



DEPARTMENT OF DEFENSE
DCPAS
Defense Civilian Personnel Advisory Service

**SUPPLEMENTARY GUIDANCE
FOR APPLYING PART II OF THE
GENERAL SCHEDULE LEADER
GRADE EVALUATION GUIDE
July 2022
Revised April 2025**

INTRODUCTION

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

BACKGROUND

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-0201-13-03](#)

COVERAGE OF PART II

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 usually also personally performs work of the same kind and level as the highest level of work accomplished by the team.

(* This is not stated in the Part II coverage criteria but is specified in Exclusion #4 of Part I: “Employees who lead two-grade interval work or work accomplished by GS-09 or higher one-grade interval positions. Such positions are to be classified through application of grade level criteria in Part II of this Guide.”)

QUESTION: *What employees/workers are included under coverage versus base level determination in the GSLGEG Part II?*

ANSWER: Under coverage for the GSLGEG, Part II, only General Schedule employees may be considered.

QUESTION: *What employees/workers are included under coverage versus base level determination in the GSLGEG Part I?*

ANSWER: Under coverage for the GSLGEG, Part I, only General Schedule employees may be considered.

QUESTION: *Under the GSLGEG, why is it not permissible for a GS employee to lead a team consisting of only FWS employees?*

ANSWER: Under the GSLGEG, the GS team leader must perform work of the same kind as the team being led. The work covered under the 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, a GS position over FWS employees would not meet the 7/14 criteria. Although a GS employee may “lead” a team of FWS employees, the position may not be titled or graded as a leader under the GSLGEG.

(**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 permissible for a GS position to supervise a team of only FWS employees and be titled and graded as a supervisor under the GSSG, even if the primary supervisory duties do not require experience in, and knowledge of, trades and crafts).

-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.

QUESTION: What types of employees/workers may be counted toward the 25 percent duty time requirement for purposes of coverage under the GSLGEG, Part II?

ANSWER: Part II Team Leaders must spend at least 25 percent of their duty time leading GS team members, although other non-GS employees may also be on the team. The GS team members that may be counted toward the 25 percent duty time include two-grade interval positions at any grade level and one-grade interval positions at the GS-09 level and above. This is the basic coverage criteria that must be met for a position to be titled and graded under Part II. FWS employees, military members, contractors, volunteers, and other non-Federal workers may not be counted toward the 25 percent duty time requirement for coverage purposes.

25% duty time requirement Example

In leading a team of eight members, the Team Leader spends 10 percent of her time leading two GS employees who perform GS-510-12 work, 5 percent of her time leading one military employee who performs GS-510-12 equivalent work, 5 percent of her time leading one GS employee who performs GS-510-11 work, and 15 percent of her time leading four GS employees who perform GS-525-07 work. (The remaining 65 percent of her time is spent on the personal performance of GS-12 non-lead duties.):

- 2 GS-510-12 (10%)
- 1 GS-510-12 (5%) (conversion of O-4 (military) to GS equivalent)
- 1 GS-510-11 (5%)
- 4 GS-525-07 (15%)

While leader duties occupy 35 percent of the Team Leader's time, only 15 percent is directed toward employees who are performing two-grade interval GS work. The time spent leading the military member and the GS employees performing one-grade interval GS-525 work is not counted for GSLGEG coverage purposes. Therefore, the leader position does not meet the 25 percent rule and is not graded or titled under the GSLGEG, Part II, criteria.

-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.

Additional Considerations

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 Team 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.

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 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 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

Issue – Coverage of GSLGEG. 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.

-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

Issue: FWS Training Leader vs. GS-1712 series. 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 GS-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.

OCCUPATIONAL INFORMATION

Functions of Team Leaders

Differences between Work Leaders (Part I) and Team Leaders (Part II): Both Work Leaders 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.

Work Leader 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, ensure resources and tools are available, and provide technical expertise.

Part II 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 from 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 if applicable 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.

[OPM Digest 31 - Article 07](#)

Issue – Coverage of the GSLGEG (7/14 rule). 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 Appeal Decision C-1340-13-01](#)

Issue – Coverage of the GSLGEG (7/14 rule). 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.

[OPM Digest 27 - Article 06](#)

Issue – Coverage of the GSLGEG (7/14 rule). 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.

[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.

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).

Grade determination grading patterns

Example: If the base level of work led is GS-11, the Team Leader position will be graded at GS-12.

Example: If the base of work led is GS-09 or GS-10, the Team Leader position will be graded at 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 criteria. Otherwise, if they do not meet the 7/14 rule under Part II, they should be classified on the basis of the technical 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 of Work Led

Base level under the GSLGEG, Part II, 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.

Included in base level consideration is the workload of GS employees, FWS employees, military members, volunteers, contractors, and other non-federal workers, provided that the work is susceptible to conversion to a comparable GS grade level. In the assessment of any work performed by non-GS employees, the pertinent classification standards should be consulted to derive an appropriate GS equivalent grade. (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.)

Base level determination

Example

The Team Leader leads a team of ten members who constitute the following workload with the corresponding percentages of each grade level to the overall workload led:

- 2 GS-510-12 (20%)
- 1 GS-510-12 (10%) (conversion of O-4 (military) to GS equivalent)
- 2 GS-510-11 (20%)
- 5 GS-525-07 (50%)

The workload of both the GS employees and the military members is included for base level determination purposes. The GS-12 and equivalent workload constitutes 30 percent of the work led. Therefore, the highest level of work that constitutes at least 25 percent of the work led is GS-12.

QUESTION: What is the difference between coverage and base level criteria in the GSLGEG?

ANSWER: The GSLGEG, similar to the GSSG, distinguishes between what types of employees or workers may be considered for coverage purposes versus for base level determination. Coverage criteria specify the types of employees or workers that must be led in order for the position to be titled and graded under the GSLGEG. Once these coverage criteria have been met, base level criteria specify the types of employees or workers whose workload may be considered for grade determination purposes. It is important to note that the types of employees or workers included under coverage and base level determination are not necessarily the same.

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 Level 2-5 under the Factor Evaluation System 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.

Part I vs Part II Base level determination

Under base level determination, the GSLGEG, Part I, states: “In determining the base level of work led, the grade to be used usually is the grade of the highest-level employee in the team (other than the leader or a supervisor). However, care should be taken to assure that this grade reflects the level of the nonsupervisory work actually led.” Because they are not explicitly included in Part I as they are in Part II, FWS employees, military members, contractors, volunteers and other non-Federal workers may not be included for purposes of base level determination.

Under base level determination for the GSLGEG, Part II, all types of positions such as GS employees, FWS employees, military members, contractors, volunteers and other non-Federal workers may be included provided they can be converted to GS equivalencies and other GSLGEG criteria are met.

TITLING INSTRUCTIONS

Grade is based on Leader responsibilities

Use “Lead” as a prefix to the authorized title.

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.

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)

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 same grade

Use “Lead” as a prefix to the authorized title.

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

Position Number:	Organizational Location:
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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			

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:

V. Final Classification (Title, Series, Grade):
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VII: Remarks:	
VI: Evaluated by:	Date:

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