Level d, the purpose of contacts is to justify, defend, negotiate, or settle matters involving significant or controversial issues. Work at this level usually involves active participation in conferences, meetings, hearings, or presentations involving problems or issues of considerable consequence or importance. The persons contacted typically have diverse viewpoints, goals, or objectives, requiring the employee to achieve a common understanding of the problem and a satisfactory solution by convincing them, arriving at a compromise, or developing suitable alternatives.

Level b is met. The purpose of the appellant's work is typically to explain requirements, gather information to analyze proposed changes/developments, provide guidance, and coordinate efforts. The system users are normally cooperative, working toward meeting published requirements and achieving a mutual goal. There is no evidence that the appellant routinely deals with fearful, skeptical, or uncooperative individuals as described at Level c.

Level b is credited. According to the matrix in the guide, Level 3 for Factor 6 and level b for Factor 7 equate to 110 points.

SUMMARY		
FACTOR	LEVEL	POINTS
1. Knowledge Required By The Position	1-7	1250
2. Supervisory Controls	2-4	450
3. Guidelines	3-4	450
4. Complexity	4-5	325
5. Scope and Effect	5-4	225
6. Personal Contacts and 7. Purpose of Contacts	3b	110
8. Physical Demands	8-1	5
9. Work Environment	9-1	5
	TOTAL	2820

A total of 2820 points falls within the range for a GS-12, 2755 to 3150 points, according to the Grade Conversion Table in the guide.

Decision

The position is correctly classified as GS-301-12 with the title to be determined by the agency.