



DEPARTMENT OF THE NAVY
HEADQUARTERS UNITED STATES MARINE CORPS
3000 MARINE CORPS PENTAGON
WASHINGTON DC 20350-3000

MCO 12510.2D
MPC
03 MAR 2018

MARINE CORPS ORDER 12510.2D

From: Commandant of the Marine Corps
To: Distribution List

Subj: MANAGE TO PAYROLL

Ref: (a) 5 U.S.C.
(b) 5 C.F.R.
(c) Office of Personnel Management (OPM) Federal
Classification and Job Grading Systems
(d) DoD Instruction 1400.25, Volume 511 of May 28, 2015
(e) SECNAVINST 12511.1
(f) SECNAVINST 12250.6A
(g) MARADMIN 229/13
(h) MCO 5311.1E
(i) MCO 12250.2
(j) DFAR Supplement
(k) DoD Instruction 1400.25, Volume 2007 of
April 17, 2012
(l) SECNAVINST 12900.2A
(m) OCHR SAN DIEGO STANDARD OPERATING PROCEDURES 12335.4D
(n) 5 U.S.C. 552a
(o) SECNAVINST 5211.5E
(p) SECNAV M-5210.1
(q) Title 10 U.S.C.
(r) Classification Act of 1949, May 19, 2000

Encl: (1) Manage to Payroll Implementation Guide

1. Situation. To establish policy, provide guidance, and assign responsibilities for exercising Manage-to-Payroll (MTP) authority for effective and efficient management of civilian appropriated funded positions in accordance with references (a) through (p).

2. Cancellation. MCO 12510.2C w/Ch 1

3. Mission

a. Major subordinate commands (MSC) and Headquarters Marine Corps staff agencies (HQMC SA) are required to exercise the use

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of MTP principles and procedures, as established and set forth in the references. Individuals delegated MTP authority are accountable for establishing positions to accomplish the mission with maximum efficiency and productivity balanced against the labor budget. This Order applies to all Marine Corps appropriated funded civilian positions under the General Schedule (GS), Administratively Determined (AD), Federal Wage System (FWS), the Acquisition Demonstration Project (Acq Demo) and other pay systems unless excepted by regulations governing the pay system concerned.

b. Exceptions. This Order does not apply to foreign labor execution, positions in the Senior Executive Service, positions above GS-15, or to non-appropriated funded (NAF) positions. Certain functions in this Order are not applicable to positions under the Defense Civilian Intelligence Personnel System (DCIPS) which are under the cognizance of the Director of Naval Intelligence (see reference (1)). For Navy Working Capital Fund, the position management and position classification functions of MTP apply; compensation management does not apply.

4. Execution

a. Commander's Intent and Concept of Operations

(1) Commander's Intent. MSCs and HQMC SAs will follow MTP principles and procedures to achieve efficiency and economy within the civilian workforce.

(2) Concept of Operations

(a) Position management, position classification, and compensation management are each separate functions comprising the MTP process:

1. Position Management. The process of organizing and structuring organizations to accomplish their mission with maximum economy, efficiency, and productivity. Through position management, managers and supervisors determine the type of organizational structure needed to fulfill the functions assigned to a particular unit, how many positions are needed, how positions should be designed, and the most cost effective way of filling the requirement. Tables of Organization and Equipment (T/O&E) list the total force billet requirement (Active Duty, Reserve, Civilian, and Navy) for mission accomplishment and must be updated as changes in

structure occur via the T/O&E Change Request process outlined in reference (g).

2. Position Classification. The function that assigns an individual position to the appropriate pay plan, occupational series, title, and grade. Position Classification is the foundation for all other Human Resources (HR) areas such as Strategic Workforce Planning, Recruitment, and Performance Management.

3. Compensation Management. For positions where funding levels are prescribed by the Deputy Commandant for Programs and Resources, MSCs and HQMC SAs must ensure salary costs and other cost drivers (i.e. overtime, awards, incentives, etc.) do not exceed the civilian labor funding levels.

(b) In accordance with reference (e), classification authority is delegated to the Commandant of the Marine Corps (CMC) for MSCs and HQMC SAs that choose to retain MTP authority. The CMC will further delegate classification authority in writing to the individuals holding the following billets upon completion of position management and position classification training: Deputy Commandants and HQMC Staff Agency Heads; Commanders of Marine Forces Commands; Commander, Marine Corps Combat Development Command; Commander, Marine Corps Installations Command; Commander, Marine Corps Recruiting Command; Commander, Marine Corps Logistics Command; Commander, Marine Corps Systems Command; Commander, Training and Education Command; and Director, Civilian Human Resources, Manpower and Reserve Affairs for classification of standardized position descriptions (PDs) and to resolve discrepancies.

1. Individuals with delegated classification authority (DCA) as identified above may designate a senior executive official to act on their behalf in writing. Classification authority for positions GS-13 (or equivalent) and below may be further delegated to positions not lower than GS-14/O-5 (or equivalent), but only to those who have a thorough knowledge and understanding of the MSC's or HQMC SA's objectives as they relate to position management, classification, and compensation management. Classification authority for positions GS-14 and 15 may be delegated no lower than the installation commander. Any individual DCA must complete position management and position classification training prior to exercising this authority.

2. The Office of Civilian Human Resources (OCHR), San Diego and OCHR, Stennis are the classification authorities for all positions within MSCs and HQMC SAs that choose not to retain MTP authority.

3. Position classification authority for positions covered by DCIPS resides with the Director of Naval Intelligence.

(c) The MTP process will engage manpower, comptroller, and servicing HR representatives who will be held accountable for developing, disseminating, and monitoring MTP action plans. MSCs and HQMC SAs may designate additional representatives as desired. Details regarding the MTP process are provided in the enclosure.

b. Subordinate Elements Missions

(1) Deputy Commandant for Manpower and Reserve Affairs (DC M&RA). As the CMC's functional sponsor for civilian HR, DC M&RA shall issue MTP policy, delegate MTP/classification authority, and coordinate with the Deputy Commandant for Programs and Resources and the Deputy Commandant for Combat Development and Integration, to monitor MSC and HQMC SA compliance with this Order. The DC M&RA delegates this responsibility to the Director of Civilian Human Resources (DCHR), Civilian Workforce Management Branch (MPC), who is appointed, per reference (f), as the technical authority for civilian HR functions within the Marine Corps.

(2) Deputy Commandant for Programs and Resources (DC P&R). The DC P&R is the lead for determining and allocating civilian labor budgets. The DC P&R delegates this responsibility to the Fiscal Director (FD) who shall monitor MSC and HQMC labor budget execution to ensure compliance with MTP budget controls.

(3) Deputy Commandant Combat Development and Integration (DC CD&I). The DC CD&I is responsible for managing Total Force Structure requirements, (Active Duty, Reserve, Civilian and Navy billets in support of the Marine Corps) and the Marine Corps Total Force Structure Process (TFSP). Additionally, the TFSP includes management of all Marine Corps T/O&E, to include: billet requirements by Unit Identification Code, Billet Identification Code, equipment requirements and the Total Force Structure Management System (TFSMS). The DC CD&I delegates this responsibility to the Director, Total Force Structure Division

(TFSD), who shall monitor structure requirements to ensure compliance with this Order.

(4) Civilian Personnel Section (MPC-10). MPC-10 is the primary advisor on position management and position classification related to MTP policies.

(5) Major Subordinate Commands (MSC) and Headquarters Marine Corps (HQMC) Staff Agencies (SA) shall:

(a) Implement MTP (to include all aspects of position management, position classification and compensation management) in accordance with this Order.

(b) Ensure guidance provided to subordinate organizations incorporates mission needs and organizational priorities with consideration of programmed budget elements across the Future Year Defense Plan (FYDP), legislative policy changes as communicated by HQMC SAs, and strategic directives and initiatives issued by the Marine Resources Oversight Council.

(c) Submit additional information regarding its compensation management plan to ensure execution falls within the prescribed budgetary limits by the end of the fiscal year if projected by the DC P&R to over or under execute its MTP budget control by two or more percent for three or more consecutive months. Details are provided in Chapter 4 of the enclosure.

5. Administration and Logistics

a. Records created as a result of this Order shall be managed according to National Archives and Records Administration approved dispositions per references (n) to ensure proper maintenance, use, accessibility and preservation, regardless of format or medium.

b. Privacy Act. Any misuse or unauthorized disclosure of Personally Identifiable Information (PII) may result in both civil and criminal penalties. The DON recognizes that the privacy of an individual is a personal and fundamental right that shall be respected and protected. The DON's need to collect, use, maintain, or disseminate PII about individuals for purposes of discharging its statutory responsibilities will be balanced against the individuals' right to be protected against unwarranted invasion of privacy. All collection, use, maintenance, or dissemination of PII will be in accordance with

the Privacy Act of 1974, as amended (reference (o)) and implemented per reference (p).

c. The point of contact regarding this Order is the Associate Director, Recruitment and Workforce Shaping Section, Office of the Director for Civilian HR, M&RA, commercial (703)784-9385 or DSN 278-9385.

6. Command and Signal

a. Command. This Order is applicable to all Marine Corps appropriated fund civilian positions.

b. Signal. This Order is effective the date signed.



M. A. ROCCO
Deputy Commandant for
Manpower and Reserve Affairs

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Chapter 1

Responsibilities

1. Director for Civilian Human Resources (DCHR). In accordance with reference (f) and this Order, the DCHR, shall:

a. Provide program direction, technical advice, guidance and assistance to major subordinate commands (MSCs), Headquarters Marine Corps staff agencies (HQMC SA), and servicing human resources offices (HRO) in carrying out MTP responsibilities.

b. Delegate classification authority in writing on behalf of the CMC.

c. Hold individuals with delegated classification authority (DCA) accountable for carrying out effective MTP responsibilities.

(1) Conduct consistency reviews in coordination with the HROs to validate proper position management and classification of positions. Consistency reviews will involve verifying positions are classified in accordance with OPM classification standards and within sound position management principles.

(2) Rescind delegated classification authority when it is determined the authority is not being appropriately utilized.

d. Provide advice on classification appeals if requested by Human Resources Directors (HRD), HROs, management or employees. HROs are the primary POC for classification appeals.

e. Forward classification appeals for advisories (if requested) via the Department of Navy (DON) to the Department of Defense (DoD) or the Office of Personnel Management (OPM) when officially filed by Marine Corps employees.

f. Evaluate completed classification appeals by the OPM, DoD or DON for Marine Corps-wide impact.

g. Review Table of Organization and Equipment Change Requests (TOECRs) in accordance with reference (h) and provide recommendations to DC CD&I (TFSD). During the review of the servicing HRO's classification advisory, the DCHR (MPC-10) will work with the HRO to try and resolve any issues of non-concurrence. Upon completion, MPC will provide a written response and supporting documentation to DC CD&I (TFSD). Once

the TOECR process is completed and DC CD&I (TFSD) approves the request, management may initiate the proper Request for Personnel Action (RPA) for action.

h. Maintain classification authority for all standardized Position Descriptions (PDs) and Position Requirements Document (PRD) created by, and for use throughout, the Marine Corps.

i. Make final classification decisions to resolve unreconciled differences. For example: differences that may arise between the servicing HRO's advisory and the requested grade level, series and/or supervisory status.

2. Heads of Major Subordinate Commands (MSC) and Headquarters Marine Corps (HQMC) Staff Agencies (SA) shall:

a. Conduct a high quality MTP program and ensure adherence to merit system principles.

b. Delegate classification authority consistent with this Order. Ensure individuals to be given classification authority receive position management and position classification training from servicing HROs. Designate individuals with classification authority in writing using a Delegation of Classification Authority memo.

c. Ensure all new or revised PDs are submitted to the servicing HRO for a classification advisory, prior to decision by the appropriate delegated classification authority.

d. Ensure compliance with statutory and regulatory requirements for accurate description and grading of civilian positions and take corrective action as needed.

e. Obtain concurrence from HQ USMC program/process owners of any billet changes (additions/deletions/modifications) prior to implementation. For example, USMC DCHR shall be notified of billet changes in local HROs; Marine & Family Programs should be notified of changes in their respective program areas; and NAF Business & Support Services Division should be notified of changes in their respective program areas.

3. Subordinate Commands/Managers/Supervisors shall:

a. Practice sound MTP principles by ensuring efficient organizational structure to meet the mission, determine the numbers and types of positions to accomplish all relevant

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functions, and assign appropriate duties, responsibilities to each position being mindful of the resulting compensation and impact on the overall civilian labor budget.

b. Coordinate with servicing HROs to obtain advice, guidance and assistance early in the planning of reorganizations, creating positions, and writing or revising PDs.

c. Assign appropriate duties and responsibilities to each position by writing and maintaining accurate PDs.

d. Ensure PDs remain current and accurate by:

(1) Periodically reviewing the organizational structure for efficiency and effectiveness.

(2) Making modifications as changes in individual positions occur. Resulting changes to PDs are to be submitted directly to the servicing HRO for a classification advisory and appropriate DCA for approval.

(3) Reviewing and certifying the accuracy of all PDs during the annual performance appraisal process and taking corrective action as needed.

(4) When recommending an accretion of duty, the supervisor should follow good management practices, be aware of the duties assigned or assumed by their staff, and exercise caution when changes result in the unintentional growth or erosion of assignments sufficient to affect the grade level.

e. Adhering to supplemental direction as provided by the respective MSC/HQMC SA.

4. Servicing Human Resource Officers (HRO) shall:

a. Serve as the technical advisor to serviced organizations.

b. Ensure local policies and procedures for providing MTP advice and guidance to their serviced organizations comply with this Order.

c. Provide appropriate position management and position classification training to personnel prior to them being granted DCA. Issue training certificates upon completion of the

training and provide copies to the DCHR (MPC) and the servicing DON OCHR Operations Center. Maintain documentation of and report classification authority and training as command structures change.

d. Provide continuing advice and guidance directly to commanders, managers and supervisors on all aspects of MTP consistent with this Order.

e. Review all proposals for reorganizations or organizational changes and recommend action based on assessments of:

- (1) Clearly described duties and responsibilities;
- (2) Clear and direct reporting relationships;
- (3) Available labor budget;
- (4) Workforce shaping actions necessary to implement the change; and,
- (5) Labor union implications

f. Conduct classification advisories on all new or revised PDs. Document classification advisory results on the Evaluation Statement and on the OF-8 or PRD, and attach a copy of the evaluation statement to the official PD. In addition, the Position Designation Automated Tool (PDT) results must be attached to all classified PD and must be dated no later than November 25, 2015.

g. When a discrepancy results between the classification advisory and the requested grade level, meet with the DCA and attempt to reconcile differences. If a discrepancy still exists, report unreconciled differences to the DCHR (MPC-10) for final evaluation.

h. Review and endorse if appropriate, a request for promotion due to an accretion of duties prior to approval by the MSC or HQMC SA.

i. Conduct periodic position management and position classification reviews in serviced Commands as directed by the DCHR, and oversee the implementation of recommendations for corrective action.

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j. Provide a team member to participate in Command-level strategic workforce planning (CLSWP) and provide advice on effective application of MTP principles.

5. Department of the Navy (DON) Office of Civilian Human Resources (OCHR) Operations Centers, shall maintain classification authority for all PDs for MSCs and HQMC SAs that choose not to retain classification authority under MTP principles, when classification authority is revoked, or on a temporary basis when individuals with delegated classification authority have not yet received required training.

Chapter 2

Position Management

1. General. This chapter establishes policies and procedures, and assigns responsibility for the formation and implementation of position management within the Marine Corps. It further directs the administration of position management in accordance with this Order.

2. Background. References (a) through (c) of this Order govern the classification system and clearly give agencies the authority and responsibility to establish, classify, and manage their own positions. The need to achieve an economical and effective position structure is critical to the proper and responsible use of limited financial and HR. Reference (1) governs the classification system for DCIPS.

3. Strategic Workforce Planning

a. Reference (i) directs CLSWP to ensure appropriate billet/position structure necessary to accomplish the organizational functions and mission.

b. CLSWP provides processes and tools for workforce analysis and planning at the command level to ensure achievement of organization and MTP objectives.

4. Organization and Position Management Objectives. All MSCs and HQMC SAs shall ensure their T/O&E reflects an organizational structure that best serves the organization mission and functions by providing optimum balance of the total force with knowledge, skills, and challenging work that encourages motivation and retention of employees. The following position management guidance is provided to assist with conducting sound position management:

a. Ensure authorized billets/positions are required and are used in the most cost effective and efficient manner to accomplish the assigned functions and mission within the command civilian labor budgets.

b. Avoid billet/position actions that unnecessarily increase payroll costs for a given mission or increase the relative proportion of managerial and supervisory positions to total subordinate workforce assigned.

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c. Continuously review billets/positions, particularly as vacancies occur, to identify duties to redistribute, eliminate, or reduce, without negatively affecting the accomplishment of essential functions or mission.

d. Abolish vacant billets/positions where duties can be redistributed or eliminated without negatively affecting accomplishment of essential functions or the mission. A TOECR must be submitted to DC CD&I (TFSD) when positions are abolished.

e. Prevent or eliminate unnecessary division of functions, accretion of duties, promotions, continuation of outmoded work methods, and inefficient distribution of employees across organizational functions.

f. Ensure supervisor to employee ratios are consistent with the DoD and DON objectives. A recommended supervisory to employee ratio is 1:10 with gaps filled by the establishment of team lead positions, if necessary.

g. Eliminate unnecessary supervisory, deputy/assistant, and leader billets.

(1) Flatten organizational levels by delegating responsibilities and decision making authority to the lowest practical level.

(2) Use deputy, assistant, and leader billets/positions to exercise management only as necessary to accomplish the mission and address issues such as dispersion of positions across multiple organizations, sites, and/or geographic locations.

h. Establish billets/positions to encourage career development and allow cross training consistent with the need to recruit and retain a diversified work force.

(1) Structure billets/positions in a manner that clearly delineates assigned duties and responsibilities, avoids conflicts or overlap with other positions, and serves as an effective tool for recruitment, training, advancement, and evaluation of a quality workforce.

(2) Hire at the trainee/entry and developmental work levels, as appropriate, to ensure a balance of work across

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performance-levels and to build a pipeline that sustains employee career growth.

i. Properly classify positions as provided in references (a), (b), and (1) and make classification decisions based on OPM's published standards and established classification principles and policies.

Chapter 3

Position Classification

1. General. This chapter provides authorities, guidance and instructions for classifying positions under the General Schedule (GS), the Federal Wage System (FWS), per reference (q) and the Acquisition Demonstration Project unless excepted by governing regulations.
2. Background. Federal position classification originated with the Classification Act of 1923 and was replaced by reference (r). Reference (a) specifies the primary legal authority for classifying positions within the Federal government is the Classification Act of 1949, as amended and supplemented.
3. Delegated Classification Authority (DCA). Position classification authority is the authority to determine and certify the proper pay plan, title, series, and grade of a position. Only an official who is delegated classification authority may certify the classification of a position by signing the Classification Approved section on the PD cover sheet (OF-8 or Position Requirements Document (PRD)).
 - a. DCAs must receive the required training from their servicing HROs before exercising classification authority. Until training is completed and certified, the DCA will default to the servicing DON OCHR Operations Centers. Upon completion of required training, DCA is delegated in writing by the head of the appropriate MSC or HQMC SA with a copy provided to, and maintained by, the DCHR (MPC-10), the servicing HRO, and the DON OCHR Operations Centers.
 - b. In accordance with references (c) through (e) of this Order, DC M&RA (MPC) may rescind DCA where evidence exists of repeated misapplication of classification standards as outlined in this Order. The servicing HRO will be notified when DCA is rescinded.
4. Fundamental Principles of Position Classification
 - a. Equal pay for substantially equal work.
 - b. Variations in pay shall be proportional to substantial differences in the difficulty, responsibility and qualifications required.

c. Only the position, not the incumbent, is evaluated.

d. The highest-level grade controlling duties must be performed a minimum of 25 percent of the time for GS and regular and recurring for FWS jobs.

e. Position classification serves as the function that assigns an individual position to the appropriate pay plan, occupational series, title, and grade. Position Classification is the foundation for all other HR areas such as Strategic Workforce Planning, Recruitment, and Performance Management.

f. Supervisory positions, by their nature, are not developmental positions and may not be written as such. They must be written in the six supervisory factors of the General Schedule Supervisory Guide. Supervisory positions should also be written in the nine technical factors of the Factor Evaluation System (FES) in the event the position results in a higher grade. All positions covered by the FWS should be classified using OPM's FWS Job Grading System Guide.

5. Position Classification Training

a. Prior to exercising DCA, designees must complete Position Classification training certified by the servicing HRO to ensure effective application of classification principles and concepts.

b. Training must provide knowledge of the basic principles, theories, concepts, processes and procedures of position management and classification. As a minimum, training shall include instruction on:

(1) Position/Job characteristics that influence classification;

(2) Basic structure of the appropriate pay system, e.g., GS, FWS, Acquisition Demonstration Project, etc.;

(3) Occupational groups and series;

(4) Classification standards, supplemental guides, and OPM and DoD appeal decisions;

(5) Writing PDs;

(6) Position analysis and evaluation;

(7) Classifying supervisory and leader positions;

(8) Defining temporary assignments, details, and permanent changes in assignments;

(9) Position management conditions that impact classification such as grade level, senior grade control (GS-14 and GS-15), supervisory ratios, outside pressure to upgrade, etc.; and,

(10) DCA should understand that certification of the PD is based on the major duties, responsibilities and organizational relationships that are necessary to carry out the functions and fiscal responsibilities relating to the appointment and payment of public funds.

6. Position Descriptions (PD)

a. Required for all appropriated funded civilian positions.

b. Serve as a permanent record of the duties and responsibilities, description of how each position is designed to accomplish the organization's mission, legal basis for paying the incumbent of the position, and basis for making management decisions in recruitment, training, promotion and performance management.

c. Must be written, classified, and assigned a T/O&E Billet Identification Code (BIC) before a position may be recruited, with the exception of details. In the case of details, employees may be detailed up to 120 days to a position without a PD but must have a statement of unclassified duties.

d. Must be written by managers or supervisors responsible for assigning the work of employees supervised, must accurately describe duties and responsibilities required and performed, and must be written in the proper format.

e. Should be brief and concise while still including all significant duties. Overstating responsibilities, scope, and impact of a position constitutes misapplication of classification standards and may result in rescission or revocation of classification authority.

f. DCAs will coordinate with servicing HROs to ensure a "pen and ink" change will not affect the classification of the

position. HRO will notify OCHR to update (as appropriate) Defense Civilian Personnel Data System (DCPDS).

g. Shall include an organization chart as an enclosure, in flow or organizational chart format, showing where the position is located within the organization and all reporting relationships.

h. A HR Advisor must provide the narrative advisory. The HR Advisor should also determine the Bargaining Unit Status (BUS) Code, Competitive Level Code, Fair Labor Standards Act (FLSA) Code, Telework Eligibility code and Testing Designation Position requirements.

i. Any and all changes to standardized PD must be authorized/approved by MPC.

j. Amendments may be used when some aspects of the duties, responsibilities, or working relationships have changed. If there is no impact on the classification of the position, the change may be made without rewriting the PD. Amendments are normally a paragraph or two, but less than a page in length. If it requires more than one page, a new PD should be prepared. The amendment will affect all employees on PD. Each amendment must be reviewed by the serving HRO and officially approved by the DCA or DON OHCR Operations Center and attached to all copies of the PD.

7. Classification of High-Grade Positions. High-grade positions, i.e., those positions typically in the GS-14, GS-15 and equivalent range, are a primary cost driver in the civilian labor budget. Creating and maintaining high-grade positions requires diligent oversight and discretion by those with DCA.

8. Accretion of Duties Promotions. Requests for promotions of individuals resulting from an upgrade based on accretion of duties must be approved in writing by the head of the applicable MSC or HQMC SA only after the servicing HRO has reviewed and endorsed the request. Accretion of duties may result in promotion of an employee whose position is classified at a higher grade because of additional duties and responsibilities. Noncompetitive promotions are appropriate when the new position is classified at a higher grade due to the addition of higher graded duties directly related to the primary purpose of the position and the new major duties are absorbed into the new position. Accretion of duties promotions are limited to the position being classified in the same occupational series.

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Therefore, it is the employee's position being upgraded which leads to an accretion decision, not the employee being placed into another position, which was created by the additional duties. The process of accretion must be a gradual one, occurring over an extended period of time. The amount of time may vary depending on a variety of factors, but it is clear that higher level duties cannot simply be added to a position, such as when another employee leaves an organization and duties from the vacated position are then added to another position. In addition, the following criteria must be met.

a. The major duties of the employee's old position are absorbed into the new position, and the old position is canceled. Major duties are those which represent the primary reason for the position's existence and which govern the qualification requirements. Typically, they occupy most of the employee's time.

b. The new position has no known promotion potential. The new position should not be identified in any way as having potential for a higher-grade level. In determining this, examine the organization's career ladder or journeyman level for similarly classified positions, and prior promotion pattern for similar positions in the organization.

c. The additional duties do not adversely affect another encumbered position. There is an adverse effect when higher level duties are taken from an encumbered position resulting in a downgrade of that position or a Reduction-in-Force.

d. A noncompetitive promotion of an individual, based on assignment of additional duties and responsibilities, is not appropriate if it conflicts with the principles of open and fair competition. If there are other employees in the same unit, under the same supervisor, who are officially assigned the same duties, before the addition of higher graded duties, special care is required to ensure compliance with reference (a), §2301 and reference (b) section 335.103. An accretion of duties involving a generic or standardized PD is not authorized.

e. The following situations are typically considered inappropriate for consideration as accretion of duty promotion actions: (1) transition from a one-grade interval position to a two-grade interval position; (2) accretion across occupational series; (3) movement to a vacant higher level position; (4) accretion from a non-supervisory position to a supervisory position; (5) accretion across organizational lines or as a

result of reorganization; and (6) successive accretions to the same position is inappropriate. Accretions from identical additional positions are strictly prohibited. "Justification for Upgrade Resulting from the Addition of Duties and Responsibilities (Accretion of Duties)" must be included with the Request for Personnel Action (RPA). This form can be found in reference (n).

9. Classification Accuracy. Individuals with DCA shall execute position classification authority responsibly and within the intent of the law, regulations, and executive orders.

10. Classification Appeals. Employees may seek a change (appeal) in classification of their position based on grade, occupational series, position title (when the standard does not prescribe a title), or inclusion in or exclusion from the GS.

a. Certain issues may not be appealed by employees; however, they may be reviewed under administrative or negotiated grievance procedures if applicable:

(1) Accuracy of the official PD including the inclusion or exclusion of a major duty in the official PD.

(2) Assignment or detail outside the scope of normally performed duties outlined in the official position description.

(3) Accuracy, consistency, or use of supplemental classification guides.

(4) Title of the position unless a specific title is authorized in a published OPM classification standard or guide, or the title reflects a qualification requirement or authorized area of specialization.

(5) Series, grade, pay system, or title of a position to which the employee is not officially assigned by an official personnel action.

(6) An agency's proposed classification decision.

(7) Series, grade, pay system, or title of a position to which the employee is detailed or promoted on a time-limited basis. Except where employees are serving under time-limited promotions for 2 years or more, these employees may appeal.

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(8) Classification of the employee's position based on position-to-position comparisons and not standards published by OPM.

(9) Accuracy of grade level criteria contained in an OPM classification guide or standard.

(10) A classification appeal decision previously issued by OPM unless there has been a subsequent change in the government classification standards or the major duties of the position.

b. Filing classification appeals:

(1) GS employees may file classification appeals with the DoD or directly to the OPM. They are encouraged to file with DoD since a decision by OPM is final. Should employees file an appeal through DoD and receive an unfavorable decision, they may still file a classification appeal with the OPM.

(2) FWS employees must first file an appeal with DoD prior to filing with the OPM. DoD will adjudicate the appeal and issue a decision. If the decision is unfavorable, employees may exercise their right to appeal to OPM.

(3) HROs shall forward employee appeal packages to DoD or OPM, and notify DC M&RA (MPC) in writing that an appeal was filed.

Chapter 4

Compensation Management

1. Budget Authority. The DC P&R sub-allocates that portion of the budget that will be executed against civilian labor by each MSC and HQMC. Budget authority will be communicated via civilian labor controls. MTP budget authority will be a dollar threshold pertinent to direct hire U.S. and direct funded labor only.

2. Budget Execution. In order to hold MSCs and HQMC accountable for exercising prudent MTP authority, DC P&R will monitor civilian labor execution and issue MTP reports on a monthly basis in consultation with the addressees. For purposes of assessing execution within MTP limitations, monthly MTP projections will be based on civilian labor costs reflected in the official Department of the Navy reporting system, Work Years and Personnel Costs.

a. If an MSC or HQMC is projected to over or under execute MTP budget authority by two or more percent against its end-of-year MTP control for three or more consecutive months, it is required to submit additional information.

b. For projected over execution, the MSC or HQMC will submit a mitigation plan to ensure MTP execution falls within its prescribed budgetary limits by the end of the fiscal year. The mitigation plan is to be prepared in letter format, signed by the head of the MSC or Staff Director, HQMC, and submitted to DC M&RA (MPC) with a copy to DC P&R, who in consultation, will coordinate a follow-on review as necessary. The over execution mitigation plan shall describe the strategies forecasted in order to achieve the objective. All pending, unposted MTP cost drivers, debit, and/or credit information must be addressed.

c. Where it is determined the MSC or HQMC will over execute and be unable to execute within its budgetary limit by the end of the fiscal year, additional restrictions (e.g., hiring restrictions/freeze), may be directed after consultation with the MSC or HQMC representative.

d. For projected under execution, MSCs and HQMC will submit information as requested by DC P&R and DC M&RA necessary to determine the appropriate way ahead for the individual situation (i.e., one-time realignment of funds or impact on future execution).

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3. Compensation. All elements of civilian compensation defined in reference (a) will be considered in exercising MTP authority. Some options available in the management of these elements are:

a. Schedule recruitment and promotion actions to make optimum use of available dollars. Recruitment lag time on hiring will free funds to meet other payroll obligations.

b. Hire new employees at step 1 of their grade, and apply strict discretion in using Superior Qualifications to hire above step 1 of the grade;

c. Limit the amount of hiring incentives such as recruitment and relocation bonuses, retention and Permanent Change of Station expenses;

d. Consider the use of career-ladders as they free up funds during the years leading up to the Full Performance Level of the position (e.g., GS-7/9/11).

e. Consider the priority and impact of each organization within the MSC before allocating civilian compensation funds.

f. Establish a procedure to reallocate civilian manpower funds internally if MSC priorities change or if new requirements are imposed.

g. Limit the use of overtime or authorize overtime only as required for employees covered by the FLSA. Consult with your servicing HRO for specific questions on FLSA.

h. In lieu of overtime for employees not covered by the FLSA, authorize credit hours or compensatory time.

i. Ensure compensatory time earned is used within one year to avoid payout in salary.

Appendix

Definitions

Accretion of Duties. A noncompetitive promotion resulting from upgrading an employee's position due to the addition of higher level, more complex duties and responsibilities that are directly related to the primary purpose of the position, and that the employee will also continue to perform most or all of the former duties.

Acquisition Demonstration. AcqDemo is a Congressionally-mandated project designated to show the DoD Acquisition, Technology, and Logistics workforce can be improved by providing employees with a flexible, responsive personnel system that rewards employee contribution and provides line managers with greater authority over personnel actions.

Billet. A "space" assigned to a requirement (military or civilian) necessary to perform a mission related function.

Billet Identification Code (BIC). The "common key" between manpower and structure, assigned to every billet in the Marine Corps. Upon official classification, a BIC is assigned before taking any personnel action. BICs are managed by DC CD&I (TFSD) and are located in the TFSMS.

Classification. The analysis and identification of a position and placing it in a class under the position classification plan established by OPM in Chapter 51 of Title 5, United States Code.

Classification Appeal. An employee's request to DoD or OPM to review a classification decision of the position to which the employee is currently assigned.

Classification Audit. A formal position audit or position review with an employee and/or his/her supervisor is a tool used by classification specialists to gather first-hand information about a particular position. It is an interview designed to highlight the key or major aspects of a position. Findings are then compared to the current OPM position classification standard(s) and other organizational materials to ensure that the position description accurately describes the major duties and is properly classified. These interviews may be performed in person or over the telephone.

Classification Standard. The criteria OPM issues as required by law, which agencies use, to classify the duties and responsibilities of positions or jobs. Appropriately applying the classification standard determines the proper occupational series, title, and grade for a given position.

Command-Level Strategic Workforce Planning (CLSWP). CLSWP is the process for identifying, acquiring, developing, shaping and retaining the workforce needed for a command to accomplish its mission, functions and tasks. The command-level process is a cyclic process divided into six primary steps. CLSWP is an action-oriented methodology that provides forecasting, planning and analytics to help leaders anticipate the type, number and quality of talent they need to execute their organizational strategy. The objective of CLSWP is to enable organizations in adapting to the fast-changing external environment of fiscal constraints and technologies.

Factor Evaluation System (FES). A method of ascribing grades to nonsupervisory GS positions using nine evaluation factors that assign points for different levels. The individual reviewing the work selects the proper level for each factor, based on the position description; total points "earned" by the position determines its grade.

Federal Wage System (FWS). Commonly referred to as "Wage Grade," FWS is a job grading and pay system that applies to most trade, craft, and labor positions. Under this system, pay is determined and adjusted according to rates paid by private industry for similar jobs in the same geographic area. FWS includes several categories of positions entitled, Wage Grade (WG), Wage Supervisor (WS), and Wage Leader (WL). The pay structure for the FWS has 15 grade levels, with 5 salary steps at each grade.

Full Performance Level (FPL). The highest grade assignable to a position. An employee is performing at the full performance level when all the duties and responsibilities of the position meet an acceptable level of performance on a regular basis.

General Schedule (GS) System. The classification and pay system for most professional, administrative, technical, and clerical occupations. The pay structure for the GS has 15 grade levels, with 10 salary steps at each grade. Positions are classified using Government-wide standards to determine the proper occupational series, title, and grade within the GS.

Grade. A level of work or range of difficulty and responsibility of the position performed with a specified pay system. GS grades are defined in law; FWS grades are defined by OPM using key ranking jobs in private industry; others, such as Administratively Derived (AD) and Acquisition Demonstration Project are defined in regulation or law.

Grievance. A request by an employee or group of employees for personal relief in a matter of concern relating to their employment. The issue grieved must be subject to the control of management.

Major Duties. Specific duties that represent the primary reason for a position's existence, and which usually govern occupational series and grade determination of the position.

Manage to Payroll (MTP). The collective administration and accountability of establishing positions and determining and evaluating the responsibilities, authority, and duties performed to accomplish the mission with maximum efficiency and productivity balanced against the labor budget.

Manager. Positions of which the duties require the incumbent to formulate, determine, or influence policies.

Minor Duties. Incidental job duties that generally do not affect series or grade determination in classifying a position or job.

Narrative Format. A way of organizing classification standards and PD, which focuses primarily on the nature of work and the level of responsibility and invites the reviewer to treat the position as a whole and select the most appropriate overall grade (in contrast, FES focuses on nine separate factors).

Occupational Series. A specific occupation or subgroup within an occupational group that generally includes all jobs in that particular kind of work at all grade levels.

Organizational Structure. The overall ordering of positions within officially approved organizational units based on considerations of mission, function, reporting relationships, workflow, workload, and/or span of control along with the relationship of such units to each other.

Pay Plan. A pay structure or set of pay rates used to pay a defined group of employees.

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Pen and Ink Change. A simple change to a position description that adds or deletes information but does not change the title, series, or grade level of the position.

Program Element Number (PEN). Six-character numbers used in the budget process to identify a position with a Department of Defense Program. Every civilian and military position is associated with a PEN.

Position. Duties and responsibilities, assigned by a competent authority, for work performed by an employee and necessary to complete a mission-related function within an organization.

Position Classification. Position classification is the Federal Government's basic job evaluation system that compares a set of duties against a set of criteria to determine the appropriate position title, series, and grade of a position or job.

Position Classification Advisory. OPM's formal, documented analysis of a job carried out at the request of an agency, which compares the position against a set of classification criteria to determine the proper pay category, series, and grade level. It does not carry the weight of a classification appeal decision and is not binding.

Position Description (PD). A statement or set of duties and responsibilities that represent a job that must be performed to meet the mission. A position description has an official series, title, and grade based on the results of a classification determination.

Position Management. The process of shaping and structuring organizations and positions to accomplish the mission with maximum economy, efficiency, and productivity. Through position management, managers and supervisors determine the type of organizational structure needed to fulfill the functions assigned to a particular unit, the types and number of positions needed, and how positions should be designed.

Position Title. The official title of a position or job as authorized by OPM's position classification standards.

Table of Organization and Equipment Change Request (TOECR). The process through which military and civilian structure (billets and organizations) as well as equipment changes are identified and approved as requirements. Any change to a civilian position, e.g., new positions, re-classification for position

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title, changes in grade or organizational code, etc. require a TOECR.

Total Force Structure Process. The Total Force Structure Process established the optimal allocation of personnel resources in accordance with the Commandant's priorities to provide a balanced and capable force. Force Structure requirements for a unit to accomplish their mission is a combination of military, civilian, and contractor structure.