U.S. DEPARTMENT OF AGRICULTURE FARM PRODUCTION AND CONSERVATION MISSION AREA BUSINESS CENTER WASHINGTON, DC 20250

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APPROVING OFFICIAL: Thomas Christensen, Deputy	ORIGINATING OFFICE:
Chief Operating Officer, Business Services	Human Resources Division

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1. PURPOSE

This directive provides policy, responsibilities, and requirements for administering the Farm Production and Conservation (FPAC) Mission Area position classification program.

2. SCOPE

This directive applies to all General Schedule (GS) positions in the Business Center, Farm Service Agency (FSA), Natural Resources Conservation Service (NRCS), and Risk Management Agency (RMA).

3. SPECIAL INSTRUCTIONS/CANCELLATIONS

This directive replaces the following agency policy on position classification.

- a. NRCS GM 360, Part 405, "Position Classification"
- b. FSA/RMA Handbook 2-PM, "Position Classification."

4. POLICY

It is the policy of the Farm Production and Conservation (FPAC) Mission Area to classify positions in accordance with U.S. Office of Personnel Management (OPM) classification standards using sound position classification principles.

5. RESPONSIBILITIES

- a. The FPAC Human Resources Division (HRD), Workforce Operations Branch, Position Classification Section, is responsible for ensuring the accurate classification of positions and maintaining a sound position management program.
- b. Supervisors are responsible for assigning work, ensuring that position descriptions (PDs) of employees they supervise are current and accurate, informing employees of their duties, and reporting any substantial changes to HRD in the FPAC Business Center.
- c. Employees are responsible for bringing to the attention of the supervisor any continuing differences between the work assignments and the PD that substantially affect the accuracy of the official PD.

6. DELEGATION OF CLASSIFICATION AUTHORITY

- a. The authority to classify positions is delegated to the Secretary of Agriculture and has been redelegated in the following order. This authority may be redelegated to other qualified Human Resources professionals at the discretion of those named below. Any further redelegation of authority must be in writing.
 - (1) Chief Operating Officer, FPAC Business Center
 - (2) Deputy Chief Operating Officer for Business Services, FPAC Business Center
 - (3) Chief Human Capital Officer (CHCO), FPAC Business Center.

6. DELEGATION OF CLASSIFICATION AUTHORITY (CONTINUED)

- b. All individuals to whom classification authority has been delegated will be guided by the policies and regulations of OPM and the U.S. Department of Agriculture (USDA), Office of Human Resources Management (OHRM), in exercising such authority. Their actions are subject to validation through reviews and audits made by OHRM and OPM.
- c. Limitations on Delegated Authority.
 - (1) Authority will not be delegated to individuals:
 - (a) To classify positions for persons in direct line of supervision above them.
 - (b) To classify their own position.
 - (c) Who serve in an acting capacity, unless they are qualified to carry out those responsibilities.
 - (2) The FPAC CHCO may at any time, change, modify, or withdraw classification authority or any delegation made thereunder when, in the opinion of the FPAC CHCO such use is incompatible with FPAC policy, or USDA or OPM policy.
 - (3) Classification authority will be exercised by incumbents of designated positions or by persons formally designated to act in such positions. Prior to exercising such authority, at a minimum, employees must complete a basic position classification course or equivalent training. PDs should reflect the individual's classification authority.

d. Records

Records of delegations of classification authority, including jurisdictional areas, position coverage, and the name, title, series, grade, and location of each individual to whom such authority has been delegated must be maintained.

7. REQUESTS THAT REQUIRE CLASSIFICATION APPROVAL

a. Positions GS-13 and above and all positions having FPAC-wide area of consideration, regardless of grade, must be reviewed prior to being announced by HRD, FPAC Business Center. Within HRD, these actions must be reviewed and approved by the FPAC CHCO, or designee, before the establishment, promotion, or advertisement may take place.

7. REQUESTS THAT REQUIRE CLASSIFICATION APPROVAL (CONTINUED)

b. Documentation Required

- (1) Copies (not originals) of the following documents and information are to be submitted when requesting a classification review:
 - (a) an accurate, up-to-date PD written in the proper format;
 - (b) Form AD-332, "PD Cover Sheet," signed by the supervisor and an individual with delegated classification authority;
 - (c) an evaluation statement when required; and
- (2) For establishing new positions, indicate where these duties have materialized (e.g., increased work load, new function, etc.).

Please note these requirements are in addition to the staffing documents required to advertise a position.

8. CLASSIFICATION AUDIT

a. Background

A classification audit (or "desk" audit) is an interview with an employee, which is conducted by a Human Resources Specialist assigned to the Position Classification Section, Workforce Operations Branch, HRD, FPAC Business Center, to gather information to assist in the evaluation of the employee's position against the appropriate classification standard. Classification audits do not have to be conducted at the employee's duty station or work site, and may be conducted virtually. During the audit, the Human Resources Specialist will review work products completed by the employee, obtain information regarding the employee's duties and responsibilities determine the amount of time the employee devotes to each major duty, discuss the amount and type of supervision received, and determine the complexity of work performed by the employee. The employee's immediate supervisor will also be interviewed to discuss the audit findings and determine if there is agreement concerning the employee's duties and responsibilities, amount and type of supervision provided, complexity and impact of work, and to resolve any discrepancies.

b. Policy and Process

- (1) Classification audits should be done on a limited and exceptional basis in FPAC. This is because it is the responsibility of both supervisors and employees to ensure all employees are working within the bounds of their position description. In addition, a change in the quantity of work is not a basis for a desk audit, nor is the performance of the employee. The complexity and scope of authorities and major responsibilities of the employee's position are the key General Schedule grade determinants. Some examples could be a change in the scope of a position from a regional to a national level, a change in the complexity of a position due to recent and significantly more complex statutory or regulatory changes, or a change in the purpose of a position, which is now required to lead a more complex array of interrelated organizational functions through delegated authorities.
- (2) A classification audit will be conducted for valid requests to determine if an employee truly is working consistently above the identified full performance level of the position. However, it is noted that FPAC employees do not have an absolute right to a classification audit.
 - (a) Any FPAC employee who believes that his or her position description, job title, series, or grade is significantly inaccurate should discuss the situation with his or her supervisor first. The supervisor's first responsibility is to determine what adjustments can be made, if there is a valid basis, to ensure the employee is working within the parameters and expectations of the position description. Only if this step has been fully addressed first and there is no other feasible solution may a position may be considered for a desk audit. If the supervisor, in consultation with Human Resources, determines a desk audit may be warranted, then the supervisor will discuss the need for the employee's position to be reviewed with the appropriate chain of command.
 - (b) If the employee's chain of command believes that a classification review of the employee's position is warranted, a written request, with supporting documentation should be forwarded to the Position Classification Section through ServiceNow, for review and appropriate action. A copy of the written request and supporting documentation must also be provided to the FPAC CHCO.

b. Policy and Process (Continued)

- (3) Any request for a classification audit must include the following information:
 - (a) Name of the employee for whom the classification audit is requested;
 - (b) Position description number and the title, series, and grade of the position;
 - (c) Organizational unit and location of the affected employee;
 - (d) Name, title, and telephone number of the supervisor of the position;
 - (e) Reason for the request (i.e., a description of how the major duties have significantly changed); and
 - (f) Other documentation to support the request, such as the identification of major duties being performed, but not contained in the employee's position description.
 - (g) If higher-graded work is the basis for the request, a description must be provided of alternatives management considered in lieu of assigning the claimed higher-graded work, such as dividing the duties being performed in the position among existing positions, contracting externally or with other agency counterparts. The explanations must include the reasons other alternatives were not feasible.
- (4) Once the Position Classification Section has received the fully documented request for audit, a Human Resources Specialist from the Position Classification Section will contact the affected employee and the supervisor within ten calendar days to acknowledge receipt of the request. At this same time, the Position Classification Section will determine their ability to address the request based on staff capacity. The assigned Human Resources Specialist will determine whether a decision regarding the classification of the employee's position can be made from the documentation provided in the written record, based upon review of the written request and supporting documentation. If such a determination cannot be made, then the Human Resources Specialist will conduct an interview of the employee and the supervisor, either in person or virtually. The classification audit is intended to verify the duties and responsibilities of the FPAC employee, as well as to determine the scope and complexity of the employee's assigned duties.

b. Policy and Process (Continued)

- (5) Where a classification audit is necessary, the Human Resources Specialist will provide audit questionnaires to the FPAC employee and the supervisor within 15 calendar days of receipt of the audit request. The questionnaires are used by the assigned Human Resources Specialist to facilitate the interview process during the audit. The Human Resources Specialist will conduct the audit, either telephonically or in person, within 45 calendar days of receipt of the audit questionnaires.
 - (a) The audit will be scheduled at a date and time mutually agreed to by the employee, supervisor, and Human Resources Specialist. During the audit, the Human Resources Specialist will conduct interviews with the employee and at a minimum, the employee's immediate supervisor. Other individuals, including in the employee's chain of command, may also be interviewed.
 - (b) The employee and the supervisor should be prepared to provide work samples and other supporting documentation to the Human Resources Specialist during the audit interview. The Human Resources Specialist will present tentative findings to the employee's supervisor and solicit additional information from the supervisor where required and appropriate.
 - (c) A final report detailing the classification audit findings will be provided to the requesting unit within 90 calendar days of the Position Classification Section's receipt of the request for the audit.

c. Audit Findings

- (1) A classification audit may result in any of the following findings:
 - (a) If the audit finding results in a proposed increase in grade, management may elect to:
 - 1 Upgrade the position competitively;
 - 2 Upgrade the position noncompetitively; or
 - 3 Reassign or eliminate the higher-graded duties from the position and maintain the position's current grade.

c. Audit Findings (Continued)

- (b) If the audit finding results in a proposed reduction-in-grade, management may elect to:
 - 1 Assign higher-graded work appropriate to the position to sustain its current grade level; or
 - 2 Initiate appropriate action to change the employee occupying the position to the lower grade as documented by the audit. The personnel action documenting this decision must be effective not later than the beginning of the sixth pay period following the date of the decision to change the position to the lower grade unless a subsequent date is specifically provided in the report of audit findings.
- (c) If the audit finding results in no proposed change to the grade of the position, but a proposed change in the title and/or series of the position, management must take one of the following actions:
 - 1 Initiate the appropriate action to update the position description accordingly;
 - 2 Assign the employee to an appropriate position description that already exists; or
 - <u>3</u> Develop a new position description, as appropriate.
- (2) Once a final determination is effectuated regarding a classified position description, it will not be reviewed for a period of two years from the final classification date. It is the responsibility of the supervisor and the employee to ensure the employee is operating within the bounds of the position description.

d. Promotions Based on Accretion of Duties

- (1) All of the following conditions must be met before a noncompetitive promotion action may be approved by the FPAC CHCO, based on an accretion of duties:
 - (a) The new duties are grade controlling and are regular and recurring (performed at least 25 percent of the time).
 - (b) There is demonstrated evidence of higher-level duties and responsibilities that have been performed successfully by the employee.
 - (c) The major duties and basic functions of the former position are absorbed in the new position.
 - (d) The accretion action will not result in the creation of a new position and the former position is abolished.
 - (e) The successor position must not have any known promotion potential beyond the accreted grade level.
 - (f) The addition of higher-level duties and responsibilities must not result in the abolishment of another position, reduce the full performance level of a vacant position, or otherwise adversely impact another occupied position.
 - (g) No other employee in the same organizational unit or functional area who occupies an identical or similar position is performing identical or similar duties.
 - (h) For General Schedule positions, the grade level must not be more than one grade level above the position under review.

d. Promotions Based on Accretion of Duties (Continued)

- (2) Noncompetitive promotion shall not be based on any of the following:
 - (a) Promotion from one-grade interval position to a two-grade interval position;
 - (b) Promotion from one occupational series to another occupational series;
 - (c) Movement to a vacant, higher level position;
 - (d) Promotion from an identified and authorized (I/A) position in the same organizational unit or functional area;
 - (e) Promotion from a nonsupervisory position;
 - (f) Promotion from a non-leader to a leader position; or
 - (g) Promotions based on accretion of duties that cross organizational units or functional areas

e. Retention of Records

All documents related to a classification audit case file, including the Human Resources Specialist's notes from the audit, will be maintained for the appropriate retention period and in the FPAC official system of records.

f. FPAC Mission Area Administrative Grievance System

Because all federal employees have the right to appeal classification matters to the USDA CHCO and OPM, and the ability to seek reconsideration of classification determinations to the FPAC CHCO, classification determinations are excluded from coverage under the FPAC administrative grievance system.

9. POSITION DESCRIPTIONS

a. Accurate and Current Position Information

A Position Classification Coversheet, Form AD-332, must accompany all PDs and must be signed by the immediate supervisor certifying that the PD is complete and accurate. Also, the form must be signed by an employee with delegated classification authority to certify classification accuracy.

b. Official PDs

A PD is the official record of the major duties and responsibilities assigned to a particular position by management. The PD should be kept up to date and should include any significant information which affects its classification.

c. Guidelines for Developing and Maintaining PDs

(1) Minor Variations in Duties

- (a) A position should be described to avoid the need to rewrite the PD when only minor changes in the position occur or when additional positions differing in only minor respects are established.
- (b) Such factors as size of workforce, names of programs or acres of land, which may fluctuate, can be described as approximations or ranges (provided the range falls entirely within one grade level). A description for a position assigned "projects," such as research scientist or civil engineer, can describe the kind of project concerned and sufficiently show the level of difficulty without naming current projects. This will preclude the need to change the PD every time the project changes.

(2) Amendments

- (a) Sometimes a review of a position will show that some aspect of the PD has changed, but that the changes can be reflected by revising rather than rewriting the description. These changes can be made by an amendment to the PD (by notations or an attachment).
- (b) Each amendment must be officially approved and evaluated by the Classification Team and recorded on all copies of the PD.

c. Guidelines for Developing and Maintaining PDs (Continued)

(3) EEO and Civil Rights Statements

- (a) The EEO statement provided in Appendix B to this policy is to be included in all PDs. Positions involving program management and program delivery responsibilities, such as NRCS State Conservationists or FSA State Executive Directors and their principal staff, are to have in their PDs the civil rights statement provided. Some positions may require one statement, whereas other positions require both statements.
- (b) Revisions may be made to these statements, if necessary, to fit the specific situation so long as it does not change the overall intent of the statements. More comprehensive statements will be needed for employees with EEO/civil rights collateral duties.

(4) Nonsupervisory PDs

- (a) The PD should define the major duties assigned and the nature and extent of responsibility for carrying out those duties. One-time, temporary duties should not be included.
- (b) Nonsupervisory PDs may be in the format of the applicable standard or guide, or in the Factor Evaluation System (FES) format. If a non-FES job is written in FES format, any additional information necessary for classifying the PD under the proper non-FES standard must be provided.

(5) Supervisory PDs

- (a) The PD for a position which meets the criteria of the OPM General Schedule Supervisory Guide (GSSG) must be written in the format of the OPM Guide. It should include a discussion of duties, program scope and effect, organizational setting, supervisory and managerial authority exercised, personal contacts, difficulty of typical work directed, and other conditions.
- (b) The description need not include a detailed discussion of the work performed by subordinate employees. However, there should be consistency between a supervisor's and subordinate's PD concerning supervision given and received.

c. Guidelines for Developing and Maintaining PDs

(6) FES PDs

PDs for positions classified under an FES standard must be written in the proper factor format.

(7) Standardized PDs

A standardized PD is a single description used to cover a group of positions with the same title, series, grade, and similar duties. Positions covered by a single description may be in the same or different organizational units or in one or several geographical locations. Similarly, they may be identical (sometimes referred to as "identical additional" positions), or may differ in their minor, incidental duties. Care must be taken to assure that each such description is used only for positions which it describes accurately.

(8) Statement of Difference

- (a) A statement of difference is normally attached to a fully described PD to support classification at the next lower grade level. A typical statement reads, "The incumbent will operate under closer supervision and guidance than reflected under the attached position description." This statement is acceptable when the position is classified by a standard written in the narrative format.
- (b) For positions classified by an FES standard, it is necessary to re-describe a factor (or factors), so the total amount of points assigned converts to the lower grade level. This re-described factor(s) should be attached to the full performance level PD.

d. Evaluation Statements

- (1) An evaluation statement is required for all nonsupervisory positions when:
 - (a) No OPM classification standard or guide has been published which covers the series of the position;
 - (b) A published OPM classification standard or guide exists, but the duties and responsibilities of the position are classified above or below the grade level criteria provided in the standard or guide;
 - (c) More than one classification series is applicable (mixed series), or the position is mixed grade;
 - (d) The position is interdisciplinary;
 - (e) The position is being upgraded based on a desk audit; or
 - (f) The position is covered by an FES standard or any other standard with assigned points, levels, and/or conversion tables, or it is divided into parts (e.g., S-0342, GS-0810).

(2) Non-FES Evaluation Statements

- (a) Evaluations for non-FES standards must provide a detailed analysis of the duties and responsibilities of the position in comparison with the appropriate OPM classification standard. These evaluations must include a discussion of series, title and grade determinations, and a conclusion.
- (b) The evaluation statement should be written in the same format as the applicable classification standard. For approval of promotion requests, it should show how the position exceeds its current grade level and meets the higher level. For denied promotion requests, vacancies, and all other reviews, the evaluation statement must show how the position meets the current grade level and does not meet the next higher level.

d. Evaluation Statements (Continued)

(3) FES Evaluation Statements

- (a) Factor level determinations for positions covered by FES standards must be documented on all copies of the PD and on the Form AD-332.
- (b) Where there is a significant question as to the appropriateness of the assigned factor level, the information should be documented as follows:
 - 1 Identify the factor requiring further discussion
 - <u>2</u> Indicate the factor level selected from the appropriate FES classification standard.
 - <u>3</u> Provide an explanation of how the next lower level is exceeded, how the selected level is met, and how the next higher level is not met.

(4) Supervisory Evaluation Statements

Positions which meet the criteria of the General Schedule Supervisory Guide (GSSG) must be evaluated by this guide.

e. Records

(1) Active PDs

The FPAC Human Resources Division will maintain, in a central location, the original PDs and evaluation statements for all positions. The files are to be maintained organizationally in grade descending order.

(2) Abolished PDs

The official copy of abolished PDs will be maintained in separate files by series and grade, and must be kept 2 years from the date abolished.

f. Interdisciplinary Positions

- (1) An interdisciplinary position is a professional position involving duties and responsibilities closely related to more than one professional occupation. As a result, the position could be classifiable to two or more professional occupational series. The nature of the work is such that persons with education and experience in either of two or more professions may be considered equally well qualified to do the work.
- (2) Interdisciplinary positions generally fall into one of the following two categories:
 - (a) Positions which involve a specific combination of knowledge characteristic of two or more professional series; or
 - (b) Positions which involve knowledge which is characteristic of either of two or more professional series.
- (3) Positions are not to be considered interdisciplinary when members of a team work cooperatively on an interdisciplinary problem or project where each team member contributes to the solution primarily in terms of a single professional discipline. Also excluded are positions which require special licensing, as in the practice of medicine, and positions which are solely from a variety of education and experience backgrounds.
- (4) The PD should clearly show that the position is interdisciplinary and be annotated in block 32 of the AD-332 as follows: "This is an interdisciplinary position which is classifiable in any one of the following series." The final classification of the position is determined by the qualifications of the person selected to fill it and should be annotated in blocks 10 through 15 of the AD-332.
- (5) An evaluation statement must be prepared for all interdisciplinary positions. At a minimum, the evaluation statement must address the various series chosen and how the knowledge is closely related.

10. PERIODIC REVIEW OF DESCRIPTIONS AND CLASSIFICATION

- a. Although periodic reviews of positions are no longer mandated by OPM or USDA, accurate classification is a legal requirement and a component of sound personnel management. At a minimum, there must be an accurately classified PD for every position, PDs must be reviewed for proper classification as vacancies occur, and evaluation statements must be prepared when required.
- b. The Classification Team will review a representative sample of existing positions on an annual basis. This review should cover a broad cross-section of positions. When practical, all positions in an organizational unit should be evaluated at the same time. A representative sample of positions should be reviewed to determine if PDs are accurate. Issues that should be addressed in the review are:
 - (1) Supervisor/employee ratio;
 - (2) Accuracy of PDs;
 - (3) Proper classification of positions;
 - (4) Organizational structure;
 - (5) Position management; and
 - (6) Reorganizations/changes in function.
- c. The maintenance review worksheet is available to HRD through the Position Management System Operations (PMSO) and may be provided to supervisors as part of periodic reviews. Each supervisor would use the worksheet to certify that he/she has reviewed and discussed PDs with employees and identify the status.
- d. After each periodic review, a report must be prepared for management on the findings and recommendations. The classification review program will be reviewed during quality assurance evaluations.

11. POSITION CLASSIFICATION APPEALS

Appeals

Appeals Process Related to Classification Determinations

- a. It is important to note that a supervisor is the individual who requests the desk audit of one of the positions that they supervise, not the employee of the position. Employees can request a classification appeal. Employees have the right to appeal certain classification determinations regarding their permanently assigned positions. The classification refers to the title, pay plan, series, and/or grade assigned to the position. Prior to filing an appeal, employees are encouraged to attempt to resolve any classification concerns by discussing such matters with their supervisor. Generally, an employee may appeal the classification of his or her current position at any time.
- b. An employee may file an appeal regarding the following:
 - (1) A determination regarding the series or grade of the position;
 - (2) The title of the position, if it is an authorized title specified in the appropriate classification standard; or
 - (3) Whether the position is included or excluded from the General Schedule.
- c. Employees may not appeal the following issues related to classification:
 - (1) Inclusion or exclusion of a major duty in the official position description;
 - (2) The accuracy of the official position description;
 - (3) An assignment or detail outside of the scope of normally performed duties as outlined in the official position description;
 - (4) The accuracy, consistency, or use of any USDA or FPAC supplemental classification guides;
 - (5) The title of the position, unless a specific title is authorized in the appropriate classification standard or flysheet published by U.S. Office of Personnel Management (OPM) or the title reflects a qualification requirement of the position or an area of specialization;
 - (6) The class, grade, or pay system of a position to which an employee is detailed or temporarily promoted (exception: if the employee is serving under a term promotion effected under 5 CFR Section 335.102(g), the classification of the position may be appealed);

11. POSITION CLASSIFICATION APPEALS (CONTINUED)

- (7) A proposed classification decision;
- (8) The classification of any position to which the employee is not officially assigned by an official personnel action;
- (9) Comparison of the classification of a position with other positions, rather than comparing a position with the published OPM standards; and
- (10) The adequacy of the criteria contained in an OPM published classification guide or standard.
- d. An FPAC employee who wishes to file an appeal regarding a classification matter should submit the appeal directly to the FPAC CHCO, who will review the employee's written request and supporting documentation. Once a determination is made regarding the appeal, the FPAC CHCO will issue a written decision, and if dissatisfied with this decision, the FPAC employee may further appeal to the Director, Office of Human Resources Management, USDA. If dissatisfied with this decision, an appeal can be filed with OPM.
- e. An FPAC employee may also elect to file an appeal directly with the Director, Office of Human Resources Management, USDA, or with OPM. However, in so doing, the employee will forfeit the right to file a subsequent appeal with FPAC or FPAC and USDA, respectively. A decision rendered by OPM will be the final decision regarding the classification of the position. Further information may be found at www.opm.gov.
- f. When an appeal has been filed, it is the responsibility of the FPAC employee and HRD to promptly furnish all information requested in connection with the appeal. If the employee should decide to withdraw the appeal, the employee must promptly notify the office with which the appeal has been filed of the decision to withdraw the appeal.

-END-

Appendix A

ACRONYMS AND ABBREVIATIONS

CHCO Chief Human Capital Officer, FPAC

FES Factor Evaluation System

FPAC Farm Production and Conservation

FSA Farm Service Agency HRD Human Resources Division

NRCS Natural Resources Conservation Service

OPM Office of Personnel Management

PD Position Description

RMA Risk Management Agency

USDA United States Department of Agriculture

Appendix B

REQUIRED LANGUAGE FOR POSITION DESCRIPTIONS

a. Civil Rights Language for Position Descriptions

Provides leadership and guidance in the design, development, and maintenance of administrative procedures to assure that delivery of FPAC programs and services is carried out without regard to race, color, national origin, religion, sex, age, or handicap. Reviews the implementation of civil rights policies to determine that they are translated into appropriate actions consistent with annual plans of operation in all units under their supervision, as well as be recipients.

b. Equal Employment Opportunity Responsibilities

Provides leadership and guidance for the understanding and application of personnel rules and regulations as they apply to the Equal Employment Opportunity and Affirmative Employment Programs to ensure their integration into recruitment, hiring, promotion, training, career development (including varied work assignments, details, and special developmental assignments), and other personnel actions. Emphasizes meeting the objectives of equal opportunity and affirmative employment plans and requirements. Ensures that these functions are carried out without regard to race, color, national origin, religion, sex, age, or physical or mental handicap.