

1 Organizational Structures

Revision Note:

Chapter 1 is currently under revision. When it is completed and appropriate advance notice obligations are fulfilled with the management associations and/or the unions, changes will be published in the *Postal Bulletin*, incorporated in the ELM on the Postal Service Corporate Intranet, and included in the next hard copy issue of the ELM.

110 General Information

111 Purpose

111.1 Objectives

The organizational structures policies of the Postal Service are established to meet the following objectives:

- a. Ensure no duplication of jobs, functions, or responsibilities within or between organizational units.
- b. Ensure consistency of organizational structures and staffing.

111.2 Chapter Content

This chapter documents the principles to establish organizational structures and staffing and describes the programs used to monitor and assess them. It establishes guidelines, policies, and procedures for implementing changes in organizational structures and staffing patterns, and describes factors to be considered in decisions related to organizational changes. In view of functional diversity, varying work requirements, and the wide range of operational circumstances, factors are considered and decisions are reached on a case-by-case basis.

111.3 Importance of Concepts

The organizational design system does not operate on the basis of rigid or inflexible standards. Nevertheless, postal managers should be aware of the

concepts applied in evaluating organizational change requests so that they can:

- a. Make decisions to request such changes on an informed basis.
- b. Submit appropriate documentation to support proposed changes.
- c. Better understand the basis upon which their requests are reviewed and evaluated.

112 Responsibilities

112.1 Headquarters

The Office of Organizational Requirements within the Employee Relations Department in Headquarters has overall responsibility for the control of organizational structures and staffing for the Postal Service. This includes:

- a. Developing and implementing organizational management policies and programs for bargaining unit and nonbargaining unit positions.
- b. Designing programs and procedures for auditing and assessing existing structures and staffing.
- c. Providing a planning capability for the long-range organizational development of the USPS in response to technological and environmental changes.

112.2 Regions

The Regional Director, Human Resources:

- a. Serves as an advisory resource on matters relating to field organizations.
- b. Monitors compliance with approved staffing and structures for field units.

112.3 Managers

All levels of managers throughout the Postal Service are responsible for:

- a. Planning and implementing administrative and operating methods which comply with organizational structures and staffing.
- b. Reviewing their organizations and recommending changes according to the instructions in this chapter.

113 Definitions

113.1 Organizational Terms

- a. *Activity* — a group of related (possibly dissimilar or possibly heterogeneous) tasks which may be performed by an employee or group of employees and results in an easily defined operation or service.
- b. *Function* — a principal method of devising work; may be a single activity, but is more commonly a group of related activities placed

together under one responsibility. Functions are categorized as major or minor:

- (1) *Major Function* — a group of activities which has a direct impact on the overall mission of the Postal Service.
 - (2) *Minor Function* — a group of activities which has an indirect, contributory impact on the mission of the Postal Service.
- c. *Organizational Structure* — the formal relationship that reflects the organizational units within a given group and the pattern of work to be accomplished by the employees in the organization; delineates responsibilities and reporting relationships; and creates a rational division of work. The structure should (1) respond to the needs of an organization and foster the achievement of its objectives and (2) be changed when there is a basic change in the amount or kind of work to be done or in the assignment of the work to the positions involved.
 - d. *Organizational Unit* — an entity in which the necessary activities are divided into segments small enough to be managed or supervised by one person. An *autonomous unit* is a unit with its own finance number which operates under a manager with discretionary decision making responsibility. (See also 113.3.)
 - e. *Program* — a specialized continuing endeavor, consisting of a group of selected projects and activities related to one another within a major function.
 - f. *Staffing* — the numbers, types and relationships of positions within organizations. Approved staffing is determined by staffing criteria — functional and/or quantitative standards which define the requirements for use of a position.

113.2 Basic Managerial Positions

- a. *Director/Manager* — one who plans, organizes, directs, guides, controls, and evaluates employee efforts to achieve organizational goals.
- b. *General Supervisor/Superintendent* — one who has direct organizational responsibility for one or more units, usually through subordinate supervisors.
- c. *Supervisor* — one who has a direct responsibility for ensuring the accomplishment of work through the efforts of others. Normally, a supervisor has no subordinate employees with managerial responsibility for others.

113.3 Organizational Entities

- a. *Group* — an organizational entity in Headquarters that exercises managerial and directive control over several departments, with responsibilities having servicewide impact.
- b. *Department* — an organizational entity in Headquarters with responsibility for heterogeneous major functions having servicewide impact.

- c. *Office* — an organizational entity in Headquarters with major functional responsibility to support a group or department.
- d. *Division* — a service or staff entity in Headquarters, Service Centers, or Headquarters Related Field Units that manages a major function or several minor functions to support a department or office.
- e. *Branch* — a service or staff entity in Headquarters, Service Centers, or Headquarters Related Field Units that provides support to a department, office, or division and exercises authority over a minor function involving several specialized activities.
- f. *Headquarters Related Field Unit* — an organizational entity which performs a major function or group of minor functions, reports directly to a Headquarters manager and exists outside the Headquarters building.
- g. *Service Center* — an organizational entity which reports directly to a manager at Headquarters, and exists outside the Headquarters building.
- h. *Service Office* — an organizational entity which performs an activity or group of activities, usually to support a Service Center.
- i. *Region* — an organizational entity responsible for overseeing subordinate Field Divisions.
- j. *Field Division* — an organizational entity, subordinate to a Region, with managerial responsibility for all operational functions within a geographic area.
- k. *Management Sectional Center (MSC)* — an organizational entity, subordinate to a Field Division, usually with significant mail processing responsibility, and line authority over associate offices within an assigned geographic area.
- l. *Bulk Mail Center (BMC)* — a highly mechanized distribution center, usually subordinate to a Field Division, designed to process third- and fourth-class mail.
- m. *Associate Office* — a post office subordinate to a Management Sectional Center or Field Division, managed by a postmaster, with responsibility for customer services, local delivery, and the receipt and dispatch of all classes of mail.

120 Structures and Staffing

121 Overview

The basic organizational structure of the U.S. Postal Service consists of five levels: Headquarters, regions, field divisions, management sectional centers (MSCs), and associate post offices (AOs). Some units need to be uniquely designed because of their specialized nature; however, units which perform essentially identical functions are structured and staffed according to standard criteria. The central organizational thrust of the Postal Service is to standardize structures to the greatest extent possible. When circumstances require organizational adaptation to special operating conditions or service requirements, it is appropriate to make the necessary allowances in terms of structure and staffing.

122 Structuring Principles

An effective organizational structure should have the following characteristics:

- a. Each position should be tailored to be within the capacities of a single individual.
- b. Each position should be subject to the line authority of only one higher position.
- c. Each position should be clearly defined in terms of objectives and measurable contributions.
- d. All related activities necessary to hold an incumbent accountable for achieving objectives should be assigned to each position.
- e. Duties and authority should be definitely fixed and authority should correspond with responsibility.
- f. The structure should be developed within the complement constraints that have been realistically projected.
- g. The structure should provide for the control of all work necessary to achieve mandated objectives.
- h. Responsibility for current and long-range work should be clearly segregated.
- i. Positions should be classified and grouped to avoid gaps or overlaps in work and/or functions.
- j. The span of control should be neither so broad as to exceed the manager's capacity to manage and integrate effectively nor so narrow as to preclude adequate delegation.
- k. The chain of delegation should be short enough to minimize filtering communications vertically.
- l. Related activities should be integrated at the lowest level consistent with the attainment of objectives, economical use of personnel, and the assignment of responsibilities.

- m. To the extent possible, future work requirements should be anticipated in the organizational design in order to avoid the need for frequent reorganizations.

123 Standard Structures

123.1 Characteristics

Most field operations have common characteristics that can be assessed based on relative size, complexity, and accountability for the work to be performed, which accommodates the application of standard organizational structure and staffing determinations.

123.2 Installations

Established standard structures have been developed for most field units (e.g., field division, MSC, BMC, associate office, carrier station).

123.3 Standard Structure Reference Manuals

The standard structure reference manuals listed below were developed by the Office of Organizational Requirements to show authorized structure and staffing in various organizational categories. Additional manuals will be developed, as appropriate, whenever a major realignment is implemented:

- a. Field Division 1 (May 1986).
- b. Field Division 2 (May 1986).
- c. Management Sectional Center III (January 1988).
- d. Management Sectional Center IV (January 1988).
- e. Management Sectional Center V (January 1988).
- f. Associate Office Postmaster Grades EAS-A through EAS-22 (July 1979).
- g. Supervisory Staffing — Associate Office Grades 18–22 (July 1980).
- h. Supervisory Staffing — Carrier Stations and Branches EAS-14–20 (July 1982).
- i. Finance Station/Main Office Window Unit (June 1979).
- j. Post Office — PM-G (January 1988).
- k. Post Office — PM-H (January 1988).
- l. Post Office — PM-I (January 1988).

124 Specialized Structures

Specialized structures must be individually established, based upon operational requirements that separate these units from other organizations. A specialized structure generally meets one or more of the following conditions:

- a. Uniquely complex (and normally large) because of service requirements and operational scope.
- b. Highly specialized in terms of functions.

125 Staffing

125.1 Staffing Overview

Having established an effective structure, the organizational design process identifies appropriate staffing levels. Staffing (i.e., numbers, types, and grades of jobs) may differ in a given structure on the basis of operational factors. Functional responsibilities and reporting relationships, however, remain consistent from one installation to the next.

125.2 Staffing Criteria

- 125.21 The Office of Organizational Requirements develops staffing criteria; workload activity determines staffing levels.
- 125.22 The amount and type of work are the primary determinants of authorized staffing. Organizations of comparable size and activity which fall within a designated category (e.g., Field Division 2, Management Sectional Center IV, Associate Office Postmaster Grade 22, etc.) usually can be staffed uniformly above the first level of supervision.
- 125.23 In some structures, circumstances may justify staffing variations above the first level of supervision. Variations occur when the workload in specialized functions fluctuates significantly between organizational units within a standard structure category. In such instances, the Office of Organizational Requirements will develop separate criteria for position use.

125.3 Staffing Matrices

A staffing matrix details types and numbers of positions for use within a functional area; for example, industrial engineering or safety, to provide guidance to Field Divisions and local installation heads. A staffing matrix shows the titles, grades, and the minimum and maximum number of positions appropriate for organizational types (e.g., Field Division 2, MSC III, BMC, Associate Office Postmasters).

130 Organizational Change Criteria

131 Workload Increase or Decrease

131.1 Increased Work

When the volume of work increases so that the existing organization can no longer effectively complete it according to accepted performance standards, organizational change may be justified. Workload increases may involve either of the following organizational changes:

- a. Added layers of supervision to maintain an appropriate span of control.

Example: Authorization of a General Supervisor to whom the Tour Superintendent delegates responsibility for supervising multiple supervisors.

- b. Added supervision within an authorized layer already existing in the organization.

Example: Authorization of an additional Supervisor, Mails, under justifiable circumstances.

131.2 Decreased Work

When the volume of work drops off to the point where the existing resources of the organization become underutilized, a reduction in authorized staffing may be justified.

132 Change in Nature of Work

The requirements placed upon an organization may involve the addition or elimination of specialized functions within an authorized scope of activity. When such functions are either added to, or subtracted from an established structure, the organization may need to be modified to reflect such changes.

133 Duplication of Functional Responsibility

When two or more units within an organization are responsible for accomplishing essentially the same work: (a) accountability for performance is difficult to fix and unnecessary costs are incurred and (b) the units may be working at cross-purposes. Consolidation of overlapping functions normally is the appropriate remedy.

134 Inappropriate Reporting Relationships

134.1 Hierarchy of Responsibility

The tasks assigned to a subordinate unit or position within an organization should be reflected within the broader scope of responsibility of the next higher level of management. It is inappropriate to retain a reporting relationship in which the work of the subordinate unit or position bears no

relevance to the functional responsibilities of the management level under which the unit or position is organizationally located.

134.2 **Contingent Work Relationships**

When a high level of interdependence between two organizational functions makes the performance of one unit contingent upon the performance of another, both units usually have a common reporting relationship. In this way, responsibility is clearly fixed for ensuring that the two functions are coordinated. When highly interdependent functions report to different control points in the organization, it may be necessary to restructure the reporting relationships.

135 **Unconnected Work**

Common activities and tasks requiring similar supervisory or technical skill for effective performance should be grouped within an organizational unit or position description. When activities and tasks become too highly differentiated within a unit or position, it may be necessary to separate them into discrete functions.

136 **Inappropriate Span of Control**

136.1 **Factors**

The complexity of a managerial function is to be a governing factor in establishing an appropriate span of control. When subordinates are performing similar tasks, the span of control can be broader than when subordinate functions are only loosely related.

136.2 **Considerations**

- 136.21 Rarely, if ever, can a one-over-one reporting relationship be justified since such an arrangement tends to dilute the responsibility and accountability of the principal manager.
- 136.22 When the span is so narrow that delegation is impaired and subordinate supervisors are limited in the use of initiative and judgment, it should be broadened.
- 136.23 Similarly, when the span is so broad that subordinates are not receiving the proper degree of management, it should be narrowed to ensure closer supervisory guidance.
- 136.24 It is not practical to prescribe upper or lower limits to the span of control in a general context. Each organizational situation must be separately analyzed.

137 **Change in Basic Mission**

Sometimes the mission of an organization changes so basically that the existing structure and staffing become inadequate. Under such circumstances, a major reassessment of existing functional responsibilities and capabilities is required.

138 Reduction of Expenses

A comparison of work requirements with authorized staffing may reveal inefficiencies. Astute management seeks to consolidate duties and responsibilities whenever staffing resources are not being used to the fullest extent. The objective is to achieve operating economies with no adverse effect upon the performance of the organizational unit.

139 Completion of Transition

Organizations that have been designed around new and complex systems often move through a start-up phase prior to becoming fully operational. Note that:

- a. During the start-up phase, staffing requirements may differ from projected operating norms due to specialized activation programs and related activities.
- b. When possible, temporary elements of a start-up operation should be identified beforehand, so that the work can be performed by an employee assigned on detail.
- c. When the organization achieves operating stability, it is appropriate to reassess and adjust the initial structure and staffing as appropriate.

140 Organizational Change Analysis

141 Analysis of Work Requirements

141.1 Nature of Functions

141.11 This analysis involves the separation of the total work of the organization into functional components. Each functional component should represent an aggregate of duties that logically falls within the scope of a single position description (i.e., involves like kinds of skills, knowledge, and abilities).

141.12 The attempt at this stage is not to establish detailed position requirements, but rather to focus on the manner in which work can be organizationally segmented and subsequently assigned to major functional reporting or control points within the unit.

141.2 Volume of Work

141.21 Work volume can be translated into the number of employees required to supervise its processing by using conversion factors appropriate for the activity involved. Whenever possible, volume is expressed quantitatively and derived from historical data coupled with economic forecasts and other relevant projections.

141.22 Work volume is analyzed for its impact on staffing requirements in supporting functions, as well as on the principal areas of operating activity.

141.3 Performance Standards

141.31 The required supervisory and professional resources of an organization are, in some measure, contingent upon the performance standards the unit is expected to meet. Performance standards may be explicitly mandated on a servicewide basis; for example, 95 percent overnight delivery of local originating mail. Often, however, the performance standards of an organizational unit are determined locally, based upon past performance and an assessment of improvement opportunities. It is a continuing responsibility of the unit manager to establish organizational standards of performance through the goal-setting and planning process.

141.32 Both the quantity and quality of production have an impact on staffing requirements and should be factored into the design of the organization.

142 Analysis of Skill Requirements

142.1 Purpose

Skill requirements serve a dual purpose by (a) establishing the database for the construction of selection criteria and (b) placing a clearer focus around certain organizational planning requirements. Chief among these requirements is the development of a hierarchical management structure for the organization that is internally consistent and compatible with structures in other postal installations.

142.2 Method

- 142.21 In order to fix responsibility for functional work, it is necessary to assign specific duties to designated staff positions. Form 6802, *Request for Job Evaluation Action*, is used for this purpose. (See Chapter 2, Job Evaluation, for detailed instructions for preparing Form 6802.)
- 142.22 In establishing the requirements of the position, the necessary job-related skills and experience must be analyzed to identify structural implications. The starting point in this process is a definition of job content.
- 142.23 Section C of Form 6802 outlines in detail the duties performed by the incumbent. The description of each duty suggests the skills required for its effective execution. Action words used to describe the depth of involvement and the degree of responsibility help to differentiate the level of skill, knowledge, and ability required to ensure effective performance in the designated position. Terms such as directs, manages, supervises, oversees, plans, and coordinates, convey definite meanings which can be associated with required skill levels.
- 142.24 Similarly, sections A, B, and F of Form 6802, dealing with function and purpose, scope of responsibility, and the degree of supervision required convey meanings which help to interpret skill requirements.
- 142.25 Section D of Form 6802, Requirements for Position, is based upon an analysis of job content and connects the purpose, responsibility, and duties of the position to the educational disciplines, work experience, physical capacities, and job-related skills expected of the incumbent.

Notes:

- a. Section D of Form 6802 and the corresponding section on the Standard Position Description should *not* be used as selection criteria.
- b. Selection procedures and criteria for all field positions are provided by the Office of Selection and Evaluation, Employee Relations Department, through the issuance of (1) a qualification standard or (2) interim statements of qualifications or selection procedures.

143 Analysis of Functional Relationships**143.1 Basic Factors**

The identification of work and skill requirements provides the basis for determining staffing needs. The configuration of the organization must then be analyzed to ensure that functional alignments and reporting relationships are appropriate to the unit's mission. Criteria used in making such a determination are identified in subchapter 130. The more important criteria are repeated below:

- a. Functional statements and standard position descriptions (including Forms 6802) are reviewed to eliminate duplication of responsibility between subordinate units of the organization, as discussed in part 133. Where such duplication is found, functional responsibility should

be assigned to the subordinate unit having dominant interests in the activity under review.

- b. Functional activity should be grouped to assure homogeneity of work as discussed in part 135.
- c. Span of control should be established consistent with the guidelines discussed in part 136.
- d. Vertical reporting relationships should establish a hierarchy of responsibility consistent with the guidelines discussed in section 134.1.
- e. Contingent work relationships should be aligned consistent with the concepts discussed in part 134.2.

143.2 **Additional Factors**

143.21 **Administrative and Functional Reporting Relationships**

- 143.211 An administrative reporting relationship establishes a clear line of authority between positions or units in the organizational hierarchy. The actions of the subordinate are subject to the direction and/or approval of the next higher level of management, irrespective of the autonomy the latter may choose to grant to, or withhold from, subordinate levels. Subordinate positions never report administratively to more than one higher level supervisor.
- 143.212 A functional reporting relationship establishes a connection between positions or organizational units at different management levels based on the specialized nature of the function for which a mutual responsibility is shared. In this type of situation — often referred to as an indirect reporting relationship — the higher level position or unit provides functional guidance and support to positions or units lower in the organizational structure.
- 143.213 The Human Resources Group at Headquarters, for example, has functional responsibility for the regional human resources activities, while these activities report administratively and directly to the Regional Postmasters General. There is no formal line of authority in a strictly functional relationship.
- 143.214 The administrative head of an organization integrates all unit activities through the exercise of organizational authority. Detailed functional expertise is usually located immediately below this level of management, where administrative authority and functional direction are joined.
- 143.215 Sometimes, however, it is necessary to separate administrative and functional reporting relationships. A separate functional reporting relationship might be justified when:
 - a. The knowledge essential to effective performance is so specialized that the function can only be placed in the higher levels of the organization (e.g., the USPS medical program).
 - b. The consequences of an incorrect decision are so great as to require continuing consultation with a higher organizational level having policy responsibility for the functional area in question (e.g., international mail).

- c. The sensitivity of the function requires total uniformity of execution throughout the entire management system (e.g., labor relations or procurement).

143.216 Organizational relationships are analyzed in terms of the adequacy of functional direction. Where appropriate, functional reporting relationships can be formally established that sanction channels of communication not reflected in the administrative structure.

143.22 **Line and Staff Relationships**

143.221 While line relationships are based upon the exercise of organizational authority, staff relationships are founded on the exercise of organizational influence and the authority of knowledge. While line managers are empowered to make operating decisions, staff personnel act in an advisory role. Line managers report administratively to the next higher level of management. Staff managers report administratively to line or staff management and often functionally to another level of management outside and, sometimes, above the unit structure.

143.222 Staff functions are analyzed on the basis of the following criteria:

- a. *Appropriate Placement Within the Structure.* If the reporting point is too low in the structure, the exercise of influence is impaired.
- b. *Extent of need.* Functional expertise may be readily accessible to line management outside the immediate structure, obviating the need for redundant internal staff.

143.23 **Responsibility and Authority**

A principle rule in organizational design requires authority to be commensurate with responsibility. Managers cannot be held accountable for results over which they have limited control. Reporting relationships are analyzed to uncover any organizational defects that:

- a. Place authority at one or more levels above the designated level of responsibility.
- b. Place essential organizational resources outside the managerial control of the manager who needs them most and who should be accountable for their use.
- c. Grant overlapping authority to two or more positions or units that could lead to jurisdictional conflicts.

144 **Identification of Discrepancies**

144.1 **Design of Model**

The analysis described in parts 141–143 provides a basis for the design of an organizational model:

- a. Analysis of work and skill requirements helps to determine the necessary organizational resources.
- b. Analysis of reporting relationships helps to arrange the resources into a functional structure.

144.2 **Comparison With Existing Organization**

If the existing organization is matched against the model, structural and staffing discrepancies can be identified. The discrepancies become the focal points for organizational change — if further analysis confirms the need to modify the existing structure or staffing plan.

150 Organizational Change Process

151 Nonorganization Performance Problems

No organization is static. Managers should ensure that structure and staffing meet the unit's objective. However, an organization may not perform up to expectations for reasons other than structure and/or staffing deficiencies. If the organization is fundamentally sound, structure and staffing should be left intact and other courses of action should be considered. Frequently, causes of "organizational problems" can be traced to one or more of the problems listed below in *a* through *g*. If the organization suffers from any of the following problems, structural or staffing changes are not likely to correct them; these problems must be addressed directly by actions unrelated to the organizational design process:

- a. Unclear or inadequate training.
- b. Unrealistic goal setting and planning.
- c. Inadequate and/or inconsistent recruitment and selection practices.
- d. Outmoded or cumbersome methods and procedures.
- e. Ineffective managerial controls and feedback.
- f. Inadequate managerial communication.
- g. Ineffective instruction by management.

152 Reasons for Making Organizational Changes

There are several reasons for requesting a change to organizational structure or staffing. Basic reasons include changes in:

- a. Type of work performed.
- b. The amount of work performed.
- c. Operating procedures.

153 Types of Organizational Changes

153.1 General

Proposed organizational changes are classified as minor or major, as specified below in parts 153 and 155. Organizational change requests can originate at any level of postal management. Usually, an installation head initiates a formal request and submits it through administrative channels for approval. These requests should be discussed on an informal basis with higher level functional management and the Field Division compensation and staffing function and/or the Headquarters Office of Organizational Requirements prior to official submission. The approval level depends on the nature and magnitude of the change and may be either:

- a. The field division.
- b. The Office of Organizational Requirements at Headquarters, or
- c. Higher management in the Human Resources Group.

153.2 Major Organizational Changes**153.21 Field Units**

Major organizational changes for field units, implemented by the Office of Organizational Requirements, normally involve one or more of the following:

- a. Establishment of a new bargaining or nonbargaining position description, occupation code, or grade.
- b. Modification of a bargaining or nonbargaining position description which requires rewriting.
- c. A nonstandard reporting relationship.
- d. An exception to a staffing matrix which exceeds the allowable number or mix of positions for the category.
- e. Use of a nonstandard position at the third level or above for Field Divisions, MSCs and BMCs, and at the second managerial level and above for Associate Offices and postmaster grades EAS-21 and above.
- f. Any other structure or position specifically reserved for Headquarters approval.

153.22 Headquarters Units

Major organizational changes for Headquarters units normally involve one or more of the following:

- a. Establishment of a new bargaining or nonbargaining position description, occupation code, or grade.
- b. Modification of a bargaining or nonbargaining position description which requires rewriting.
- c. A nonstandard reporting relationship.
- d. Any other structure or position generally reserved for approval by the Organizational Design Division.

153.3 Minor Organizational Changes**153.31 Field Units**

Minor organizational changes for field units normally involve the addition or deletion of nonbargaining or bargaining positions that appear in the list of authorization guidelines furnished to each Field Division General Manager/Postmaster by the Office of Organizational Requirements. For organizational units at the Field Division level and below, the compensation and staffing function processes minor organizational changes.

153.32 Headquarters Units

Minor organizational changes for Headquarters units normally involve the addition or deletion of nonsupervisory or nonmanagerial positions.

154 Submitting Requests

154.1 Field Units

Forward requests with appropriate documentation (see part 155) through appropriate channels to the Field Division General Manager/Postmaster. Each higher level of management must concur before final submission of the request. Failure to obtain higher level concurrence will result in return of the request with no action taken.

154.2 Headquarters Units

Forward requests with appropriate documentation through administrative channels to the SAPMG, Human Resources Group. Each higher level of management must concur before final submission of the request. Failure to obtain higher level concurrence will result in return of the request with no action taken.

155 Documenting Requests

155.1 Major Organizational Changes

For all requests involving a major change:

- a. Prepare a cover letter describing the purpose of the change, including any anticipated benefits and associated costs. Attach concurrence letters from each higher level of management which include evaluative comments.
- b. Include a revised functional statement for the organizational entity, if appropriate.
- c. Complete a Form 6802 for each new nonbargaining unit job and a Form 820, *Ranking of Position Request*, for each new bargaining unit job requested, and each existing position that will be substantially affected (see Chapter 2).
- d. Attach an organizational chart showing the current organization in terms of: structure, tours, reporting relationships, numbers and types of positions, titles, grades, and occupation codes.
- e. Attach an organizational chart showing the proposed organization in terms of: structure, tours, reporting relationships, numbers and types of positions, titles, and known occupation codes and grades.
- f. Include any relevant statistical data that may help in the analytical process.

155.2 Minor Organizational Change

Requests involving a minor change must be documented as follows:

- a. *Addition.* If the requested position is the same as an existing position, provide a letter containing appropriate justification for the addition.
- b. *Modification.* If the requested position is a modification of an existing position, provide (1) a completed Form 6802 for nonbargaining unit

positions and/or a Form 820 for bargaining unit positions and, (2) a cover letter justifying the modification. See Chapter 2 for further information.

- c. *Reversion.* If the requested position replaces an authorized position, provide information about the position being reverted in a letter justifying the reversion. (If it is a bargaining unit position, provide the key, standard, or individual position number and specify whether or not the position is encumbered.)

156 **Approval Authority**

156.1 **Field**

For minor organizational changes in the field that do not involve a revision of an existing job description, the Field Director, Human Resources, in the Field Division will approve changes for field units. If the request involves a change to an existing job description, the Office of Organizational Requirements must review the request. If the request contains elements of a major organizational change, advice should be obtained from the Office of Organizational Requirements before proceeding.

156.2 **Headquarters**

All organizational changes in Headquarters (and regional headquarters) require the approval of the Office of Organizational Requirements.

157 **Disposition of Requests**

157.1 **Office of Organizational Requirements**

157.11 **General**

The Office of Organizational Requirements may approve, approve in part, deny, or propose changes to organizational change requests.

157.12 **Approval**

Approved requests ready for implementation include all or some of the following:

- a. Revised functional statements.
- b. Organizational charts showing reporting relationships.
- c. A list of approved job titles, grades, occupational codes, and numbers of positions.
- d. Implementation guidelines, where appropriate.

157.13 **Denial**

A letter explaining the reasons for denying a request will be sent through administrative channels to the initiating manager.

157.2 Field Divisions**157.21 General**

Field Directors, Human Resources, may approve, approve in part, or deny minor field changes within their authority, or forward to Headquarters those actions not within their authority.

157.22 Approval

Requests that have been approved will be sent to the initiating official through appropriate channels.

157.23 Denial

A letter explaining the reasons for denying a request will be sent to the requesting official, with copies provided to the appropriate functional units.

157.3 Implementation Guidelines

157.31 To effect a major organizational change with servicewide impact, the Office of Organizational Requirements prepares an implementation plan that contains guidelines for necessary actions. Functional management at Headquarters provides technical guidance, as requested, to ensure accuracy of content and consistency with established policy.

157.32 While circumstances unique to each organizational change govern the implementation plan content, the following illustrates potentially appropriate items:

- a. Personnel policies.
- b. A schedule of target dates for each stage of the plan.
- c. Anticipated internal operational impacts of the modified structure and/or staffing plan.
- d. Standard Position Descriptions for new or modified jobs.
- e. Guidelines for consolidating duties and responsibilities.
- f. Guidelines covering the transfer of functions to or from another organizational unit.
- g. Clarification of new reporting relationships.
- h. Instructions concerning changes affecting bargaining unit positions and consultations with local unions, as necessary.
- i. Suggested procedures for monitoring compliance.

160 Monitoring and Assessment

161 Organization Management Staffing System (OMSS)

161.1 Explanation

The Organization Management Staffing System (OMSS) is a computerized system that:

- a. Provides information reflecting actual versus approved organizational characteristics down to the smallest supervised unit in every postal installation.
- b. Identifies payroll and administrative discrepancies.
- c. Allows for staffing and structural comparisons between like facilities for the purpose of identifying inconsistencies.

161.2 Reports Generated

161.21 Management Organization Report

This report is a graphic display of the distribution of all authorized nonbargaining unit and selected bargaining unit positions within the manager's span of control. It displays the structural arrangement of a postal facility and provides the following data:

- a. Proper job title and occupation code.
- b. Pay schedule and grade or level for each position.
- c. The number of positions authorized for a given job title.
- d. The date of the last change to the authorization for each listed position.
- e. A unique location code for each position reflecting its functional assignment, operational placement, and reporting relationship.

161.22 Management Staffing Report

This report is a sequential printout of authorized positions and incumbents, with all exceptions to the approved staffing clearly indicated. It compares data of known value and quantity from the authorized structure and staffing plan to the data extracted from current payroll tapes. Discrepancies between the two sets of data can be readily identified. The report notes the following variances between *authorized* and *actual* in a *remarks* column:

- a. Vacant positions.
- b. Overcomplement positions.
- c. Nonauthorized positions.
- d. Invalid occupation codes.

161.23

161.23 Management Staffing Exception Report

This report is a summary of all exceptions revealed during a given reporting cycle. The report:

- a. Summarizes the organizational and compensation variances between authorized position and employee data.
- b. Identifies the variances in each postal facility and numerically summarizes them at the MSC, Field Division, and Regional levels.
- c. Provides quick access to data necessary to evaluate organizational problems individually, by management unit, or comparatively between management units of varying sizes.

161.3 Administrative Responsibility**161.31 Headquarters**

The Office of Organizational Requirements is responsible for establishing all policy and procedures that are related to the OMSS.

161.32 Field Divisions

Each Field Division is responsible for compiling and verifying organizational and staffing information for all postal facilities in its area (including the Field Division office), and properly coding this information into the OMSS data base.

162 Organization, Staffing, and Position Reviews**162.1 Responsibility**

The Office of Organizational Requirements periodically assesses established structures and staffing.

162.2 Purpose

The reviews are conducted to ensure that the allocation of approved positions and the assignment of personnel reflect the most effective use of human resources. Specific objectives are to:

- a. Assess uniformity in organizational structures and position use throughout the Postal Service.
- b. Evaluate the adequacy of position descriptions used in the organizational unit review.
- c. Assess the effectiveness of approved staffing and structure.
- d. Identify the informal organization and compare it to the formal structure.
- e. Evaluate staff interaction in a unit or facility to determine if:
 - (1) Approved organizational structures have been implemented.
 - (2) Authorized positions are functioning as intended.

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- (3) Weaknesses exist in the approved organizational structure and/or position used.
 - (4) Timely action is taken whenever nonauthorized positions are found.
- f. Determine if overlapping duties and responsibilities exist within the unit.
- g. Determine if structural or staffing designs leave essential work inadequately supported.

170 Documentation

171 **Functional Statement**

This is a concise definition of the functions or activities for which a given organizational unit is responsible. Official statements are prepared for Headquarters organizations and are maintained by the Office of Organizational Requirements at Headquarters.

172 **Organization Charts**

These are graphic representations of an organization. The official organization charts of the basic organizational entities of the Postal Service are maintained by the Office of Organizational Requirements at Headquarters.