



**United States
Office of Personnel Management**

Personnel Management Series

GS-0201

Jun 1976, TS-25

**Workforce Compensation and Performance Service
Office of Performance and Compensation System Design
Classification Programs Division
July 1999, HRCD-7**

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Personnel Management Series

GS-0201

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SERIES DEFINITION

This series includes positions that either (1) direct or assist in directing a personnel management program, or (2) advise on, supervise, perform or provide staff leadership and technical guidance for work that involves two or more specialized personnel functions, or (3) perform specialized personnel management work not covered by other series in this group.

The issuance of this standard supersedes the standards for personnel officer and personnel management specialty positions as follows:

- Personnel Administration Series, Part I, GS-201, issued in August 1961 and reprinted in October 1964, and the explanatory memorandum;
- Personnel Administration Series, Part II, GS-201, issued June 1959, December 1959, August 1963, April 1964, and reprinted in October 1964, and the explanatory memorandum.

INTRODUCTION

Personnel management is concerned with the acquisition, retention, motivation, development and use of the human resources of an organization. It is an integral part of total management. As such it is the ultimate responsibility of the head of the organization. Within the various agencies of the Federal Government there is considerable variation in the organizational and occupational structures through which the personnel function is carried out, and in the role and relationship of personnel management to the total management process. These differences, which influence both series and grade-level determinations, are discussed below.

THE ROLE OF THE PERSONNEL MANAGEMENT PROGRAM

The optimum role of the personnel management program is full and active participation by the personnel officer and appropriate members of his staff in the management decision-making process. Programs which function at this optimum level are characterized by:

1. Sensitivity to the needs and goals of management, with particular awareness of the manner in which organizational, program, technological and other changes condition the management of Government activities;
2. Positive evidence of active participation with management in
 - a. identifying personnel needs and problems, and

- b. mobilizing and coordinating all the specialized techniques and resources available to stimulate sound manpower planning and provide effective responses to personnel needs and problems;
3. Awareness of progress in management theory and principles;
4. Positive contributions made to organization's programs through the application of advancements and innovations in day-to-day personnel operations.

At the other end of the spectrum, some personnel management programs are fulfilling a minimum role -- one that is confined to meeting procedural and regulatory requirements in carrying out the technical functions involved in (1) the recruitment and placement of employees, (2) the classification of positions and administration of pay, and (3) the conduct of employee- management relations and employee development functions.

Many programs fall between these two extremes, either (1) because they have not yet achieved an "optimum" level of performance and participation in all aspects of their activities, or (2) because management is not fully aware of what the personnel program can and should contribute, and thus fails to encourage or require that contribution.

The actual role of the personnel management program in any given activity is in part determined by the way in which the personnel officer and his staff view their responsibilities and their relationship to the organization of which they are a part. Management's perception of the potential contribution of the personnel function is conditioned by the assessment of the contributions which it has made in the past.

POSITION CLASSIFICATION STANDARDS FOR PERSONNEL OFFICER AND PERSONNEL MANAGEMENT SPECIALIST POSITIONS

The position classification standards which follow are issued in two parts. Part I provides criteria for the classification of positions which include responsibility for directing or assisting in directing a total personnel management program, whether it be at the agency, intermediate echelon or installation level. Part II provides criteria for the classification of positions which combine or cut across the lines of work included two or more specialized personnel series, but which do not involve supervision or direction of the total personnel management program for the organization served. Part II also provides grad-level guidelines for work allocable to the [Position Classification Series, GS-0221](#) and the [Personnel Staffing Series, GS-0212](#).

(Note: Position classification standard for the [Employee Relations Series, GS-0230](#), [Labor Relations Series, GS-0233](#), and [Employee Development Series, GS-0235](#) are issued separately under those titles and series codes.)

RELATIONSHIP BETWEEN, AND USE OF, PARTS I AND II

Part I, which covers personnel officer positions, deals with personnel management in terms of broad, overall program responsibilities. It involves evaluation of the interplay of many responsibilities which cannot be precisely defined without becoming overly detailed and mechanistic. Part II, on the other hand, covers positions of specialists in various segments of the personnel program. Thus, it can be and is presented in terms of the more detailed specifics appropriate to the evaluation of such positions. While the specific elements and form of presentation differ between the two parts, they are compatible because they rest on the same basic concepts with respect to grade levels and the considerations that make for difficulty and responsibility in personnel positions.

The two parts have a definite bearing on each other. The standard for part II (and standards for other nonsupervisory positions such as employee development officer) must be interpreted and applied in the light of the overall program concepts expressed in the standard for part I. Part I thus becomes a means by which part II can be brought into focus. Part II, on the other hand, may properly be used to provide further detail concerning program elements and functions which can be treated only in general terms in part I.

Proper use of part II in evaluating positions covered by part I involves using the more detailed information as background to help in interpreting the criteria in part I. This does not mean that grades derived under part II be directly used as bases on which to "build" grades of personnel officer positions. Such use may not only lead to misinterpretation of part I, but to misuse of part II itself. *For example, when a part II or GS-235 nonsupervisory job is credited with an extra level for independence of action, this does not automatically raise the grade of the supervisor of the position.*

PART I -- PERSONNEL OFFICER POSITIONS

OCCUPATIONAL INFORMATION

Personnel officers are required to apply a broad and intensive knowledge of:

1. The structure, functions, missions, objectives and current problems of the organization served, and their relationships both to other components of the organization involved and to the Federal Government as a whole;
2. The general principles and methods of organization and administration including (a) theoretical and practical concepts and types of organizational structures and their relationships to and relative utility for various kinds of missions and (b) the financial management cycle, i.e., the Federal budgeting, appropriation, funding and accounting processes and their implications for effective mission accomplishment;
3. The theories, concepts, and principles of personnel management;
4. The kinds of jobs in the organization and their requirements; and
5. The human qualities involved in or required for successful job performance and effective group relationships.

TITLES

Personnel Officer is the approved title for all positions which involve responsibility for directing a personnel management program, except that [*Director of Personnel*¹](#) is used for positions of personnel officers at the highest echelon of a department or independent agency, since this title was established by Executive Order 9830 for such positions. *Assistant Personnel Officer (or Assistant Director of Personnel)* are the appropriate titles for full assistants to personnel officers, and directors of personnel, respectively. The designation of "supervisor" is not necessary in the title of the position.

PREAMBLE

Some of the elements which affect the complexity and level of operation of personnel officer positions relate primarily to the situation in which the program functions; some relate primarily to the manner in which the personnel function is conceived and carried out. However, there is no simple and satisfactory way of isolating all the variables and treating them separately. Furthermore, there is an aspect of total professional-type responsibility in a personnel officer's position which is, to some extent, independent of such specifics of the operating situation as size of work force served, number and complexity of occupations involved, etc.

For this reason, the position as a whole may be worth more, or sometimes less, than the sum of its parts in terms of element values. For example, if the personnel function is conceived and operated at a "full" level, this fact may outweigh limitations with respect to size or other tangible criteria of "difficulty." On the other hand, if a position does not operate at a "full" level, the addition of such external indicators of difficulty as a size, occupational diversity, etc., may have relatively little significance.

Consequently, proper evaluation of a personnel officer position requires analysis of the various pertinent elements of difficulty and then a non-mechanical evaluation of the position as a whole, in which judgments is applied in weighing the interactions of the component elements and the real values in the total position.

The standard discusses the various elements separately, the range covered by the elements, and the relative levels or degrees for each element. Because each of the elements may range in degree over an infinite number of points on a continuous scale, and may be affected in varying degree by the presence or absence of other factors, the levels indicated can only be rough approximations, to serve as guides to sound judgment.

The grade-level portion consists of narrative illustrations of typical combinations of situations, element characteristics, and program responsibilities characteristic of the various grades.

The levels, as described in the standard, range upward from a technically and procedurally adequate personnel program. Where the program or other elements pertinent to the evaluation of a position fall below the "positive" base in this standard, suitable downward adjustments in grade are required.

EVALUATION OF PERSONNEL OFFICER POSITIONS

There are two fundamental classification factors, each composed of several elements, which taken together measure the relative grade-value of personnel officer positions. These are (1) the program environment and (2) the operational character of the personnel program. Discussion of these factors and their component element follows:

Outline of the Evaluation Factor Discussion

Factor I -- The Program Environment, made up of three elements:

Element 1: Level of Authority and Responsibility, with four defined levels:

- Primary Policy Level
- Secondary Policy Level
- Operating Level -- Full Delegation of Authority
- Operating Level -- Limited Delegation of Authority

Element 2: Size of Work Force Served, divided into four ranges:

Large
Moderately Large
Medium
Small

Element 3: Other Environmental Elements, expressed in five degrees:

Exceptional
Very Substantial
Substantial
Moderate
Limited

In deciding which of these five degrees is appropriate:

1. The following nine sub-elements are considered in terms of the degree to which each is found in the job:

3a: Functional Coverage of the Program
3b: Variety and Technical Complexity of Occupations Served
3c: Organizational Complexity and Stability
3d: Servicing Organizations under Separate Management Controls
3e: Intermingling of Work Forces
3f: Dispersion
3g: Isolation
3h: Mission Which Place Exceptional Demands on the Personnel Program
3i: Complexity Imposed by Labor Relations Activities

2. A summary, overall judgment can then be made as to the appropriate degree for the job in terms of Element No. 3. (See "[Accessing the Value of Element 3](#)", for an explanation of how to arrive at this decision.)

Factor II- Operational Character of the Personnel Program, defined in terms of:

Level 1 -- Standard Technical Operation
Level 2 -- Positive Management-Oriented Operation
Level 3 -- Outstanding Management-Oriented Operation

Factor 1 -- the Program Environment

Element 1: -- Level of Authority and Responsibility for Program Coordination

Personnel officer positions range in organizational level from directors of personnel at the department or agency level to personnel officers at field establishments. Associated with these differences in organizational level are very important differences in the level authority for setting personnel policies; in the freedom and degree of responsibility for initiating, shaping and directing the personnel program; and in the degree of delegated authority and responsibility for program operation. There is also the related responsibility which occurs in many positions for reviewing and coordinating the operation of personnel programs at subordinate echelons.

Proper application of this element requires understanding of the concept of different levels of responsibility for personnel policy development found in Federal Government organizations. In this standard, the terms "primary policy level," "secondary policy level," "operating level," and "coordinating responsibility" are used to designate different degrees of freedom in establishing personnel policies and programs and differences in the responsibility for program direction. The concepts associated with these terms are discussed in the following paragraphs.

Primary policy level: The term "primary policy level" denotes the policy making authority normally associated with a department or agency headquarters. Although all personnel programs in the Federal service operate within a framework of laws and regulations, agencies are permitted a considerable degree of freedom in establishing personnel policies and programs. This freedom is greatest, and the potential for influencing personnel operations is greatest, at primary policy level. Personnel officers at the "primary policy level" differ principally in the way in which their programs are conceived and conducted, and in their relationships to [top management](#)². Some have full responsibility and authority, reporting directly to top management, for developing personnel policies and programs; while in other situations there are intervening levels between the personnel officer and top management which take an active role in planning and shaping personnel policies and programs.

Secondary policy level: The term "secondary policy level" normally applies to the organizational echelon below the department or agency level, provided certain criteria are met. In most organizations, the policies, procedures, and programs formulated by the "primary policy level" are sufficiently general to permit the next lower organizational level substantial latitude in developing or adapting policies and procedures, and in shaping program operations to meet specific needs. Where there is, at the next level below the "primary policy level," a positive responsibility and a significant freedom for developing and adapting operating policies, procedures, programs, standards, operating goals, etc., the lower echelon may be referred to as the "secondary policy level." An organization immediately below the "primary policy level" is not automatically to be regarded as at the "secondary policy level." If it is not materially concerned with the development of internal operating policies, procedures, programs, standards, etc., or if its policies, etc., are little more than restatements of issuances from the "primary policy level," and it

is principally engaged in conducting personnel operations in conformity with comprehensive policies, procedures, etc., established by the "primary policy level," it will be regarded as being at the "operating level." (For the discussion of "operating level", see page 9 below.)

"Secondary policy level" is intended to reflect the degree of freedom and responsibility for setting personnel policies, and for shaping and directing the personnel program commonly found at the "Bureau level" in the more traditional form of Departmental organization. This degree of freedom, responsibility and authority is more than a matter of echelon, or even of delegation, although it presumes both of these. It stems from a diversity of program operations and personnel requirements which creates a need for delegating substantial policy making responsibility to a secondary level. Such delegation is typically found in Departments which are made up of subordinate agencies which are so heterogeneous in their character, in their programs, and in their personnel needs that it would be impossible for the Department to issue policies and program plans which would not require very substantial modifications at lower levels. On the other hand, in an agency with a homogeneous program, in which personnel requirements throughout the agency present parallel problems which can be dealt with by policies adopted centrally, there is not a need for a "secondary policy level."

In addition to the criterion of need, there is the criterion of substance of independence in developing policies, program goals, and program activities. A "secondary policy level" operation will typically include such things as: large-scale recruiting programs, independently planned and operated to fit the bureau's needs; a promotional policy and program for bureau-wide application; a bureau-wide employee development program; statements of policy, and a framework of tailored procedures for the employee relations program; the development and issuance (independently, or in coordination with the US Office of Personnel Management) of classification guides or standards, or qualification standards.

Thus, the term "secondary policy level" must be reserved for organizations which meet all three of the indicated criteria of: (1) echelon (next below, and reporting directly to, the "primary policy level"); (2) need for delegation of substantial policy making responsibility; and (3) actual substance of independence in developing policies, program goals and activities.

Operating level: The term "operating level" denotes the absence of the types of policy-setting freedom included in the terms "primary policy level", and "secondary policy level." It is not closely identified with a particular organizational echelon, but may describe the role of personnel officer at any number of echelons with respect to executing policies established at primary or secondary policy levels.

It is not uncommon for personnel officers at operating levels to be given assignments to develop, or participate in development of, policies or programs to be promulgated by the primary policy level. Such participation may have value, as participation in primary policy development. It does not, however, constitute functioning at the secondary policy level.

In a few agencies, the primary policy level has inadvertently or deliberately left gaps in the primary policy issuances, or has permitted the individual installation as wide or almost as wide discretion to

adopt local policies as that permitted to the agency as a whole. This makes it necessary for operating personnel officers to supplement the policy issuances from the primary policy level, but this alone does not constitute secondary policy level. The criteria discussed above must be fully met in addition.

Two other concepts apply to operating level offices, i.e., "substantially full" and "materially limited" delegation of authority. Many "operating-level" programs have substantially full delegation of personnel authority (for recruitment, placement, classification, employee development, employee-management relations, etc.), and have some authority for adapting the policies and procedures established by higher levels to fit local conditions and needs. "Substantially full delegation" presumes that not more than a very few of the most significant personnel decisions are subjected to a prior review at a higher level.

On the other hand, many "operating-level" programs may have considerable limitations placed on their authority. If there are a substantial number and variety of personnel decisions which must have a prior approval at a higher level, there is typically a "materially limited delegation of authority."

Coordinating responsibility: The term "coordinating responsibility" is used to denote responsibility for review and coordination of the activities of subordinate level personnel offices. The term "personnel offices" is intended to mean offices which include a sufficient range of functions, and a sufficient delegation of personnel authority to warrant classifying the head of the office as a "Personnel Officer." "Coordinating responsibility" is commonly (but not invariably) found in programs at the primary and secondary policy levels. It may also be found, however, in organizations below the secondary policy level. Such responsibility involves the development of instructions concerning policies and procedures, the provision of leadership to operating personnel offices, and the development and application of techniques for control, review and evaluation of subordinate-level personnel operations.

When a position is credited with "coordinating responsibility," this credit will normally cover complexities which may arise under Element 3d, "Servicing Organizations Under Separate Management Controls," and 3f, "Dispersion." On the other hand, there may be situations where subordinate personnel offices have not been established for administrative reasons, but where there may be an equivalent responsibility for servicing what amount to separate subordinate activities or establishments. Elements 3d and 3f will provide a basis for giving appropriate recognition to such situations.

In summary, the broad levels identified under this element are

- Primary policy level (usually, but not necessarily, includes coordinating responsibility)
- Secondary policy level (usually, but not necessarily, coordinating responsibility)
- Operating level with full delegation of authority (with, or without, coordinating responsibility),
and
- Operating level with limited delegation of authority.

Element 2: -- Size of the Work Force Served

The size of the work force served is only one of a number of elements to be considered in evaluating personnel officer positions. It is, however, useful as one indicator of the dimensions of the total program and management responsibilities of the personnel officer.

Four terms -- "small," "medium," "moderately large," and "large" are used to denote significant differences with respect to size. These adjective terms are used in an effort to emphasize that the importance attaches to significant differences rather than to differences of a few employees one way or another. However, to give some meaning to these relative terms, "small" may be considered as referring to organizations of approximately 350-750 employees; "medium" to organizations of approximately 1,000-5,000 employees; "moderately large" to organizations of approximately 7,500-15,000 employees; and "large" to organizations of approximately 20,000-50,000 employees.

Element 3: -- Other Environmental Elements

There are a number of elements which may affect the difficulty, scope, and complexity of the personnel officer's job. They are grouped and treated as a single element in the grade-level criteria in terms of the composite range and weight of problems which they present. Nine sub-elements are individually described, but this do not preclude consideration of other sub-elements which might have a significant impact on the personnel program. For example, changes in top management of an organization may have significant impact on the operations of a personnel program (either through the frequency of change in top management, or through the need for widespread reorientation of approach as well as activities) which cannot be completely evaluated under one of the sub-elements listed.

Element 3a. Functional Coverage of the Program: This sub-element relates to the program functions for which the personnel officer is responsible. Personnel programs most characteristically involve *five* specialized program functions (1. placement and staffing; 2. position classification and/or salary and wage administration; 3. employee relations; 4. labor relations; and 5. employee development and training), and related clerical and administrative functions.

As a minimum, at least *three* of the technical functions, plus the related clerical and administrative functions, must be present at a personnel management rather than purely clerical level of responsibility, to support identification of the position as a personnel officer. However, where only the minimum of three functions are present, or where four or all five of the functions are present but no more than three are actively implemented in most of their major aspects (i.e., one or more of the functions are implemented only in limited or basic aspects), the functional coverage is considered to be "*limited*," or "*minimal*."

"*Normal*" functional coverage exists when all five of the program functions, plus the clerical and administrative functions, are present and are actively implemented in most of their major aspects.

There are many additional responsibilities which may occur in personnel officer positions, and which broaden the functional coverage of the program. Some of these are: (a) Responsibility for a *safety* program which includes substantially all of the functions in the *four* basic program areas as described in Degree A of Factor I in part I of the GS-0018/0803 classification standard; (b) Responsibility for active and comprehensive and community-type services such as housing, recreational facilities, schools, church services, community organizations, clubs, etc; (c) Responsibility for establishing wage rates for a significant number of employees through regular *collective bargaining* procedures. (This does not refer to responsibility for wage surveys to establish wage rates under a wage board or similar system, but to responsibility for true collective bargaining wage negotiations. While such responsibility is not common in Federal jobs, it may be a significant addition to the personnel officer's responsibility where it occurs); (d) Responsibility for providing personnel management functions and services in a situation which involves *both the regular Civil Service system and a separate personnel management system* which is applicable to a substantial number or proportion of the employees in the organization. The weight of such responsibility varies with the degree of difference between the two systems in their basic policies and procedures. (For example, a system which is exempt from Civil Service regulations, but which follows them in most respects would present relatively few problems as compared with a system which is based on "Commissioned Corps" concepts, and which follows entirely different concepts with respect to recruiting, pay, promotion, retention of employees, etc.) Credit for "separate personnel systems" is applicable only if the personnel officer is actually responsible for personnel management activities with respect to the employees under the separate system(s) the mere presence of such employees will not meet this criterion. (See ["Intermingling of work forces."](#))

Element 3b. Variety and Technical Complexity of Occupations Served: This sub-element pertains to the *variety of occupations* with which the personnel program must deal, and the *complexity of problems presented* by these occupations in terms of the technical personnel operations—for example, the problems in recruitment, in evaluation of qualifications, in classification, in employee development and training, in identification of career ladders, in maintenance of promotional opportunities, etc. The variety and technical complexity of occupations are significant to the extent they actually create personnel management problems and require greater depth of understanding and judgment; and the degree to which the problems which they present have been met with thoughtful and constructive responses, and have led to positive program plans and actions by the personnel office.

Occupational variety may be represented in general terms by the approximate number of occupational series present in the organization. However, numerical

criteria regarding number of series must be interpreted and applied with care and judgment, both because there is great variation in the degree of real difference represented by different series, and because the presence of a considerable number of closely related series, or series represented by one or two jobs each, may present far fewer real problems than a less number of heavily populated and thoroughly dissimilar series. In general, the number of ungraded occupational series tends to be of somewhat less significance in terms of sheer variety than is the number of Classification Act series, because of the refined series distinctions typically drawn among ungraded occupations. However, this is conditioned by the extent to which the occupations are truly dissimilar, and present real problems in recruiting, training, career mobility, etc. Technical complexity of wage board occupations is of generally greater significance than variety of wage board occupations, per se.

Limited occupational variety would typically be the normal range of administrative occupations, plus a limited number of occupations in a few related occupational families or areas (a total of approximately 50 occupational series).

Substantial occupational variety would typically be the normal range of administrative occupations, plus a considerable number of other occupations representing a considerable diversity of occupational families and groups (a total of approximately 150 occupational series, with Classification Act occupations typically predominating).

Exceptional occupational variety would typically be a very large number of different occupations, involving a great many highly dissimilar occupational families and groups (typically 250 or more occupational series, with Classification Act occupations typically predominating). Occupational complexity is expressed and measured in terms of the extent to which the occupations involved are specific, tangible, and easily understood, or require a substantial depth and breadth of knowledge, insight and judgment for adequate understanding. The occupational complexion of the organization as a whole, rather than presence or absence of a few positions with given characteristics, is the basis for evaluating this element. The three degrees of complexity are:

Limited technical complexity is present when the bulk of the employees are in occupations with fairly well established and readily understood work content. Progression of levels is based on readily recognizable work processes and responsibilities not requiring much depth of classification insight or judgment. The qualifications of individuals can be readily determined through written or performance tests or readily identified and rated work experience. Career ladders are well established, and recruiting sources easily identified. Such occupations

include the clerical occupations, typical trades, crafts and service occupations, and other occupations with similar characteristics.

Substantial technical complexity is present when, in addition to the less complex occupations, there is a substantial range of occupations involving work of a mental, judgmental, public contact, or coordinative nature, or which calls for rather specialized skills. Typically, these are occupations for which job content and progressions of levels are fairly well established, and for which there are precedents in terms of patterns of qualifying experience, recognized recruiting sources, fairly well recognized career ladders, etc. Nevertheless, sound application of the personnel techniques requires a thorough understanding of these occupations, the work processes involved, and characteristics which are significant for qualifications, evaluations, classification, employee development, etc. Such an understanding requires a considerable fund of occupational knowledge, a considerable sensitivity to conceptual and qualitative differences, and ability to use judgment and insight based on these knowledge and understandings.

Typical of such occupations are administrative occupations where the work content is fairly clearly established, inspection and investigative occupations, various technical occupations, and professional occupations which involve rendering fairly well defined services.

Unusual technical complexity is present when a very substantial proportion of the employees in the organization (e.g., approximately one-third or more) are in occupations which present substantially above the average technical problems. These are occupations which typically involve highly complex work of a mental, judgmental, public contact, or coordinative nature, and/or which involve highly specialized and uncommon skills or combination of skills. The work content of such positions and the required training and experience tend to be fluid and unstructured; characteristics and differences which are of real importance in the occupation are typically intangible, and intimately associated with the substantive nature of the occupation involved. Therefore, an adequate understanding of the jobs and work processes requires an unusual depth of occupational knowledge, unusual ability to grasp and deal with refined conceptual and qualitative differences, and an exceptional degree of judgment and ideational ability to relate these differences to various personnel activities. Illustrative of this level are positions engaged in research and development work in scientific, professional, and technical fields; positions involving very high level administrative, coordinative, public relations and managerial work; and positions in occupations which are both technically complex and undergoing rapid and fundamental technological changes.

Element 3c. Organizational Complexity and Stability: Almost any organization is "complex," and probably no organization is completely "stable." Nevertheless, there are tremendous differences in complexity and stability of organizations and it is substantially more difficult to operate an effective personnel program in a very complex and unstable organization. A relatively "simple" organization is characterized by division into a limited number of components whose activities are clearly distinguishable -- usually because they involve clearly different subject or functional areas. Responsibilities are not so intermeshed but what they can be fairly readily determined and pinpointed.

At the other end of the scale are very "complex" organizations which are typically subdivided into many components, with very closely intermeshed responsibilities and functions. Major decisions and actions are often matters of joint action and concern, and searching analysis is required to clearly delineate functions and responsibilities. Personnel activities are complicated by the many organizational elements which may have similar but somewhat varying requirements.

While limited changes may take place fairly frequently in the structure of component units, in a relatively "stable" organization the general structure and the philosophy of the organization remain unchanged for relatively long periods of time, major changes not occurring oftener than perhaps once in four or five years, or longer.

In organizations which are highly "unstable," major reorganizations and changes of function involving sweeping realignments of duties, positions and personnel, or major changes of philosophy involving extensive program reorientation, changes in sources of power, etc., may occur every year or two.

Element 3d. Servicing Organizations Under Separate Management Controls: Some personnel offices are called upon to service activities which operate under the control of different management elements of the total organization. For example, a field installation of one bureau, service or command may provide personnel services for units of a different bureau, service or command. As a minimum, this imposes the problem of working effectively with separate managements or commands. In cases where differing personnel policies and delegations are established by the different bureaus or headquarters offices, there is the added problem of applying the different policies, observing the different delegations, and providing an effective program of personnel management. The importance and weight of this responsibility varies according to the number of different management organizations serviced, the extent to which policies and delegations differ among them, and the extent to which full personnel management programs are provided for the various units. The incidental servicing of a few positions in one other management entity would have little or no grade impact. If, however, a significant number of positions

in more than one management entity are involved, and if there is a material impact resulting on the personnel program as a whole, this sub-element may have substantial weight.

Element 3e. Intermingling of Work Forces: In many cases, the personnel program involves an intermingling of workers under entirely different personnel systems, such as civilian and military workers, or civil service workers with those under a separate personnel system. If the personnel officer is responsible for personnel management under both systems, credit is reflected under sub-element 3a, Functional Coverage of the Program. However, if he is responsible for personnel management only with respect to civil service workers, the intermingling may still present problems.

As a minimum, for example, military officers may head organizational units employing civilian workers. This imposes on the civilian personnel officer the responsibility for insuring that the military supervisors (who may be rotated frequently) are well informed regarding civil service personnel management policies, procedures and principles.

Where there is a high degree of intermingling of the actual work forces, with employees under the different systems occupying parallel positions, or occupying the same positions interchangeably, the problems are typically increased. It may then be necessary to write job descriptions, and to develop qualifications criteria for all positions as if they were held by civil service employees, and to develop sufficient program flexibility to accommodate to the fluctuations in and differences between the two work forces.

Element 3f. Dispersion: There are few organizations, particularly organizations of any size, which do not have at least a few employees at other than the principal work site. A limited amount of dispersion has little significance. However, many organizations have a large proportion of their employees in subordinate offices and duty stations scattered over wide geographical areas. Such dispersion may create problems in recruiting and pay arising from different labor market situations; it may require special communications efforts and special visits to maintain contact with the scattered work force, to maintain morale, limit turnover, and insure that good supervisory and personnel management practices are followed; it may involve contacts with more than one civil service regional or branch office; it may require the development of instructions and techniques to control necessary delegations of personnel authority (where there is coordinating responsibility for personnel programs which operate with substantially full delegations, this is covered under element 1). On the other hand, dispersion may exist without adding appreciable problems. Where dispersion results in significant problems which must be dealt with by the personnel office, it adds to the complexity of the personnel program.

Element 3g. Isolation: When an organization is established at a location which is remote from the labor markets from which it must draw its work force, and particularly if the location is unattractive and remote from centers of population, the isolation may impose serious problems. It may require special measures with respect to recruiting and the development of special training plans and career opportunities in order to secure and retain an adequate work force. These conditions normally exist at the field installation level. Where they are met by positive action, this sub-element may add substantially to the difficulty of operating the personnel program.

Element 3h. Missions Which Place Exceptional Demands on the Personnel Program:

While all activities of the Government are important, and the general goal of personnel management is to staff positions with the best possible employees, there are situations where the mission of the organization places exceptional demands on personnel. For example, activities which involve critical phases of the Government's research effort require, in the face of critical labor market shortages, that positions be filled without delay with persons of outstanding ability. This requires exceptional ingenuity, speed and flexibility, not only in recruiting activities, but in all personal activities, to adequately serve management's needs. Activities which are particularly "charged" from the standpoint of national security, or activities which must be geared to regular operation on a "crash" basis, also typically involve special problems. Special problems may also be involved in activities which are the subject of intense public interest and concern, to the extent that they are typically in the limelight of public discussion and political or economic controversy. For example, regulatory programs typically present critical problems with respect to conflicts of interest because qualifications are typically based on a background in the industry being regulated, and because there is active public concern with the policies and operations of the program.

Other examples of exceptional demands resulting from the mission of the organization would be situations in which the work of the organization is subject to extreme fluctuations, requiring very large scale seasonal or periodic adjustments of the work force, or situations in which changes in mission or operations may require large scale "retooling" of the work force, involving careful planning and coordination of recruitment, retaining, reassignment, attrition, layoffs, etc., to achieve a retooled work force with a minimum of disruption. Exceptional demands may be placed on the personnel program to meet these problems effectively.

Element 3i. Complexity Impose by Labor Relations Activities: This sub-element is concerned with the variety and complexity of problems affecting the personnel program as a result of the requirement to confer and negotiate with labor organizations and to implement the provisions of labor agreements. The variety and complexity of labor relations activities are significant to the extent that they require

of the personnel officer a greater degree of knowledge, judgment, and program coordination. Also significant is the extent to which the personnel office has developed a program of positive action to establish and maintain meaningful bilateral relationships and to meet problems with constructive responses.

The difficulty and complexity of labor relations activities are influenced to varying degrees by each of sub-elements 3b through 3h. To the extent that the impact on these sub-elements is different for the labor relations program than for the other personnel functions, consider that impact in assigning credit for this sub-element. (On the other hand, when labor relations impacts in essentially the same way as the other functions, do not give double credit by adding weight in this sub-element as well.) Other aspects of labor relations that may add to the difficulty and complexity of the personnel officer's position and may, therefore, warrant consideration under this sub-element include:

- The number of bargaining units and the variety of unions representing employees serviced by the personnel office;
- The extent to which the personnel staff participates in establishing management's position on issues and problems;
- The nature, scope, and impact of issues and problems (e.g., budgetary impact, and the effect of actions on other organizations within the agency and possibly in other agencies);
- The complexity, volume, and the extent of participation in third-party processes, such as arbitration proceedings and appeals to the Assistant Secretary of Labor for Labor-Management Relations and the Federal Labor Relations Council.

Thus, for example, a relatively "limited" degree of complexity might be characterized by a personnel program servicing one or a few bargaining units that represent a small percentage of the total population of the organization. Problems and issues arising from the bargaining units are easily defined, alternative actions to be considered are relatively clear-cut, and their impact is limited essentially to the unit involved. Representatives of management typically establish the position to be taken on significant issues, with the personnel office providing technical advice on procedural matters, specialized labor relations techniques, and precedent decisions. Few problems reach the third-party stage, and those that do are handled in large measure by management representatives or by specialists from higher echelons in the agency (in the latter case, the personnel office may provide technical information on matters to be resolved). Elements of complexity measured by the other

sub-elements in Factor 3 do not add significantly to the difficulty and complexity of the labor relations program. In contrast, a high degree of complexity might be characterized by a personnel program servicing several bargaining units representing a major portion of the total population of the organization. The units are typically represented by several very active unions, each with significantly different goals and approaches to labor relations matters. This degree of complexity might also be met by a large unit represented by one highly active union that includes most or all of the employees in one or a few occupations that perform the major work of the organization. In any event, the problems and issues are frequently highly controversial and often precedent-setting within the agency and sometimes for the labor relations program as a whole (e.g., reviewed by the Federal Labor Relations Council as a major policy issue). Because of the complex and controversial nature of the problems encountered, a relatively large number must be resolved through third-party processes. In all aspects of the organization's dealings with the unions, the personnel office as a recognized position of leadership in establishing management's positions and in presenting those positions to the unions and to third parties. Additionally, the other sub-elements of Factor 3, as they concern the labor relations program, are also indicative of a high level of complexity.

Assessing the Value of Element 3:

As previously indicated, the above nine sub-elements have been grouped into a single "Element 3-Other Environmental Elements" because their influence on the grade of a personnel officer position is best expressed in terms of a composite measure of the total weight and range of problems which they represent.

Each of the nine sub-elements may reflect problems and complexities which vary over a wide range of difficulty. In each case, a determination of the *real* impact of a sub-element involves judgment and a depth of understanding for which this standard can afford only clues. It is not merely the presence of a condition or problem which must be considered, but the real effect on the personnel program and the extent to which the problem is met with positive and meaningful response. This means that problems covered by Element 3 will have relatively less effect on programs which, in terms of their operational character as defined in Factor II, function at a lower level than those which function at higher levels.

Thus, it is not possible or appropriate to precisely define or categorize degrees of the weight of problems which arise from environmental elements. However, in the grade-level criteria, such terms as "limited," "moderate," "substantial," "very substantial" and "exceptional" are used to express approximate levels of the total weight and range of problems which arise from these environmental elements.

A *"limited" weight and range of problems* would typically mean that a few of the elements would present problems somewhat above the minimum, but that the majority would be at or near minimum levels. There might, for example, be somewhat greater than "limited" occupational variety and technical complexity; some problems of organizational complexity; and presence of some military supervisors in a situation characterized as presenting a "limited" weight and range of problems. "Limited" functional coverage of the program, or a limited delegation of authority, would tend to diminish the weight of environmental problems.

A *"moderate" weight and range of problems* would typically mean that the personnel program had at least "normal" functional coverage, and that a few of the environmental elements present problems at or near the mid-range of difficulty, and/or that several of them present problems which have an appreciable impact on the program, and which fall between the minimum and mid-range of difficulty.

A *"substantial" weight and range of problems* would typically mean that many or all of the environmental elements present situations and problems which fall in the mid-range of difficulty (normal to somewhat more than normal functional coverage; substantial occupational variety and complexity; considerable organizational complexity and instability; material problems arising, from dispersion, etc.,) or that a few of the sub-elements present problems which fall considerably above the mid-range in terms of difficulty, and in impact on the personnel program as a whole.

A *"very substantial" weight and range of problems* would typically mean that most or all of the sub-elements present problems somewhat above the mid-range of difficulty, and/or that a few of them present problems considerably above the mid-range of difficulty; and have a very significant impact on the personnel program as a whole.

An *"exceptional" weight and range of problems* would typically mean that most or all of the sub-elements present problems well above the mid-range of difficulty, and that several of them present problems which are truly of "exceptional," weight and importance to the personnel program as a whole.

The above statements are designed to give some index to the meaning of relative terms. They must be applied with judgement. It is, for example, conceivable that one or two environmental elements could have such an impact on the personnel program as to justify a conclusion that they have an "exceptional" impact on the program as a whole.

Factor II - The Operational Character of The Personnel Program

This factor deals with the operational aspects of how the person program is conceived and carried out. It involves consideration of such factors as: the extent to which technical personnel management activities are conducted separately, as ends in themselves, or are integrated into a comprehensive approach to personnel problems; the extent to which personnel management is conceived as a technical function to be conducted by the personnel office, or is accepted as an integral part of the total

management process, to be related to the broad needs of management; the role of the personnel officer in the organization, i.e., whether he is regarded principally as a technical specialist in rules, regulations and procedures, or whether he is taken into responsible partnership in the management process; whether the personnel program is primarily one of responding to problems as they arise, or one which seizes the initiative in planning ahead to recognize needs and potential problems, devise new approaches to meet them, and to resolve them before they become acute; whether the program essentially relies on and is conducted in accordance with established techniques and procedures, or is actively and creatively engaged in developing or trying new approaches, broadened concepts, and improved standards, techniques, and procedures, to provide more effective service to management; the extent to which personnel policies and operations are coordinated with policies and operations of other management service functions, such as management analysis, budget, and financial management activities.

This factor includes some considerations which are relatively tangible, and some which are quite intangible. This factor is not easy to evaluate; but since the elements of Factor I deal almost exclusively with the potentialities of the situation, and since the actual duties and responsibilities of the personnel officer depend so much on the way in which the program responds to these potentialities, it is essential that evaluation of this factor be undertaken, in spite of the difficulties involved.

Three levels are described under this factor. Obviously, these level descriptions cannot be precise, nor is it to be expected that all personnel programs will exactly fit one or another of these levels. However, the descriptions establish criteria which can be used as a "yardstick" to approximately place the level at which personnel programs function.

The discussion of Level 3 (the highest of the three levels) contains broad criteria and general concepts, since any more specific or concrete criteria might tend to distort the intent of the definition of the level by an overemphasis on superficial uniformity and consistency. Levels of operation must be judged against the particular demands and problems of the agency or installation served. Various Level 3 programs may not look at all alike, or include the same kind or degree of activities. The responsiveness to the needs of a given organization and situation, and the planning and carrying out of a well integrated program designed to meet these needs is the distinguishing characteristic of a Level 3 program rather than the performance of a particular set of activities, or the content of the personnel program, per se. For these reasons, Level 3 is described in terms of concepts.

Characteristics of All Personnel Officer Positions

All personnel officers are responsible for providing service which meets all legal, regulatory, procedural, and policy requirements in at least three of the four specialized personnel program areas and for directing the clerical and administrative functions essential to the processing and documentation of personnel actions.

Level 1 -- Standard Technical Operation

At this level, emphasis is on maintenance of a personnel program which fulfills basic requirements by complying with rules, regulations, and procedures.

Specialized personnel program functions are conducted in accordance with established concepts, techniques, and procedures, with some minor adaptation of guides to local needs. The various specialized program activities typically operate as separate functions, each dealing with its own problems. This includes explaining to operating officials regulatory and procedural requirements regarding personnel activities, and providing procedures to insure that these requirements are met-for example, the reporting of cases requiring individual attention, and the furnishing of specified information to employees concerning personnel policies, procedures, and other matters.

Management relies on the personnel officer for advice on legal, regulatory, and procedural requirements regarding personnel, and the personnel officer provides some advice to management and operating officials regarding principles of personnel management. Management decisions are typically made with little or no prior consultation with the personnel officer except as to the legality and compliance of proposed actions with regulations.

Interchange of information or coordination of activity between the personnel office and other management service functions, such as budget, management analysis, and fiscal management consists principally of meeting established procedural requirements, such as budgetary clearances before personnel actions are made effective, etc.

Major personnel policies are typically established either by personnel offices at higher echelons, or by higher administrative levels within the organization. In the latter case, the personnel officer insures that these are in harmony with applicable laws, rules and regulations. To the extent that procedures, manuals and instructional materials are prepared locally, they are typically developed with little deviation from well established criteria or guides.

Level 2 -- Positive Management-Oriented Operation

At this level, the personnel program goes beyond the fulfillment of basic regulatory and procedural requirements. Definite attention is given to serving the personnel needs of management. There is awareness that this demands flexibility in operations and a constructive approach to the solution of problems-which includes responsibility for taking some initiative in the identification of needs and potential problems-in finding means for their solution and in developing active and reasonably well-informed management and supervisory participation. Thus, in addition to dealing with individual cases, there is analysis of problems and of the effectiveness of the personnel operations in order to improve the service rendered.

While established standards, techniques, and procedures are available, there is a considerable amount of adaptation to local or specific needs of the organization and considerable flexibility and imagination in the way they are used. Programs (for example, career development programs, promotion programs, programs for identification of supervisory skills, placement follow-up programs, etc.,) are carried out with judgment, and not as a routine fulfillment of requirements. Where standards and guides are not appropriate or adequate, an effort is made to improve them through development of new or revised standards or techniques.

There is recognition of the interrelationships of the various specialized personnel program functions. Problems are analyzed in terms of the various specialized program functions, and solutions which are developed may encompass any combination of the program functions. For example, classification problems may reflect a need for changes in recruiting and placement practices, or a need for employee development. Recruiting and placement problems may be solved through employee development and training, or through coordinated placement and classification action, etc.

The personnel officer has responsibility for issuing personnel procedures, manuals, and instructions which are developed in accordance with generally accepted criteria or principles, or are adapted from agency or US. Office of Personnel Management requirements and goals. However, there is considerable substantive adaptation or modification to fit the needs of the organization. At higher organizational levels there is typically development and issuance of policies which are suitably tailored to the needs of the organization; at lower organizational levels there is typically active participation in the development of improved policies (to be issued from higher levels), and/or there may be responsibility for engaging in pilot studies, and in testing and evaluating new programs and procedures.

The program includes active efforts to develop an understanding and acceptance by operating officials of their responsibilities for meaningful participation in personnel management. This may include training in supervisory skills: for example, recognition of the need for, and techniques to develop adequate communications between management and employees (upward, downward, and across organizational lines), and ways to recognize and evaluate personnel problems and needs.

In his relationships with management, the personnel officer advises on the implications of proposed management decisions with respect to substantive as well as procedural personnel matters. The personnel program has the confidence of management to the point that the personnel officer and his staff are commonly consulted in the formative stages of management planning, so that considerations of sound personnel management are taken into account and influence management decisions. In addition, this prior consultation allows the personnel office to plan constructive solutions to personnel problems which may arise from management decisions.

There is substantial and effective interchange of information and coordination of activity between the personnel office and other management service functions, such as budget, management analysis and fiscal management. For example, coordinated planning and action between the personnel office and the

management analysis office is typical. The budgetary implications of personnel programs and plans, including long range plans, are worked out cooperatively with the budget office, etc.

In its relationships with employees, the personnel office not only provides information on personnel policies and procedures, but also takes responsibility for evaluating the extent to which these matters are understood by employees, and for correcting any lack of understanding. The personnel office also takes responsibility for establishing a positive two-way communication system with employees to learn employee views, obtain employee suggestions on proposed policies and actions, and insure understanding of management's actions. The personnel officer serves as a representative of top management in dealing with employees and employee groups.

In the internal management of the personnel office the incumbent has responsibility for developing, within the existing legal and regulatory framework, personnel procedures and operating instructions tailored to the specific needs of the organization served. This includes providing a reporting and program evaluation system, periodically evaluating personnel program effectiveness, and making necessary changes to improve operations and services.

Level 3 -- Outstanding Management-Oriented Operation

This level of operation is outstanding among Federal personnel programs, and is recognizable as outstanding by higher levels of management, by the users of the service, and/or by personnel program management reviewers within and outside the agency.

At this level, the personnel program is built on an effective implementation of a concept of responsible partnership with management in securing optimum development and use of one of the organization's principal resource-- its personnel. The personnel program recognizes that management's goal of optimum productivity can be achieved principally through the individual employee's development, autonomy, and self-realization at work; and that coordinated, long range, broad base planning by management and the personnel office requires the fullest possible use, on an integrated basis, of all personnel techniques and functions with constant creative effort to improve concepts, techniques, and operations.

A personnel program at this level places much emphasis on aggressive and comprehensive analysis, not only of "problem areas," but of areas in which "satisfactory" situations may be improved. It also requires continuing and comprehensive analysis of its own operations. Much attention is given to study and experimentation aimed at the solution of major problems and/or the development of new and improved techniques. For example, areas such as executive development, management training, career patterns and relationships, supervisory selection, etc., require critical and comprehensive study, and development of an experimentation with new techniques.

In a program at this level, the specialized personnel program functions are integrated or fully coordinated. Problems and operations are routinely analyzed and dealt with in terms of the total

integrated capabilities of the personnel office. Personnel functions are so closely identified with management's needs and activities that much of the most meaningful personnel activity almost loses its separate identification as "personnel."

Supervisors and line operators are considered, and function as, an integral part of the personnel process. The personnel office perceives its responsibility to train supervisors and line operator in the uses and limitations of the various personnel techniques, and in the personnel consequences of the various choices and decisions which they, as line supervisors, can make. Thus, the personnel office has achieved or in the face of unusual obstacles has made demonstrable progress toward, a situation in which most operating officials are generally good practitioners of personnel management and are knowledgeable and aware of those facets of the personnel program which are interwoven with their functions and operating responsibilities. As a result, operating officials are in a position to make operating decisions with an intelligent understanding of their immediate and long range personnel results.

The partnership and identification with management extends to the relations of the personnel officer with top management. Because the personnel activities are fully and constructively related to the broad needs of management, and because there is an awareness from top management down of the dependence of management on its personnel resource and of the close interrelationship of management and personnel objectives, the personnel officer is a respected and responsible member of the top management team. He is relied on for authoritative advice on all aspects of personnel management, and for significant participation in and contributions to management decisions. Thus, a personnel officer functioning at this level typically is in direct contact with top management. (See endnote re: [meaning of "top management"](#))

He participates in the intermediate and long range planning done by management in order that personnel considerations and management goals may be fully and effectively related.

The concept of partnership between personnel and management also extends to the relationships between the personnel office and management service functions, such as budget, management analysis, fiscal management, etc. Through close cooperation, on a continuing basis, in both planning and operations, a maximum coordination of these functions is achieved, permitting them to render a maximum contribution to the management of the organization.

In its relationships with employees, the personnel office performs all of the functions described at the next lower level. Because of the active partnership of line supervisors in the personnel process, there is emphasis in the program at this level on the effective use of supervisory channels in achieving good employee-management relations. At the same time, however, the concern with employee satisfaction and optimum employee development requires development of direct lines of employee-personnel office communication, and a skillful and sensitive balancing of the employee-management relations program. The personnel officer speaks authoritatively for top management on all personnel matters in dealing with employees and employee groups, and with individuals outside the organization.

This level of operation is characterized not only by full technical and administrative independence in recognizing and responding to the personnel needs of management, but by an exceptional degree of judgment and insight in recognizing and responding to its needs and in achieving an outstanding, effective, technically correct, complete, and useful personnel program.

NOTES TO USERS

1. This standard takes into account many elements and sub-elements, each of which ranges on a continuum and tries to mark off specific degrees, or points on the scale. Probably no job will meet a level, or somewhat exceed it, but not be enough to warrant assignment of a higher level, etc. The standard contains several statements of caution about the need for the use of good judgment. Good judgment includes recognizing that where several elements fall between two degree levels, it is not proper to resolve all of them in favor of the higher level. It also includes recognizing that if a job is at best "borderline" after several critical elements have been credited at the higher of two possible values, then the job isn't really borderline, but belongs at the next lower level.
2. In several of the grade-level illustrations terms are used such as "..... a limited to moderate weight and range of problems "... or "..... serves a small to medium workforce..." The use of these terms is intended to denote an inclusive range of values-not a point halfway between the values stated. For example use of the term "a small to medium workforce" means that, if the other conditions in the example apply, the grade is appropriate for a position serving either a small workforce, or a medium workforce, or a workforce which is between small and medium in size.
3. This standard deals with a very complex array of elements and sub-elements. These do not all behave in the same way in their impact on grade values. Some, for example, tend to establish a floor, or "minimum" grade, for positions in which they are found, but have relatively little influence in raising a position above that "minimum" level. Thus, a level 2 operational character of the program supports GS-11, almost without regard to other considerations, but a grade above GS-11 requires substantial values in other elements. "Levels of authority" has a somewhat similar impact. GS-12 is a virtual minimum grade for a "secondary policy level" program operating at Level 2. The fact that a program is at the "secondary policy level" supports GS-13 for jobs which would be worth only GS-12 if at the "operating level." However, above GS-13, the influence of "secondary policy level" per se diminishes sharply. In fact, a program at Level 2 in terms of its operational character, which serves a medium workforce where the environmental elements present an exceptional weight and range of problems is worth GS-14 whether it is "secondary policy level" or "operating level."

GRADE-LEVEL CRITERIA

The following grade-level criteria consist of descriptive illustrations of some of the typical combinations of situations, responsibilities, and element values of personnel officer positions at the various grades: They illustrate the most frequently occurring, or most likely combinations. However, they are not all

inclusive. Many other combinations may occur. These, of course, include combinations in which positions fall between defined or illustrated degrees or levels with respect to various factors. These combinations are classifiable to the grade which best approximates the value of the duties and responsibilities of the position on the basis of comparison with the illustrations provided, and sound judgment in interpreting and applying the element criteria provided above.

Assistant Personnel Officers

The grade of an assistant personnel officer is to be derived by comparison with the grade of the personnel officer whom he assists and in consideration of the degree to which he participates in planning and directing the personnel program. A full assistant, whose participation extends to all phases of the personnel program, will typically be classified one grade below the grade appropriate for the personnel officer. When the personnel officer's grade is based on a Level 3 character of program operation, the one grade differential will hold only if there is evidence that the assistant personnel officer has made a significant contribution to such a level of operation.

The position of a limited assistant will typically be two grades below the grade of the personnel officer.

There may also be situations, particularly in small organizations, where an administrative officer may, in addition to other functions, personally assume the principal program responsibilities normally exercised by the personnel officer. In such cases, good judgment may require treatment of the top job in the personnel office as an assistant personnel officer, or even as a personnel specialist or personnel technician.

PERSONNEL OFFICER, GS-0201-11

The following examples illustrate some of the combinations of situations, factors, and responsibilities in a GS-11 personnel officer position:

1. When the operational character of the program is essentially Level 1, it is characterized by serving a medium work force and/or by a substantial weight and range of complexities and problems presented by *the various environmental elements*. (The classification significance of technical and environmental complexities is somewhat attenuated by the Level 1 character of program operation, since such a level of operation implies limited depth of analysis, and a limited degree of creativity in the solution of problems.)

In other words, a program operating essentially at Level 1 is typically classifiable to this grade on the basis of serving a work force of medium size, even though the majority of environmental elements are at or near minimum levels of difficulty. On the other hand, a program serving a small work force may be classifiable to this grade by reason of a substantial weight of complexities and

problems presented by other environmental factors. A combination of both conditions is also contained within this grade.

2. When the operational character of the personnel program matches the definition of Level 2, the personnel officer is required to function at a level of professional responsibility which supports a grade of GS-11 even though the work force is small and the environmental situation imposes little more than the minimum of problems. A Level 2 character of program operation normally presumes that the personnel officer will have substantially full delegation of authority. The professional level of operation reflected by a Level 2 program assumes a moderate amount of complexities and problems arising from other environmental factors (several of them ranging above the minimum up to near the mid-range of difficulty).

If the size of the work force served is materially less than 350; if delegations of authority are abnormally restrictive; and/or if the program situation and operational character are strictly minimal in nearly all respects, consideration should be given to the possible propriety of a GS-09 or 10 classification or to the question of whether the position is, in fact, that of a personnel officer, or is more properly classifiable as a [personnel assistant](#)³.

PERSONNEL OFFICER, GS-0201-12

The following examples illustrate some of the many combinations of situations, factors and responsibilities in a GS-12 personnel officer position:

1. Directing an operating level personnel program which functions at Level 2 in terms of its operational character which either:
 - a. Serves a medium work force in a situation where the environmental elements present a limited to moderate weight and range of problems; or
 - b. Serves a small work force in a situation where the environmental elements present a very substantial weight and range of problems.
2. Directing a personnel program at the secondary policy level which functions at Level 2 in terms of its operational character, which typically serves a small work force in a situation where the environmental elements present a limited to moderate weight and range of problems.
3. Directing a personnel program at the primary policy level, when the program does not materially exceed Level 1 in terms of its operational character, which typically serves a small work force in a situation where the environmental elements present a limited to moderate weight and range of problems.

PERSONNEL OFFICER, GS-0201-13

The following examples illustrate some of the many combinations of situations, factors and responsibilities in a GS-13 personnel officer position:

1. Directing an operating-level personnel program which functions at Level 2 in terms of its operational character which either:
 - a. Serves a medium work force in a situation where the environmental elements present a substantial to a very substantial weight and range of problems; or
 - b. Serves a moderately large work force in a situation where the environmental elements present a limited to moderate weight and range of problems; or
 - c. Involves responsibility for coordinating personnel activities at lower levels, and serves a medium work force in a situation where the environmental elements present a moderate weight and range of problems.
2. Directing a personnel program at the secondary policy level which functions at Level 2 in terms of its operational character which either:
 - a. Serves a small work force in a situation where the environmental elements present a substantial weight and range of problems; or
 - b. Serves a medium work force in a situation where the environmental elements present a limited to moderate weight and range of problems.
3. Directing a personnel program at the primary policy level which either:
 - a. Functions at an operational level which does not materially exceed Level 1, and serves a medium work force in a situation where the environmental elements present a limited to moderate weight and range of problems; or
 - b. Functions at Level 2 in terms of its operational character, and serves a small work force in a situation where the environmental elements present a limited to moderate weight and range of problems.
4. Less commonly, directly at the operating level a Level 3 program which serves a small work force in a situation where the environmental elements present a very substantial weight and range of problems.

PERSONNEL OFFICER, GS-0201-14

The following examples illustrate some of the many combinations of situations, factors, and responsibilities in a GS-14 personnel officer position:

1. Directing an operating-level personnel program which functions at Level 2 in terms of its operational character which either:
 - a. Serves a medium work force in a situation where the environmental elements present an exceptional weight and range of problems; or
 - b. Serves a moderately large work force in a situation where the environmental elements present a substantial weight and range of problems; or
 - c. Serves a large work force in a situation where the environmental elements present a limited to moderate weight and range of problems; or
 - d. Involves responsibility for coordinating personnel activities at lower levels, and serves a medium work force in a situation where the environmental elements present a very substantial weight and range of problems.
2. Directing a personnel program at the secondary policy level which functions at Level 2 in terms of its operational character which either:
 - a. Serves a small to medium work force in a situation where there is little or no delegation of personnel responsibilities to lower echelons, but where the environmental elements present an exceptional weight and range of problems;
 - b. Involves responsibility for coordinating personnel activities at lower levels and serves a medium work force in a situation where the environmental elements present a substantial weight and range of problems; or
 - c. Involves responsibility for coordinating personnel activities at lower levels and serves a moderately large work force in a situation where the environmental elements present a limited to moderate weight and range of problems.
3. Directing a personnel program at the primary policy level which functions at Level 2 in terms of its operational character which either:
 - a. Serves a small work force in a situation where the environmental elements present a substantial to very substantial weight and range of problems; or

- b. Serves a medium work force (typically including responsibility for coordinating lower echelon personnel operations) in a situation where the environmental elements present a limited to moderate weight and range of problems.
4. Less commonly, directing a personnel program which functions at Level 3 in terms of its operational character which either:
 - a. Serves, at the operating level, a medium work force where the environmental elements present a substantial to very substantial weight and range of problems; or
 - b. Serves, at the secondary policy level, a small work force in a situation where the environmental factors present a substantial weight and range of problems.

PERSONNEL OFFICER, GS-0201-15

The following examples illustrate some of the many combinations of situations, factors, and responsibilities in a GS-15 personnel officer position:

1. Directing an operating-level personnel program which functions at Level 2 in terms of its operational character, which may or may not include responsibility for coordinating personnel activities at lower levels, and which either:
 - a. Serves a moderately large work force in a situation where the environmental elements present an exceptional weight and range of problems; or
 - b. Serves a large work force, in a situation where the environmental elements present a very substantial to exceptional weight and range of problems.
2. Directing a personnel program at the secondary policy level which functions at Level 2 in terms of its operational character, which typically includes responsibility for coordinating personnel activities at lower levels, and which either:
 - a. Serves a medium work force in a situation where the environmental elements present an exceptional weight and range of problems; or
 - b. Serves a moderately large to large work force in a situation where the environmental elements present a very substantial weight and range of problems.
3. Directing a personnel program at the primary policy level which functions at Level 2 in terms of its operational character, which typically includes responsibility for coordinating personnel activities at lower levels, and which either:

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- a. Serves a medium work force in a situation where the environmental elements present a very substantial weight and range of problems; or
 - b. Serves a moderately large work force in a situation where the environmental elements present a substantial weight and range of problems.
4. Less commonly, directing a personnel program which functions at Level 3 in terms of its operational character, and which either:
 - a. Serves, at the operating level, a medium work force in a situation where the environmental elements present an exceptional weight and range of problems; or
 - b. Serves, at the primary policy level, a small work force in a situation where the environmental elements present a very substantial weight and range of problems.

PART II -- NONSUPERVISORY PERSONNEL POSITIONS

Part II of this series includes positions which involve advising on, administering, directing, supervising, or performing work classifiable in two or more specialized personnel series, when such work requires distinctly different knowledges, skills, or abilities. The following combinations of duties and responsibilities are considered not to require such distinctly different knowledges, skills, or abilities as to make them classifiable in the GS-201 series, and are to be classified as indicated below:

Combinations of work typical of the [Position Classification Series, GS-221](#), and the [Salary and Wage Administration Series, GS-223](#), are to be classified in whichever of those two series represents the highest grade level of work and the paramount requirements of the position. If the work in each of these two series is of the same grade level so that neither can be considered to represent the paramount requirements, the position is to be classified in the GS-221 series.

Combinations of work typical of the Employee Relations Series, GS-230, and the Labor Relations Series, GS-233 are to be classified in whichever of those two series represents the highest grade level of work and the paramount requirements of the position. If the work in each of these two series is of the same grade level so that neither can be considered to represent the paramount requirements, the position is to be classified in the GS-233 series. (See the classification standards for the [Employee Relations Series](#) and the [Labor Relations Series](#) for additional guidance.)

In deciding whether any other kind of position is properly classifiable in the GS-201 series, it should be kept in mind that the basic qualification requirements among the different specialized personnel series are sufficiently similar that a position with primary duties in one series, but which occasionally includes work classifiable in another series, should not be classified in the GS-201 series. Positions in the GS-201 series, therefore, are characterized by knowledge and skill requirements typical of two or more specialized personnel series, each to a reasonable degree of intensity, when two or more of the series represented in the position have distinctly different requirements.

The specialized personnel series referred to above are:

1. [Personnel Staffing Series, GS-0212](#).
2. [Position-Classification Series, GS-0221](#).
3. [Salary and Wage Administration Series, GS-0223](#).
4. [Employee Relations Series, GS-0230](#).
5. [Labor Relations Series, GS-0233](#).

6. [Employee Development Series, GS-0235](#).

DISTINCTIONS BETWEEN PERSONNEL MANAGEMENT SPECIALIST AND PERSONNEL ASSISTANT WORK

The distinctions between positions properly classifiable as personnel management specialists and those classifiable as personnel assistants are not always obvious. Assistant-type duties may be found in some specialist positions. Some types of tasks are common to both series. Sometimes, particularly when the position provides support and assistance to a personnel management specialist of higher grade, the difference may well lie in the breadth of knowledges and abilities required.

Generally, in such cases, the question of series is best resolved by considering the type of capability which the position demands. If the position primarily and clearly requires a high level of analytical ability an extensive knowledge of and background in a personnel management functional specialty, a good understanding of the interrelationship of the functional specialties, and the capability to deal successfully with many different kinds of personnel management problems, it is classifiable in one of the personnel management series.

However, if the position does not require a high level of analytical ability, or does not require an extensive knowledge of and background in personnel management functions and techniques, or does not require the ability to deal with many different kinds of personnel management problems, it is clearly classifiable in the [Personnel Clerical and Assistance Series, GS-0203](#).

When this question arises in connection with a position in the GS-05 through GS-07 range, the career ladder in which the position is located must be taken into account. If the position is clearly developmental and preparatory to a higher-graded position which is classifiable in one of the personnel management specialist series, it too is classifiable in that series if the criteria in the two preceding paragraphs support that decision.

AUTHORIZED TITLES

- A. Nonsupervisory positions which are in this series on the basis of performance of the work typical of *two* specialized series will be titled to reflect the work of both specializations, with "Specialist" as the last word in the title as follows:

Personnel Staffing and [Classification](#)⁴ Specialist.

[Personnel Staffing and Employee Relations](#)⁵ Specialist.

Personnel Staffing and Employee Development Specialist.

Classification and Labor Relations Specialist.

Classification and Employee Development Specialist.

Personnel Staffing and Wage Specialist.

Employee Relations and Development Specialist.

Classification and Employee Relations Specialist.

Personnel Staffing and Labor Relations Specialist.

Labor Relations and Employee Development Specialist.

- B. Nonsupervisory positions in this series on the basis of performance of work (1) typical of three or more specialized series, or (2) not covered by other series in this group, such as personnel research, will be titled:

Personnel Management Specialist.

- C. Supervisory positions in this series will be titled on the basis of the above instructions with the word "*Supervisory*" added as the first word in the title; e.g., Supervisory Personnel Management Specialist, Supervisory Personnel Staffing and Classification Specialist, etc.

See series definitions, statements of exclusion and inclusion, and authorized titles for each of these series printed separately under each series code number.

This standard provides general guidance for the grade classification of nonsupervisory positions classifiable in any one of the three series listed above. It has been developed in this fashion, rather than separately for each series, because the grade-level distinctions in each series are basically similar, and because there is an increasing trend towards the assignment of mixed-series responsibilities to positions in the personnel management area.

Grade-level guidance is provided directly by this standard for positions classifiable in the GS-0201 series which involve mixtures of placement and classification work. Positions which are in the GS-0201 series because they involve mixtures other than placement and classification work are classified by separate evaluation of each kind of work in the position and final grade-level determination by the use of the instructions in the following introductory material in this standard.

ORGANIZATION OF THE STANDARD

The grade-level portions of this standard describe separately, at each grade, the characteristics of each of three different kinds of positions -- different in kind of function and work situation. These different kinds are defined below:

1. *Program operations.*

Positions of this kind involve the direct performance of personnel work in operating personnel offices, i.e., personnel offices engaged in the day-to-day servicing of organizational segments of an agency. Such offices are located at an organizational level of any agency, from a field establishment to the departmental headquarters.

2. *Program evaluation.*

Positions of this kind involve the review and evaluation of the work of operating personnel offices to determine the quality of the personnel management program. Such positions are found in the US. Office of Personnel Management and at varying organizational levels of those agencies which have decentralized personnel operations below the headquarters level. Descriptions of this function in this standard do not cover the self-evaluation activity of an operating personnel officer or time of his staff.

3. *Program development.*

Positions of this kind involve the preparation of guides (in a variety of forms) to be used by management officials and operating personnel offices in the performance of personnel management work; and in the planning and related staff work involved in the development of new personnel management programs. Such positions are found in the US. Office of Personnel Management and at varying organizational levels of the agencies.

Most positions in these series fall clearly into one of these three different functional areas. However, in some situations, positions involve two or all three of these functions. In such cases, of course, grade-level determinations must be based on consideration of all the functions performed and the degree to which they are interrelated.

The use of this functional breakdown in the standard is primarily for editorial convenience and clarity of presentation. It does not imply that these functions are relatively water-tight compartments, nor does it serve as the basis for separate classes within each series. Each functional area, while reasonably distinctive, tends to merge with the others at some points, in practice. They all require the same basic skills, knowledges, and abilities if they involve work in the same personnel socialization, although there

is some difference in emphasis in qualification requirements between Program Operations, Evaluation, and Development kinds of work.

CRITERIA USED FOR GRADE-LEVEL DISTINCTION

The standard distinguishes between grade levels on the basis of:

1. Complexity and difficulty of the technical personnel problems dealt with, as reflected by:
 - a. Organization Characteristics
 - b. Job Characteristics
 - c. Nature of Guides
2. Management Advisory Service Functions.
3. Nature of Supervision Received.
4. Authority.
5. Personal Contacts.

The discussion of Management Advisory Service Functions as a separate element in this standard is in recognition of the increasingly important role such activity is playing in personnel management generally. The tendency towards recognizing top management and the operating supervisor as heavily concerned with day-to-day personnel management is making this kind of function much more than an auxiliary activity in many personnel jobs. Underlying the discussion of this element in the standard is the recognition that Management Advisory Service Functions are typically performed in a highly informal fashion, with a heavy responsibility on the personnel worker to use his daily contacts with supervisors to acquaint them with basic personnel management concepts and principles and to demonstrate their practical value in helping to identify and resolve management problems.

Management Advisory Service Functions have been described as concretely as possible at the various grade levels. However, the language inevitably is still somewhat vague and general, because of the relatively intangible nature of these activities. Therefore, two cautions must be observed in the application of this aspect of the standard. *First*, the level descriptions of this element must be applied with a sense of their whole meaning, not in terms of matching specific words or phrases in the standard with work examples in the job being classified. *Second*, the existence of an agency program to provide management advisory services to the fullest extent described in this standard should not serve as the basis for classifying an individual job, unless there is, in fact, *actual* full performance of these functions in the individual job. (Both these cautions, of course, are truisms in the application of any standard.

They bear repetition here, however, because of a special concern for the need for their strict observance in working with this kind of general standard.)

The standard does not rely on the kind of specific work tasks performed as a basis for grade-level evaluation. It is purposely written in general rather than specific terms in order to convey a concept of grade-level values rather than to itemize certain detailed tasks as typical of each grade. The use of specific examples of assignments in the standard is merely to make these general terms more meaningful and concrete. The examples, therefore, are *not* to be used as the primary bases for grade determinations. For example, the fact that appeals are mentioned specifically in this standard only at the GS-12 level does not mean that responsibility for acting on appeals requires classification in GS-12.

Qualification (knowledges, skills, and abilities) requirements are, of course, fundamental to the grade-level determinations, as well as to the distinctions between series. These requirements are not described separately at each grade level, but are integrated into the description of the pertinent factors for each function in order to avoid unnecessary repetition. For example, "persuasiveness" is a characteristic required in varying degrees in different functions at different grade levels. The Personal Contacts factor description indicates the need for this quality in specific terms when it becomes important.

In the same manner, the factor of "Originality Required" and "Guidelines" are integrated into the level descriptions, without specifically separate treatment.

NOTES ON THE USE OF PART II

1. This standard has been written with the express purpose of providing basic criteria which can be used in analyzing a host of different situations. It is intended to allow judgment in determining and properly evaluating particular, although differing, types of strengths in various positions. The flexibility which is built into this standard is intended to permit responsiveness to variations in the way management wants personnel programs to function, jobs to operate, and sound management objectives to be achieved.
2. While the standard is intended to be used to classify directly only nonsupervisory positions, it is descriptive of functions which are sometimes performed in supervisory positions. For example, the type of Management Advisory Service Functions described at the GS-11 level for Program Operations jobs may, in a particular organization, be reserved to a supervisor such as the specialized program chief or the personnel officer.
3. The standard is useful, indirectly, in the evaluation of supervisory positions by fixing a grade-level value on the work supervised.
4. *Variety of functions as a level-determining factor.*

The performance of more than one of the three functions described in the standard (Operations, Evaluation, Development) in a specific position does not, by itself, enhance the grade-level value of the positions. Such a position is classifiable normally in the grade of its highest-level function, if such work represents a substantial part of the total job in terms of its impact on the qualification requirements of the job.

5. *Variety of specialized fields as a level determining factor.*

The grade-level portions of this standard give special recognition to the variety of knowledges required in discussing Program Development and Program Evaluation positions. Similar recognition is given to this factor in the description of Management Advisory Service Functions at the GS-11 and GS-12 levels of Program Operations positions. Therefore, for positions of these types, no special extra grade credit is appropriate for work in a variety of specialized fields. The following discussion applies only to Program Operation positions who either do not perform Management Advisory Service Functions at all or who perform them as described at the GS-07 and GS-09 levels.

- a. Positions classifiable in the GS-201 series on the basis of performing Program Operations type of work in two or more of the specialized personnel series may be enhanced in grade value, under certain circumstances, by the variety of knowledges required. Many such positions will be performing work of one grade level in one specialized field and of another grade level in the other specialized field (or fields). In such cases, the grade of the higher-level work would normally be the proper grade for the total position.
- b. In positions where the work is of the same grade level in each of two or more specialized fields, the variety of knowledge requirements tends to strengthen the position in total grade value. The effect of this strengthening on the final grade of the position requires considerable judgment. The following criteria should be considered in making this judgment:
 - (1) *Degree of diversity in knowledge and skill requirements represented by the different specialized fields in the job.* There is considerable variation in the degree to which different specialized personnel fields require different skills, knowledges, and abilities. The impact of variety of work on grade level is greater when there is greater diversity in these requirements. For example, the difference between Position Classification, GS-0221, and Salary and Wage Administration, GS-0223, is much less than between either of these and Employee Development, GS-0235, or Personnel Staffing, GS-0212. Therefore, as a general rule of thumb, no extra grade credit for variety should be granted in the classification of positions having the following combinations of fields:
 - (a) Position Classification and Salary and Wage Administration
 - (b) Personnel Staffing and Employee-Management Relations

- (2) *Borderline nature of work level in each specialization.* If the level of the work in two or more specializations is near the upper limit of a grade (i.e., is very "strong" in the grade but not classifiable at the next higher grade) the effect of variety would normally be to classify the position to the next higher grade. Work at the middle or lower levels of a grade in two or more specializations would not result in a higher grade for the total position. (This criterion is not to be applied unless the mixture of specialized fields meets the diversity criterion in (1) above.)
- (3) *Effect of controls over the work.* Variety of knowledges required has less significance at grade levels below the full performance levels of a specialization than at such levels, because the job does not require any significant depth of knowledge and it is operating under relatively close supervision, with the supervisor supplying guidance where needed. Therefore, where the work in two or more specialized fields is at the GS-05 or GS-07 levels, no special credit for variety is appropriate.

6. *Program responsibility.*

The Program Operations portion of this standard does not deal specifically with the position of a nonsupervisory worker who is the sole worker in his specialized personnel field in an operating personnel office. *Some* such positions include full and independent program responsibility for the assigned specialization(s). This program responsibility typically includes planning and scheduling work to meet broad goals and objectives provided by higher authority, to integrate the program with other related activities of the personnel office and other management staff activities of the organization, and to coordinate the program with the operational problems and needs of the organization. It also includes serving as the final authority for the organization served in the particular specialized field, under general administrative supervision which is concerned primarily with policy guidance and review for satisfactory attainment of program goals and proper integration of the program with related programs and the operating needs of the organization. Positions which fully meet these program responsibility characteristics are classifiable one grade higher than would otherwise be indicated by this standard, in recognition of this extra responsibility and independence, *except that this provision is not to be used by itself to classify a job above the GS-11 level.* This extra grade credit is *not* to be assigned to such positions on an automatic basis since, in many cases, this extra responsibility is not actually delegated to the position, but is retained by the supervisor (usually the personnel officer).

7. In determining the proper grade for a position which receives an extra grade credit under the provisions of (5) or (6), above, consideration must be given to internal alignment with other properly classified jobs in the chain of command above the position. Therefore, a hard and fast rule cannot be given as to whether this extra grade should be GS-8 or GS-09 when the base grade is GS-07, or GS-10 or GS-11 when the base grade is GS-09. For example, the delegation of program responsibility as described in (6) above must necessarily be somewhat less complete in a situation where the personnel officer position evaluates to the GS-11 level under part I of this

standard. The crediting of program responsibility in such a situation should not be such as to place the position in the same grade as its supervisor, the personnel officer.

8. Under no circumstances should the extra grade credit permitted under (5) and (6) above be added together to classify a position more than 2 grades above the levels called for in the grade-level portions of the standard.
9. The standard does not describe any nonsupervisory Program Operations jobs above the GS-12 level nor any non-supervisory Program Development or Program Evaluation jobs above the GS-13 level. This does not prevent the evaluation of an individual position to a higher grade than described if it substantially exceeds that level in sufficiently important respects. For example, a nonsupervisory Program Development position might be classifiable in GS-14 if the independence of action and the scope and difficulty of the project assignments were so great as to require creativity and imagination substantially beyond that described at GS-13.

NONSUPERVISORY PERSONNEL POSITIONS, GS-05

This is the basic trainee level. GS-05 employees receive formal classroom instruction and/or on-the-job training in the principles, concepts, work processes, regulations, and reference material fundamental to one or a combination of specialized personnel fields. On-the-job training assignments provide a practical understanding of the organization, programs, policies, and objectives of the employing agency as well as furnish experience in the application of principles, procedures, and work techniques to actual operating situations. Instructors or Supervisors give specific instructions and guidance on these assignments and critically review completed work.

NONSUPERVISORY PERSONNEL POSITIONS, GS-07

This is the advanced trainee level. Work assignments are selected to provide training in the analytic and judgmental aspects of the work and in the appropriate use of such methods and techniques as job analysis and interviewing. The training emphasizes developing an understanding of the relationships of the concepts underlying the field. It is directed toward the recognition of incipient personnel needs or problems and the identification, analysis and solution of personnel problems. Assignments are preselected to combine performance of productive work with supervised on-the-job training in both the judgmental and methodological aspects of the work.

In the solution of specific case problems or other work, the Personnel Management Specialist, GS-07, applies a gradually increasing knowledge of and skill in the use of pertinent principles and techniques in securing, analyzing, and evaluating the essential facts needed for decision.

Management advisory service functions *at this level* are normally limited to such things as providing information as to the typical duty patterns which will justify a particular grade, the kinds of candidates available for a particular type of job, and similar matters.

Supervision received and authority are important limiting factors at this level. Advanced trainees are given detailed instructions and explanations with each assignment. When they work on more complex problems (i.e., those characteristic of the GS-09 or GS-11 levels) they receive continuing guidance and instruction during the progress of their work. Completed work is closely reviewed to insure adequate and accurate application of principles, guides and standards; to determine the soundness of conclusions and recommendations; and to serve as the basis for further training or different kinds of assignments.

Personal work contacts are mainly to obtain and exchange information, answer questions and, when necessary, explain well-established policies, procedures, regulatory requirements or standards.

Program development and program evaluation

GS-07 personnel management specialists assist higher grade personnel workers in preliminary phases of program development or evaluation functions. Usually in such assignments, the supervisory guidance and review are closer and more detailed than in the operating assignments described for this level. The primary objective is to develop such employees for more responsible work so that gradually increasingly difficult kinds of problems are assigned or there is a gradual increase in the amount of independence permitted.

NONSUPERVISORY PERSONNEL POSITIONS, GS-09

Program operations

This level is characterized by assignments which regularly encompass problems of average difficulty, frequently combined with management advisory service functions.

Problems are of average difficulty when their resolution requires the application of (1) technical skill, knowledge, and judgment in the use of the fundamental principles, concepts, techniques, standards, and guides of the particular specialized field; and (2) knowledge of the occupational and organizational structure and characteristics of the organization served. This arises from the nature of the jobs or organizations dealt with *and* the degree to which the guides available require interpretation.

The following examples illustrate key differences between positions at this level and positions at GS-07 and GS-11:

1. The assignment might include personnel and positions mainly in clerical, trades, or other types of occupations common in the agency or in the Federal service generally but in an organization which is complex or dynamic and unstable as described at the GS-11 level.
2. The assignment might include personnel and positions which involve work processes of a mental, judgmental, public contact, or coordinative nature or which are in short supply as described at the GS-11 level, but in an organization which is a reasonably stable one so that jobs and career patterns have been sufficiently standardized or clear-cut in operation and covered by specifically applicable guides that their work processes and qualification requirements are relatively easy to understand.
3. The assignment might include a wide variety of different occupations and personnel which require a breadth of knowledge of guides and occupations significantly in excess of the GS-07 level.

Examples of assignments which involve problems of this level of difficulty are:

1. A position-classifier is assigned to provide continuing classification service to a group of organizational segments performing supply, fiscal, and warehousing functions. The jobs in these segments are about evenly divided between the Classification Act and wage board pay systems. The variety of jobs serviced ranges from laborers and fork-lift operators to stock control clerks, accounting clerks, office machine operators, perhaps a few professionals, and their supervisors. Agency or US. Office of Personnel Management standards are available for most jobs, or, where no standards are available, the jobs fall logically into typical patterns. Regular, scheduled surveys are performed in accordance with a plan established by the supervisor. The main technical problems encountered are those relating to the development of full factual information and the interpretation and application of the standards to the jobs. There is responsibility for working closely with supervisors to keep current on organizational and procedural changes to ascertain their effect on job content. Classification decisions are discussed informally with supervisors and employees, to explain the basis for them and to develop understanding and acceptance of them. Advice is given to supervisors in the organization serviced regarding the probable effects of duty changes on classifications, and suggestions are made, on request, as to other alternative shifts in duties which might have a more satisfactory classification result.
2. A placement officer is assigned to provide continuing service to a group of organizational segments performing claims and other kinds of quasi-legal examining, office services, and adjudicative functions. The jobs serviced are mostly Classification Act with a few wage board employees. Qualification standards are available for almost all the jobs. In their absence, or where they do not seem to fit actual job requirements, develops new qualification standards based on job analysis and submits to appropriate US. Office of Personnel Management office for review and approval. The major problems encountered arise from the filling of entrance-level jobs, internal placement actions to improve employee utilization, and the

operation of a merit promotion program for filling the higher-level jobs, many of which are supervisory. Working closely with supervisors, conducts screening interviews with applicants, makes telephone reference checks, and refers the best applicants to operating supervisors for final selection. Orients new employees to the personnel policies of the organization. Conducts follow-up interviews with supervisors and employees to determine need for additional placement action. Where such action is indicated, tries to work it out by discussions with the employee affected and other supervisors, fitting as closely as possible the strengths and weaknesses of the employee into the organizational structure. Prepares draft promotion plans, including methods for ranking employees, based on rating procedures suggested by other approved plans, and within the framework of well-defined agency policy on promotions. After approval of plan, carries out its provisions. Occasionally participates in or conducts recruiting activities, e.g., as a speaker at high school "career days."

Management advisory service functions are frequently found as an integral part of personnel jobs at this level, but consist of a limited amount and type of advice to supervisors in the exercise of their supervisory responsibilities. At this level, this function is largely performed as a result of a specific request related to an immediate problem of limited scope, for which one or more alternative solutions are readily apparent to a trained personnel worker. The personnel worker must be sensitive to the meaning of these problems, so that he can secure assistance from his supervisor or a higher-level personnel worker on those requests which have broader implications than he can deal with, independently, at this level. Advisory service of this level is also characterized by the fact that the personnel worker is expected to provide such advice primarily in terms of his own particular personnel specialization, rather than in terms of the total field of personnel management, even though the problem may have been generated because of the impact of another personnel specialization. While specific advice on problem solution is limited to his own field, the personnel worker is expected to be sufficiently broad in his understanding of personnel management generally that he recognizes the impact of other specialized personnel fields on the same problem and provides information about the problem and its possible ramifications to personnel workers in these other specialized fields. For example, a position-classifier is asked to advise re: the grade or series classification effect of the removal of certain duties or responsibilities from a position. The reason for removal of the duties may be the inability to find people who can perform them. While the classifier must be aware of the reason for the request, his responsibility for advice is still primarily limited to the application of the techniques of his own field.

Supervision received at this level is of a general nature. Supervisors give general instructions on such matters as priority of various assignments and the time to report on work progress. More immediate guidance and control are given when work projects are those normally assigned to higher-graded employees, are unfamiliar to the employee, or require the application of new guides. Technical review of completed work is more detailed when the results may serve as local precedents for future actions, the decisions may have a significant impact on other functions of the personnel office, or the recommendations may affect relationships with employee groups or key supervisors within the establishment.

Authority typical of this level is characterized by the fact that recommendations and decisions mainly apply to individual actions. No single decision, therefore, has significant impact on the agency or the personnel program. However, the cumulative effect of these individual actions has considerable impact on supervisory and employee attitudes towards the personnel program and towards the agency as an employer. Final signatory authority for certain designated types of actions may be either present or absent without grade-level significance.

Personal work contacts at this level are characterized by responsibility for maintaining effective working relationships with employees and their supervisors and, in some positions, the general public. Incumbents initiate contacts with operating officials and employees to (1) obtain factual information on which recommendations, decisions, or either actions can be based; (2) explain the basis for personnel decisions, recommendations, and actions; and (3) help further an understanding of the agency personnel management policies and programs.

Program development and program evaluation

Personnel workers in these functions at this level are primarily serving as assistants to higher-grade program development or evaluation employees. They participate in this work by: (a) performing a variety of specialized tasks similar in level to Program Operations personnel at GS-09; or (b) performing development or evaluation work described at the GS-11 level, but under much closer supervision or specific direction than typically exercised over GS-11 workers.

NONSUPERVISORY PERSONNEL POSITIONS, GS-11

Program operations

This level is characterized by *either*: (1) assignments which regularly encompass problems of more than average difficulty, combined with management advisory service functions characteristic of the GS-09 level; *or* (2) assignments of an average level or difficulty (as described at GS-09) combined with full responsibility for management advisory service functions requiring a high level of technical skill, broad personnel management knowledge, persuasiveness, and imagination.

Problems are of more than average difficulty when their resolution requires the application of a high degree of technical skill, knowledge, and judgment in the subject matter of the particular specialized personnel field. This arises from the nature of the jobs *and* organizations dealt with *and* the degree to which the guides available represent difficult interpretation problems, as described below:

1. Job Characteristics.

- a. The kinds of jobs which typically generate difficult problems are those which involve work processes which are more difficult to understand. These typically are work processes which

are mental, judgmental, public contact, or coordinative in nature, e.g., professional and scientific, administrative, or technical fields of work. In some instances, work processes may be difficult to understand or deal with not so much because of their inherent characteristics, but because they are new or are undergoing rapid, fundamental technological changes.

- b. Another kind of job which typically generates difficult problems is that for which there is an extremely short supply of available qualified people in the labor market. This criterion has more weight in the evaluation of placement responsibilities since its impact is mainly on the nature of the recruiting effort necessary and on the importance of internal placement actions designed to attain maximum utilization of those personnel with needed skills. The filling of such jobs under special recruiting authorities presents difficult problems when intensive, imaginative recruiting campaigns are planned and executed, involving numerous public contacts at all levels with a variety of recruiting sources over a wide geographical area; or when the jobs being filled have hard-to-match qualification requirements, involving an intensive search for qualified people.

2. Organizational characteristics.

- a. One kind of organization which typically generates difficult problems is that which has a complex structure because of the nature of its mission, i.e., with many units having numerous closely related responsibilities. (This criterion has more weight in the evaluation of classifier responsibilities because of the need to make fine discriminating judgments in the understanding of lines of authority and proper crediting of responsibilities.)
- b. Another kind of organization which typically generates difficult problems is that which is highly dynamic and unstable because of such factors as rapid technological advances in its major programs, or continually changing concepts of its basic missions because of its close relationship to politically or internationally sensitive areas of current major public concern.

3. Nature of guides.

The guides available present difficult problems because they are not directly applicable. In some instances, pertinent guides may not be available at all because of the newness of, or major changes in, the work field. Guides typically require significant modification or interpretation to fit them to the actual situation and to secure results which are compatible with sound management. This kind of guide requires the application of a thorough understanding of the basic principles and concepts of the particular personnel specialization in order to correctly reason from them. This kind of guide also requires a full understanding of the occupational fields dealt with including not only the work processes but also the career ladders of which these fields are a part.

Examples of assignments which involve problems of this level of difficulty are:

1. A position-classifier is assigned to provide continuing service to a group of organizational segments performing research and development, contract negotiations and administration, and such administrative services as budget, accounting, statistical services, and management analysis. The jobs are mostly Classification Act, with some wage board and clerical jobs, but are mainly professional, subprofessional, business specialist, and administrative in nature. Agency or US. Office of Personnel Management standards are available for most jobs, but require a thorough understanding or appreciation of the responsibilities and mental processes involved in the work in order to understand and apply them properly. New kinds of jobs are frequently arising, for which standards are only indirectly applicable, and which require careful analysis to understand fully. The organizational structure of the segments served is complex, making it frequently difficult to know how much and what kind of responsibility to credit to a position. The use of the team approach in the solution of research and development problems presents difficulties for the classifier in evaluating the relative duties and responsibilities of different team member positions. Regular, scheduled surveys are performed in accordance with a plan established by the supervisor and, in other respects, the daily work is similar to that described in example #1 at the GS-09 level.
2. A placement officer is assigned to provide continuing service to a group of organizational segments performing legal, financial and economic analysis, and engineering functions. The jobs serviced are all Classification Act, with some (the attorneys) being excepted from the competitive civil service. Qualification standards are available for almost all positions. In their absence, or where they do not seem to fit actual job requirements, develops new standards based on job analysis and submits to appropriate US. Office of Personnel Management office for review and approval. The main problems encountered arise from the filling of entrance-level jobs, the filling of highly specialized one-of-a-kind jobs by specialized recruiting, internal placement actions to retain and fully utilize employee skills, and the operation of a merit promotion program for filling higher-level jobs with very specialized requirements. Some of these positions are of a high-level managerial type. Plans and conducts a recruiting campaign directed at college seniors and recent graduates, enlisting the aid of operating supervisors in development of publicity and in recruiting trips. Performs interviewing, reference checking, referral, orientation, placement follow-up, and promotion plan development and operation duties similar to those described in example #2 at the GS-09 level.

Management advisory service functions are considered difficult and responsible when they require a high level of technical skill in the specialized personnel field, broad personnel management knowledge, and such personal qualities as persuasiveness, imagination, and insight. These functions are classifiable at the GS-11 level when they are performed in relation to an organization which has the occupational and organizational characteristics typical of assignments of the GS-09 level. Performance of these functions is characterized by breadth of approach, i.e., identification of the true nature of a management problem and its consideration from the total personnel management viewpoint, not just from that of the specialized field represented by the personnel worker. It is also characterized by the intensity or depth of the search for sound solutions as contrasted with more superficial recommendations to try a

particular technique or device because it is popular or sellable, without careful exploration of need, management objective, availability of technical assistance, etc.

Such advisory functions are typically an integral part of the personnel worker's job and performed as need and opportunity arise. In some cases, however, because of the urgency or scope of a management problem, a personnel worker may concentrate on such functions for a substantial period of time, either alone or as a member of a team which may include other types of personnel specialists, management analysts, industrial engineers, etc.

The relationship between the personnel worker and the supervisors served is typically such that they work together in the review of the operations of the organization in order to identify personnel problems, and the personnel worker is relied upon for advice as to the solution of a problem or the approach to be taken in solving it.

Illustrative of the kinds of management advisory service functions which may meet the above criteria of breadth of approach and intensity of analysis when they are performed in the manner described are:

1. Planned, systematic studies to identify long- and short-range personnel needs of an organization.
2. Advice on organizational structure to facilitate career development or to meet other management needs.
3. Helping to plan organizational or procedural changes by advising on logical duties relationships, sources and availability of needed skills, full utilization of available skills, etc.
4. Positive assistance in the solution of problems of morale, turnover, working conditions, low production, review channels, job dilution or expansion, etc.

The supervision received by Program Operations jobs at this level is very general. The supervisor establishes program goals and objectives, approves general plans and schedules, establishes priorities, and reviews and approves case decisions, reports, correspondence, etc. Review of technical substance is usually cursory. Reliance is placed on the personnel worker to call special attention to significant technical or management-relationship problems which require careful supervisory review.

Management advisory service functions are necessarily performed under even less supervisory control, since they are primarily conducted on an informal, advisory basis. However, the supervisor is kept informed of problems arising and the solutions being developed, and may step in to help with the most knotty problems.

Authority typical of this level is similar, in many respects, to that described at GS-09. However, personnel workers at GS-11 are given greater authority to plan their own work, e.g., a recruiting

campaign, than is typical of the GS-09 level. Also, their judgment and recommendations are relied on very heavily in final decisions on individual case problems.

Personal work contacts are similar, in many respects, to the GS-09 level. In addition, however, those jobs which are in GS-11 because of the level of their management advisory service functions are characterized by the need to "sell" themselves to all levels of supervisors and management staff specialists, in order to gain confidence and acceptance of advice.

Program evaluation

The specific work assignments and combinations of specialized personnel functional areas found in different jobs at this level vary widely. However, positions may be generally grouped as either: (1) independently responsible for on-site review of personnel actions such as placement or classification decisions; or (2) having limited responsibility (usually in a trainee capacity) for program evaluation work of the GS-12 level, typically in addition to the above action review functions.

Jobs performing on-site review functions are concerned with actions taken by a number of different operating personnel offices for a wide range of occupational areas. This review is not limited to a review of the records in the personnel office being evaluated, but includes gathering information about the cases by interviews with personnel office staff and operating supervisors and employees to determine the factual basis for the personnel actions. The review constitutes an evaluation of the correctness and propriety of the action taken in terms of its conformance to guides available to the operating personnel office. The level of difficulty of the personnel problems represented by these cases ranges over the levels of difficulty described for Program Operations jobs at both the GS-11 and GS-09 levels.

Personnel actions which are considered to be inconsistent with available guides are discussed with the operating personnel office staff to discover the cause of such inconsistency and to develop a mutual understanding of the guides as they apply to the cases in question. Personnel workers in these kinds of positions are expected to be sensitive to the program implications of the findings of their case review and to report significant findings of this type to higher-level Program Evaluation workers for their use in their total program evaluation function.

Jobs with limited responsibility for program evaluation work of the GS-12 level are primarily distinguished from that level in that they operate under close supervision. Such jobs characteristically perform the on-site review of personnel actions described above but, in addition, evaluate the degree to which one or more program areas are achieving established goals and objectives. The kind of supervisory control which so limits responsibility is that in which the supervisor (usually an on-site team leader) supplies specific guidance over such activities as sample selection, interviews with supervisors, and evaluation of factual information in terms of relative significance and importance. The supervisor also reviews and approves the final evaluation comments, recommendations, and suggestions made and

assumes personal responsibility for them in reports to the management officials of the evaluated organization.

Supervisory control over the case review kind of work is very general in nature. The personnel worker is expected to be sufficiently expert in his knowledge and judgment that there is only a cursory review of his decisions, except where he requests assistance on an especially difficult technical problem.

Personal work contacts are important characteristics of these kinds of positions. Contacts are for the purpose of getting information not only as to facts but also as to the basic reasons for the decisions made, and for the purpose of convincing operating personnel officials to reconsider their own decisions in the light of the evaluation findings.

Program development

The specific work assignments may be in one or any combination of the specialized personnel functions. Positions are characterized by either: (1) independent development of supplemental guides within the framework of more general guides to secure their more uniform application to specific problems typical of the organization served; or (2) developing specific guides or assigned portions of more general guides or performing other kinds of staff studies or portions thereof under the close supervision of higher-grade Program Development workers.

The level or difficulty of the kinds of problems intended to be solved by independent development work at this level [(1) above] is that described at the GS-09 level for Program Operations positions.

The level of difficulty of the kinds of problems intended to be solved by closely supervised development work at this level [(2) above] may range widely, but is not particularly significant since the key limiting factors over this kind of work are the nature of the supervisory control over the work and the degree of imagination and creativity required. The supervisor determines the approach to be taken and the methods to be used, checks frequently on work progress, provides close guidance on the product during its formative stages, participates in the more important personal contacts, and carefully reviews the final product for technical and factual accuracy as well as for conformance to overall policy and sound management principles. Problems which do not lend themselves to solution by the application of well-established precedents are discussed with the supervisor to get advice and direction.

Key requirements for this level are the ability to gather and correlate a mass of factual and opinion information, to arrive at significant generalizations, and to express clearly in writing and orally the decisions reached.

NONSUPERVISORY PERSONNEL POSITIONS, GS-12

Program operations

This level is characterized by either: (1) assignments which regularly encompass problems of more than average difficulty, *combined* with management advisory services functions which are significantly more difficult and responsible than those found at the GS-11 level, or (2) service as a "specialist" or "trouble-shooter" with independent responsibility for resolving very difficult problems in his particular field.

The GS-12 individual worker who performs high-level management advisory service functions combined with assignments of more than average difficulty [(1) above] does not require detailed description since the two separate functions have each been covered in some detail at the GS-11 level. The essential difference between this kind of job and that at GS-11 with a combination of technical functions and management advisory functions is in the level of difficulty and responsibility of the latter kind of functions. The performance of management advisory service functions is more difficult and responsible (and often more urgently needed) when done in reference to jobs and organizations which are complex, new, or dynamic in nature. The abstract nature of the work processes adds materially to the difficulty of problem identification and solution, and requires a more sophisticated and mature knowledge of occupational characteristics and of personnel management than is typical at GS-11.

The GS-12 specialist kind of position [(2) above] is characterized by responsibility for resolving especially complex and difficult types of problem cases in his specialized personnel field. The problems typically referred to him for solution are of the type described at the GS-11 level as difficult, but have resulted in request for authoritative technical assistance by GS-11 personnel workers or their supervisors, or in appeals or requests for reconsideration by employees, employee groups, or supervisors from initial decisions made by such lower-grade personnel workers. Such problems typically are complex from a technical standpoint because of the existence of different guides which point towards conflicting decisions or because of the lack of anything but the most general kind of guides, such as precedent decisions or standards which deal with quite different kinds of situations. They also may be complex because of significant management considerations which seem to require a technical decision at variance with guides.

The resolution of these kinds of problems requires an excellent grasp of fundamental technical concepts plus the ability to recognize and accommodate to management needs without sacrificing fundamental principles. This kind of accommodation is made by imaginative and fruitful exploration of alternative courses of action suggested by a full understanding of management needs and considerations. The specialist is required to deal with key management officials on these controversial problems in such a manner as to inspire respect for and confidence in the final decision. He must be able to reconcile conflicting technical viewpoints by recourse to underlying principles.

In some instances, he may conclude that the problem is one which can only be completely resolved by further study by the Program Development staff in the agency or in the US. Office of Personnel Management. In such cases, he provides the best operational answer possible within the limits of his authority and, at the same time, prepares and forwards a suitable analysis of the problem and recommendations through the usual supervisory channels for consideration by such Program Development personnel.

The supervision received and authority of Program Operation positions at this level are much the same as at GS-11. The major difference is found in the specialist kind of job, where his technical competence and soundness of judgment are typically accompanied by a delegation of responsibility to make final decisions for the organization, in all cases except when he chooses to request supervisory review for a particular reason.

In those jobs where the management advisory service functions are significant, there is no greater independence than in similar jobs at GS-11. However, the importance of the problems dealt with (as well as their difficulty) is typically greater than at GS-11. Therefore, the scope and effect of the advice given are likewise increased.

Personal contacts in Program Operation positions at this level are substantially the same as at the GS-11 level.

Program evaluation

This level is characterized by the independent evaluation of personnel management programs in terms of the degree to which they are achieving basic program goals and objectives, as distinguished from the GS-11 level at which the emphasis is on review of case actions, or a less independent review of programs.

Most typical of this level are positions concerned with the evaluation of a comprehensive personnel management program including such program areas as employee development, performance rating, recruitment, placement, promotion, classification, wage administration, employee-management relations and communications, incentives, etc. Such positions may function as a team leader, an individual worker, or a team member with relative independence from supervision, sometimes performing in all three capacities over a reasonable time period. In this kind of position, the emphasis is on scope or breadth of knowledge about all aspects of personnel management, rather than intensity or depth of knowledge about any one specialized function. The evaluation is performed by consideration of the results of sample review of the type described at GS-11, plus an analysis of those personnel policies and programs of the organization which are not typically susceptible of the case review approach. In considering the results of case reviews (made either personally or by another staff member) the emphasis is not on the cases themselves, but on the degree to which they reflect program strength or weaknesses.

The evaluation process is based on: (1) determination of the factual situation insofar as the organization's personnel program is concerned; (2) comparison of the facts with the program guides and policies of the US. Office of Personnel Management and the agency; and (3) consideration of the personnel management needs of the organization arising from its basic structure, mission, and staffing. At this level, the major responsibility is to arrive at and report judgments as to the adequacy of the personnel programs. A related responsibility is to recommend or suggest changes which should be made to improve the programs in areas where weaknesses are observed. This latter responsibility is exercised most typically in those areas where the actual program does not fulfill requirements of the program guides. Another significant related responsibility is that of determining areas where improvements in the program guides themselves are necessary and pointing out such needs to the appropriate Program Development staffs in the agency or the US. Office of Personnel Management, through established channels of communications.

Positions which are concerned with a similar kind of evaluation as described above, but which are limited to one specialized field of personnel management, may also be classified at this level. Such positions are at the GS-12 level when they are characterized by the kind of intensity and depth of knowledge of the particular field and by the kinds of problems encountered, as described for the GS-12 Program Operations "specialist" or "trouble-shooter" type of job.

Supervision received is very general in nature. The personnel worker who is a team leader or individual worker is assigned to conduct program evaluations of specific organizations, with instructions as to time schedules and generally as to program area emphasis desired. Within these limits, he plans and schedules his own work independently at the site, adapting general policy instructions as to evaluation techniques and methods to the specific needs of the local situation as he finds it. In most cases, he is expected to reach and report independent conclusions to the top management of the organization as to the degree to which personnel program goals and objectives are being met. Where the tentative findings indicate major problems in program operations, the personnel worker discusses these with his own supervisor prior to reporting to management. Final written reports are reviewed for conformance with policy, adequacy of support for any suggestions or recommendations made, and effectiveness of presentation.

A personnel worker at this level who functions as a team member operates with a very high degree of independence in his particular assigned program areas. The team leader exercises overall control over such matters as scheduling, and he coordinates contacts with top management of the organization being evaluated. The team member is independently responsible for such matters as sample selection interviews with operating supervisors and employees and evaluation of total performance of the organization in assigned program areas. Major program findings and conclusions are reviewed with the team leader for coordination with total findings and conclusions of the team.

Personal contacts are similar to those described at GS-11, but even greater emphasis is placed on them, particularly from the viewpoint of securing agreement with the top management officials of the organization to changes in operating personnel programs and practices. The technical correctness of

such recommended or suggested changes will not result in real improvement unless the management officials are convinced of the desirability of the changes. Therefore, the personnel worker must demonstrate outstanding skill in explaining and justifying such changes in terms of the management benefits to be derived from them.

Program development

This level is characterized by either: (1) independent, technical responsibility for projects or studies of occupations or of personnel policies, programs, or practices of average scope, complexity, or difficulty, or (2) more limited responsibility for more difficult projects or studies (as described at GS-13).

Projects are of average scope, complexity, or difficulty when the possible lines of attack and solution are similar to ones which have been used successfully in similar or related projects, requiring primarily adaptation of previous methods to the specific, peculiar characteristics of the new project. The subject matter of each project is typically relatively narrow in scope, i.e., limited to one occupational field or to a specific aspect of a broad personnel program area. However, over a reasonable period of time, a worker at this level will be assigned to several such projects, not necessarily limited to the same occupational field or the same specific aspects of a broad personnel program area.

Supervision received by these kinds of positions varies in nature according to the kind of project assigned. In the case of projects of average scope, complexity, or difficulty, the nature of the supervision received is substantially the same as described for Program Development jobs at the GS-13 level. In the case of more difficult projects or studies, there is a significantly greater degree of supervisory control over the work than that described at GS-13. The supervisor provides guidance in the development of the project plan, suggesting methodology, timetable, and plans for the final product. Once the plan is approved, the worker proceeds with considerable independence, but the supervisor keeps informed of progress, and provides guidance on the handling of technical problems and public relations issues as they arise. The final product is reviewed for adequacy of factual development, in addition to soundness of judgment, justification, and effectiveness of presentation.

Personal contacts are a significant factor at this level. Such contacts require the ability to deal effectively with personnel and operating officials at all levels in the gathering of factual and opinion data and in the discussion of significant, controversial issues involved in the particular project or study. Workers at this level inspire confidence and respect for their technical ability and their ability to grasp ideas of others by the manner in which they conduct themselves in these dealings, thus helping to gain acceptance for their work products.

NONSUPERVISORY PERSONNEL POSITIONS, GS-13

Program evaluation

This level is characterized by: (1) responsibility for personnel management program evaluation of the type described at GS-12, with the added responsibility of evaluating the program of an entire department or agency or a major primary organizational segment thereof, which is carried out by many subsidiary personnel officers widely dispersed throughout the agency; (2) responsibility for staff-level advice to operating personnel offices or to other Program Evaluation staff members in the development of solutions to especially complex difficult problems of program improvement in one or more specialized personnel management fields; and/or (3) responsibility for other kinds of personnel management program evaluation work of equivalent complexity or responsibility, e.g., as an expert evaluator assigned to identify, evaluate, and recommend solutions to personnel program problems of an especially complex, difficult, or sensitive nature in a number of different departments and agencies.

Program evaluation of an entire department or a major segment of it [(1) above] is distinguished from GS-12 evaluation work by the need to generalize or draw inferences from evaluations of the personnel programs of many subordinate organizations, each large enough to require its own personnel office. It requires an especially broad knowledge and understanding of the organization's basic policies, missions, and operating programs, in order to relate evaluation findings in a variety of establishments to the total evaluation of the parent organization's personnel program. Also, there is a demand at this level for an unusual degree of insight into the relationship between program policies and guides at their point of origin and evaluation findings at subordinate levels. Finally, this kind of job is distinguished by the increased scope of impact of findings and recommendations, thereby requiring more understanding of and sensitivity to the interrelationships between various personnel programs and to the organizational and management relationships within the organizations.

The staff advisory type of job at this level [(2) above] is characterized by many of the same factors as the GS-12 specialist job in the Program Operations functions. The main distinction is that it is concerned with solution of especially complex and difficult problems of *program* improvement, rather than of individual *case* decisions. This type of advisory activity is characterized by the application of knowledge in depth of one or two specialized personnel fields to the solution of this kind of problem. This kind of knowledge goes beyond that of the guides, precedents, and technical principles of the specialized fields into the area of program management and administration. It includes a knowledge of staffing, organizing, training, planning, gaining management acceptance, coordinating with related fields, etc.

This type of personnel worker is assigned to problems referred by other Program Evaluation personnel or by operating personnel offices as needing solution. The problems are those in which there are apparently program weaknesses which cannot be corrected by the following of program guide requirements, but are more fundamental in nature. He first is concerned with the identification of the

real nature of the problem by study and consultation. Working with the organization's management, he develops alternative solutions which are geared to the basic management needs of the organization. Work is frequently on an informal basis, with a high degree of technical competence and insight combined with persuasiveness serving as the primary tools for developing management support for a satisfactory solution.

The expert evaluator type of job at this level [(3) above] is characterized by the application of a very high level of skill in evaluation techniques and a very broad knowledge of personnel management to problems which are especially complex or difficult because of such considerations as: the problem solution is likely to be particularly controversial; the circumstances demand an unusual ability to persuade and motivate responsible officials to change major personnel policies or procedures; the problem involves a serious complaint, for which the facts are extremely difficult to establish and evaluate. Typically, the scope and impact of individual assignments of this kind at this level are of considerable significance to the management of a major Government department *and*, over a period of time, the individual assignments cover problems of this level in a number of different departments and agencies, thus requiring a substantial breadth of knowledge of varied kinds of organizations and personnel programs.

Supervision received by these kinds of positions is very general in nature, and is essentially similar to that described at the GS-12 level for the same kind of work.

Personal contacts are also similar in nature and purpose to those described at the GS-12 level for the same kind of work.

Both of these factors are enhanced at this level, however, by the greater scope and impact of the subjects dealt with.

Program development

This level is characterized by full technical responsibility for projects or studies of occupations or personnel policies, programs, and practices of a complex or difficult nature and of considerable scope. The complexity and difficulty of projects arise from a variety of considerations, e.g., the problem to be solved is one for which experience, data, and guidelines are very limited or point in conflicting directions; or the problem solution is of special urgency or likely to be particularly controversial. The scope and impact of such projects are typically very broad, i.e., either Governmentwide in effect or of considerable significance to the management of a major Government department. The following illustrate the nature of assignments at this level:

1. Plans, initiates, and conducts surveys to determine the effectiveness of manpower utilization policies for an agency whose personnel operations are carried out by many subsidiary personnel offices widely dispersed throughout the agency. On the basis of findings, projects future requirements for important agency positions, their essential qualifications, and agency staffing plans.

2. Plans and carries out a study of a major problem area in personnel management with a view towards the development of significant improvements in policy, procedure, or techniques. Develops a project plan, gathers factual data, works closely with interested officials of one or more agencies, employee groups, professional societies, etc., develops and explores alternative solutions, and prepares reports recommending action to be taken, including all necessary staff work to implement the recommendation, if approved. This might include such things as drafts of legislation, operational plans, supporting instructions, correspondence, etc.
3. Studies proposed major legislation to determine effect on the personnel management policies and programs of the Government. Reports conclusions with recommendations, where necessary, as to what should be the agency's viewpoints on such proposals, changes which may have to be made in the agency policies and programs if proposals are adopted, or the alternatives that can be advanced by the agency to modify or change the impact on agency policies, programs, or employees.
4. Plans, initiates, and develops Government-wide occupational standards for the classification and staffing of positions in specific occupations in many Government agencies, where the project is especially complex and difficult as reflected by the need to resolve issues that involve planning novel methods for identifying and gathering factual information; extensive review and analysis of fact-finding results, validation findings, etc; the development of imaginative, clearly expressed solutions which are geared to the operating needs of the potential users; and carrying out negotiations and discussions with top-ranking personnel and operating officials of other agencies to understand and resolve their different viewpoints and to secure their cooperation in the final solutions developed.

Supervision received by these kinds of positions is very general in nature. The personnel worker develops a project plan outlining the methods to be used, a proposed timetable, and the general nature of the final product. Once this plan is approved, work proceeds independently unless a significant change in plan seems indicated during the work progress. The final product is reviewed for soundness of judgment, adequacy of justification, and effectiveness of presentation, with heavy weight given to the recommendation of the worker on all matters of fact, interpretation, and judgment.

Personal contacts are very significant. These contacts are for the purpose of gathering factual and opinion data from a wide variety of people at all levels in Government and, frequently, from representatives of employee groups, professional associations, veterans organizations, business firms, etc. A significant characteristic of personal contact work at this level occurs in the formative and final stages of the project, where the need to develop and deal with divergent, strongly felt convictions in such a manner that the final product receives maximum understanding, acceptance, and support is especially important.

ENDNOTES

1. For the sake of convenience, the term “personnel officer” has been used in the body of this standard to cover all types of positions in part I of the series. [[Click here to return to standard](#)]
2. The term "top management" as used in this standard is intended to refer to the individual (or board or commission) which overall responsibility for managing and directing the organization served, or to a full deputy to such individual (or board or commission). It refers to such positions as "manager", "director", "administrator", "command officer", "regional director", "bureau director or agency head", or to individuals who serve as full deputies to such officers, and who are empowered to exercise full management responsibility with respect to all aspects of the organization's program. Thus, an "executive director" of an agency, a full "deputy administrator", a full "deputy bureau director", or "deputy regional director" or "deputy commander", etc., would be regarded as "top management" in his respective organization. In major cabinet departments, which represent a special case, such positions as the Administrative Assistant Secretary or Deputy Chief of Staff, Personnel, may represent top management with respect to personnel activities. [[Click here to return to standard](#)]
3. Personnel Assistant is not to be confused with Personnel Specialist as covered in part II of this standard. The Assistant title relates to a type of job which fits in a category between personnel clerical work and personnel specialists and officers. This type of position is classified in The Personnel Clerical and Assistance Series, GS-203, and is covered by the standard which has been issued for that series. [[Click here to return to standard](#)]
4. The phrase "Position Classification" has been shortened to "Classification" wherever it is used as part of a combination title. [[Click here to return to standard](#)]
5. Before using this title it is important to make sure that the position is not more properly classifiable in the GS-0212 series in accordance with the provisions of the series definition and introductory material for that series. [[Click here to return to standard](#)]