



DEPARTMENT OF DEFENSE
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Defense Civilian Personnel Advisory Service

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**SUPPLEMENTARY GUIDANCE
FOR APPLYING PART II OF THE
GENERAL SCHEDULE LEADER
GRADE EVALUATION GUIDE
July 2022**

INTRODUCTION

This document provides interpretive guidance for applying Part II of the General Schedule Leader Grade Evaluation Guide (GSLGEG).

GSLGEG COVERAGE

To be covered under the GSLGEG, Part II, a position must meet **all** of the following elements:

-The **primary purpose** of the position is leading a team of other General Schedule (GS) employees in accomplishing two-grade interval work, or work accomplished by GS-09 or higher one-grade interval positions.

-The Team Leader duties must be **regular and recurring**. They must be performed on a permanent and ongoing basis, officially assigned by management, and annotated in the position description. Team Leader duties that are rotated among team members are not a valid basis for classifying any team members as Team Leaders.

-The Team Leader must lead a team of **permanently assigned team members** over whom technical *and* administrative leadership responsibilities are performed on a continuing basis. Although this is not explicitly stated in the GSLGEG, it is well-established by OPM appeal decision (see, e.g., OPM Digest Articles 32-13 and 27-07).

-The Team Leader duties must be performed for at least **25 percent of the duty time** over positions performing two-grade interval work or positions performing one-grade interval work at the GS-09 level and above.

-The Team Leader must perform, at a minimum, all of the first seven coaching, facilitating, and mentoring duties, and a total of fourteen of the overall duties, listed in the GSLGEG as the “functions of team leaders” (i.e., **the “7/14 rule”**). All team member positions included in the 25 percent Team Leader duty time must receive the full 7/14 threshold of leadership from the Team Leader. Careful consideration should be given to those positions on the team whose grade is based on independence of action, particularly higher-graded employees and subject-matter experts. It is necessary to verify that these kinds of positions receive all of the required leadership from the Team Leader before they are credited.

Note: The Team Leader duties supporting the “7/14 rule” should be specifically enumerated in the position description in the same manner that supervisory duties are listed in a supervisory position description.

OPM Digest 27 - Article 06

Issue – Coverage of the GSLGEG. In order to credit a position with performing team leader duties 25 percent of the time, the team member positions should be examined to confirm 7/14 criteria are fully met. In this case, two of the three team members classified at the GS-12 level were technical authorities in their fields operating with considerable independence, thus precluding exercise of all of the first seven threshold duties. In addition, since the appellant’s non-lead duties graded out at GS-11, it was doubtful he possessed the extent of technical knowledge required to monitor the GS-12 work.

OPM Digest 31 - Article 07

Issue – Coverage of the GSLGEG. The team members were subject-matter experts (facility managers) who acted with considerable independence and responsibility for their assigned sites, thus precluding exercise of all of the first seven threshold duties.

OPM Digest 32 - Article 13

Issue – Non-permanently assigned employees. The led employees were unofficially detailed on a rotating basis and therefore could not be considered team members within the context of the GSLGEG.

OPM Appeal Decision C-0201-13-03

Guidance in the GSLGEG indicates it was intended to be used to grade team leader positions that evolved with Government-wide efforts to reduce the number of supervisory positions and that function as “alternatives to traditional supervision.” Therefore, it can be concluded that the GSLGEG is applicable to positions that lead a permanently assigned group of employees on a continuing basis.

OPM Appeal Decision C-1340-13-01

Serving as “senior” specialist with some limited responsibility for ensuring work accomplishment and providing guidance on more complex matters does not satisfy the 7/14 rule.

Do not include team members in one-grade interval series positions at the GS-08 level and below, but include single-grade interval positions at the GS-09 level and above in determining the 25 percent duty time coverage. This is because the GS-09 threshold is the cutoff between Parts I and II of the GSLGEG.

Include active duty military positions which are led, provided that the duties performed equate to the GS-09 level or higher and they receive all of the required leadership under the 7/14 rule. This will facilitate consistent treatment of military positions as reflected in Part I of the GSLGEG and in the General Schedule Supervisory Guide (GSSG). (There is no direct equivalency between military rank and GS grades. The work being performed by the military members must be compared to the related OPM classification standards to determine the GS grade equivalency.)

Include Federal Wage System employees, contractors, volunteers, and other non-Federal workers provided that the duties performed equate to the GS-09 level or higher and they receive all of the required leadership under the 7/14 rule.

QUESTION: Is it possible for a GS employee to lead a team consisting of only FWS employees?

ANSWER: To credit team members/employees under the GSLGEG, the GS team leader must perform work of the same kind as the team being led. The work covered under General Schedule and Federal Wage System are distinctly different due to the knowledge requirements. General Schedule work requires knowledge or experience of an administrative, clerical, scientific, artistic, or technical nature not related to trade, craft, or manual-labor work which is covered under the Federal Wage System. Therefore, it would be difficult to justify classifying a GS position as a team leader who only leads FWS employees since it would be unlikely the GS position would meet the 7/14 criteria.

(Note: This differs from the GSSG, which evaluates supervisory positions that accomplish work through the supervision of others or that do not require full technical competence related to the work directed. Simply put, the GSSG does not require the GS supervisor to perform the same kind of work performed by their subordinates because their work is supervisory and managerial in nature.

Thus, it would be possible for a GS position to supervise a team of only FWS employees, even if the primary supervisory duties do not require experience in, and knowledge of, trades and crafts).

Example

In leading a team of nine members, there are three military members who perform GS-510-12 work. The Team Leader spends 10 percent of her time directing these three members. There are also three civilians performing GS-510-12 work who likewise occupy

10 percent of the Leader's time. Finally, there are three GS-525-7s who receive 10 percent of the Leader's time.

3 GS-510-12 (10%) (Military)
3 GS-510-12 (10%)
3 GS-525-07 (10%)

While the leader duties occupy 30 percent of the leader's time, only 20 percent is directed toward employees, including the military, who are performing two-grade interval work. The GS-525 work is not counted. The leader position does not meet the 25 percent rule and is not graded or titled by the GSLGEG Part II.

Although the GSLGEG does not specify a minimum number of team members for coverage, Team Leader positions which lead fewer than three employees cannot reasonably meet the 25 percent duty time requirement. In the case of very small teams, consider such things as:

-Grade levels of team members: Since independence of action increases proportionately with grade, higher graded positions will require less of a Leader's time. A good indicator of an employee's independence of action is their position's factor level assignment for Factor 2, which measures supervisory controls. The higher the factor level, the more independently they work, requiring less guidance from the Team Leader; whereas the lower the factor level, the less independently they work, requiring more guidance from the Team Leader.

-Dispersed workforce: Today's availability and use of technology has made physical dispersion less problematic in accomplishing two-grade interval work. However, if there are other challenges which make the coordination of work efforts difficult, they should be significant and not easily resolvable using automated technology.

-Variety of work performed by the team: The greater the variety of occupations led, the more difficult work coordination may be and therefore the greater the demand for the Team Leader's time.

-The need for integrated services: Consider the nature of the occupations included in the unit, the primary mission of the unit, and the nature of the unit's product or services from the point of view of the interaction and integration required by team members and the Team Leader. For example, if a Team Leader leads work that requires considerable integration, coverage may be met by leading fewer employees. However, when a unit's work is standardized or involves employees working on individual, relatively self-contained projects or assignments, it is less likely to meet the 25 percent coverage rule due to the limited amount of coordinating efforts needed for the work.

FAS Digest 3

Issue – Crediting minimum leader authorities. The appellant's position description identified him as a "team leader" and included responsibility for providing technical guidance and training in procedures and methods to team members, assisting team members in resolving problems and issues, and working with them to assure that actions were completed on time. However, although the appellant served as a recognized leader in his organization, the absence of the full range of required leader responsibilities showed that the position did not fall within the definition of "team leader" as defined by the GSLGEG.

EXCLUSIONS

-Supervisory positions that meet Level 3-2 of the GSSG. Team Leader responsibilities do not include technical supervision and only very limited aspects of administrative supervision (i.e., approving short-term leave and resolving simple, informal complaints).

-"Leader" positions where the base level cannot be determined. This is somewhat misleading as any position can be converted to a GS grade and a base level determined. This exclusion refers to ad hoc teams where the grade level of the position is based on work done outside of the team. However, these situations would be excluded as functional "project" managers discussed below.

-Positions with functional "project" responsibility. A Team Leader is often confused with a Project Manager mainly because of the similarity in their responsibilities such as communicating the mission and/or goals; monitoring timeliness of activities or work; and coordinating and integrating work efforts. The key difference is a Team Leader is responsible for work that is in support of an ongoing mission while a Project Manager oversees details of a project which has a defined beginning and end.

A list of responsibilities/duties of a Team Leader are provided under *Occupational Information* in the GSLGEG.

A list of responsibilities/duties of a Project Manager are provided under *Project Manager Characteristics* in *OPM's Interpretive Guidance for Project Manager Positions* which also defines "project" as "[a] temporary endeavor undertaken to create a unique product, service, or result."

OPM Digest 27 - Article 07

Issue – Coverage of the GSLGEG. The appellant led ad hoc teams rather than a permanently assigned group of employees. Since the work was project-driven, it was excluded from coverage under the GSLGEG.

OPM Appeal Decision C-0107-13-01

The appellant led matrix teams whose composition varied depending on staff availability, experience, and complexity of the assignment. The team members continued to be overseen by their respective managers. The position was thus covered by the “project manager” exclusion.

Note: Also excluded from this Guide are Leader positions which have trade, craft, or laboring experience and knowledge as the paramount requirements. These positions are evaluated using the Federal Wage System (FWS) Job Grading Standard (JGS) for Leader WL/NL.

OPM Appeal Decision C-2604-00-08

The appellant’s position was classified to the FWS and was graded applying the JGS for FWS Leader positions as a Training Leader. His work involved training and certifying electrical and electronics mechanics. He believed because he instructed employees in a classroom setting rather than in a production shop, he was not providing on-the-job training, and the instructional work performed was similar to other positions classified in the 1712 series. He believed his position warranted classification to the GS pay system.

Resolution – The paramount knowledge and qualification requirements necessary to perform the appellant’s job were not solely a combination of practical knowledge of the methods and techniques of instruction and practical knowledge of the subject matter being taught, but rather technical skill and knowledge in trades and craft when repairing electronic equipment. Training Leaders under the FWS have a second requirement (in addition to trades and craft knowledge and qualification requirements) of practical knowledge of the methods and techniques of instruction. FWS positions performing work covered under Training Leaders may conduct both on-the-job and/or classroom training.

FUNCTIONS OF TEAM LEADERS

Differences between Work Leaders (Part I) and Team Leaders (Part II): Both work and team leaders fall on the continuum between non-supervisory workers and supervisors. Both kinds of leaders are accountable for the team’s delivery of products and services. However, due to the difference between one and two-grade interval work, the very nature of leadership is different for Part I and Part II. In order to preserve the level of independence associated with two-grade interval work, Part II leaders are less focused on providing direction and technical assistance than is typical of Part I leaders. Rather, Part II leaders act as facilitators in resolving issues associated with resources, priorities, and delivery capabilities.

The grades in Part I are based on the requirement for a higher level of technical expertise than that possessed by the team members and which is manifested in the responsibility for technical oversight. Work Leaders are a direct extension of supervision. They direct the team’s efforts in completing a project or producing a product. They communicate the work requirements, insure resources and tools are available, and provide technical expertise.

Team Leaders perform a range of coordinating and supportive duties and responsibilities to assure the work of their team is carried out. Team Leaders are responsible for motivating the team. Team Leaders utilize a variety of coordinating, coaching, facilitating, consensus building and planning techniques. These kinds of work methods, knowledge, skills and abilities (KSAs) enable the team as a whole to deliver improved quality, quantity, and timely products to their customers. These KSAs are considerably different for Work Leaders found in Part I of the GSLGEG and Project Managers discussed above.

To be classified by application of Part II of the GSLGEG, positions must exercise the minimum authorities and responsibilities required for coverage. Under “Functions of Team Leaders” in the standard, positions must meet the first seven (7) coaching, facilitating and mentoring duties and a total of fourteen (14) of the twenty (20) duties listed in the standard. The position’s duties should be carefully evaluated to ensure that the position functions as a Team Leader. When the Team Leader performs quasi-supervisory duties similar to those described under Part I, those duties are excluded from Part II and should be evaluated by either the GSSG or non-supervisory project leader criteria as appropriate.

The mission, nature of the work, and organizational philosophy must support an environment that would establish a reasonable expectation of exercising the 7/14 duties. For example, full-performance level employees operating with minimal guidance on such matters as selecting appropriate problem-solving methods and techniques (duty #3 of the 7/14 rule) may not support the establishment of Part II Team Leader positions.

GRADE LEVEL DETERMINATION

Under Part II, the grade of Team Leader positions is one full GS grade level (in a two-grade interval pattern) above the highest grade level of GS-9 or above (non-supervisory and non-leader) work led which is carried out for 25 percent or more of the time by team members. Two-grade interval work normally follows a two grade-pattern to the GS-11 level (GS-05, 07, 09, 11), then reverts to a one-grade pattern (GS-12, 13, 14, 15).

Example: If the base level of work led is GS-11, the Team Leader position will be graded at GS-12 because this is one full GS grade in a two-grade interval pattern (GS-11 to 12).

Example: If the base of work led is GS-09 or GS-10, the Team Leader position will be graded at GS-11 because this is one full GS grade in a two-grade interval pattern (GS-09 to GS-11).

Leaders over one-grade interval work with a base level of GS-09 and above must meet the 7/14 rule to be covered under Part II grading and titling. Otherwise, if they do not meet the 7/14 rule under Part II, they should be classified on the basis of the non-supervisory work they perform.

Team Leaders normally perform work of the same kind and grade level as the highest level of work accomplished by the team. If the work personally done by the Team Leader is materially different from the work done by the team members, that work and the Team Leader duties are graded separately with the final grade being the higher of the two.

BASE LEVEL

Base level under the GSLGEG is generally determined in the same manner as under the GSSG, i.e., the highest level work that constitutes at least 25 percent of the work actually led, or that portion of the total workload which accounts for 25 percent or more of the duty hours of subordinates and others which is expended on work at or above the grade level credited.

Excluded from base level consideration are positions for which the Team Leader does not have sufficient knowledge to carry out the minimum duties required by the GSLGEG. This does not preclude positions without a positive education requirement from leading a team with professional members, however, it does make it more imperative to verify that duty #3 and duty #6 of the 7/14 rule are met. For example, it is possible to have a GS-301 lead a team that includes several GS-343s and a GS-1515. First determine if duty 6 is met. Duty #6 does not demand that the Team Leader have the ability to perform the task. Rather, duty #6 requires the Team Leader to successfully integrate the work of the professional with the team's efforts and to judge the acceptability of the product in terms of meeting functionality. This is quite different from determining acceptability based on evaluating the methodology used to formulate the product.

However, there must be a reasonable expectation that the Team Leader has sufficient technical knowledge to coordinate the team's efforts. When the function of the team as a whole is to engage in professional work, this would not support a Team Leader who lacks the professional credentials required. For example a GS-856 could not lead a team composed of GS-856s and GS-855s. In this case the function of the team would be predominately professional engineering work and would require professional engineering expertise to lead the team.

Extraordinary Independence: A position credited with Factor Level 2-5 under the FES is an obvious indicator that the employee performs their work with an extraordinary degree of independence, but this should not be considered the only indicator of extraordinary independence. When the grade level of a position being led is based on an extraordinary degree of independence where the employee receives little or no guidance from the Team Leader, the grade level should be adjusted to whatever grade level is appropriate for performance under "normal" supervision.

Also excluded from base level consideration under Part II is one-grade interval work below GS-09, even though these employees may otherwise be led by the Team Leader.

Note: The process of excluding certain workload(s) to determine the base level of work led is the same as when applying Factor 5 of the GSSG. It requires looking at each position being led individually and excluding workloads described in the GSLGEG.

OPM Digest 31 - Article 08

Issue – Determining base level of work led. GS-14 positions cannot be used for base level purposes under the GSLGEG, where Level 2-5 is the grade-determining factor, because Level 2-5 represents extraordinary independence or freedom from supervision.

TITLING

Grade is based on Leader responsibilities: Use “Lead” as a prefix to the authorized title.

Example: A GS-12 Budget Analyst leads a group of GS-11 Budget Analysts and personally performs GS-11 work. Title: Lead Budget Analyst.

Grade is based on personally-performed work: Title the position in accordance with the titling instructions in the applicable classification standard. However, the agency may, at its discretion, add the parenthetical suffix (Leader) to the basic title.

Example: A GS-13 Budget Analyst leads a group of GS-11 Budget Analysts and personally performs GS-13 work. Title: Budget Analyst (Leader) (parenthetical is optional).

Example: A GS-12 Budget Analyst leads a group of GS-7 Budget Technicians and personally performs GS-12 work. Title: Budget Analyst (Leader) (parenthetical is optional).

Leader responsibilities and personally performed work are graded the same: Use “Lead” as a prefix to the authorized title.

Example: A GS-12 Budget Analyst leads a group of GS-11 Budget Analysts and personally performs GS-12 work. Title: Lead Budget Analyst.



Evaluation Summary -- General Schedule Leader Grade Evaluation Guide, Part II

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|-------------------------|---------------------------------|
| Position Number: | Organizational Location: |
|-------------------------|---------------------------------|

| | | |
|---|---------------------------|------------------------------|
| I. Coverage: | | |
| A. Series/Grade of Positions Led (List below) | | |
| | | |
| B. Percentage of Duty Time | | |
| % Leading two-grade interval GS employees | % Leading other employees | % Performing non-lead duties |
| | | |

| | | | | | |
|--|---------------------|------|---------------------|------|---------------------|
| II. Authorities and Responsibilities: | | | | | |
| A. Required Duties (1-7 of GSLGEG, Part II) | | | | | |
| Duty | Check if Applicable | Duty | Check if Applicable | | |
| 1 | | 5 | | | |
| 2 | | 6 | | | |
| 3 | | 7 | | | |
| 4 | | | | | |
| B. Additional Duties (8-20 of GSLGEG, Part II; must meet at least 7) | | | | | |
| Duty | Check if Applicable | Duty | Check if Applicable | Duty | Check if Applicable |
| 8 | | 13 | | 18 | |
| 9 | | 14 | | 19 | |
| 10 | | 15 | | 20 | |
| 11 | | 16 | | | |
| 12 | | 17 | | | |

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| III. Base Level of Work Led (explain calculation if necessary in Remarks, below): |
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|---|
| IV. Title, Series, Grade of non-lead/non-supervisory work performed by Leader: |
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| V. Final Classification (Title, Series, Grade): |
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|--------------------------|--------------|
| VI. Evaluated by: | Date: |
|--------------------------|--------------|

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|----------------------|
| VII. Remarks: |
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