



DEPARTMENT OF THE NAVY
BUREAU OF NAVAL PERSONNEL
5720 INTEGRITY DRIVE
MILLINGTON, TN 38055-0000

BUPERSINST 5400.9L
BUPERS-05
23 JUN 2011

BUPERS INSTRUCTION 5400.9L

From: Chief of Naval Personnel

Subj: ORGANIZATIONAL STRUCTURE AND MISSION AND FUNCTIONS
OF ACTIVITIES UNDER COMMAND/SUPPORT OF THE CHIEF OF
NAVAL PERSONNEL

Ref: (a) OPNAVINST 5400.44
(b) OPNAVINST 1000.16K
(c) SECNAVINST 12250.6
(d) SECNAVINST 12351.5F
(e) SECNAVINST 5700.9E

Encl: (1) Format for Billet Crosswalk
(2) Business Case Analysis
(3) Organization Guidelines for CHNAVPERS Field
Activities
(4) Format for Organizational Charts
(5) Format for Position Assignment Charts
(6) Suggested Words for Functional Statements

1. Purpose. To issue revised procedures for submission, review, and approval of the organizational structure, mission, and functions of activities under command and support of the Chief of Naval Personnel (CHNAVPERS) and to provide guidelines for use in aligning an activity's organizational structure with the activity manpower document (AMD). This instruction is a complete revision and should be reviewed in its entirety.

2. Cancellation. BUPERSINST 5400.9K.

3. Applicability. This instruction is applicable to all activities under command and support of CHNAVPERS.

4. Background

a. Reference (a) assigns echelon 2 commanders responsibility for ensuring the mission and functions instructions of assigned shore activities are current, issuing mission and functions instructions for each shore activity assigned to their command, and approving organizations for shore activities in their chain

of command. CHNAVPERS reviews and approves organizational structures of subordinate echelon 3 activities to ensure that:

(1) Principles of organization and position management are applied throughout the organization;

(2) Standard terms and format for describing organizational structure in chart form are applied consistently;

(3) Activities whose size and mission are similar have similar organizations; and

(4) Manpower documents accurately reflect the approved manpower resources allocated to the organizations for mission execution.

b. Actions which impact or result in changes to Bureau of Naval Personnel (BUPERS) activities, manpower levels, or contract awards may have an economic impact in the geographic area concerned and may result in Congressional and public interest. Therefore any action or recommendation which may result in the disestablishment or closure of all or a portion of a naval activity must comply with guidance contained in reference (b).

5. Responsibilities. CHNAVPERS delegates authority and responsibilities in paragraph 3 to Commander, Navy Recruiting Command (COMNAVCRUITCOM) and Commander, Navy Personnel Command (COMNAVPERSCOM), for subordinate echelon 4 and 5 BUPERS activities. BUPERS echelon 3 commands are delegated authority and responsibility for approving organizational changes at or below the division level.

a. BUPERS, Total Force Human Resource Office (BUPERS 05) will:

(1) Coordinate actions to establish, disestablish, or modify assigned shore activities and detachments;

(2) Ensure BUPERS' activities have up-to-date mission, functions, and tasks statements;

23 JUN 2011

(3) Ensure echelon 3 commands submit organization change request (OCR) and upload completed OCR into Navy Organization Request Management System for processing;

(4) Review proposed reorganization submittals to ensure compliance with guidance contained in this instruction;

(5) Submit reorganization submittal to CHNAVPERS with recommendations for approval or disapproval; and

(6) Provide management assistance as needed.

b. BUPERS, Command Deputy Equal Employment Opportunity Office (BUPERS-OOO) will:

(1) Review proposed OCRs for impact on the diversity of the work force relative to race, national origin, ethnicity, and gender; and

(2) Forward diversity analysis and recommendations to Deputy Chief of Naval Personnel for approval.

c. BUPERS activities and echelon 3 commanders will:

(1) Comply with guidance contained in references (a) through (e); and

(2) Take appropriate action to ensure they have an effective organizational structure designed to support their assigned mission. All activities will maintain an approved organization chart that depicts their current structure; and

(3) Maintain an organization manual that reflects the organizational structure approved by CHNAVPERS and provide a copy with appropriate updates to BUPERS (BUPERS-05); and

(4) Submit all proposed changes to mission statements to Director Navy Staff, Organization and Management Branch (DNS-33) via the chain of command;

(5) Submit proposed changes to function statements to BUPERS (BUPERS-05) for CHNAVPERS approval and issuance; and

23 JUN 2011

(6) Ensure AMDs reflect the approved organizational structure using billet sequence codes derived from hierarchical structure of each organizational element, as illustrated in enclosure (1). The billet identification number will be provided for existing positions. To eliminate confusion created by frequent changes, activities will update their organizational structure in conjunction with their annual review and validation of the AMD;

(7) Submit manpower authorization change requests using the Total Force Manpower Management System, Micro Manpower Change Application (TMMCA), if available. Activities that do not have TMMCA should annotate changes on their AMDs and forward to the appropriate manpower office; and

(8) Implement organization changes only after approval notification.

d. Managers will:

(1) Comply with guidance contained in reference (a) through (e); and

(2) Complete, sign and submit enclosure (2).

6. Submission of Organization Proposals. Completed reorganization proposals and establishment of new organizational elements at the department level or higher will be submitted to BUPERS (BUPERS-05) for review. A hard copy of deliverables and submission via e-mail to BUPERS (BUPERS-05) is required. Proposals not submitted in sufficient detail will be held without action until additional information is provided by the activity. Per reference (b), changes to the AMD, if required, will not be made prior to approval of the proposed organization change. Guidelines for submitting organization changes are provided in enclosures (1) through (6) and as a minimum shall include:

a. Statement of complete background of conditions creating the need for change, summary of proposed organizational changes, and analysis of impact upon the workforce diversity signed at the department level or above, as appropriate;

23 JUN 2011

b. Copy of current and proposed organization charts. Organizational charts shall depict organizational structure only. Do not include positional information in these charts. Charts must depict all organization elements down to the lowest level as illustrated by enclosure (4);

c. Copy of current and proposed position assignment charts. Charts must include all military, civilian and contractor authorized (funded) positions for affected organizational elements as illustrated by enclosure (5);

d. Breakdown of current manpower structure associated with each organizational element, cross-walked to the proposed manpower structure as illustrated in enclosure (1);

e. Current and proposed organization functions and task statements in Microsoft Word clearly annotated to identify revisions, additions and deletions. Use enclosure (6) as a guide in writing these statements. These statements appear in the activity's organization manual and should not be confused with the activity's overall mission and function instruction issued by CHNAVPERS; and

f. Completed business case analysis (BCA) as illustrated in enclosure (2). BCAs will be completed by the functional manager initiating the OCR.

7. Evaluation procedure

a. Command manpower offices will analyze and evaluate proposed changes to ensure compliance with guidelines and formats outlined in enclosures (1) through (6). Proposed organizational changes will be submitted for review and concurrence to the appropriate command governance board (position management and or position management review board) prior to submission to BUPERS (BUPERS-05). Following this evaluation, the proposal will be submitted to BUPERS (BUPERS-05) for review with appropriate recommendations. Manpower evaluations shall include:

(1) Organizational analysis of affected work addressing the guidelines outlined in enclosure (3); and

23 JUN 2011

(2) Position management (PM) analysis of the number, manpower type and pay and grade levels of all positions associated with the aligned work. PM analysis shall include summary analysis of all positions identified in enclosures (1) and (5) and shall address impact to overall position pay and grade distribution within the affected organizations.

b. Completed reorganization proposals and evaluations below the department level will be approved by the echelon 3 commander and retained in the responsible manpower office. Approved proposals will be subject to budget submitting office review and items of interest during inspector general inspections.

c. BUPERS (BUPERS-05) will forward proposals to CHNAVPERS for approval with appropriate recommendations.

d. Activities **will not** implement proposed organization changes until notified of appropriate command level approval. Revised organization charts will be forwarded to internal activities as soon as possible following approval.

e. BUPERS (BUPERS-05) will work closely with activities to resolve issues which may preclude approval of organization changes prior to submission to CHNAVPERS; however, should a proposal be disapproved, activities will receive notification along with rationale for the unfavorable decision.

f. As delegated in reference (c), it is BUPERS policy to uphold the policies and programs delegated to military and civilian managers and supervisors who are responsible for the management of assigned civilian personnel. The achievement of an environment of fairness and equal opportunity is an inherent responsibility of all personnel at every level of the chain of command. It is essential that all actions reflect professionalism, sound judgment, and leadership. Prior to implementation of covered actions, impact analysis will be prepared to assess the impact on workforce diversity. Reference (d) is to be utilized for any action(s) which may result in reduction in force, transfer of function, transfer of work and other management actions which result in the relocation of employees outside their commuting area.

8. Mission, Function, Task Statements. Each shore activity requires a mission, functions, and tasks (MFT) statement. Not

a. Mission statements are based upon recommendations of responsible commanders and are concise, unclassified general statements of what the activity is to accomplish. They do not include functions or tasks and are developed separately:

(1) Functions are requirements derived from the principal elements of an activity's mission; elements differentiate one activity from another.

(2) Tasks are requirements levied on an activity which are not directly derived from its mission but which are accomplished in connection with existing program policy directives or written tasking agreements. All tasking agreements must have chain of command approval and be in writing.

9. Management Assistance. BUPERS (BUPERS-05) facilitates and coordinates all organizational issues for CHNAVPERS organizations and is available to assist with specific questions or for general help with organizational matters.

10. Records Management. Records created as a result of this instruction, regardless of media and format, shall be managed per Secretary of the Navy Manual M-5210.1 of November 2007.



D. P. QUINN
Rear Admiral, U.S. Navy
Deputy Chief of Naval Personnel

Distribution:
Electronic only, via BUPERS Web site
<http://www.npc.navy.mil/>

BUSINESS CASE ANALYSIS

DATE: _____

ORIGINATING COMMAND/CODE: _____

ISSUE POC: _____

PHONE/E-MAIL: _____

COMMAND POC: _____

PHONE/E-MAIL: _____

1. PROBLEM STATEMENT

Define the organizational issue to be solved, the value of solving it and the approach to solving it.

Define the operating environment in which the organizational issue exists. Identify the functional area where the issue exists. Identify business processes impacted by the organizational issue.

Describe the desired end-state and the benefit to the department and or the command of achieving this end state. Identify key measures of effectiveness that will be used to measure success.

Describe the consequences of status-quo.

2. DOCTRINE, ORGANIZATION, TRAINING, MATERIAL, LEADERSHIP, PERSONNEL, AND FACILITIES DATA ELEMENTS

Document consideration for each of the following factors:

a. Doctrine: Are there existing policies and procedures that impact the issue? Are operating procedures in place that are not being followed which contribute to the issue? Could adherence to these procedures correct the issue or lessen its impact?

b. Organization: Where is the issue occurring? What are the organizational priorities? Is the organization properly staffed and funded to deal with the issue? Is senior management aware of the issue? Has the issue been previously addressed in prior inspections or reviews? If yes, why hasn't the issue been resolved?

23 JUN 2011

c. Training: Is the issue caused, at least in part, by a lack of or inadequate training? Does training exist to address the issue? If yes, is the training being delivered effectively? Is the issue caused by a lack of competency or proficiency on existing systems and or equipment? Do personnel affected by the issue have access to training? Is training properly staffed and funded? Does the current manpower mix (civilians, military and contractors) negatively impact training for these issues? Will new training programs need to be developed for new processes or procedures?

d. Material: Is the issue caused, at least in part, by inadequate systems or equipment? Is the issue caused by a lack of competency or proficiency on existing systems or equipment?

e. Leadership: Is the issue caused, at least in part, by inability or decreased ability to cooperate, coordinate, or communicate with internal or external organizations? Does senior leadership understand the scope of the issue? Does the command have resources to correct the issue? Does the issue affect the accomplishment of core mission, functions, and tasks?

f. Personnel: Is the issue caused, at least in part, by inability or decreased ability to hire and retain qualified and trained personnel in occupational specialties? Does the organization have the right type of manpower (military, civilian or contractor) performing the assigned functions and tasks? Will proposed changes require new systems or equipment needs? If yes, will different occupational specialty codes be needed to properly staff these new systems? Based upon the current structure and implementation approach, what identifiable issues or concerns will impact career progression and workforce diversity?

g. Facilities: Is the issue caused, at least in part, by inadequate infrastructure? If yes, please identify specific facility issues that contribute to the organizational issue (e.g., security, environmental, space limitations, etc.)

3. COSTING AND BENEFIT ANALYSIS

a. Measures of Effectiveness: For every outcome identified for this organizational change, please identify measure(s) of

effectiveness that will be used to determine success. Provide expected timelines for the completion of each outcome.

b. Return on Investment and Benefits

(1) Identify any initial investment costs associated with the reorganization. Use the attached spreadsheet to capture initial investments associated with this proposal. Address and identify offsets if possible, even if they fall outside the organization(s) impacted by the proposed change.

(2) Identify tangible and or intangible benefits. Potential benefits include but are not limited to:

- a. Improve process and productivity;
- b. Maximize customer service;
- c. Minimize management layers;
- d. Streamline organization to improve decision making capability; or
- e. Reduce manpower.

(3) Document quantitative measures for performance improvements. Show how performance will improve (how much faster, how many labor hours saved, how will change improve customer satisfaction). Using the attached spreadsheet, document potential dollars saved. Document where the savings will be realigned, or if they will be re-utilized within the organization, to meet mission requirements.

4. ALTERNATIVES: Identify any alternatives previously explored or considered in your proposed recommendation. Identify the risks associated with these alternatives.

5. STRATEGIC PLANS: Discuss how reorganization is linked to command strategic plans and supports the Navy Total Force Strategic Plans.

BUPERSINST 5400.9L
23 JUN 2011

6. FUNCTIONAL MANAGER'S RECOMMENDATION

FUNCTIONAL MANAGER SIGNATURE

DATE

PMB/PMRB Review and Approval Date: _____

Enclosure

Cost Benefit Analysis Spreadsheet

ORGANIZATION GUIDELINES FOR CHNAVPERS FIELD ACTIVITIES

1. Principles of Organization

a. Unity of Command. Each individual and each organizational element must be held accountable to only one supervisor for the performance of assigned responsibilities.

b. Span of Control

(1) Maximum number of subordinates effectively supervised by a single supervisor will vary due to such factors as:

(a) Complexity of mission;

(b) Dissimilarity of functional components of the organization;

(c) Degree to which the nature of subordinate functions permits satisfactory operation with minimum supervision;

(d) Extent of coordination required between subordinates;

(e) Distance separating subordinates from the supervisor; and

(f) Type of management data and communications systems.

(2) Degree to which supervisors may extend themselves by subdividing, delegating, and distributing their responsibilities is dependent upon amount of time and understanding they can devote to guiding, controlling, and motivating subordinates to full effectiveness.

(3) A review of BUPERS' organization and mission has identified the need to establish a span of control target of 1:8 for BUPERS activities.

c. Functional Grouping. For an effective organization, each component will:

(1) Constitute a logical, separable field of responsibility: a natural subdivision of the total tasking, the scope and jurisdiction of which can be clearly defined;

(2) Have a single, properly qualified officer, supervisor, or staff member fully accountable; and

(3) Have clearly defined boundaries which establish limits of authority.

d. Delegation of Authority. An organization will be structured to permit rapid decision making, which means the authority to act must be as close as possible to the level at which the work is performed. Supervisors at all levels will be given sufficient authority to act in all cases where review by higher authority is not absolutely essential. This minimizes the burden of management at higher levels and maximizes the challenge and stature of the individual job.

e. Minimize Layering. An organization subdivides into two or more elements, never into one. For example, a division must subdivide into at least two branches or it may not subdivide at all. The rule of "two or more" applies all the way down the line; however, an organizational element may be subdivided only when each of the elements resulting from the subdivision will have a distinct job to do and enough people to justify a supervisor (a "supervisory" position is one that meets the requirements for a supervisory title per current Office of Personnel Management classification and job-grading guidance). Function and task assignments can and should be made to single individuals or to small groups of individuals by the use of descriptive job requirements and tasks rather than by creating a fragmented organizational structure consisting of divisions, branches, sections, or units with little substance.

f. Deputies and Assistants. Deputy and assistant positions do not exist primarily for continuity. In each case, the supervisory workload is too much for one person, or the supervisor is frequently away for extended periods and the deputy or assistant must make major decisions in the supervisor's absence. Such responsibility cannot be assigned on a part-time or rotating basis to other personnel.

2. Structure

a. Line. A line organization performs substantive functions that are explicitly a part of the activity's mission.

b. Staff. A staff organization supports one or more line organizations by providing advice, assistance, and service that may cross organizational lines. This type of organization is not limited to administrative functions; e.g., mail, directives, etc., but can also apply to mission-related functions that are integral to the line components it supports.

c. Department. A line component that performs functions which constitute a substantive element of the basic mission and objective of the activity.

d. Staff Office. A staff component that provides advice, assistance, and service. Staff organizations are structured in the same manner as a line component; e.g., department or division, and maintain the same reporting channels and stature in the overall organization as the line components supported. Staff organizations will appear only at the division level or above and are titled "Office."

e. Division. A component that performs functions which constitute a significant segment of the total responsibility of the parent line department or staff office. Divisions can be further subdivided into staff offices, branches, sections, and units only when each of the elements resulting from the subdivision will have a distinct job to do and enough people to justify a supervisor (at least three people performing the essential, not supportive, work).

f. Special Assistant. A staff component that serves one manager for a particular subject or function and may have subordinates depending upon the size and nature of the support function. Special assistant organizations may be structured in the same manner as a staff office component; e.g., division, branch, however, may be one distinct position supporting the activity commander, or department director.

3. Mission and Functions Statement. A mission is a concise, unclassified statement; in general, a term that describes what is to be accomplished by integrated efforts of the activity as a

whole. For departments and divisions within an activity, a brief statement of the major functions must be submitted. Functional statements reflect the work performed in these organizational elements that support the mission and differentiate one element from another, not the duties of individuals within them. Enclosure (6) suggests action verbs that will facilitate common understanding of functional statements when universally used.

4. Major Responsibilities and Tasks. Major responsibilities and tasks are performed in support of the functions. Task statements will be concise and numbered sequentially, identifying the organization code in which each major responsibility and task is performed. Major responsibilities will be written for organizational elements below the division level.

5. Titles

a. The title of the official in command shall be determined based on the following:

(1) Commander. Title is normally applicable to flag officer billets or to an officer commanding more than one shore activity of the Department of the Navy (DON).

(2) Commanding Officer. Title assigned to officer billets for military heads of shore activities of DON when responsibilities are commensurate with those contained in U.S. Navy Regulations, 1990, article 0802.

(3) Officer in Charge. Title assigned to officer billets for all military heads of shore activities of DON not within the scope and criteria of the subparagraphs above.

(4) Petty Officer in Charge. Title assigned when the military billet for the head of a shore activity of DON is of petty officer rating.

(5) Director. Title for head of a shore activity of DON used in certain instances, normally a civilian head. When a military head, this title must be accompanied by a designation of status as "commander," "commanding officer," or "officer in charge," "petty officer in charge".

b. The title of a full-time second in command is determined by the title assigned to the officer in command of the activity. Examples are:

<u>Officer in Command</u>	<u>Second in Command</u>
Commander	Deputy Commander
Commanding Officer	Executive Officer
Officer in Charge	Assistant Officer in Charge
Director	Deputy Director

The manner in which the second in command functions at an activity is determined by the officer in command of the activity; however, any duties beyond those permitted by a strict interpretation of Navy Regulations will be clearly defined and made known within the activity. This information will also be submitted with any proposed change which has an effect on the duties assigned to the second in command. In those activities that do not require a full-time second in command, senior line managers (e.g., department directors) may be assigned the role as a part of their normal duties.

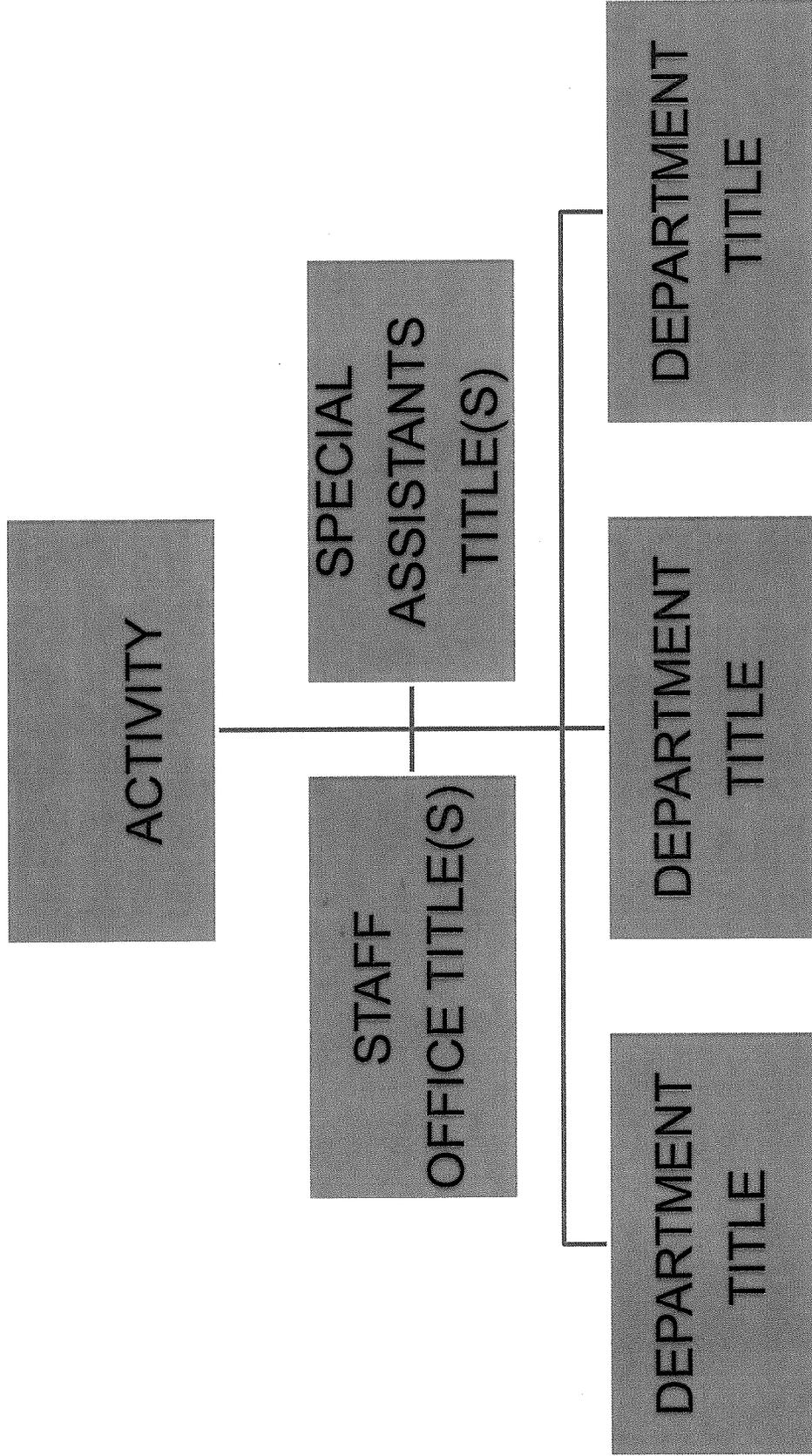
c. Titles for managers at other levels within the activity should be used as follows:

- (1) Director for;
 - (a) department;
 - (b) division; and
 - (c) activity or department-level staff office.
- (2) Head for;
 - (a) branch;
 - (b) section;
 - (c) unit; and
 - (d) division-level staff office.

6. Format of Organization Charts. Enclosure (4) illustrates the standard format to be used in portraying an organization's structure.

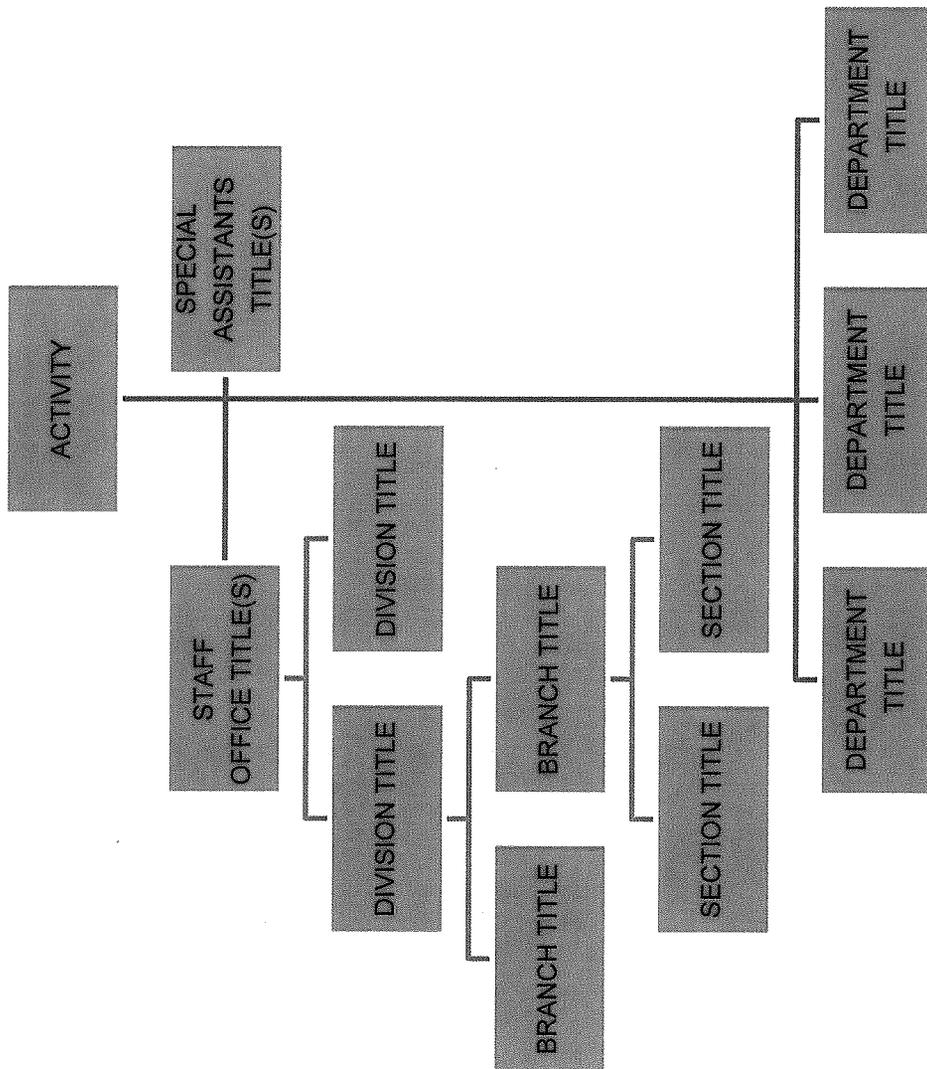
7. Organization Codes. There is no official coding structure within CHNAVPERs organizations; however, a coding structure should be developed at each activity that is consistent and clearly delineates special assistants, staff offices, and departments.

FORMAT FOR ORGANIZATIONAL CHARTS

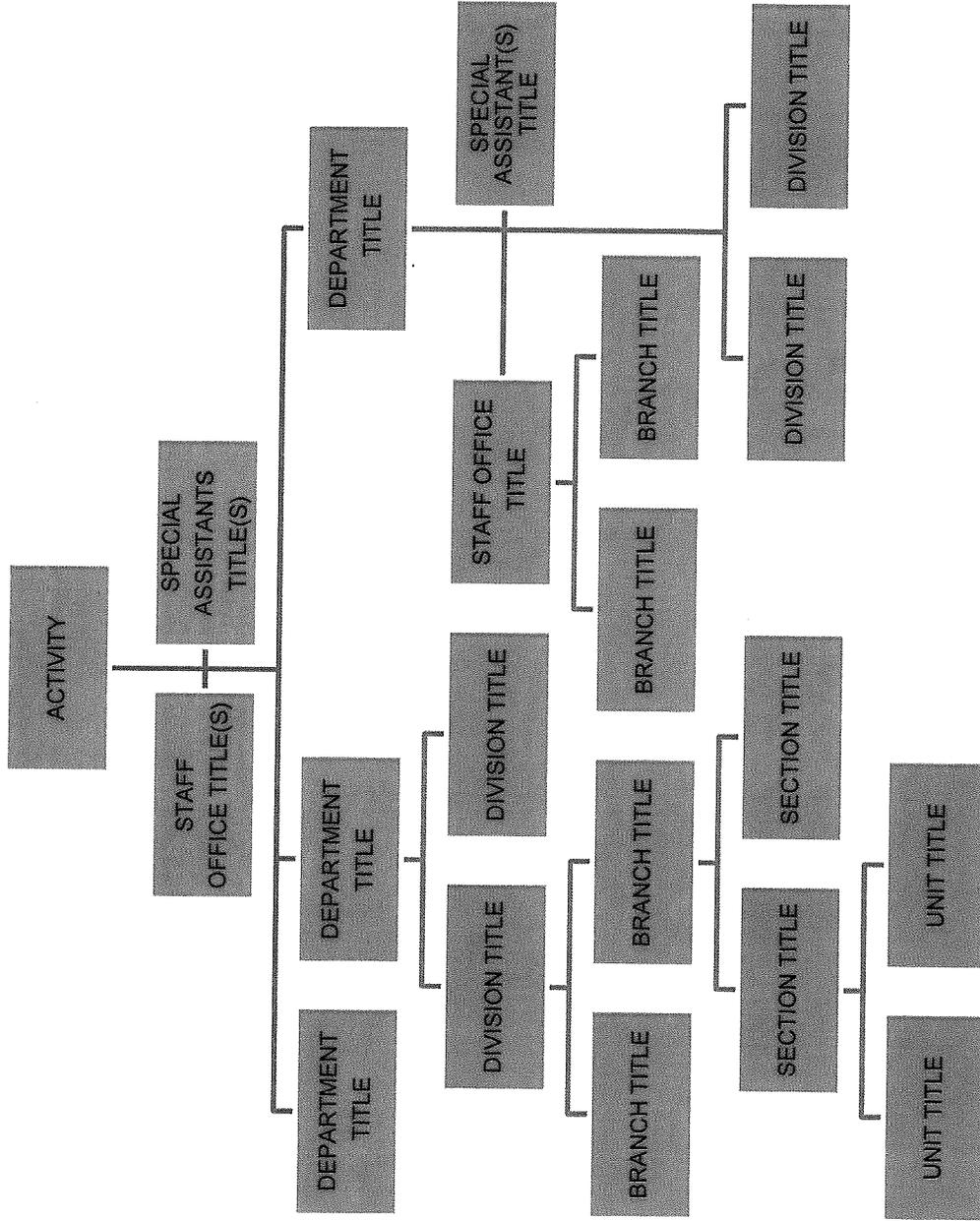


Organization charts represent the essential elements of the organizational structure - not specific positions within the organization.

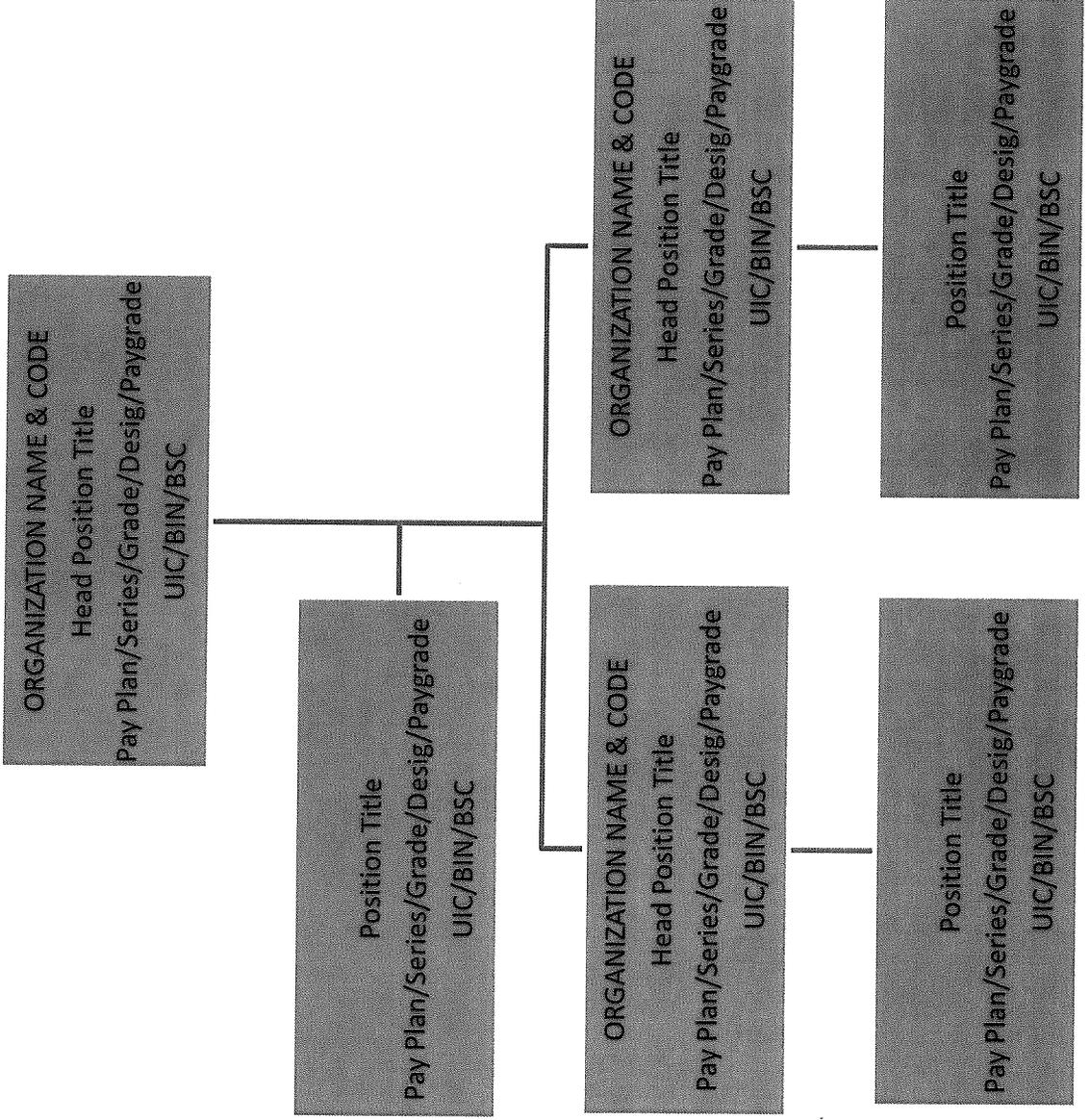
FORMAT FOR ORGANIZATIONAL CHARTS



FORMAT FOR ORGANIZATIONAL CHARTS



FORMAT FOR POSITION ASSIGNMENT CHARTS



SUGGESTED WORDS FOR FUNCTIONAL STATEMENTS

Accomplishes	Effects; brings to completion
Accumulates	Brings together; collects
Administers	Directs execution of work
Advises	Counsels; suggests; gives information
Allocates	Apportions; gives; distributes
Analyzes	Studies situations to discover relationships
Approves	Officially sanctions
Assigns	Allots; fixes or designates
Compiles	Gathers; collects data
Conducts	Leads; guides or directs
Controls	Exercises power to stop, start, or change
Coordinates	Brings efforts into a single action
Creates	Brings into existence; originates
Develops	Advances; furthers; promotes the growth
Directs	Regulates activity; authoritatively leads
Distributes	Divides among; allots
Establishes	Enacts; ordains with permanence
Evaluates	Appraises; ascertains the value
Executes	Performs; effects; completes
Expedites	Accelerates or facilitates the process
Implements	Carries into effect; applies a plan

Maintains	Provides upkeep; keeps from declining
Performs	Carries out; executes an action
Plans	Devises or projects a program or method
Prepares	Makes ready
Provides	Supplies; furnishes
Receives	Accepts possession of
Recommends	Suggests; proposes
Reports	Accounts for; makes known the results of actions
Requests	Asks for; solicits action or comment
Retains	Holds; maintains possession
Reviews	Surveys; examines
Secures	Keeps safe; obtains possessions
Submits	Offers a recommendation or opinion
Verifies	Proves; substantiates the accuracy