DMVA REGULATION 690-11

Department of Military & Veterans Affairs  
Office of the Adjutant General  
Centennial, Colorado  80112  
1 July 2003

WORKFORCE MANAGEMENT PLAN

By Order of the Governor:

MASON C. WHITNEY, Maj. Gen., COANG  
The Adjutant General

**History:** This regulation updates the Colorado Position Management Plan.

**Purpose:** This regulation outlines workforce management responsibilities and objectives for Excepted and Competitive Title 32 Technicians and Active Guard Reserve (AGR) personnel in the Colorado National Guard.

**Applicability:** This regulation is applicable to all military units and activities of the Colorado National Guard under the jurisdiction of the Adjutant General, State of Colorado.

**Proponent:** The proponent of this regulation is the Colorado Human Resources Office, Classification Section (COHRO/PCS).

**Supplementation:** Supplements to this regulation are not authorized.

**Suggested Improvements:** Users are invited to send comments to the Department of Military and Veterans Affairs, Attn: HRO/PCS, 6848 South Revere Parkway, Centennial, Colorado 80112-6709. (Stop REV)

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1-1. Background
Workforce management is the process used by line management to identify and assign duties and responsibilities to a position, or groups of positions, in support of specific functions and missions. Resulting job descriptions, the classification of each job, and the number of positions established for each job constitute the overall organizational/position structure. The objective of workforce management is to establish organization/position structures with the best possible balance of skills and skill levels. To achieve this “best balance,” a variety of considerations must be taken into account to include accomplishment of mission, economy, efficiency of operations, attraction and retention of competitive and productive personnel, full and proper utilization of employee skills, motivation and development of employees, and effective use of work processes, techniques, and equipment. Ineffective workforce management contributes to pressures for upgrading when in reality the action is not supportable. Sound workforce management should dictate classification, not the reverse. A degree, to which managers and supervisors succeed, in effective and economical management of available resources, is an important element in the evaluation of their performance.

1-2. Authority
The Adjutant General, through the Human Resources Office (HRO), has the obligation to structure the Colorado National Guard in a manner that will ensure that assigned missions are legally and properly accomplished and are in compliance with National Guard Bureau (NGB) directives.

1-3. Policy
The policy and responsibility of the Colorado National Guard is to organize its resources in a manner that will be of optimum benefit. All management and supervisory personnel, who are responsible for the work of others, share these responsibilities. Limited resources, coupled with rising personnel and equipment costs, make it increasingly important that human resources and material be economically managed.

1-4. Definitions
Workforce Management - Workforce Management is the evaluation of the need for, and types of, National Guard Technician / AGR positions that will serve mission needs most effectively and economically.

b. Position - A specific office or employment consisting of all the duties and responsibilities currently assigned or delegated by competent authority and requiring full-time employment of one person.

c. Position Description (PD) - A written record of the major duties and responsibilities assigned to a position. A well-designed position description clearly defines operations, tasks, duties, authorities, and responsibilities. Provisions for supervisory control and supervisory requirements must be prepared and certified before a technician can be hired.

d. Standard Position Description - A standard position description is a single description used to cover a number of like positions. Positions covered by a single description may be in the same or in different organizational units, or in one of several geographic locations. Similarly, they may be identical, or may differ in their minor incidental duties. Care must be taken to ensure that each description is used only for positions, which it describes accurately.

e. Mixed Positions - A mixed position is one that is made up of more than one occupation, more than one skill and knowledge level, or a combination of these. Mixed positions usually occur where there is not sufficient work in a single occupation or skill and knowledge level to constitute a full time position.

f. Baseline - A reference point, amount, or figure established for measurement purposes.

2. Objectives

2-1. Assignment of Duties and Responsibilities

a. Primary Objective. To provide the basis for orderly, efficient, and economical accomplishment of the work of the Colorado National Guard. This objective requires striking an optimum balance among a number of competing factors, such as:

(1) Management's desire for economy and productivity.

(2) Technician's desire for work that is challenging and stimulating, as well as monetarily rewarding; and which provides an opportunity for increasing their skills and advancing to higher level positions.

The failure of management to provide a reasonable measure of these opportunities can
result in high turnover, increased training cost and lower efficiency. Thus, management is seeking a proper balance among the needs for economy, productivity, skills utilization, and technician development and motivation.
b. Lines of Progression. To the extent possible and within the military restrictions in the technician program, positions should be planned so there are logical entrance levels and logical career patterns for progression to more skilled and higher graded positions.
c. Results of Careful Design. Carefully designed positions provide a solid foundation for the selection and utilization of qualified technicians at all grade levels. It assures that assignments requiring higher level and/or scarce skills: (1) are concentrated in as few positions as possible: (2) there is a proper ratio of support positions to professional, administrative, and technical positions: (3) and that proper use is made of jobs at all levels in a career pattern to achieve economical operations and provide a source of trained personnel for higher level positions. The careful design of a position provides a basis for balanced and economical staffing.

2-2. Planning a Position
a. Factors To Be Considered. Each position must be systematically planned so that it is logical, consistent internally, and fits with other positions into an orderly, productive, and efficient organization. Lack of planning leads to an endless trail of problems. Poor assignment of duties and responsibilities can result in low quality employees, unsatisfactory productivity, high unit cost, confusion of responsibility, employee dissatisfaction, grievances, and high turnover. The following factors are worthy of careful consideration in position design:
   1. Delegating authority commensurate with assigned responsibilities.
   2. Establishing reasonable supervisory span of control.
   3. Distinguishing supervision from production.
   4. Identify required skills.
   5. Like grades have like responsibilities and duties.
   6. Concentrating duties, requiring special skills or training, into as few positions as possible.
   7. Determining the impact of technological changes in machinery, systems, and facilities in manpower requirements.
   8. Defining the requirements for contact with others.
   9. Identifying requirements for training and skills upgrading.
   10. Special tools or support equipment needed to do the tasks related to the position should be programmed.
b. Steps in the Planning Process. Planning a position requires an orderly procedure of arriving at a sound basis for assigning duties and responsibilities. Analysis must be made of the work to be accomplished and a decision made on production methods to be used. The volume and nature of production to be accomplished may affect the division of work specialization. Also, consider the requirements for supervision and training, specialized technical support, quantity and quality control, and review and evaluation.

3. Establishment, Review, and Abolishment of Positions

3-1. Establishment of Positions
Positions are established by NGB based upon known or projected organizational mission, needs or upon special request from the various states. Grades reflected on standard PD's are the maximum grade authorized. The number of positions authorized to be filled will be determined by NGB. HRO will pass allocations to activity managers. Activity managers are responsible for maintaining a workforce within the allocations.

3-2. Elimination of Positions
Positions, which become obsolete because of changes in functions and assignments, organization, methods and procedures, or workload should be either eliminated or realigned to the needs of the organization. Positions are eliminated by the submission of an SF 52 to HRO requesting abolish/establish.

3-3. Conditions Prerequisite to Filling Positions
a. Basic Requirements. Before filling a position, other than by detail, appointing officers must ensure the position is properly classified, that funding is available, and that the position is not scheduled to be abolished. Consideration must be given to other factors, which may influence the staffing needs of the agency such as job enlargement or enrichment, upward mobility, or lowering entrance grades.
b. Action in Absence of Vacancy. When a technician is absent for an extended period but had not vacated the position, arrangements to
carry on the work of the position may be made by detailing another technician to the position.

**c. HRO Responsibility** - Review every request (SF-52) for recruitment or reassignment to:

1. Ensure an effective workforce management program is established and maintained.
2. Whether the duties of the position are accurately described and essential.
3. Determine if the duties of the position can be absorbed by another position of equivalent or higher grade.
4. Ensure funding is available to support the position.
5. Approve or disapprove action (SF-52) for filling positions.
6. Certify the SF-52 that:
   a. The duties of this position are accurately described.
   b. The position is essential.
   c. The duties of the position cannot be absorbed by an equal or high graded position.

**d. Supervisor Responsibilities:**

1. Ensure that positions are accurately described in the position description and submit a SF-52 to the HRO through supervisory channels.
2. When vacancies occur within current manning levels, review organizational structures to determine position and grade to be advertised, taking into consideration upward mobility and affirmative action plans. Where it is determined that a trainee position will be more advantageous to unit operation, appointment will be made at a lower grade and the position description will be modified by the appointing office with a statement of difference to reflect the duties at the lower grade in which technicians are appointed. An Individual Development Plan (IDP) will be accomplished and forwarded to the HRO for approval.

**3-4. Classification Maintenance Position Review**

The HRO will conduct a Classification Maintenance Position Review:

a. In accordance with Technician Personnel Regulation (TPR) 511, which requires a periodic maintenance review of positions, is made to assure positions are adequate and the classification proper. A periodic classification maintenance position review will be conducted on all major commands and functional areas of the Colorado National Guard.

b. For commands and activities periodically when:

   1. Major organizational and mission changes occur, or
   2. There are significant increases or decreases in required positions.

   c. As a part of the periodic maintenance review process of each functional activity, the review will consist of:

      1. Review of new position descriptions implemented by a nationwide classification package, after one year, if necessary.
      2. Verification and review of existing organizational charts and the activity structure.
      3. Random selection or desk auditing of each position in the organization.
      4. Reviewing position descriptions to assure that supervisors are discussing, with the incumbent, major duties and responsibilities of each authorized position.
      5. Assuring supervisors are preparing and submitting recommendations for revisions of inaccurate job descriptions to the HRO.

   d. TPR 312 requires activities to maintain and to provide HRO organizational charts including all full-time manning. Charts should include all positions (State, Title 5, AGR, Technician). Supervisory lines must be consistent with the supervisory controls stated in the position description. A revised organizational chart should be submitted anytime there is a change to organizational structure.

   e. Also, each supervisor and manager will:

      1. Review organization and position structure during the periodic review to determine if adjustments are needed.
      2. Review with each employee his or her official position description to determine if it contains a statement of each major duty currently assigned and being performed, and note any significant change since it was last reviewed.
      3. Assist the position classification specialist in selecting and scheduling positions for audit.

      4. Certify position descriptions by the use of Optional Form 8. This must be done (1) when a supervisor is initially assigned to a section, and (2) when a new position description is implemented. Periodically reviews of position descriptions should be accomplished and the supervisor should annotate the periodic review form. The certification is made with the knowledge that the information is to be used for statutory purposes relating to appointment and payment of public funds, and that false or misleading statements may constitute violations of such statutes or their implementing regulations.
4. Program Responsibility

4-1. National Guard Bureau
a. Provide broad policy guidance.
b. Define organizational missions and establish organizational structures.
c. Determine manpower requirements of all National Guard entities.
d. Develop, or have the National Guard Classification Activities develop and publish standardized position descriptions.
e. Insure statutory compliance and reporting requirements are met.
f. Provide other advisory services and policy guidance.

c. Monitor position description compliance and request changes through NGB-HR when standardized position descriptions are inadequate.
d. Advise managers and supervisors if employee is not performing full function, it could result in a downgrade.
e. Restructure positions to lower grades, when practical for economy, and to provide upward mobility.
f. Ensure that personnel who are in a grade retention status, as a result of reclassification or reduction-in-force action, are considered for positions as they become available. These must be positions for which they are qualified both as a technician and militarily, and must be of an equivalent grade.
g. Conduct periodic workforce management reviews of each work center in the organization. These reviews will consider the structure of each position and its organizational relationship.
h. Conduct reviews of established positions to determine accuracy and adequacy of position descriptions and the appropriateness of their classification based on application of current standards. Actively strives to identify and correct misassignments.
i. Review all vacant positions to determine if duties can be redistributed, eliminated, or reduced in cost without seriously affecting the accomplishment of essential functions.

4-2. National Guard Classification Activities
a. Insure compliance with all pertinent directives, policies, position classification and job grading standards, etc.
b. Provide interpretations and implementing guidance on such publications to assigned states.
c. Provide position classification and workforce management advisory services to assigned states.
d. Conduct on-site position reviews to insure that all positions are properly described and classified.
e. Develop and classify position descriptions for implementation nationwide and forward them to NGB-HR for coordination and release.
f. In coordination with NGB-HR review, approve the classification, and authorize the use of exception position descriptions for local use to accommodate a unique local situation.
g. Respond to OPM and NGB personnel management evaluations.
h. Review classification appeals and makes recommendations to NGB-HR on their disposition.
i. Conduct position classification and workforce management education programs for HRO representatives and for supervisors and managers.
j. Provide other services as required.

4-3. HRO Responsibility
a. Designate a Workforce Management Officer (WMO) to serve as principle advisor to management on the program to safeguard Federal Funds by most effective organization. This position is usually the Workforce Management and Position Classification Specialist.
b. Insure compliance with WMO duties and responsibilities.

c. Request the elimination of any position determined to be unnecessary.

4-4. Manager and Supervisor Responsibilities

a. Review every position description and determine:
   (1) Whether the duties of the position are accurately described and essential.
   (2) Ensure performance standards are based on position description.
   (3) Ensure employee is performing full function of that position description.
   (4) If the duties of the position can be absorbed by another position of equivalent or higher grade.
   (5) If there has been a significant increase in position responsibility to warrant position upgrade or decreased in responsibility to warrant position downgrade consideration.
   (6) If the position can be supported, i.e., funded, within established employment ceilings.
b. Provide recommendations to HRO for improved organizational structuring, i.e., consolidation of functions.

d. Request upgrade of positions determined to meet criteria.

e. Consider the restructuring of positions to lower grade, when practical, for economy, and to provide upward mobility of technicians who are in dead-end positions.

f. Supervisors are to review all vacant positions, prior to filling, to determine if the duties can be eliminated, assigned to another position, or modified to permit filling at a lower grade. Request to fill positions (SF-52) must have the following certifying statement, “This vacant position has been reviewed as required and I certify it to be accurately described and necessary.”

g. Identify unnecessary layers of supervision and recommend the appropriate action.

h. Recognize changes in position description content and recommend revisions to HRO.

i. Become familiar with the principles and procedures of workforce management and explain them to technicians as needed.

j. Inform technicians of classification actions affecting them.

k. Provide up-to-date- organizational charts with functional mission statement at least annually to HRO/PCS to include all full-time personnel, i.e., Title 32 technician, Title 32 AGR, Title 10 AGR, Title 5, and state. Charts should identify the incumbent by name, position number and grade, employment status, and show definite lines of supervision.

5. Adequacy and Change of Position Description

5-1. Management uses:

- Good management requires that a technician’s duty assignments be definitely established, clearly outlined, and thoroughly understood, and that there be no conflicting or overlapping responsibilities. Position descriptions maintained on a current and accurate basis serve as effective instruments of management in that they reflect certified duties, and responsibilities assigned and performed.

- Although descriptions are used principally as the basis for classifying positions and consequently serve as one of a number of authorized documents that support the payment of funds for work performed, their use by management officials extends to other administrative areas. These include:
  1. Improving work methods and designing organizations; evaluating training needs,
  2. Determining the qualifications requirements of vacant positions and identifying sources of recruitment,
  3. Explaining assignments to employees,
  4. Resolving grievances and appeals,
  5. Developing performance evaluation criteria and evaluating employee performance evaluation.
  6. Recommending incentive awards.

5-2. Required Certification

- New or redescribed position descriptions will be certified on the OF 8 as to the level of work being performed. That the position description is an accurate statement and that the position is necessary to carry out Government functions. The immediate supervisor certifies in block 20a, an appropriate higher-level supervisor or manager signs block 20b. The incumbent’s signature in block 19 does not need to be obtained. No position will be filled without such certification.

5-3. Changes to Position Description:

- a. Technician Personnel Regulations (TPR) 511 requires all authorized position descriptions to be current and accurate. If major duties and responsibilities are inaccurate, recommended changes and revisions will be prepared by the supervisor and forwarded to the HRO/PCS.

- b. If the position description requires only minor changes, an amendment may be proposed and submitted to HRO. An amendment can be prepared for several reasons; a) to differentiate between organizational locations of otherwise identical positions; b) to remove a portion of the duties from one of two or more identical positions.

- c. A Statement of Difference may be prepared for a position description to temporarily lower the grade of a position to assist in recruiting and/or fill at trainee level (particularly helpful in such areas as upward mobility). HRO should be contacted for procedures on preparing a Statement of Difference or an amendment.

- d. Positions with major changes require a new position description. Approval from NGB-HR, the Classification Personnel Center, and the Office of Primary Responsibility must be obtained prior to a new position description being authorized. When a new position description is required, contact HRO for submission procedures and documentation.
6. Classification Appeals

6-1. NGB Job Grading Appeals System for Technicians Employed Under the Federal Wage System (FWS) (TPR 532-1):

a. General - Technicians employed under the FWS may appeal the grade, title, or series of the other job they officially occupy, or the classification of positions under FWS. The technician and the supervisor must agree that the position description is accurate. When disputes concerning the description of duties arise, they must be resolved outside of the appeal channel as this is not an appealable issue. Final adjudication cannot take place until an accurate position description is implemented. Such cases should be handled as request for redescription and/or reclassification rather than as classification appeals.

b. Appeal letter – The technician's appeal letters must include:

1. The appellant's name, location of official headquarters, and the exact location in the organizational structure of the unit in which employed. An organizational chart must be furnished showing where and how the position fits into the organizational structure.
2. The present title, series, and grade of the position officially assigned.
3. The title, series, and grade that the appellant considers proper.
4. Reasons why the present classification is considered incorrect.
5. Justification for the classification considered correct by reference to appropriate OPM job grading standards.
6. A signed statement that the appellant considers the official position description to be a complete and accurate description of the work.

c. Filing options - Technicians covered under the Wage Grade must appeal to the NGB and subsequently to OPM. They may request the HRO to furnish information on the procedure to be followed and the address of the appropriate office. Technicians are encouraged to consult with the supervisor and the Classification Specialist in HRO for advice and assistance on the procedural aspects of preparing an appeal. A Technician has full access to examine those official documents pertinent to the case.

6-2. NGB Appeal Procedures for Technicians Employed Under the General Schedule

a. General - Technicians employed under the general schedule may appeal the grade or series of the position officially occupied or the classification of the position under the General Schedule. The technician and the supervisor must agree that the position description is accurate. When disputes concerning the description of duties arise, they must be resolved outside of the appeal channel as this is not an appealable issue. Final adjudication cannot take place until an accurate position description is implemented. Such cases should be handled as requests for redescription and/or reclassification rather than as classification appeals.

b. Appeal Letter - The technician's appeal letter must include:

1. The appellant’s name, location of official headquarters, and the exact location in the organizational structure of the unit in which employed. An organizational chart must be furnished showing where and how the position fits into the organizational structure.
2. The present title, series, and grade of the position officially assigned.
3. The title, series, and grade that the appellant considers proper.
4. Reasons why the present classification is considered incorrect.
5. Justification for the classification considered correct by reference to appropriate OPM position classification or job grading series.
6. A signed statement that the appellant considers the official position description to be a complete and accurate description of the work.

c. Filing options - Technicians covered under the General Schedule may appeal to the NGB and subsequently to OPM, or they may appeal directly to OPM. Technicians are urged to file their appeal first through NGB channels. However, if they prefer to appeal directly to OPM, they may request the HRO to furnish information on the procedure to be followed and the address of the appropriate OPM office. General Schedule technicians who appeal directly to OPM lose the right to appeal through NGB channels. Technicians are encouraged to consult with the supervisor and the Classification Specialist in HRO for advice and assistance on the procedural aspects of preparing an appeal. The technician has full access to examine those official documents pertinent to the case.
7. Workforce Management Factors

7-1. Organizational Review
Key workforce management factors in the organizational review process are:

a. Supervisory Positions. Supervisory ratios provide an indicator for determining whether the appropriate number and types of supervisors exist in a given unit. In determining supervisor patterns and ratios, consideration should be given to numbers and levels of supervisors and work leaders. Other supervisory situations to be examined are:
   (1) Are second and third level supervisors conducting complete review of finished work?
   (2) Are supervisors focusing on individual specialized work assignments rather than supervisory responsibility?
   (3) Are there supervisors over a few positions (narrow span of control) involving general rather than close supervision?
   (4) Are grades based on high degree of independence in performance of duties?
   (5) Are supervisors graded on added difficulty or supervising one or two positions that are graded higher than the base level positions under the classification guide?
   (6) Are there numerous small branches, sections or units pyramiding?

7-2. Problem Identification
a. Turnover Statistics. Analysis of turnover statistics by organizational location, grade, and position, reasons for leaving, related staffing, training, production problems, etc., provides workforce management problem leads.

b. Organization Charts. Review of product and paper flow charts, functional statements, and position descriptions; can actually identify or point out areas for further study of possible supervisory layering, overlapping of functions, and misclassification.

c. Others: sick leave usage, complaints, grievances, upward mobility statistics, and use of temporary appointments. Analysis of these types of data can in some instances tie in with identified workforce management problem areas.

7-3. Performance Evaluation and Incentive Awards
Side benefits should be considered in the planning of workforce management systems for greater cost effectiveness. The types of information developed in analysis for workforce management purposes can be useful for improvement, and verification of realistic performance standards, and to assure that performance awards are equitable. For example, the provision for a Quality Step Increase of an employee’s pay is designed to make available a degree of administrative flexibility toward improving pay equity among employees which in turn:
   (1) Relates pay to assignments and the competence with which they are performed
   (2) Assures full value for pay; and
   (3) Motivates employees to perform at full capacity.
APPENDIX A

POSITION REVIEW LIST (PRL)

**SUPERVISOR’S ACTION**

<table>
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<tr>
<th>NAME/POSITION</th>
<th>VALID POS/PD ACCURATE (YES/NO)</th>
<th>EMPLOYEE’S SIGNATURE</th>
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APPENDIX B

INSTRUCTIONS FOR USE OF PERIODIC POSITION REVIEW

1. The first level supervisor will list present incumbent (last name, first name, and middle initials), position, PDCN, occupational series, and grade of each position under his/her supervision. If any position is temporarily vacant or unfunded, so state in lieu of incumbent’s name. Technician positions encumbered by AGR personnel should also be included.

2. The first level supervisor should review the mission of the activity/function and the duties required of each position to accomplish this mission. After the above actions have been completed, the supervisor will make the following determinations concerning the position and current position description:
   a. Valid Position. Is the position needed and/or efficiently utilized? If “No” is checked, attach explanation with recommendations as appropriate.
   b. Is the position description accurate? If “No” is checked, the following procedures will be followed: (1) Summarize all proposed revisions on separate listings for each PDCN. (2) When submission of a new position description is required, a signed Optional Form 8 for each new description will be attached with the following items completed: Items 2, 10, 11, 14, 15e, 16, 20a, 20b, and 24. Then begin duty statement on bond paper. (3) Do not add qualifications or compatibility paragraphs to new descriptions. (4) Forward to HRO/Classification Specialist.

3. The supervisor should discuss the contents of the position description with each employee. The following questions should be addressed as a minimum:
   a. Does the employee feel the position description adequately describes what they are doing?
   b. Does the employee feel that he/she is performing duties that are not included in the position description?
   c. Are there duties in the position description that are not necessary and not being performed that should be deleted from the position description?

4. After discussion with employee, the supervisor should have the employee initial the form. The initials signify only that the job duties were discussed and do not constitute employee agreement with the duties.

5. Upon completion of the above requirements, the first and second level supervisor will sign the certification on the form and return to COHRO/PCS through supervisory channels.
APPENDIX C

USE OF POSITION REVIEW LISTS (PRL) BY SUPERVISORS

Upon completion of subordinate’s performance appraisal, the supervisor will carefully review each position description in light of current operating parameters and the duties officially assigned and actually performed by each incumbent. Such survey should include, as a minimum, such careful consideration of all factors as will permit accurate answers to the question at the heads of the first two columns under “SUPERVISOR’S ACTION” on the PRL and a discussion with the incumbent of the job description/position description in comparison to the duties actually performed by him/her. The employee will, as part of such a discussion, be asked to initial the third column. Note that, as the employee’s initials on the form do not express agreement or disagreement with the position description content, classification, or the duty assignments, withholding of initials will accomplish nothing as the supervisor may initial in such cases as well as when the position is vacant. The supervisor will prepare a proposed and more nearly accurate position description for all positions for which the answer in the second column in “No.” This will be given to the classifier during the maintenance review process. When the supervisor conducting the survey has completed the review of all positions for which responsible, he/she will sign each sheet of the PRL in the appropriate block and forward then to the supervisor reviewing the survey. When the PRL’s are all completed for the organizational entity being surveyed, they will be forwarded to the HRO. The Position Classification Representative (or other representative of the HRO) will then arrange details of the on-site periodic position review.