



DEPARTMENT OF THE NAVY
CHIEF OF NAVAL EDUCATION AND TRAINING
NAVAL AIR STATION
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CNET INSTRUCTION 5310.1F

Subj: POSITION MANAGEMENT (PM) PROGRAM

Ref: (a) OPNAVINST 12500.3
(b) CNETINST 12510.3

(R)

Encl: (1) Position Management Guidance

(D)

1. Purpose. To promulgate policy, assign responsibilities, and supplement the provisions of references (a) and (b) which are applicable to the Naval Education and Training Command (NAVEDTRA COM).

2. Cancellation. CNETINST 5310.1E, CNET Form 5310/4

3. Scope. This instruction applies to the organizational structuring of all civilian positions covered by the Federal Wage System, the General Schedule (GS), and the Executive Service (ES), and those military billets in an integrated civilian and military workforce.

4. Definitions

a. The term "commanding officer" includes all heads of activities.

b. Definitions of other terms commonly used in the PM process are included in enclosure (1).

5. Policy. It is the policy of the Chief of Naval Education and Training (CNET) to ensure full compliance with the provisions of reference (a). Sound PM principles shall be exercised by all commanding officers whenever organizational and staffing considerations change one or more positions. The objective of the PM program is the achievement of a military billet and civilian position structure that effectively contributes toward organizational mission needs while balancing economy, distribution of duties, and attraction, retention, and motivation of competent personnel. Enclosure (1) provides NAVEDTRACOM PM guidance which is derived from the policy stated above.

6. Delegation of Authority. Commanding officers are hereby delegated PM administrative authority to establish, disestablish, and revise positions and release position documents to the formal classification process. This authority may be redelegated to the executive officer, deputy, or a senior official reporting directly to the commanding officer, and to those managers and supervisors who have been delegated classification authority under reference (b).

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7. Accountability. The immediate supervisor in any organizational element is responsible for the effective and efficient structure of assigned positions and the accuracy of any position description within that structure. The supervisor's certification on the position description cover sheet indicates acceptance of this responsibility.

8. Action/Responsibilities

a. CNET

(1) Ensure that headquarters components and subordinate activities have sound position management programs that meet the requirements of references (a) and (b), and conform with guidance in enclosure (1).

(2) Provide PM guidance to subordinate activities, evaluate program effectiveness, and direct corrective action, as appropriate.

R) (3) Maintain statistical data as provided by various manpower reporting systems on the nature and application of civilian positions within the NAVEDTRACOM. Analyze statistical data for purposes of implementing necessary managerial actions to ensure compliance with PM policy and procedures.

b. Functional Commanders

(1) Establish and maintain a command-wide comprehensive PM program that will conform to policy and procedures established by references (a), (b), CNET, and the functional commanders.

(2) Provide PM guidance to subordinate activities, evaluate the PM program of subordinate activities, and direct corrective action, as appropriate.

c. Commanding Officers. Ensure that an effective PM program is carried out in accordance with references (a), (b), and this instruction, and that, at a minimum, it includes:

(1) A PM analysis and evaluation process performed by the supervisor for all new or changed position descriptions. The purpose of this process is to formally review factors resulting in changes to the organizational structure and position descriptions. The PM guidance and criteria contained in enclosure (1) is provided to assist the supervisor's evaluation. The evaluation must be documented in writing and should specifically address the following:

(a) Rationale for establishing new or revised position

(b) Significant changes

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- (c) Source of new duties and responsibilities
- (d) Impact of military and civilian interface, if any
- (e) Any exception to the guidelines provided in enclosure (1).

The original PM evaluation should be maintained with the original position description. A copy should be retained for activity records.

(2) Workforce documentation that accounts for the organizational structure of all manpower resources assigned to the activity. Documentation should detail each organizational element and should include the following:

- (a) Title of organizational element
- (b) Organization code for each billet and position. In those situations where unique organization codes are not assigned to each individual position or billet, the position or billet should be given the code of the organizational element to which assigned.
- (c) Billet or Position title
- (d) Military rank or civilian position series and grade (e.g., O-5, O-2, YN2, PNC, GS-318-5, WG-2604-10, etc.)
- (e) Billet or Position Sequence Code

The above information should be consistent with that contained in other manpower records (e.g., CNET Automated Manpower Reporting System, Navy Civilian Personnel Data System, etc.).

(3) A delegation plan which clearly identifies those positions and billets delegated PM authority as discussed in paragraph 6.

(4) A review process in which the command's position management program is periodically evaluated and corrective action is taken to ensure program compliance. This review should encompass organizational structure, position descriptions, required documentation, and the effectiveness of supervisor's position management efforts. This review should be performed by analysts trained in position management techniques. It may be conducted in conjunction with managing-to-payroll evaluations required in reference (b) or a Shore Manpower Requirements Determination (SMRD) Study conducted by a CNET Management Engineering Team (CMET). CH-1

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(5) A training program in which line management and appropriate staff specialists receive training in the concepts and techniques of position management.

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POSITION MANAGEMENT GUIDANCE

1. Definitions

a. Position Management is the organizational process which defines and establishes a staffing structure to support a supervisor's manpower requirement.

b. Civilian Personnel Management is the management process which classifies positions, recruits and processes employees into an established staffing structure, and provides for their timely and proper motivation, development, evaluation, and awards.

c. Position(s) are those management documented jobs covered by the Federal Wage System, the General Schedule (GS), and the Executive Service (ES).

d. Position Management Analyst is the title which applies to an analyst educated and trained in PM concepts/techniques and who is responsible for analyzing, reviewing, and recommending actions in position management situations.

e. Classification is the management process through which a written description of a position is assigned a title, series, and grade. In effect, it is this process which obligates government funds, at an established pay level, to an incumbent of a position. Although classification authority is assigned to all commanding officers, it may be delegated to supervisors and managers under the managing-to-payroll concept described in reference (b).

f. Supervisor is the title which applies to the incumbent of a billet/position responsible for controlling the efforts of one or more subordinate full-time billets/positions. Supervision may include the classification of positions, staffing the workforce, scheduling/assignment of workload, rating performance, granting leave, etc.

g. Manager is the title which applies to the incumbent of a billet/position established to oversee or manage the efforts of subordinate supervisors and/or an entire program as identified in the command's assigned mission/functions.

2. Considerations in Billet/Position Structuring

a. General. The material below presents some items worth considering when designing billet/position structures and/or when performing a PM evaluation.

b. Objectives. In establishing a new structure or altering an existing structure, one should be selected that provides the framework for accomplishing the assigned mission, plus anticipated contingencies, at the lowest payroll cost consistent with

Enclosure (1)

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the objectives listed below. These objectives are interrelated but may not be mutually consistent in individual situations. The goal should be the achievement of an optimum balance in the structure selected.

(1) Consider all available sources of manpower when structuring organizations. In some activities workload is accomplished through a combination of military, civilian, and contractor personnel efforts. Assignments of workload to civilian positions must be commensurate with the overall structure of the organizational unit. Workload should not be shifted from military billets to civilian positions when appropriate military skills and capability exist, nor should civilian positions' duties and responsibilities conflict with contractor efforts. Military billets and civilian positions used in monitoring or evaluating contractor performance should be kept at a minimum.

(2) There should be a sound and economical proportion of managerial and supervisor positions to nonsupervisory positions. The number of managerial and supervisory positions in each segment should be kept to a minimum--there should be no more than that actually required to plan work, check performance, and give guidance on unusual assignments to a fully trained, competent staff capable of performing the required workload. Additional supervision required because of an inexperienced staff or a new mission should be identified and earmarked for periodic review to determine whether the need continues to exist. It should be remembered that a supervisor's knowledge, skills, and abilities have to be acquired and demonstrated whether a supervisor has only one or a large number of subordinates.

(3) There should be a balanced proportion of senior, journeyman, junior, technician, and support positions. This proportion should be one that is closely related to the frequency with which tasks calling for skills of each type occur in the organization's normal workload.

(4) There should be a reasonable relationship between the numbers of trainees and juniors and the estimated replacement needs for journeyman and seniors. In setting this relationship, predictable retirements, resignations and transfers, loss of experience, expansion needs, the availability of trained replacements in the labor market, and the training time required to achieve journeyman and senior performance should be taken into account.

(5) There should be clear delineation of work assignments and job-to-job relationships. Overlaps, conflicts, unnecessary organizational fragmentation, and ambiguities should be avoided. Duties assigned to positions should be consistent with the functions assigned the organization in the command's organization manual.

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(6) There should be clear justification for full-time deputy or "assistant to" positions. Assistant positions should not be established when the span of control over subordinate positions allows the principal time to perform such duties. Generally, an assistant position is readily combined with a second position, most frequently the position of head of a major subordinate unit. A deputy is responsible for the entire authority of the principal billet/position, except as otherwise delineated by the principal. Deputies are not to be established for the sole purpose of "continuity," civilian affairs, etc. The deputy is expected to assist in managerial decisions/interfaces based on present or future considerations, and is not expected to relieve the principal of required managerial accountability.

(7) There should be well-defined career ladders for those occupations which provide candidates for key positions in the organization. Such ladders need not be completely within the organization itself if opportunity exists for rotation among other activities.

(8) There should be sufficient job interest to individual positions to attract, retain, and motivate employees of the needed level of competence. There should be enough challenge, variety, and responsibility to attract and hold competent technical and administrative personnel and enough opportunity to attract employees at the normal entry levels.

(9) There should be a sound use of grade levels. The average grade in an organization should be consistent with the normal tasks performed by its employees. An inquiry should be made when the average grade or the proportion of high-level positions is found to be significantly different than that in organizations having similar missions. The long-range goal should be, unless special factors are present (e.g., automation of the work), to lower rather than to increase the average grade.

c. Need to Consider Alternatives. Before a particular structure is decided upon, alternative structures should be considered (e.g., structures in use in similar organizations; structures proposed as improvements by local line or staff personnel; or structures suggested by higher echelons). Continuation of the present structure should be one of the alternatives considered.

d. Preventive vs. Corrective Action. In addition to resolving position management problems which have been built into an organization over a long period of time, continuing attention should be given to the prevention of actions which are expedient but tend to be detrimental in light of management's long-range needs (e.g., inefficient or uneconomical realignment of duties in order to create a higher-level position for an employee who has another job offer; establishing an assistant position to "prop up" a weak supervisor; or abolishing an undue number of supportive positions in a reduction in force in order to retain as many "journeymen" as possible in the resulting organization).

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e. Transition Procedures

(1) It should be recognized that a sudden shift to a new position structure tends to be disruptive. In addition, desirable actions frequently involve consequential or corollary actions that may not be timely. It is, therefore, important that a procedure be followed that provides for a planned transition.

(2) Desirable structures should be effected promptly unless temporary hardship to operations will result. Positions which should be eliminated or changed to fit into such structures, but which cannot be so treated without hardship to operations, should be retained until they become vacant; at that time they should be eliminated or replaced by positions designed for the new structures.

f. Disestablishing Vacant Positions. A vacant position should be disestablished if:

(1) It is above the normal working level for the unit and can be performed by the existing higher-level employees or the supervisor.

(2) It is one of several positions at the normal working level, and its principal duties can be performed by the other employees if they are relieved of lower-level duties.

(3) The workload of the organization has been reduced in volume by an amount approximately equal to the workload of the position.

(4) The work of the position can be performed by other employees who have the necessary qualifications, without undue detriment to their other work.

g. Role of Staff Specialists. As indicated in the basic instruction, position management is a line responsibility. It will be most effective, however, if full use is made of the services of specialists trained in PM techniques. Such specialists may assist a supervisor in the preparation of the PM evaluation, establishment of positions, and evaluations of positions and workforce effectiveness.