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U. S. DEPARTMENT OF THE INTERIOR OFFICE OF SURFACE MINING RECLAMATION AND ENFORCEMENT DIRECTIVES SYSTEM	Subject Number: PER-25 Transmittal Number: 279 Date: 10/14/86

Subject: Grade Bulge Reduction Implementation Plan

Approval: Jed D. Christensen **Title:** Director

1. Purpose. This Directive sets forth the provisions of the Office of Surface Mining Reclamation and Enforcement (OSMRE) Grade Bulge Reduction Implementation Plan, which is to assess and reduce the proportion of positions classified at GS/GM-11-15 grade range. The Plan provides the framework and methods, through which:

a. The responsibilities of officials charged with coordinating and controlling the efficient planning and utilization of resources will be specified;

b. The indicators of classification inaccuracy and inefficient position management and potential for dollar savings will be identified, resulting in grade bulge reductions; and

c. The reporting of progress and evaluation of OSMRE's grade bulge reductions and dollar savings efforts are to be accomplished.

2. Definitions.

a. Grade Bulge Reduction Implementation Plan (Plan). The Plan, developed based on DOI criteria and requirements, shall:

(1) Identify and address the problems of inefficient position management and the inaccurate classification of individual positions and/or occupations in the OSMRE;

(2) Assess and reduce the proportion of positions classified in the GS/GM 11-15 grade range; and

(3) Meet Office of Management and Budget (OMB) prescribed dollar reduction targets, Office of Personnel Management (OPM) position management indicators, and Department goals for grade bulge reduction.

b. Grade Bulge Reduction Committee. A committee Chaired by the Deputy Director for Administration and Finance and comprised of the Assistant Director for Budget and Administration, the Personnel Officer and the Budget Officer.

c. OSMRE Management. Deputy Directors, Assistant Directors, Field Office Directors, and other OSMRE managers and supervisory personnel.

3. Program Content.

a. Policy. It is the policy of OSMRE to recognize that the grade bulge problem which exists Government-wide for grades GS/GM 11 to 15 is also an Agency problem; that through the use of a variety of strategies, techniques and recommendations an equitable series of steps and procedures can be developed to plan for reduction of that bulge consistent with existing laws, regulations, procedural requirements, and other applicable criteria to achieve the goals and accomplishments that are requested by the Department/OPM/OMB. In implementing this program, the impact of grade bulge reduction activities will be reviewed and evaluated; and consideration will be provided in developing program plans which will attempt to minimize the impact on employees.

b. Objective. To reduce the number of positions within OSMRE, to the extent possible through attrition, between grades GS/GM 11 to 15 to meet position-management as well as the specific dollar target goals identified by the Department and OMB for the appropriate fiscal year, without negatively impacting the efficiency of the Agency by applying such measures as:

(1) Conducting position management reviews for the purpose of identifying, preventing, and eliminating unnecessary organizational fragmentation, excessive layering and/or use of deputies and assistants, improper design of jobs, and inappropriate span of control;

(2) Targeting organizations and positions for intensive management analysis during annual evaluations of Headquarters and Field units.

(3) Assuring that duties and responsibilities are assigned in the most cost effective manner;

(4) Reviewing career ladders to ensure a proper full-performance level;

(5) Conducting comprehensive cyclic position classification reviews and correcting classification inaccuracies;

(6) Reporting and reviewing vacancies as they occur for the purpose of job restructuring, consolidation or elimination, and determining if lower graded positions are possible;

(7) Recruiting at the lowest level feasible; and

(8) Conducting special occupational studies in selected occupations where OSMRE average grade is higher than DOI and/or Government-wide average grade.

c. Prescribed Dollar Reduction Targets

The funding authorization reduction, by fiscal year, for purposes of achieving the grade bulge goals are as follows:

FY-1985	1986	1987	1988	1989
$90,000	$260,000	$435,000	$607,000	$695,000

d. Responsibilities.

(1) The Director. The Director is responsible for insuring the establishment and implementation of an effective and comprehensive Grade Bulge Reduction Implementation Plan.

(2) OSMRE Management

(a) In structuring positions, managers and supervisors authorized to establish positions have the primary responsibility for effective work assignments within their organizations. The objective is to achieve a balanced and fully productive workload for all positions under their supervision. This is basic to the establishment of an efficient and economical position structure to accomplish assigned functions. Accordingly, managers and supervisors will:

1 Familiarize themselves with the OSMRE Position and Pay Management Program (OSMRE Directive PER-5) and provide any necessary explanation of the program to employees.

2 Insure that positions established or changed within their area of jurisdiction are consistent with the policies and objectives of above referenced Directive. Attachment 1 of PER-5 provides criteria to consider when establishing a new position or filling a vacancy.

3 Other factors to consider when establishing a position or filling a vacancy include the following:

(a) Filling vacancies at the lowest possible grade level so that professional employees at higher grade levels concentrate their efforts on higher grade level responsibilities;

(b) Use other programs to recruit employees, i.e., work study, stay-in-school, faculty members, etc.;

(c) Use the Upward Mobility Program to establish trainee positions and allow for career growth opportunities for lower graded employees; and

(d) Establish a Cooperative Agreement with a local college or university to hire Aids/Technicians to establish trainee positions and allow for career growth opportunities.

(b) The submission of a Request for Personnel Action (SF-52) to refill a vacant position or to establish a new position signifies that the approving official has determined that the vacant position must be refilled at its current grade level and cannot be filled at a lower grade, or the new position must be established and that such determination is based on criteria contained in the Position and Pay Management Program Directive, together with the other criteria mentioned immediately above. This determination is reflected by the approving official's signature in Item H of the SF-52.

(3) The Committee. The Committee shall be responsible for:

(a) Analyzing Department/OPM/OMB grade and funding reduction objectives;

(b) Recommending strategies for meeting those objectives;

(c) Causing the drafting of instructions for issuance to Headquarters and field activities which can accomplish the above;

(d) Ensuring EEO objectives are taken into consideration;

(e) Monitoring progress and reporting to top management;

(f) Critiquing and evaluating grade bulge and funding reduction efforts and techniques at the end of the fiscal year;

(g) Developing appropriate reports and analyses for the Director; and

(h) Analyzing achievement and progress toward program objectives as affected by proposed or actual grade reductions.

(4) Personnel Officer. The Personnel Officer is responsible for:

(a) Developing and administering internal implementation plans; monitoring and evaluating implementation progress and compliance with OPM position management indicators

and OMB budget reduction targets; and, preparing statistical and analytical reports as required by this Plan;

(b) Providing advice and assistance to the Director, members of the Grade Bulge Reduction Committee, and managers and supervisors on all aspects of the Plan;

(c) Providing position management assistance and job analysis and evaluation services.

(d) Assuring that the requirements and intent of this Directive have been met before taking personnel or position actions;

(e) Assuring that individual position actions and annual position management surveys are effectively conducted in conformance with the program requirements of this Directive;

(f) Informing OSMRE management of recommended alternatives for achieving grade bulge and funding reduction goals; and

(g) Developing necessary final documentation and reports.

(5) Staff Specialists - Subordinates of the respective Committee members assigned to contribute their expertise will be responsible for:

(a) Providing guidance and assistance to managers and supervisors relative to the requirements and objectives of this Plan;

(b) Insuring that requested personnel actions are in concert with the objectives and provisions of the Plan; and

(c) Identifying and recommending appropriate alternatives to proposed actions which are inconsistent with the Plan and which would provide for more effective position and pay management.

e. Management Coordination. The Grade Bulge Reduction Committee, as established above, will provide for the continuous coordination among management, personnel, EEO, management analysis, and budget staffs in order to assure efficient planning and utilization of resources. The Chairman will assure, through the Committee, that full cooperation and coordination of efforts essential for accomplishment of the objectives of the Plan will be achieved.

f. Program Evaluation. The grade bulge reduction targets are the specifically prescribed dollar reductions issued by OMB. OPM, through use of the Central Personnel Data File (CPDF), will monitor the position management improvement progress, reporting results to the Department and to OMB. OPM will provide data, twice a year, based on the CPDF data for the identified position management indicators, in addition to appropriate advice and assistance on sound position management and position classification. This information will be analyzed and appropriate comments prepared for submission, through the Department of OPM. The position management indicators are as follows:

Factor 1 - GS-GM-11-15/GS-1-10 Index.

Factor 2 - Average Grade Index.

Factor 3 - GS/GM-11-15 Average Grade.

Factor 4 - GS/GM-11-15 Supervisory/Managerial Index.

Factor 5 - Number of GS/GM-11-15 Supervisors and Managers for 100 other Employees.

Factor 6 - Change in number of GS/GM-11-15 Employees.

4. Reporting Requirements. As specified in DOI Grade Bulge Reduction Implementation Plan.

5. References. OPM Federal Personnel Manual Bulletin, 312-8, dated July 27, 1984; DOI Grade Bulge Reduction Implementation Plan and OSMRE Directive - PER-5 (Position and Pay Management Program).

6. Effect on Other Documents. DOI Grade Bulge Reduction Implementation Plan, and OSMRE Directive PER-5 (Position and Pay Management Program).

7. Effective Date. Upon issuance.

8. Contact. Branch of Policy and Evaluation (202)343-4656.