

Reclamation Manual

Directives and Standards

Appendix A. Calculating Highest Qualifying Level of Work Directed – Base Level

General Schedule Supervisory Guide (GSSG), Factor 5 – Difficulty of Typical Work Directed: this factor measures the difficulty and complexity of the basic work most typical of the organization(s) directed.

Steps	Standard and Guidance	Application
<p>1. Ensure Proper GSSG Coverage</p>	<p>To be covered by the GSSG, the position must perform supervisory work and related managerial responsibilities that:</p>	<p>Create an organization roster using the Base Level Roster (BLR) that lists all positions supervised by the supervisory position. Vacant positions should be included on the chart only if they are classified and funded and are being recruited for, or there is intent to recruit in the immediate future. Use column L to track number of employees by full time equivalent (FTE); annotate accurate FTE which may or may not be a whole number (e.g., for a position that is I.A. with 3 full time and 1 half time employee, the FTE would be 3.5 for that position).</p>
	<p>a. “Require accomplishment of work through combined technical and administrative direction of others.” This means supervision of people, not programs or projects. The supervision of people must meet at least Factor Level 3-2 in the GSSG to be credited for coverage under the GSSG. If there is a paramount requirement of knowledge or experience in trades and crafts, use</p>	<p>Identify and annotate the positions on the BLR that do not meet this requirement (1.a.).</p>

Reclamation Manual

Directives and Standards

Steps	Standard and Guidance	Application
	<p>FWS Job Grading Standard for Supervisors – not the GSSG. Positions that ONLY supervise private sector contractors are NOT covered by the GSSG. For further guidance/reference OPM appeal decisions (C-) or digests (No.): C-1801-11-05 (counting vacant positions and addressing weak ratio); No. 15-05 (Non-professional supervising professional); No. 32-04 and 32-05 (crediting volunteer and contractor work)</p> <p>b. “Constitute a major duty occupying at least 25 percent of the position’s time.” It is generally considered poor position management to design a supervisor position that supervises the minimum amount of time (25%). Furthermore, the DOI Policy Handbook (Section 1.6) requires sound position management when establishing supervisor to employee ratios and requires a minimum of 1:4 (absolute) and 1:10 (where feasible/ first level supervisor) for GS; and 1:15 (where feasible/first level supervisor) for FWS. Furthermore, when factoring nonpermanent work (term or temporary) into the percentage for coverage, this work must be considered in the base level evaluation (No. 28-07). For further guidance/reference: No. 20-05 and No. 28-06 (organization must be so large and so complex as to require subordinate supervisors); C-1102-14-02 and No. 20-01 (artificially high</p>	<p>How much of the position’s time (percentage) is spent performing the requirement above (1.a)? Annotate percentage on Base Level Spreadsheet (BLS) F27 and the BLR B2.</p>

Reclamation Manual

Directives and Standards

Steps	Standard and Guidance	Application
	percentages of time stated for supervision)	
	What is the supervisory ratio?	<p>Direct: Annotate on BLS B29/BLR C2</p> <p>Indirect (through subordinate supervisors): Annotate on BLS B30/BLR D2</p>
	How many subordinate supervisors?	Annotate on BLS E31/BLR E2
2. Determining positions for base level calculation	Highest grade of basic, mission-oriented, nonsupervisory work performed that constitutes 25 percent or more of the workload of the organization. Exclude the following from the workload calculation:	Ensure the BLR from Step 1 lists the full performance level (FPL) grades of the positions. Use FPL when calculating base level.
	<p>a. “The work of lower level positions that primarily support or facilitate the basic work of the unit.”</p> <p>For further guidance/reference: C-0301-13-03 (walk through of exclusions)</p>	Determine the workload to be excluded due to 2.a. Annotate this adjustment on the BLR. Provide clarifying explanation if necessary.
	<p>b. “Any subordinate work that is graded based on criteria in the GSSG or the Work Leader Grade-Evaluation Guide.”</p> <p>The nonsupervisory/lead work of supervisory or lead positions can be credited at the appropriate grade level(s) of the work. For further guidance/reference: C-2210-13-03 (crediting technical work and excluding Lead work)</p>	Determine the workload to be excluded due to 2.b. Determine the percentage and grade level(s) of the remaining workload. Annotate this adjustment on the BLR. Provide clarifying explanation if necessary.
	<p>c. “Work that is graded based on an extraordinary degree of independence from supervision, or personal research accomplishments, or adjust the grades of such work (for purposes of applying this guide) to those appropriate for</p>	Determine the workload to be excluded due to 2.c. Determine any other adjustments and provide clarifying explanation if necessary. Annotate this adjustment on the BLR.

Reclamation Manual

Directives and Standards

Steps	Standard and Guidance	Application
	<p>performance under “normal” supervision.”</p> <p>No. 10-03 (“Thus, where Factor Level 2-5 (nonsupervisory FES) is the grade-determining factor for a position, that position would not normally be creditable toward determining the base level of work supervised.”) Digest No. 21 page 4 (“GS-14 positions could not be used for base level purposes.” “It (GSSG) does, however, permit adjusting the grades of such work for purposes of applying the guide to those appropriate for performance under ‘normal’ supervision.”) (In addition, notes from OPM training indicate that you may figure the grade based on normal supervision and credit appropriate workload at this grade.)</p>	
	<p>d. “Work for which the supervisor or a subordinate does not have the responsibilities defined under Factor 3.”</p>	<p>This should have been addressed under Step 1.a.</p>
<p>3. Ensure General Schedule grade equivalent for remaining Non-GS positions</p>	<p>Using GS Classification standards, determine GS equivalent for all positions that can be credited for base level (i.e., have not been eliminated in Steps 1 and 2). No. 20-06 (credited WG-10 Electrician work as similar to GS-07 Technician work); No. 31.09 (contractor equivalent). Reclamation guidance from August 1993 gave general guidance as follows: Unskilled WG such as Laborers could be GS-1/2; Semi-skilled such as warehouse could be GS-3/4 and routine maintenance or utility worker could be GS-5/6; Vehicle operation such as motor vehicle and or forklift operators could</p>	<p>Determine GS equivalent for positions. Annotate on the BLR. Once this is done, complete columns K and L on the BLR.</p>

Reclamation Manual

Directives and Standards

Steps	Standard and Guidance	Application
	<p>be GS-5/6; medium vehicles such as tractors could be GS-7/8; and heavy equipment such as crane or drill rig could be GS-9/10; Skilled wage positions such as trades helpers could be GS-5/6; intermediate trades workers could be GS-7/8; journey level such as electricians and plant mechanics could be GS-9/10; and expert level such as control center operators and communications and instrumentation could be GS-11 (based on recent OPM digest, this equivalent would require extensive justification No. 32-01); special skills like model makers could possibly be GS-12 (based on OPM appeals, would not likely have WG at this level).</p>	
<p>4. Calculating Base Level</p>	<p>Method 1. For smaller organizations, determine grade levels and associated percentages specific to each position supervised based on individual analysis of each position.</p>	<p>Using columns K and L on the BLR, enter the FTE numbers by grade on the BLS (Row 25). For Method 1, adjust grade distribution for each position based on position analysis/evaluation.</p>
	<p>Method 2. For larger organizations, enter a prescribed distribution of grade levels and associated percentages for all positions supervised. The prescribed distribution is 10/50/40. In other words, 10 percent above grade, 50 percent at grade, and 40 percent below grade.</p>	<p>Using columns K and L on the BLR, enter the FTE numbers by grade on the BLS (Row 25). For Method 2, the prescribed distribution has been pre-populated on the BLS.</p>
	<p>Method 3. For second level supervisors who supervise more than 50 percent of the time and spend at least 50 percent of the total position time supervising a</p>	<p>If using Method 3 you will use Method 1 for the data entry. Document the portion of the organization that</p>

Reclamation Manual

Directives and Standards

Steps	Standard and Guidance	Application
	<p>specific portion of the organization. In this case, the base level of that specific portion, can be used as the base level. It should be noted...OPM has asserted during training that most all base levels will be derived using Method 1 or 2. OPM appeal decisions support this assertion. The rationale is that the supervisor must spend 50 percent of the work time supervising a portion of the organization which, on appeal, is generally asserted by the appellant to be the higher graded work. OPM questions, on appeal, the veracity of spending so much time supervising higher graded employees who should be working relatively independently. Furthermore, if there are subordinate supervisors over that “portion” of the work, the veracity of the claim is questioned even further. For further guidance/reference: Digest No. 22 (Page 1-2 gives an excellent explanation of when you can and cannot use Method 3); No. 20-06; No. 19-06; No. 32-01.</p>	<p>requires supervision taking at least 50 percent of the supervisor’s time and upon which the base level will be evaluated. Provide justification and explanation for using Method 3. Provide explanation on BLS I32.</p>
<p>5. Base Level Determination</p>	<p>The highest grade which best characterizes the nature of the basic, mission-oriented, nonsupervisory work performed or overseen by the organization directed; and constitutes 25 percent or more of the workload (not positions or employees) of the organization.</p>	<p>Once data is entered in the BLS from Step 4 using BLR data from Steps 1-3, the base level is the grade where the cumulative total (moving from GS-15 down) reaches at least 25 percent (column T on the BLS). Use the BLS to calculate and document this analysis.</p>

Reclamation Manual

Directives and Standards

Base Level Roster (BLR)	% Time Spent Supervising	Direct Ratio	Indirect Ratio	Sub Supv							
Step 1. b. What percentage of time is spent performing the requirements of 1.a? What are the ratios?											
Step 1 - list all positions supervised by Title	PD Number	Pay Plan	Series	FPL Grade	Step 1.a. Star positions to be excluded. Explain.	Step 2.a - Star positions to be excluded. Explain.	Step 2.b. - Annotate adjustments	Step 2.c. - Annotate adjustments	Step 3 - Annotate equivalent	Final Base Level Roster - series and grade.	Number of Employees (FTE)

Base Level Spreadsheet (BLS) - Worksheet for calculating highest qualifying level of basic nonsupervisory work directed (base level).

Position Number:		Organization Code:										Org Title of Position:		
Position Classification:					Organization Name:									

GRADE	GS-15	GS-14	GS-13	GS-12	GS-11	GS-10	GS-09	GS-08	GS-07	GS-06	GS-05	GS-04	GS-03	GS-02	GS-01	TOTALS	FACTOR	UNIT	CUMULATIVE	GRADE
GS-15	60.0%	10.0%														0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-15
GS-14	40.0%	50.0%	10.0%													0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-14
GS-13		40.0%	50.0%	10.0%												0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-13
GS-12			40.0%	50.0%	10.0%											0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-12
GS-11				40.0%	50.0%	10.0%										0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-11
GS-10					40.0%	50.0%	10.0%									0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-10
GS-09						40.0%	50.0%	10.0%								0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-09
GS-08							40.0%	50.0%	10.0%							0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-08
GS-07								40.0%	50.0%	10.0%						0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-07
GS-06									40.0%	50.0%	10.0%					0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-06
GS-05										40.0%	50.0%	10.0%				0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-05
GS-04											40.0%	50.0%	10.0%			0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-04
GS-03												40.0%	50.0%	10.0%		0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-03
GS-02													40.0%	50.0%	10.0%	0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-02
GS-01														40.0%	90.0%	0.00	#DIV/0!	#DIV/0!	#DIV/0!	GS-01
																TOTAL PERCENT	#DIV/0!	#DIV/0!	#DIV/0!	
Number of Employees (FTE)	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000				

Percentage of Time Spent supervising:

Supervisory Ratios

Direct:

Indirect:

Numer of subordinate supervisors:

Method Used to Calculate Base Level and Explanation if necessary: