

**HQUSACE IMPLEMENTING INSTRUCTIONS  
GENERAL SCHEDULE SUPERVISORY GUIDE  
SECOND REVISION**

The following guidance represents Corps of Engineers interpretation of the GSSG as it pertains specifically to the USACE Major Subordinate Commands (MSCs), Districts, Laboratories and FOA's. It is not intended to duplicate guidance provided by DOD and DA. This is a revision of the guidance published 9 December 1993 and 10 August 1995. This revision is based on the OPM *DIGEST OF SIGNIFICANT CLASSIFICATION DECISIONS AND OPINIONS*, Number 21, dated June 1998.

GENERAL GUIDANCE:

With the emphasis placed on time percentages for determination of coverage by the GSSG and determination of base level, accuracy of time percentages for duty paragraphs for supervisory and nonsupervisory positions is very important. Time percentages may make the difference in grade levels.

For positions where supervisory duties are grade controlling, a job description must either have an addendum describing the six GSSG factor level descriptions or a new job description should be written in factor format. With this information available in the job description, an evaluation summary form will be sufficient for evaluation documentation.

HQDA has determined that the Corps does not meet the "agency" criteria in the standard. Therefore, the Corps is considered a MACOM for purposes of applying this standard.

FACTOR 1 - PROGRAM SCOPE AND EFFECT

Users are cautioned against the mechanical crediting of factor levels on the basis of organizational echelon. The correct level under Factor 1 must be based on an analysis of the complexity, breadth, and impact of the work directed, with the location of the position in the organizational structure being considered as one indicator of the scope and effect of the work.

Positions that report to the Commander and those that are two reporting levels below the Commander may support the same factor level; e.g., Division and Branch Chief (District), Director and Division Chief (MSC). While there are exceptions, positions that are three or more levels (Section at District, Branch at MSC) below the commander normally have a much smaller portion of the program and therefore should be credited with a lower factor level. This is a two-part factor; both scope and

effect must be fully met in order to assign a level.

District line positions at branch and division level normally will meet Level 1-3 in that the program segment performs technical, administrative, protective, investigative, or professional work and has a wide geographic coverage. Supervisory positions below the division must supervise a program segment that has direct and significant impact required for crediting Level 1-3 Effect. District staff support functions generally directly impact the district, but do not normally directly affect a wide range of Army activities, the activities of other agencies, or outside interests. They will therefore normally meet Level 1-2. The first two examples at Level 1-3 and Level 1-4 describe line/mission work. The last example at Level 1-3 and Level 1-4 describe staff support work. Since different criteria are used, it is possible that both line/mission work and staff support work will evaluate to the same level.

Based on many OPM and DOD appeal decisions on Corps positions, it does not appear that districts with a CONUS mission will have line positions that exceed Level 1-3. Districts that do not have a mission that encompasses a major metropolitan area, an entire state, or a small region of several states will not have positions that exceed Level 1-2. Staff support positions at the district level normally will not exceed Level 1-2. MSC line positions generally do not have responsibility for development of major aspects of key Army programs nor do they include major, highly technical operations at the Government=s largest, most complex industrial installations.

The criteria of "impacts large segments of the Nation's population or segments of one or a few large industries" applies to only those positions that directly impact the population or industries; e.g., navigation. It does not include positions that indirectly impact; e.g., design. Although our MSCs encompass large geographic areas, division positions normally do not directly impact large numbers of people; however, they may impact segments of one or a few large industries.

The criteria of "receives frequent or continuing congressional or media attention" is to be interpreted as the program or program segment under the direct control of the position being evaluated receives this kind of attention. While some programs at the district level may receive this level of attention, MSC level programs will only receive this credit if problems are not resolved at the local level. On the basis of the above discussion, these positions will not normally meet Level 1-4 Scope or Effect.

Staff support positions are impacted in various ways

depending on the missions supported. Although the work processes for construction projects appear to be similar, staff support positions are impacted in various ways by the differences between military, civil, Hazardous, Toxic, and Radioactive Waste (HTRW), and Work for Others construction projects.

Different personnel policies and procedures are required due to the mix of civil and military funded employees. For example, FTE reductions, furloughs, hiring freezes, etc., may affect only civil or military funded employees. Not all staff support positions are affected in the same way by the same mission. Therefore, one should not assume that all staff support positions at a given district/MSO will be evaluated to the same level.

Staff support positions below headquarters level must meet the criteria for "large or complex, multimission installation" at Level 1-3. This criteria does not apply to line positions. The second situation defining a multimission military installation states: "a complex, multimission installation or a group of several organizations (directly supported by the position under evaluation) that includes four or more of the following: ...multimillion dollar (annual) construction, civil works, or environmental cleanup projects;...or equivalent activities..." This definition does not include all Corps missions. The following paragraphs expand on the definition to include equivalent Corps missions.

1. Military Construction: Involves engineering, design, construction, improvement, and alteration of CONUS and OCONUS facilities for the Army, Air Force and Defense agencies. This includes Foreign Military Sales (FMS) construction funded by a friendly nation to provide facilities for the Armed Forces of that nation. Major FMS construction has occurred in Saudi Arabia, Israel, other countries of the Middle East and elsewhere. Facilities range from warehouses to highly sophisticated medical and training facilities, troop and family housing, community facilities, and state-of-the-art weapons delivery systems.

2. Civil Construction: Involves planning, programming, engineering, and design of the construction of water resource and environmentally oriented projects of national importance. Typical projects include (but are not limited to) navigation locks and dams, river and harbor channel deepening, flood control structures (e.g., dams and reservoirs, levees, floodwalls, removal of channel obstructions), nonstructural flood control measures (e.g., greenways, relocation of structures in floodplains), shore protection works, hydroelectric plants, recreation facilities, and environmental measures such as creation or restoration of wetlands and wildlife habitat. These projects provide benefits including access to low cost

transportation; prevention of death, injury and property damage in flood events; electric power; municipal, industrial and agricultural water supply; recreational opportunities; water quality; and preservation of natural and cultural resources. Most Civil Works projects built today are cost-shared and constructed under Project Cooperation Agreements with non-Federal sponsors.

3. Work for Others: Involves planning, engineering, design, construction, improvement, and alteration of facilities or oversight of grant programs for other federal agencies; e.g., DOE, EPA, VOA, State Department, HUD, NASA, etc.

4. Environmental Cleanup/Restoration: The Defense Environmental Restoration Program (DERP) involves environmental remediation, and facilitation of State/territory participation in the restoration process, at active military installations and formerly used Defense sites. The base closure program involves environmental support to closing/realigning Army installations. Support for others activities include support to the Environmental Protection Agency, the Department of Energy, the Department of Agriculture, Federal Aviation Administration, Farmers Home Administration, Economic Development Agency and the Federal Emergency Management Agency in executing Hazardous, Toxic, and Radioactive Waste (HTRW) restoration activities. Restoration activities vary widely in complexity, from easily remediated environmental concerns to vast areas with major environmental degradation/damage (ordnance, improperly disposed of hazardous substances, residual armament manufacturing damages, etc.).

5. Operations: Includes the operation and maintenance of a diverse range of activities at projects that include locks and dams, navigation, dredging of channels and harbors, flood control, hydropower, floating plant, and recreation resources and facilities. Includes the effective emergency response to natural and national disasters including flood, hurricane, earthquake, and war. Includes the regulatory program where the Corps issues permits for any work in, over, or under a navigable water of the United States or for the placement of dredged fill material into any water of the United States.

6. Host Nation Support: Involves planning, engineering, design, and construction of facilities for U.S. Forces funded by the Government of Japan, Republic of Korea, and other countries. Host Nation funded programs in Asia are most critical to sustaining U.S. interests in this volatile region of the world.

Corps of Engineers divisions/districts that are equivalent to a complex, multimission installation (for purposes of

crediting Scope under Level 1-3 for staff support positions) must include multimillion dollar (annual) projects in four or more of the following mission areas: 1) military construction, 2) civil construction, 3) operations, 4) environmental cleanup/restoration, 5) host nation support, 6) work for others, or 7) research laboratory of moderate size (does not include division labs).

Credit the money allocated for a project (usually designated by a project number or CWIS), but not the program dollars allocated for a program; e.g., Regulatory, Navigation, Dredging. There are some Corps projects where there are multiple units/individual construction sites that are to be planned and built over a period of years. In such cases the annual project dollars do not need to be site specific. Do not credit the same project in two different mission areas; e.g., environmental cleanup/restoration and work for others. Do not credit more than one project in the same mission area. Assign credit only for diverse projects; same or similar projects at different locations would count as one project. In determining multimillion dollar annual cost, projects that extend over more than one year must be prorated to determine the annual cost. For example, a 2 year \$4 million project may equate to a \$2 million annual project for credit of complex; however, a 5 year \$5 million project may equate to \$1 million annually which would not be a multimillion dollar annual project.

When considering whether mission areas such as operations and environmental cleanup/restoration are as complex as a multimillion dollar construction project, the key is whether the project has an equivalent impact on the staff support position being evaluated. The phrase "multimillion dollar (annual) construction, civil works, or environmental cleanup projects" is an indicator of complexity. Dollar value alone does not indicate that a given mission is complex. Other key considerations of meeting Level 1-3 include whether the position being evaluated provides services that directly affect each of the four or more missions and whether the work performed directly involves or substantially impacts the provision of essential support operations to numerous, varied, and complex technical, professional, and administrative functions. For example, the Budget Branch in RMO would have little or no impact on a Civil Works construction or operations project, while the Finance and Accounting Branch would have considerable impact. Each of the components of a complex multimission installation requires a substantial number of employees in a fairly complex organizational structure under separate command and control, as do the examples provided by DOD and Army.

FACTOR 2 - ORGANIZATIONAL SETTING

Positions that report to and are rated by either the District Commander or a full Deputy Commander at districts where the Commander supervises several GS-15 positions will meet Level 2-3. For districts that have more than one military deputy a determination must be made as to which, if any, position is the full deputy as defined in the GSSG. Positions reporting to supervisors that are rated by a position that is less than the full deputy (e.g., DDE/PM, Executive Assistant, junior military deputy) will be evaluated at Level 2-2 if the Commander supervises several GS-15 positions. OPM does not consider only 1 or 2 GS-15s (excluding Chief Counsel) to be a substantial GS-15 or equivalent workload. Exclude GS-15 positions that do not supervise work under the direct management control of the position under consideration.

Determinations on whether or not a Deputy position is a separate reporting level for this factor should not be based solely on whether the Deputy rates and the Chief approves/senior rates performance evaluations. Although this is an important indicator, the position in question must meet one of the two situations in the GSSG definition of deputy. A comprehensive evaluation must be made of whether the deputy is delegated complete authority to decide on and carry out the full range of responsibilities for the total program (all divisions) directed by the District Engineer; e.g., exercise authority to decide/act on all actions versus recommend/refer most actions to the District Engineer for final decision.

#### FACTOR 3 - SUPERVISORY AND MANAGERIAL AUTHORITY EXERCISED

Positions at MSCs and HQUSACE cannot be credited with Level 3-3a or Level 3-4a on the basis of providing program guidance and oversight to district operating programs. These positions typically exercise Level 3-2 or Level 3-3b supervisory and managerial authorities over a staff primarily performing program policy development work. Because the district operating programs are not under the MSC/HQUSACE supervisor=s direct supervision, these Asubordinate organizational units@ do not reflect the exercise of direct managerial authority found at Level 3-3a and Level 3-4a.

While divisions and branches at Districts and directorates and divisions at MSCs are standardized structures controlled by HQUSACE, some supervisors and managers reporting to the Commander do exercise final authority for organizational design at section level and below and may meet Level 3-4b. This would be true even if formal clearance is required for these actions. Credit cannot be given for reorganizations directed by HQUSACE. NOTE: Supervisors and managers must exercise delegated managerial authorities described at Level 3-3a and 3-3b before crediting

Level 3-4b.

#### FACTOR 4 -- PERSONAL CONTACTS

To be credited under 4A, the contacts must contribute to the successful performance of the work, be a recurring requirement, have a demonstrable impact on the difficulty and responsibility of the position, and require direct contact. The formality of the contacts and the amount of preparation required are also considered under Subfactor 4A. However, care must be taken to ensure that the same contacts are used to determine the correct level for Subfactor 4B. These contacts must be regular, recurring and frequent. The same contacts should not be credited for both supervisory and nonsupervisory duties. When contacts are not clearly distinguishable between supervisory and nonsupervisory duties, assign the contacts to the supervisory duties.

#### FACTOR 5 - DIFFICULTY OF TYPICAL WORK DIRECTED

When the basic nonsupervisory work is two-grade interval in nature, exclude clerical work as it does not entail making substantive decisions. This work is generally classified at the GS-05 level and below. Include technical/assistant work at the GS-06 level and above because it involves the performance of substantive work directly related to the mission of the organization directed. For example, exclude personnel clerk positions but include personnel assistant positions when determining the base level for a personnel officer. Some personnel clerk positions would be included, however, when determining the base level for a Chief of Technical Services Branch, since the personnel clerical work is the basic work of that Branch.

#### FACTOR 6 - OTHER CONDITIONS

This factor applies to the coordination and integration of the work done by subordinates within the organization supervised, not coordination with external organizational elements. Positions must meet the level of coordination and integration described, not just the grade level. Although you will start with the grade level determined under Factor 5, it will not be unusual to drop one or two factor levels to find the appropriate description of the coordination and integration required.