

Chapter 13 Garrison Management

13-1. Purpose.

This is a Department of the Army (DA) Civilian Personnel Occupational Standard (CPOS) which prescribes position classification criteria for positions that are involved in the overall management of base operations (BASOPS). Development of this DA classification standard has been precipitated by the transition from military to civilian incumbents who provide key substantive support to CONUS garrison commanders and OCONUS deputy community commanders in BASOPS management.

13-2. Scope.

The provisions of this CPOS are directly applicable to Forces Command (FORSCOM), the Training and Doctrine Command (TRADOC), and the U.S. Army Europe and Seventh Army (USAREUR). It may be used as an evaluation tool for comparable positions in the remaining major commands, and independent reporting activities within the department.

13-3. Coverage.

As key participants in planning, directing, and controlling overall base operations, all positions covered by this CPOS involve a substantial degree of line responsibility for establishing and implementing overall policies and priorities. Positions which do not meet Level II for the first classification factor (Level of Responsibility) do not encompass the degree of responsibility required for evaluation by this CPOS.

13-4. Relationship to Office of Personnel Management (OPM) Position Classification Standards.

The position classification standard for Health Systems Administration Series GS-670 (December 1979) establishes the framework for the evaluation plan in this CPOS. Selection of this standard emanates from the "striking" similarities between Health Systems Administrators and positions covered by this CPOS. Garrison management positions, like positions classified in the GS-670 series, devote continuing attention to the functional areas of budget and fiscal management, personnel management, and public relations. Despite the close parallels, OPM's criteria for the second classification factor (Complexity of Operating Situation) are unique to a health care delivery system. Consequently, in their place, HQDA has devised criteria that are specific to overall base operations.

13-5. Grading Criteria.

Positions are evaluated in terms of two factors and assigned to grade levels by use of the conversion table on page 9. The two evaluation factors are Level of Responsibility and Complexity of Operating Situation. The criteria for these two factors are considered minimums required for their level, that is, positions which do not fully meet the substance of Level III, for example, should be placed at Level II.

a. Factor I. Level of Responsibility. The different levels for this factor consider how levels of responsibility for BASOPS managers vary according to the amount of authority delegated to the position, the freedom to act independently, the scope and effect of the work performed, the impact of decisions and recommendations, and the nature and purpose of personal contacts.

(1) Level I. The GS-670 standard provides this level for positions that have full responsibility for planning, directing, organizing, coordinating, and controlling overall administrative operations through subordinate managers who possess technical expertise in their respective areas. OPM provides that the overall complexity for Level I positions in the GS-670 series, as well as those at succeeding Levels II and III, is affected by the work environment in which they operate. The fact-finding that accompanied development of this CPOS identified garrison management positions, like

Level I positions in the GS-670 series, whose purpose is also administrative in nature. However, the difficulty of these current Army positions is not affected by an installation's operational and environmental characteristics. Instead, their grades should be set by comparison to closely related OPM standards and not by use of this CPOS. As a result, this level of responsibility has not been included as a part of this position classification document.

(2) Level II. As a full member of the garrison's top management group, an incumbent at this level works on a daily basis with the installation commander, garrison commander, the various directors and the special staff elements. This includes full participation in top management discussions, decisions, and policy making, and sharing accordingly in the responsibility for top management actions. The following duties are representative of positions at this level of responsibility:

- o Participates fully in the development and implementation of both long and short term policies and plans for the garrison/military community;
- o Keeping aware of available resources (personnel, space, equipment and money), and establishing priorities for distributing these resources based on program needs;
- o Delegating authority to and providing general program direction to subordinate managers in the various directorates and special staff offices;
 - Exercising fiscal management responsibility by monitoring expenditures and reallocating funds based on shifting program needs;
 - Assuming a leadership role in developing personnel management policies and in dealing with personnel actions which affect key employees or have possible serious repercussions;
 - Promoting good relations with a variety of groups and individuals including unions, community organizations, the local chamber of commerce, and the surrounding city government

(3) Level III Positions at this level of responsibility have direct line responsibility and full accountability for managing all activities in a garrison or military community. This leadership responsibility is carried out within broad agency guidelines and with full recognition of the technical expertise possessed by the subordinate directors and special staff. This level of responsibility is characteristic of a military garrison commander (CONUS) or deputy community commander (OCONUS).

The following duties are representative of positions at this level of responsibility:

- Establishing and implementing both long and short term policies and plans for the garrison or military community;

- Developing, evaluating, and adjusting organizational structures and management systems to accomplish the mission of overall base operations;
- Delegating authority and providing program direction to the "Executive Assistant (Base Operations)" who in turn delegates authority to subordinate directors and special staff;
- Setting policy for the overall budget and authorizing reallocation of funds based on shifting program needs;
- Has the top leadership role in developing personnel management policies for the garrison/military community and decides the final course of action on personnel actions which affect key employees or have possible serious repercussions;
- Personally handles sensitive community relations matters with a variety of groups, organizations and individuals to include members of the local Congressional delegation, labor unions, the local Chamber of Commerce, and members of the local city/town governments (i.e., School Board, mayor and city council)

b. Factor II. Complexity of Operating Situation. The four degrees for this factor measure the impact of operational and environmental characteristics on the managerial complexity of a garrison management position.

(1) Degree A

This level of operating situation is characterized by the management of a satellite installation (e.g., Camp Bullis or Camp Roberts) of a CONUS installation or a recognized sub-community (e.g., Crailsheim) of an OCONUS community.¹

(2) Degrees B through D

These levels reflect the difficulty emanating from the management of a CONUS installation or an OCONUS military community. Increases in managerial complexity for these three levels are manifested in the following five areas: (a) the mission of an installation or military community that its installation or community commander presides over; (b) the nature of tenant organizations; (c) the size of the installation's workforce; (d) the family member population served (a factor that assesses the demands placed on the facilities of the DEH and DPCA); and (e) the presence and number of CONUS satellite installations or OCONUS sub-communities.

¹This CPOS makes a distinction between a remote work site and the situation depicted under this degree of complexity. Degree A represents a work location, geographically dispersed from the principal site of an installation or community, where a formal management structure has been established to plan, direct and control its daily activities. Typically, a satellite installation or sub-community is separately designated on the TDA, has a commander in the rank of 05 or 06 and is a recognized separate organizational entity.

(a) Mission of Installation or Military Community that its installation or community commander presides over.

Degree B (3 points) - Brigade, regiment or other organization commanded by or authorized to be commanded by an officer in the rank of 06 or lower (e.g., First Infantry Division (Forward); 11th Armored Cavalry Regiment)

Degree C (6 points) - USAREUR or FORSCOM division, tactical command (e.g., 32nd Army Air Defense Command), a TRADOC service school or other organization commanded by or authorized to be commanded by an officer in the rank of 07 or 08.

Degree D (9 points) - USAREUR or FORSCOM Corps (e.g., Fort Hood) headquarters, CONUSA headquarters, a TRADOC integrating center, MACOM headquarters (e.g., Fort McPherson) or other headquarters commanded by or authorized to be commanded by an officer in the rank of 09 or 010.

(b) Nature of Tenant Organizations. 1, 2

This element assesses those tenant organizations that receive the full range of base operation support from the garrison or military community.

Degree B (3 points) - Tenant(s) comparable in size and/or mission to an AAFES, Commissary, MEDDAC/DENTAC clinics, or Commissary Region.

Degree C (6 points) - Tenant(s) comparable in size and/or mission to a regiment, brigade, major medical center, major research and development laboratory, major subordinate command (e.g., TRADOC Analysis Command), or TRADOC-type school (e.g., Academy of Health Sciences).

Degree D (9 points) - Tenant(s) comparable in size and/or mission to a Division headquarters or MACOM headquarters.

1 A garrison management position covered by this CPOS may be assigned only those points shown for this factor. As a result, intervening points (i.e., 4, 5, 7 and 8) are not authorized.

2 Organizations credited in evaluation of Factor II, element a (Mission of Installation or Military Community that its installation or community commander presides over) will not also be considered "tenants" for the purpose of evaluating element b (Nature of Tenant Organizations).

(C) Size of Total Installation Workforce.

Military and civilians assigned to the garrison or military community, including all directorates and staff offices, installation mission organizations, tenants, satellite installations, remote work sites and subcommunities. Long-term student population may be included for TRADOC-type schools.

Degree B (1 point) - Less than 7,500

Degree C (2 points) - 10,000 - 15,000

Degree D (3 points) - Over 20,000

(d) Family Member Population Served.

Military family members, on and off-post, and civilian family members OCONUS.

Degree B (1 point) - Less than 5,000

Degree C (2 points) - 7,500 to 15,000

Degree D (3 points) - Over 20,000

(e) Satellites.²

The number of sub-communities in USAREUR or satellite installations in CONUS that receive the full range of base operation support from the military community or installation.

0- None

Degree B (1 point) - 1

Degree C (2 points) - 2

Degree D (3 points) - 3 or more

Note: The evaluation criteria for elements c (Size of Total Installation Workforce) and d (Family Member Population Served) contain gaps between the different numerical ranges. The following principle will apply in order to resolve any situation where a position properly falls in the gap between two degrees of operational complexity. Any position that falls short of the midpoint - 8,750 and 17,500 for element c and 6,250 and 17,500 for element d - will be assigned to the next lower range. On the other hand, if a position meets or exceeds the midpoint and has no underlying weakness in the creditable population, the position

1 Contract employees, who perform base operation functions that were previously accomplished by "in-house" manpower, should be counted under element c for Factor II, Complexity of Operating situation.

2See Footnote, Page 4. A remote work site(s) is not creditable under element e for Factor II, Complexity of Operating Situation.

May be assigned the next higher range. An underlying weakness is considered to be present when the creditable population does not appear to reflect a commensurate degree of complexity on the garrison management position. An illustrative example for element d (Family Member Population Served) in this regard might occur when an overwhelming proportion of military sponsors and their family members resides outside the installation and the Housing Division within the Directorate of Engineering and Housing (DEH) is providing minimal assistance in the location of available housing. This situation would appear to indicate that the demands on the DEH are less than would be expected for the population that is being credited in the evaluation process. Activities are reminded that the intent of element d is to assess the demands that are being placed on the facilities of the DEH and DPCA.

(3) Comprehensive Evaluation. After being assigned points in terms of the criteria for each of the preceding five (5) factors, a garrison management position is evaluated in terms of the following three (3) strengthening aspects. A position is awarded one (1) point for each strengthening condition identified in its work situation.

(a) Level of Responsibility. Factor I of this CPOS is comprised of two levels of responsibility - II and III. Civilian positions that satisfy its inclusion criteria will be properly evaluated at Level II unless the garrison commander or deputy community commander has been civilianized. Nevertheless, extraordinary situations will exist where a civilian garrison management position has been assigned several duties and responsibilities that are characteristic of Level III. When a work situation of this nature occurs, a strengthening condition is considered to be present.

(b) Tenant Organizations. Credit is limited to garrison management positions that have been properly evaluated at Degree C or Degree D for element b (Nature of Tenant Organizations). A strengthening aspect exists when the garrison or military community provides the full range of base operation support to three or more organizations comparable in size and/or mission to those of Degree C or Degree D.

(c) Exceptional Local Situation. A few positions will regularly face managerial challenges that are precipitated by an operational element that the criteria in this CPOS have not considered for evaluation purposes. For example, the installation or military community may provide base operation support to a sizable population of reservists or military retirees. A strengthening condition in this illustration would be considered to be present when such a population clearly imposes additional considerations that must be taken into account in the overall management of the garrison/military community.

Garrison management positions are to be assigned to a particular degree in accordance with the following cumulative point totals:

<u>Degree</u>	<u>Points</u>
B	8-15
C	16-22
D	23-30

Note: The evaluation criteria for elements c (Size of Total Installation Workforce) and d (Family Member Population Served) under Factor II (Complexity of Operating Situation) employ numerical ranges. The degree of complexity for a garrison management position under consideration will not be changed based upon a change in credit for either or both of these elements unless the population serviced has substantially dropped into the lower range or has substantially increased in the next higher range and the change is viewed as permanent.

Grade Level Conversion Table

Factor II Complexity of Operating Situation	Factor I Level of Responsibility	
	II	III
A	GS-12	GS-13
B	GS-13	GS-14
C	GS-14	GS-15
D	GS-15	

6. Occupational Series. The purpose of a position meeting the inclusion criterion of this CPOS is to assist as a line official in the management or direction of the overall base operations program. With management and executive knowledge and ability being the paramount qualification requirement without a requirement for specialized qualification in a subject-matter or functional area, the GS-340 Program Management Series is appropriate for any such position.

7. Occupational Title. OPM has not published a classification standard or fly sheet for the GS-340 Program Management series. As a result, there are no mandatory titles for a position classified to the GS-340 series. The following titles are therefore constructed for the different levels of responsibility in this CPOS:

a. Level II - Executive Assistant (Base Operations)

b. Level III - Base Operations Manager