

Army Regulation 570–4

Manpower and Equipment Control

Manpower Management

**Headquarters
Department of the Army
Washington, DC
1 May 2024**

UNCLASSIFIED

SUMMARY of CHANGE

AR 570–4
Manpower Management

This major revision, dated 1 May 2024—


- o Adds records management requirements (para 1–5).
- o Updates responsibilities (chap 2).
- o Implements Department of Defense and internal Army reimbursable manpower policy (chap 3).
- o Updates insourcing guidance (chap 3).
- o Updates analysis and evaluation realigning key policy (chap 5).
- o Updates Army Management Headquarters Activities realigning key policy (chap 6).
- o Updates internal controls evaluation (app B).

Manpower and Equipment Control Manpower Management

By Order of the Secretary of the Army:

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General, United States Army
Chief of Staff

Official:


MARK F. AVERILL
Administrative Assistant to the
Secretary of the Army

History. This publication is a major revision.

Summary. This regulation implements DoDD 1100.4. This regulation prescribes policies applying to manpower management for activities organized under table of distribution and allowances, modified table of organization and equipment, related augmentation and mobilization documents, and activities established as Army Management Headquarters Activities.

Applicability. This regulation applies to the Regular Army, the Army National

Guard/Army National Guard of the United States, and the U.S. Army Reserves, unless otherwise stated.

Proponent and exception authority.

The proponent of this regulation is the Assistant Secretary of the Army (Manpower and Reserve Affairs). The proponent has the authority to approve exceptions or waivers to this regulation that are consistent with controlling law and regulations. The proponent agency may delegate this approval authority, in writing, to a division chief within the proponent agency or its direct reporting unit or field operating agency, in the grade of colonel or the civilian equivalent. Activities may request a waiver to this regulation by providing justification that includes a full analysis of the expected benefits and must include a formal review by the activity's senior legal officer. All waiver requests will be endorsed by the commander or senior leader of the requesting activity and forwarded through their higher headquarters to the policy proponent. Refer to AR 25–30 for specific requirements.

Army internal control process.

This regulation contains internal control

provisions in accordance with AR 11–2 and identifies key internal controls that must be evaluated (see appendix B).

Supplementation.

Supplementation of this regulation and establishment of command and local forms are prohibited without prior approval from the Assistant Secretary of the Army (Manpower and Reserve Affairs) (SAMR–FMMR), 111 Army Pentagon, Washington, DC 20310–0111.

Suggested improvements.

Users are invited to send comments and suggested improvements on Department of Army (DA) Form 2028 (Recommended Changes to Publications and Blank Forms) directly to the Assistant Secretary of the Army (Manpower and Reserve Affairs), (SAMR–FMMR) 111 Army Pentagon, Washington, DC 20310–0111.

Distribution.

This regulation is available in electronic media only and is intended for the Regular Army, the Army National Guard/Army National Guard of the United States, and the U.S. Army Reserve.

Contents (Listed by paragraph and page number)

Chapter 1

Introduction, page 1

Purpose • 1–1, page 1

References and forms • 1–2, page 1

Explanation of abbreviations and terms • 1–3, page 1

Responsibilities • 1–4, page 1

Records management (recordkeeping) requirements • 1–5, page 1

Overarching guidance • 1–6, page 1

Chapter 2

Responsibilities, page 1

Assistant Secretary of the Army (Acquisition, Logistics and Technology) • 2–1, page 1

Assistant Secretary of the Army (Financial Management and Comptroller) • 2–2, page 2

Assistant Secretary of the Army (Manpower and Reserve Affairs) • 2–3, page 2

The General Counsel • 2–4, page 3

Administrative Assistant to the Secretary of the Army • 2–5, page 3

Chief, National Guard Bureau • 2–6, page 3

*This regulation supersedes AR 570–4, dated 8 February 2006.

Contents—Continued

Director of the Army Staff • 2–7, *page 3*
Deputy Chief of Staff, G–1 • 2–8, *page 3*
Deputy Chief of Staff, G–3/5/7 • 2–9, *page 4*
Deputy Chief of Staff, G–8 • 2–10, *page 5*
Chief, Army Reserve • 2–11, *page 5*
The Surgeon General • 2–12, *page 5*
The Judge Advocate General • 2–13, *page 5*
The Chief of Chaplains • 2–14, *page 6*
Commanders of Army commands, Army service component commands, direct reporting units, other operating agency heads, and Responsible Officials • 2–15, *page 6*

Chapter 3 Manpower Management and Workforce Mix, *page 6*

Section I

Position Identification, page 6
General • 3–1, *page 6*

Section II

Manpower Mix, page 7
Determining the proper source of labor: manpower mix criteria • 3–2, *page 7*

Section III

Manpower Management, page 8
Civilian manpower management • 3–3, *page 8*
Military manpower management • 3–4, *page 9*
Reimbursable manpower • 3–5, *page 10*
Use of prisoners • 3–6, *page 10*

Section IV

Manpower Conversions, page 10
General • 3–7, *page 10*
Conversion of military positions to civilian • 3–8, *page 10*
Conversion of civilian positions to military • 3–9, *page 11*
In-Sourcing: Converting work from contractor to civilian or military performance • 3–10, *page 11*
Outsourcing: Converting work from civilian or military performance to contractor • 3–11, *page 12*

Chapter 4 Requirements Determination and Workload Management, *page 13*

Section I

Policy, page 13
General • 4–1, *page 13*
Frequency of requirements determination • 4–2, *page 13*
Review, validation, and approval • 4–3, *page 14*
Delegation of authority • 4–4, *page 14*

Section II

Organization Planning and Analysis, page 14
General • 4–5, *page 14*
Organization structure • 4–6, *page 14*
Organization and position management • 4–7, *page 14*

Chapter 5 Resourcing and Authorizations, *page 15*

Contents—Continued

Section I

Planning, Programming, Budgeting, and Execution, page 15

Planning, programming, budgeting, and execution • 5–1, *page 15*

Program Objective Memorandum and Budget Estimate Submission • 5–2, *page 16*

Program budget guidance • 5–3, *page 16*

Section II

Resourcing and Authorizations, page 16

Force management and manpower planning • 5–4, *page 16*

Table of distribution and allowances change management plan • 5–5, *page 17*

Requirements and authorizations • 5–6, *page 17*

Personnel management authorization document • 5–7, *page 17*

Section III

Special Considerations, page 17

Permanent transfer of functions intra-service, intra-agency or interagency • 5–8, *page 17*

Use of military and civilian personnel outside the Department of the Defense • 5–9, *page 18*

Chapter 6

Controlled and Special Programs, page 18

Section I

General Programs, page 18

General • 6–1, *page 18*

Section II

Major Department of Defense Headquarters Activities, page 19

General • 6–2, *page 19*

Identification of Major Army Management Headquarters Organizations • 6–3, *page 19*

Identification of Management Headquarters Functions within Major Headquarters Organizations • 6–4, *page 19*

Army Major Headquarters Activities documentation and change management • 6–5, *page 20*

Chapter 7

Manpower Planning for Mobilization, page 20

Section I

General, page 20

Mobilization • 7–1, *page 20*

Categories of mobilization • 7–2, *page 20*

Mobilization planning • 7–3, *page 22*

Section II

Manpower Management Planning, page 22

General • 7–4, *page 22*

Planning assumptions and guidance for partial mobilization • 7–5, *page 22*

Planning assumptions and guidance for full mobilization • 7–6, *page 23*

Emergency-essential positions and civilian expeditionary workforce • 7–7, *page 23*

Operational contract support • 7–8, *page 23*

Individual mobilization augmentation • 7–9, *page 23*

Mobilization table of distribution and allowances and augmentation table of distribution and allowances documentation guidance • 7–10, *page 23*

Appendixes

A. References, *page 25*

B. Internal Controls Evaluation, *page 29*

Contents—Continued

Table List

Table 7–1: Reserve Access Authorities (extracted from DoDI 1235.12), *page 20*

Glossary

Chapter 1 Introduction

1–1. Purpose

This regulation establishes civilian and military manpower management guidance for activities organized under table of distribution and allowances (TDA), modified table of organization and equipment (MTOE), and related augmentation and mobilization manning documents. This regulation should be used by manpower and force management personnel at all levels as the primary policy document.

1–2. References and forms

See appendix A.

1–3. Explanation of abbreviations and terms

See the glossary.

1–4. Responsibilities

Responsibilities are in chapter 2.

1–5. Records management (recordkeeping) requirements

The records management requirement for all record numbers, associated forms, and reports required by this publication are addressed in the Records Retention Schedule–Army (RRS–A). Detailed information for all related record numbers, forms, and reports are located in Army Records Information Management System (ARIMS)/RRS–A at <https://www.arims.army.mil>. If any record numbers, forms, and reports are not current, addressed, and/or published correctly in ARIMS/RRS–A, see DA Pam 25–403 for guidance.

1–6. Overarching guidance

a. This regulation establishes policy, assigns responsibilities and provides guidance for total force manpower management.

b. Manpower requirements determination will be based on—

- (1) Valid Army mission directive.
- (2) Workload needed to accomplish valid Army missions.
- (3) Determining the proper source of labor or workforce mix (military, civilian, or contract) for a particular function pursuant to the laws, regulations, and policies of the Department of Defense (DoD).

c. Manpower requirements must be based on workload. Workload is the level of effort required to perform the tasks and functions necessary in accomplishing a valid Army mission.

(1) Manpower requirements are based on the most effective and efficient organization and represent the minimum essential number of civilian and military positions needed to accomplish valid Army missions for both TDA and MTOE organizations.

(2) A conceptual framework includes the following steps: verify mission authority and requirements; establish efficient, effective, and economical organizations; calculate the manpower requirements based on the workload counts and associated process times; determine the workforce mix; and validate manpower requirements.

d. The Army formally records organizational and unit structure in the Force Management System (FMS).

e. Manpower requirements are authorized consistent with DoD priorities, program, and budget decisions, and Congressional direction. The main objective of the Army Planning, Programming, Budgeting, and Execution (PPBE) process is to establish, justify, and acquire the resources needed to accomplish valid Army missions. The Army sets priorities for requirements and resources and distributes projected manpower, dollars, and materiel among competing requirements according to Army resource allocation policy and priorities.

Chapter 2 Responsibilities

2–1. Assistant Secretary of the Army (Acquisition, Logistics and Technology)

The ASA (ALT) will—

- a.* Review all actions impacting service contractors as well as civilian and military programmed in the acquisition workforce.
- b.* Review and approve acquisition military requirements and zero-sum authorization movement through the military acquisition position list process.

2–2. Assistant Secretary of the Army (Financial Management and Comptroller)

The ASA (FM&C) will—

- a.* Operate and maintain the Integrated Resource Management Information Systems (IRMIS) Civilian Pay module for analyzing execution data on civilian manpower. Within IRMIS, operate and maintain the civilian pay budget exhibit preparation and position comparisons.
- b.* Link civilian compensation to manpower full-time equivalents (FTEs) and authorizations in coordination with the Deputy Chief of Staff (DCS), G–1; DCS, G–3/5/7; and DCS, G–8.
- c.* Provide financial accounting procedures and budget for military and civilian personnel assigned outside DoD.
- d.* Complete budget data submission to the Office of the Secretary of Defense (OSD) for manpower funding as developed through the programming, budgeting, and execution process.

2–3. Assistant Secretary of the Army (Manpower and Reserve Affairs)

The ASA (M&RA) will—

- a.* Develop and oversee policies and programs related to force structure, workforce mix, manpower allocation, and manpower requirements determination to ensure the fulfillment of statutory and regulatory requirements.
- b.* Provide guidance and supervision of policies, plans, and programs for workforce/manpower management matters.
- c.* Supervise and provide direction for Army manpower (military, civilian, contract), workforce mix, manpower allocation, and manpower requirements determination.
- d.* Provide guidance regarding manpower mix criteria for military and civilians.
- e.* Establish policies that determine if functions and activities are inherently governmental, capabilities exempt from competition, and if functions and activities are subject to consideration for outsourcing.
- f.* Address challenges to the Army list of commercial activities as provided in section 3(d) of the Federal Activities Inventory Reform Act, Public Law 105–270.
- g.* Ensure compliance with manpower statutes regulations and policies, to include prohibition on outsourcing, commonly referred to as the “A–76 moratorium” (see Office of Management and Budget (OMB) Circular A–76 (Revised)).
- h.* Develop and manage the Request for Services Contract Approval Form (RSCA) to assist requiring activities in determining the proper source of labor for a particular function.
- i.* Approve insourcing requests.
- j.* Provide direction to DCS, G–3/5/7 for force management and manpower documentation. Direct the DCS, G–3/5/7 to—
 - (1) Ensure compliance with manpower management policies and procedures (including position management or internal structure) through the document review process.
 - (2) Maintain the authorized level of manpower and force structure for the Army program and budget.
 - (3) Monitor and report compliance with Defense Officer Personnel Management Act, Public Law 96–513, officer grade controls.
- k.* Co-chair the Total Army Analysis (TAA) process with DCS, G–3/5/7.
- l.* Maintain oversight of directed military overstrength (DMO) process.
- m.* Direct the U.S. Army Manpower Analysis Agency (USAMAA), a field operating agency (FOA) of ASA (M&RA), to develop and provide the capability to oversee the application of a standard requirements determination methodology for use Armywide through Headquarters, Department of the Army (HQDA) approved models, workload-based templates, and standardized study methodologies. Ensure the Director, USAMAA—
 - (1) Serves as the Army lead for validation of TDA manpower workload.
 - (2) Reviews and recommends manpower management policies, and identifies and analyzes manpower workload and manpower models for documentation.
 - (3) Serves as the manpower requirements determination authority for the HQDA, HQDA FOAs and Staff Support Agencies (SSAs), Army command (ACOM) headquarters and ACOM subordinate organizations, and National Guard Bureau (NGB) and its FOAs.
 - (4) Manages the TDA manpower validation program by—
 - a.* Developing and/or validating manpower models.

- (b) Conducting and/or validating manpower studies.
- (c) Validating all workload detailed in submitted table of distribution and allowances change management plan (TDA CMP) in relation to mission mandate and workload validation metrics/methods. See DA Pam 71–32.
- (d) Conducting focused manpower studies/organizational reviews.
- (e) Providing guidance on performing TDA manpower studies and models.

2–4. The General Counsel

The GC is the chief legal officer of the Army whose responsibility extends to any legal question or procedure, and coordinating legal and policy advice within HQDA, and to other matters the SECARMY may direct. The GC may provide legal advice on manpower matters.

2–5. Administrative Assistant to the Secretary of the Army

The AASA will manage, allocate, and provide centralized accounting of manpower resources in support of HQDA and its SSAs and FOAs, and Joint and DoD agencies resourced by operating agency (OA) 22 in coordination with ASA (M&RA).

2–6. Chief, National Guard Bureau

The CNGB will ensure the following:

- a. Plan, program, budget, and allocate the Army National Guard (ARNG) full-time support (FTS) in accordance with laws, regulations, and policies of the DoD.
- b. Determine ARNG manpower requirements (including FTS) for organizations and states and territories in accordance with Army policy and guidance for manpower requirements determination. Submit these requirements to ASA (M&RA) USAMAA for validation.
- c. Manage the application of standard analytical tools and models in accordance with ASA (M&RA) USAMAA by—
 - (1) Reviewing and approving study development plans, measurement plans, final reports, initial application of standards, and reapplication of standards for ARNG-unique functions in coordination with the ASA (M&RA).
 - (2) Participating in the development of the study schedule of Armywide functions.
- d. Assist the ASA (M&RA) in the development and implementation of ARNG manpower plans, policies, and procedures.
- e. Document all planning, programming, and budgeting information pertaining to manpower (including FTS) in Army and Joint systems of record and update this information in accordance with Army policy. This includes periodically updating and accurately depicting FTS manpower requirements in Army and Joint force management systems as manpower requirements are validated.

2–7. Director of the Army Staff

The DAS will—

- a. Serve as the approval authority for all recommendations to establish, discontinue, and increase or decrease the Army Staff (ARSTAF), its SSAs, or FOAs.
- b. Ensure these actions are coordinated with ASA (M&RA), DCS, G–1 and the AASA prior to approval.

2–8. Deputy Chief of Staff, G–1

The DCS, G–1 will—

- a. Review, analyze, and validate military manpower requirements documentation to ensure affordability and personnel supportability in coordination with ASA (M&RA) prior to approval.
- b. Review and approve commissioned officer operational flying positions.
- c. Provide advice and assistance to the ASA (M&RA) in the development of policies for maintaining the personnel management authorization document until it is replaced by the Personnel Structure and Composition System.
- d. Exercise approval authority of military personnel in section II, Personnel, of FMS authorization documents. This responsibility is administered by the U.S. Army Force Management Support Agency (USAFMSA) for the DCS, G–1.
- e. Provide advice and assistance to the ASA (M&RA) in the development of policies, review and approve headquarters manpower allocations, functions, and organizations for ACOMs, Army service component commands (ASCCs), and/or direct reporting units (DRUs).
- f. Exercise manpower management responsibility for the Army elements within—
 - (1) Non-defense activities.

- (2) Defense agencies, unified commands, international activities, and other Joint activities not further assigned.
- g. Ensure that manpower controls are met on all records for OSD budget decision issues.
- h. Coordinate functional intra-service/agency transfers with applicable service/agency headquarters and obtain OSD manpower adjustments when appropriate.
- i. Monitor and report compliance with Defense Officer Personnel Management Act officer grade controls.
- j. Ensure civilian and military manpower are at levels established by higher authorities.
- k. Link manpower with military and civilian compensation in coordination with ASA (FM&C).
- l. Operate and maintain the Civilian Rates & Execution portal and IRMIS for costing civilian manpower.
- m. Approve all manpower PPBE data prior to submission in the current PPBE systems of record for Army, OSD, OMB, and Congress.
- n. Manage issues related to Regular Army (RA) manpower accounts, functional requirements, program, and performance for the military pay appropriations and for designated personnel accounts and manpower-only accounts of the operation and maintenance, Army appropriations.
- o. Manage the Army Joint Manpower Program by reviewing and evaluating requests for Army military and civilian manpower from combatant commands, defense agencies, OSD, and the Joint Staff.
- p. Coordinate with U.S. Army Human Resources Command (HRC) on processing DMO decisions.
- q. Implement the major headquarters activities (MHAs)/Army Management Headquarters Activities policy and guidance.
- r. Develop and administer an awards program for manpower and force management.

2–9. Deputy Chief of Staff, G–3/5/7

The DCS, G–3/5/7 will—

- a. Prioritize Army force structure as follows:
 - (1) Manage the TAA process and the development of the Army’s force structure for military. See AR 71–32.
 - (2) Ensure Director of Force Management (DFM) will co-chair the TAA process with the ASA (M&RA).
 - (3) Ensure DFM serves as the manpower requirements determination authority for special programs, special mission units, special access programs, and related special operations forces and special intelligence units.
 - (4) Manage Army military manpower including prioritization and authorizations to ACOMs, ASCCs, and DRUs at unit identification code (UIC) level. Management of manpower actions for Joint and Defense organizations are managed in coordination with the DCS, G–1 Plans and Resources Directorate.
- b. Establish and maintain the Master-Force (M-Force) in accordance with troop program guidance, program budget guidance (PBG), and unit controls established by the Secretary of the Army (SECARMY).
- c. Manage FMS to include final approval of MTOEs, TDAs, mobilization TDAs (MOBTDA), and augmentation TDAs (AUGTDAs) by ensuring that the FMS matches the structure and manpower allocation system (SAMAS), PBG, and force structure.
- d. Manage the table of organization and equipment (TOE) and the manpower requirements criteria (MARC) development systems to include final approval of TOEs, TOE changes, MARC changes, and issuance of the consolidated TOE update.
- e. Approve the personnel and equipment sections of MTOEs, TDAs, MOBTDA, and AUGTDAs in coordination with the DCS, G–1, DCS, G–4, DCS, G–8, and Army Materiel Command.
- f. Operate and maintain SAMAS (in which the M-Force is recorded), FMS, and Structure and Composition System; and maintain an integrated database populated with the authoritative force management data created by these systems.
- g. Operate the Army Force Management School.
- h. Provide prioritization of authorizations for MTOE and TDA through the TAA and program objective memorandum (POM) processes.
- i. Manage the TDA and AUGTDA Unit Equipment Review and Validation Board.
- j. Manage manpower requirements within SAMAS through the TDA CMP, the TAA process (see AR 71–32), and the approval of manpower studies and models in coordination with ASA (M&RA) and the USAMAA.
- k. Manage all military and civilian manpower at the UIC, civilian type (c-type), and resource level of detail in SAMAS.
- l. Maintain detailed audit trails of all HQDA decisions concerning manpower resource levels and programming in SAMAS.
- m. Manage the DMO program and provide approval authority for the DMOs.
- n. Direct the Commander, USAFMSA, an FOA of DCS, G–3/5/7, to—
 - (1) Develop, produce, review, analyze, publish, distribute, and support the management all force documentation – TOEs, MTOEs, AUGTDAs, TDAs, and MOBTDA. Mobilization augmentation table of distribution and allowances

(MOBAUGTDAs), Basis of Issue Plans, Common Table of Allowances, Joint Tables of Allowances and other requirements and authorizations documents and documents development products for all Army units; and Army Elements in Defense, Joint, and North Atlantic Treaty Organization-Supreme Headquarters Allied Powers Europe organizations.

- (2) Develop, prepare, and coordinate force documentation for approval by the DCS, G-3/5/7.
- (3) Ensure force documentation in FMS matches SAMAS programmed data.
- (4) Manage MARC development systems.
- (5) Develop and approve MARC studies.
- (6) Operate the automated systems needed to develop and approve force documentation (FMSWeb).
- (7) Develop and assist in production of various templates, models, standards and metrics for use in the standardization of force documentation.
- (8) Maintain and update the U.S. Army Support Outside DoD Activity, TDA (W4PDAA) based on guidance from DCS, G-1.

2-10. Deputy Chief of Staff, G-8

The DCS, G-8 will—

- a.* Manage the programming phase of PPBE to develop the POM.
- b.* Manage program-related data elements in the Army Mobilization System, the Army's fiscal coding structure for interrelated programming, budgeting, accounting, and manpower control.
- c.* Issue annual Command Program Guidance Memorandum (CPGM) to supplement the Army Program Guidance Memorandum that includes programming guidance for manpower.

2-11. Chief, Army Reserve

The CAR will—

- a.* Plan, program, budget, and allocate U.S. Army Reserve (USAR) FTS in accordance with laws, regulations, and policies of the DoD.
- b.* Determine USAR manpower requirements (including FTS) in accordance with Army policy and guidance for manpower requirements determination and submission to USAMAA for validation.
- c.* Assist the ASA (M&RA) in the development and implementation of USAR manpower plans, policies, and procedures.
- d.* Manage allocated USAR Active Guard Reserve (AGR) manpower (including programming, dissemination, and validation of requirements) for all agencies and organizations above the USAR command level.

2-12. The Surgeon General

TSG will—

- a.* Serve as ARSTAF proponent for Army Medical Department manpower policy, programming, and allocation.
- b.* Program Army Medical Department military and civilian manpower essential to combat casualty care, health readiness of Soldiers, and a trained and ready medical force.
- c.* Coordinate and recommend program changes to Defense Health Program resourced Army manpower in accordance with OSD and the Assistant Secretary of Defense (Health Affairs).
- d.* Coordinate adjustments to Army medical manpower programs with ASA (M&RA); DCS, G-1; DCS, G-8; and DCS, G-3/5/7.
- e.* Coordinate with ACOMs, ASCCs, DRUs, and Defense/Joint elements the allocation and accurate documentation of Army Medical Department officer and enlisted structure. Recommended adjustments will be coordinated with ASA (M&RA); DCS, G-3/5/7; and DCS, G-1.
- f.* Ensure Army medical manpower equities are articulated and defended within the Military Health System governance process.
- g.* Evaluate and address requests for military medical manpower received by Army from non-DoD activities and other governmental agencies in coordination with ASA (M&RA); DCS, G-1; and DCS, G-3/5/7.

2-13. The Judge Advocate General

TJAG will—

- a.* Manage allocated manpower, including programming and development of requirements, for proponent FOAs.
- b.* Distribute and manage Judge Advocate General's Corps (JAGC) officer allocations not assigned to MTOEs, in coordination with DCS, G-1.

c. Manage JAGC allocations in continental United States (CONUS) MTOEs and officer allocations in echelons above corps overseas, in coordination with the DCS, G-3/5/7.

d. Manage and control any other manpower matters necessary to fulfill the roles and responsibilities prescribed in 10 USC 7037, 10 USC 806, and 10 USC 1044f.

2-14. The Chief of Chaplains

The CCH will—

a. Assist the ASA (M&RA) in developing and overseeing policies and programs for the Chaplain Corps.

b. Program for Chaplain Corps resources and execute the Chaplain branch personnel management function.

c. Coordinate force structure adjustments to Army Religious Support manpower programs with ASA (M&RA); DCS, G-1; DCS, G-8; and DCS, G-3/5/7.

d. Coordinate with ACOMs, ASCCs, DRUs, and Defense/Joint elements, the accurate assignment and documentation of Chaplain Corps officer and enlisted structure. Recommended adjustments coordinated with ASA (M&RA); DCS, G-1; and DCS, G-3/5/7.

e. Evaluate requests for Religious Support manpower received by Army from non-DoD activities and other governmental agencies in coordination with ASA (M&RA); DCS, G-1; and DCS, G-3/5/7.

2-15. Commanders of Army commands, Army service component commands, direct reporting units, other operating agency heads, and Responsible Officials

Commanders of ACOMs, ASCCs, DRUs, other OA heads, and Responsible Officials will—

a. Manage manpower within their mission and functional areas. This includes programming, sub-allocation of ACOM, ASCC, and/or DRU PBG authorizations, and conducting manpower requirements determination for their subordinate commands and activities.

b. Submit requests for allocation requirements to compete in the TAA and POM development process.

c. Document manpower in subordinate organizations in accordance with allocated manpower levels.

d. Execute the approved command program within allocated resources, applying the flexibility allowed by law and regulation.

e. Submit developed models, completed studies, and proposed standard organizational designs or workload-based templates to USAMAA for validation.

f. Submit to USAMAA by 30 June annually, a 5-year plan of studies or model/template designs to be undertaken, along with the plan to revalidate existing requirements that will expire or have expired within the 5-year revalidation timeline.

Chapter 3

Manpower Management and Workforce Mix

Section I

Position Identification

3-1. General

a. Position identification in the Army's manpower management program is based on Section 129a, Title 10 United States Code (10 USC 129a) and Department of Defense Directive (DoDD) 1100.4.

b. It is Army policy to—

(1) Design units with the appropriate mix of military, civilian, and contractor support services to provide full mission capability during war and for prompt and sustained execution of military operations.

(2) Use the least costly mix of manpower (military, civilian, or contractor services support) consistent with military requirements and other needs of the Army.

(3) Implement the most efficient and cost-effective organization to accomplish national military objectives and perform other mission responsibilities.

(4) Ensure that manpower requirements determination and organizational design processes:

(a) Concentrate functional requirements into the fewest number of organizations.

(b) Align work to minimize the number of workload requirements that are military or civilian essential and not subject to competition.

Section II

Manpower Mix

3–2. Determining the proper source of labor: manpower mix criteria

a. Manpower mix. Manpower mix determination refers to the analytical process for choosing the proper source of labor for a particular function pursuant to law, regulation, and policy.

b. Inherently governmental function. An “inherently governmental function” is one that has been determined to be—through statute or otherwise—a function that must be performed by Government personnel, either civilian or military, and may not be performed by a contractor. It is a function that is so intimately related to the public interest as to mandate performance by the Government. Such functions include activities that require either the exercise of discretion in applying Government authority (that is, the act of governing) or the making of value judgments related to Government monetary transactions and entitlements. See Federal Acquisition Regulation (FAR) 7.503(c) and the RSCA Worksheet A, located at <https://api.army.mil/e2/c/downloads/2023/10/17/13f69fee/rsca-ver-2-may-2017.pdf> (located on ASA (M&RA) website, “Resources” tab: <https://www.army.mil/asamra#org-resources>, under the “Total Force Management/Manpower Mix” dropdown).

c. Closely associated with inherently governmental function. A “closely associated with inherently governmental function” is one that approaches being inherently governmental because of the nature of the function, the manner in which the contractor performs the contract, or the manner in which the government administers contract performance. This designation does not preclude contracting for a function but does require additional oversight, as well as special consideration for in-sourcing. See the RSCA Worksheet B, located at <https://api.army.mil/e2/c/downloads/2023/10/17/13f69fee/rsca-ver-2-may-2017.pdf> (located on ASA (M&RA) website, “Resources” tab: <https://www.army.mil/asamra#org-resources>, under the “Total Force Management/Manpower Mix” dropdown).

d. Critical function. A “critical function” is a function that is necessary to the agency to effectively perform and maintain control of its mission and operations. See the RSCA Worksheet F, located at <https://api.army.mil/e2/c/downloads/2023/10/17/13f69fee/rsca-ver-2-may-2017.pdf> (located on ASA (M&RA) website, “Resources” tab: <https://www.army.mil/asamra#org-resources>, under the “Total Force Management/Manpower Mix” dropdown).

e. Commercial activity. A commercial activity is one that is operated by a federal agency and provides a product or service that can be obtained from or performed by a private source. See OMB Circular A–76 (Revised).

f. Military essentiality.

(1) Pursuant to Office of the Secretary of Defense (Personnel and Readiness) policy memorandum subject: “Guidance Related to the Utilization of Military Manpower to Perform Certain Functions” and Department of Defense Instruction (DoDI) 1100.22, manpower will be designated as civilian except when one or more of the following conditions apply:

(a) Military-unique knowledge and skills are required for performance of the duties.
(b) Military incumbency is required by law, executive order, treaty, or international agreement.
(c) Military performance is required for command and control, risk mitigation, or esprit de corps.
(d) Military manpower is needed to provide for overseas and sea-to-shore rotation, career development, or wartime assignments.

(e) Unusual working conditions or costs are not conducive to civilian employment.

(2) Creating military requirements for career progression and rotation base must be coordinated with DCS, G–1.

(3) Military personnel may only be used to perform non-military essential functions when they are determined to be the least costly form of labor using the methodology in DoDI 7041.04.

(4) Military personnel are reserved for military essential functions because there is a limitation on military end strength, and military personnel are often the most expensive form of labor for most functions. Military should never be considered “free” labor or a “sunk cost.”

g. Civilian functions. Civilian personnel must be used to perform inherently governmental functions which are not military essential. Commanders must devise and implement guidelines and procedures to ensure that special consideration is given to using civilian personnel to perform any function that is “closely associated with inherently governmental” functions pursuant to 10 USC 2463. See also RSCA Worksheet B located at <https://api.army.mil/e2/c/downloads/2023/10/17/13f69fee/rsca-ver-2-may-2017.pdf> (located on ASA (M&RA) website, “Resources” tab: <https://www.army.mil/asamra#org-resources>, under the “Total Force Management/Manpower Mix” dropdown).

h. Contracted services.

(1) A “service contract” involves “tasks to be performed” rather than “supplies to be delivered.” The RSCA form must be completed, approved, and submitted to the contracting officer prior to procuring any contracted service. See AR 70–13. The RSCA is located at <https://api.army.mil/e2/c/downloads/2023/10/17/13f69fee/rsca-ver-2-may-2017.pdf> (located on ASA (M&RA) website, “Resources” tab: <https://www.army.mil/asamra#org-resources>, under the “Total Force Management/Manpower Mix” dropdown). The RSCA consolidates statutes, regulations, and policies that govern total force management decisions into one, centralized location.

(a) The RSCA is largely composed of “worksheets,” which have questions that help requiring activities determine whether or not a function is appropriate to contract.

(b) The questions are drawn from all relevant sources, including, but not limited to, statutes (for example, 10 USC 129a, 10 USC 2461, 10 USC 2463, 10 USC 4505, 10 USC 4508, and Public Law 105–270), regulation (for example, FAR 7.503(c) and FAR 37.104) and policy (for example, Office of Federal Procurement Policy (OFPP) Letter 11–01 and DoDI 1100.22).

(c) The completed RSCA form must be submitted to the Contracting Officer and approved before any action can be taken on the procurement and must be made part of the contract file. Approval authorities are HQDA principals and senior commanders at ACOM, ASCC, and DRU levels. HQDA principals and senior commanders may delegate the responsibility to the accountable authority at the general officer or senior executive service level.

(d) An approved RSCA form is required for use by every requiring activity in the Army before most actions on a contract for services can be taken.

(e) Policy requires that the RSCA form must be completed and certified at the appropriate level in order to determine whether a contract for services is permissible pursuant to law, regulation, and policy.

(2) Contractors may never perform inherently governmental or military functions.

(3) Contractors may not perform unauthorized personal services. See RSCA Worksheet C located at <https://api.army.mil/e2/c/downloads/2023/10/17/13f69fee/rsca-ver-2-may-2017.pdf> (located on ASA (M&RA) website, “Resources” tab: <https://www.army.mil/asamra#org-resources>, under the “Total Force Management/Manpower Mix” dropdown).

(4) Critical functions as defined by OFPP Policy Letter 11–01 may be performed by contractor personnel if certain conditions are met. See RSCA Worksheet F located at <https://api.army.mil/e2/c/downloads/2023/10/17/13f69fee/rsca-ver-2-may-2017.pdf> (located on ASA (M&RA) website, “Resources” tab: <https://www.army.mil/asamra#org-resources>, under the “Total Force Management/Manpower Mix” dropdown).

(5) Pursuant to 10 USC 2463, special consideration must be given to using DoD civilian employees to perform functions closely associated with inherently governmental function or critical functions. Additionally 10 USC 4505 requires reducing contracts for functions closely associated with inherently governmental functions “to the maximum extent practicable” and requires considering converting contracts for critical functions or those closely associated with inherently governmental functions to DoD civilian performance. New requirements or an expansion of an existing requirements, under certain circumstances, may be performed by contractors provided that contracting is not prohibited by 10 USC 2461 or other law, regulation, or policy. In accordance with 10 USC 2461, when a function being performed by civilians is transferred from one organization to another or is reorganized, upgraded, expanded, or changed to become more efficient, but still essentially provides the same service, it is still considered to be designated for civilian performance and cannot be contracted without first conducting an A–76 competition (currently prohibited).

(6) There are prohibitions, with some exceptions, on contracts for performance of firefighting functions, security guard functions, and for employment of publicity experts. See 10 USC 2465, 5 USC 3107, and RSCA Worksheet G located at <https://api.army.mil/e2/c/downloads/2023/10/17/13f69fee/rsca-ver-2-may-2017.pdf> (located on ASA (M&RA) website, “Resources” tab: <https://www.army.mil/asamra#org-resources>, under the “Total Force Management/Manpower Mix” dropdown).

Section III

Manpower Management

3–3. Civilian manpower management

a. 10 USC 129 provides that “the civilian personnel of the Department of Defense shall be managed each fiscal year solely on the basis of and consistent with—

- (1) Total force management policies and procedures established under 10 USC 129a.
- (2) The workload required to carry out the functions and activities of the department.
- (3) The funds made available to the department for such fiscal year.”

b. The statute further provides that “the management of such personnel in any fiscal year shall not be subject to any constraint or limitation in terms of man-years, end strength, FTE positions, or maximum number of employees.”

c. Congress may establish end strength limits in authorization, appropriation, or other legislation, but otherwise DoD may not manage civilian personnel by limits on man-years, end strength, FTE positions, or maximum number of employees. This applies to both direct and indirect funded civilian personnel. Congress, OMB, OSD, and HQDA establish and change manpower controls relating to civilian employment. Legislation or administrative directive dictates the type of control used at a given time. The nature of these controls and associated management techniques are discussed below.

(1) Limits on certain categories of civilian employees may be continuous and they may be legislative or administrative. Congress may establish end strength limits in annual authorization or appropriation legislation. In addition to, or in the absence of, legislated limits, OMB and OSD may establish an administrative end strength limits on civilian employment in a particular category.

(2) A work year (also referred to as FTE) is computed on the cumulative number of scheduled work-hours in a fiscal year. Civilian guidance numbers published in the PBG represent end strength and work-years based on the Army’s overall program and budgeting goals. See OMB Circular A-11 (Revised), for FTE calculations.

(3) A manpower requirement for military and civilians is factored at 1740 available hours per year. This excludes overtime, weekends, holidays, leave, and other factors that prevent availability to produce workload.

3-4. Military manpower management

a. Borrowed military manpower.

(1) Borrowed military manpower (BMM) is the use of Soldiers borrowed from one UIC to perform duties in another UIC where the unit may or may not have approved manpower requirements and for which no military have been authorized or where the manpower requirement has been authorized but the position is unfilled.

(2) To constitute BMM, the Soldier performs duty with a unit other than the unit to which the Soldier is assigned while continuing to be administered and accounted for by the unit of assignment.

(3) Soldiers may only perform BMM which constitutes a military essential function (see para 3-2f).

(4) BMM is limited to 90 days per Soldier per calendar year after which the Soldier must be returned to their unit of assignment.

(5) To the maximum extent possible, Soldiers should be assigned to BMM within their military occupational specialty (MOS).

(6) Soldiers must not be used to replace civilians performing the work, or replace contract services without an approved in-sourcing request.

(7) Requests for exceptions to this policy must be submitted to the ASA (M&RA).

(8) The following utilization rules apply:

(a) Defense Language Institute graduates will be utilized in positions authorized foreign language ability. (Exceptions must be approved by the HRC). See AR 614-200.

(b) Intelligence career program Soldiers will be assigned in their primary MOS only, unless approved by the HRC. See AR 614-200.

(c) Soldiers with primary MOS 42R or 42S (band personnel) will be assigned in their primary MOS only, unless approved by the HRC. See AR 614-200.

(9) Deviation from the utilization rules in paragraph 3-4a(8) require HRC approval.

b. Directed military overstrength.

(1) DMOs are HQDA RA manpower authorizations used for unforeseen, high-priority, temporary (2 years or less) manpower requirements until the requirement can be supported through Command reassignment of priorities, command plan/TAA process, or the requirement terminates.

(2) The DCS, G-3/5/7 is the DMO manager and approval authority for the DMO program and is responsible for the following:

(a) Maintaining a database to account for all DMO requests.

(b) Staffing all DMO requests with the appropriate HQDA offices.

(c) Approving or disapproving all DMO requests.

(d) Notifying the DCS, G-1/HRC when DMO positions are approved and authorize assignment of personnel.

(3) The DCS G-1/HRC will—

(a) Upon notification by DCS, G-3/5/7, process requisitions to include military grade, specialty, or MOS requirements and special qualifications.

(b) Assign personnel to approved DMO positions only when notified by DCS, G-3/5/7.

(c) Monitor personnel assigned to DMO positions to ensure they are properly reassigned upon termination of the DMO authorization.

(d) Maintain and update the DMOs in FMSWeb based on guidance from DCS, G-3/5/7.

3-5. Reimbursable manpower

a. Reimbursable manpower is a term used when one organization pays for the services of personnel assigned in another organization. There are three types.

(1) Intra-service agreements are between the Army organizations to conduct reimbursable work.

(2) Intra-agency agreements are between DoD components to conduct reimbursable work.

(3) Interagency agreements are between a DoD component and a Federal agency to conduct reimbursable work.

b. Army organizations will only conduct reimbursable work when they have determined that they have the capability to provide support without interfering with their assigned missions.

c. DoDI 4000.19 establishes policy, assigns responsibilities and prescribes procedures for support agreements.

d. DoD 7000.14-R, volume 11a provides details regarding reimbursable policy and procedures to ensure that all indirect costs of personnel are reimbursed in accordance with DoD policy.

3-6. Use of prisoners

a. Prisoners, (civilian inmates in Federal Bureau of Prisons and military inmates in U.S. Disciplinary Barracks or Army Confinement Facilities), may be used as a possible source of labor to supplement the existing workforce.

(1) AR 190-47 provides policy on the use of military prisoners in work programs.

(2) AR 210-35 provides policy on the civilian inmate labor programs.

b. Programs which involve the use of Federal prisoners (civilian inmates) requires a memorandum of agreement (MOA), which outlines the specifics of the inmate labor details between the installation and Federal Bureau of Prison. A request to participate in the program, as well as the proposed MOA and an inmate labor plan governing the operation of inmate labor details must be coordinated with DCS, G-9 prior to approval by the Assistant Secretary of the Army (Installations, Energy, and Environment).

c. 18 USC 4125 prescribes the specific types of work that may be done by civilian Federal prisoners. These services include constructing and repairing roads; clearing, maintaining, and reforesting public lands; building levees; and constructing or repairing any other public ways or works financed wholly or in major part by funds appropriated by Congress.

d. Federal civilian inmates may not do work which interferes or conflicts with projects for which resources have been allocated or funds made available for accomplishment by contract, military, or the civilian work force, or work that can be performed within authorized personnel levels.

e. The Commander, United States Disciplinary Barracks, is authorized to establish military work release programs in coordination with the senior commander, the local labor and employment attorney, and labor union officials.

Section IV

Manpower Conversions

3-7. General

a. Many management initiatives may necessitate the conversion of a requirement from military to civilian or civilian to military. Additionally, contracted work may be shifted to civilian or military performance (insourcing). The Assistant Secretary of the Army (Manpower and Reserve Affairs) issues guidance annually regarding outsourcing pursuant to 10 USC 2461. During the Congressional moratorium on OMB A-76 public-private competition, no work performed by or designated for civilian performance may be transferred to contract performance.

b. Conversions occur when—

(1) The principal duties and responsibilities of established, authorized positions are retained.

(2) The categories (military or civilian) are changed.

3-8. Conversion of military positions to civilian

a. On a permanent basis, commanders may request approval to convert military positions to civilian positions within existing resources. If the conversion cannot be made within existing civilian strength levels, commands must compete for resources through the normal budget process. Civilian positions will be substituted for military on a one-for-one basis unless otherwise directed by HQDA. Conversions will take effect upon rotation of the military incumbents. This timing will preclude unnecessary permanent change of station costs, disruption of career development, or impact on

space imbalanced MOS. Conversions also may be made when the military incumbent is reassigned at the same station without an adverse effect on career development.

b. On a temporary basis, civilian personnel may be used to fill TDA military positions when the best use of available personnel dictates. This use will be subject to the limitations listed.

(1) Specific military responsibilities, which by law require a military incumbent, must be assigned to military personnel.

(2) No conflict with applicable civilian personnel policies and regulations must exist.

(3) The authorized military personnel must be requisitioned.

(4) Medical military to civilian conversions are permitted in accordance with requirements in 10 USC 977.

c. ASA (M&RA) is the approval authority for conversions. Conversion packages must include workload analysis, manpower mix/functional analysis, and a cost benefit analysis.

d. Approved conversion packages must be resourced through the PPBE process and TAA.

3–9. Conversion of civilian positions to military

a. On a permanent basis.

(1) Converting a function from civilian or contractor to military performance is permissible when the function is determined to be military essential as defined in DoDI 1100.22.

(a) Military-unique knowledge and skills are required for performance of the duties.

(b) Military incumbency is required by law, executive order, treaty, or international agreement.

(c) Military performance is required for command and control, risk mitigation, or esprit de corps.

(d) Military manpower is needed to provide for overseas and sea-to-shore rotation, career development or wartime assignments.

(e) Unusual working conditions or costs are not conducive to civilian employment.

(2) Conversion requests must be forwarded directly to ASA (M&RA) to confirm military essentiality and validation of the requirement conversion. ASA (M&RA) will then forward a memo to DCS, G–3/5/7 Force Management to update the SAMAS data base reflecting the validated conversion. Force management will then issue documentation guidance to update the requirement on the applicable TDA document. Commands will provide an internal military billpayer for the new requirement, or request to compete the requirement for resourcing in TAA.

(3) Reorganizations must be reviewed to ensure that civilian positions are not arbitrarily eliminated and replaced with military. In this context, reorganizations will include those resulting from transfers of functions.

b. On a temporary basis.

(1) Military personnel may be used temporarily to fill vacant authorized civilian positions when the following apply:

(a) The knowledge and skills required by the position must match the MOS of the Soldier to be temporarily assigned.

(b) Recruitment for vacant civilian positions due to normal attrition is underway.

(c) Positions that by law or regulation require a civilian incumbent must be so filled.

(d) BMM policy is met. See paragraph 3–4a.

(2) Local commanders will ensure the following actions have been accomplished.

(a) A review has determined that the function cannot be reduced, eliminated, or deferred, and that the associated workload is essential.

(b) A specific plan that formally establishes an end date for the temporary military occupancy of the positions has been prepared.

(c) It has been determined that no qualified civilian employee can be detailed to temporarily fill the position.

(d) Action is taken to obtain qualified civilian replacements by the termination date.

(3) The servicing civilian personnel organization has informed the immediate civilian work force through its union representatives of the following:

(a) Reasons for the temporary use of military personnel.

(b) The plan to restore civilian incumbency.

3–10. In-Sourcing: Converting work from contractor to civilian or military performance

a. Approval from the ASA (M&RA) is required before any contracted work is transferred to in-house civilian or military performance. Review and approval by the office of the ASA (M&RA) Force Management, Manpower and Resources (FMMR) is required to ensure that OSD and Army policies are followed and to comply with 10 USC 2463 which requires notice to contractors and Congress regarding in-sourcing actions. See SECARMY memorandum dated 01 September 2016, “Delegation of In-Sourcing Approval Authority” (Located on ASA(M&RA))

website, “Resources” tab: <https://www.army.mil/asamra#org-resources>, under the “Total Force Management/Manpower Mix” dropdown).

Note. ASA (M&RA) approval is required before shifting, transferring, or converting work from contractor to in-house military or civilian performance even in cases where the work is being contracted as a temporary “bridging strategy” until in-house positions can be established.

b. In-sourcing requests must be submitted to ASA (M&RA) FMMR for approval. Requests must contain the following:

(1) A memorandum to the ASA (M&RA) from the requesting organization’s Senior Executive Service/General Officer explaining what function is to be in-sourced, the reason for the in-sourcing, any anticipated costs savings, and any other relevant facts.

(2) Performance Work Statement (or portion thereof indicated) of the contract to be in-sourced.

(3) Position descriptions to which the contracted work will be converted.

(4) Workload validation memorandum from USAMAA (to include USAMAA memorandum stating that approved model is being correctly applied).

(5) For work determined by FMMR to be a “commercial activity,” proof of cost savings of 10% or \$10M (whichever is less) is required pursuant to OSD policy. In order to in-source commercial activity, a cost comparison using the methodology in DoDI 7041.04 must be performed by the organization requesting to in-source. The cost savings must be validated by ASA (FM&C) Deputy Assistant Secretary of the Army for Cost and Economics.

(6) Manpower Mix Review.

(7) Inherently Governmental and Critical Function Review.

(8) Military Essentiality Review.

c. Once the ASA (M&RA) approves the in-sourcing request, FMMR staff will provide a draft letter for use by the Contracting Officer to notify the affected incumbent contractor. The letter must be completed and coordinated with FMMR before being signed and sent to the incumbent private sector provider. No formal hiring or contract related actions may be initiated prior to such coordination, except for preliminary internal actions associated with hiring or contract modification. Commands will provide a copy of the final notification to ASA (M&RA) FMMR.

3–11. Outsourcing: Converting work from civilian or military performance to contractor

a. Pursuant to 10 USC 2461, DoD is prohibited from converting work currently performed (or designated for performance) by civilian personnel to private sector (contract) performance without first conducting a public-private competition. Unless the current government-wide moratorium on OMB A–76 competitions is repealed by Congress, no public-private competitions can be performed. See RSCA Worksheet E located at <https://api.army.mil/e2/c/downloads/2023/10/17/13f69fee/rsca-ver-2-may-2017.pdf> (located on ASA (M&RA) website, “Resources” tab: <https://www.army.mil/asamra#org-resources>, under the “Total Force Management/Manpower Mix” dropdown).

b. The outsourcing prohibition applies to functions and work assigned to civilians, regardless of whether or not the position is encumbered. This includes positions and work that may have been unencumbered for an extended period of time.

c. Pursuant to OSD policy, work “designated for civilian performance” cannot be shifted to contractor performance. Work “designated for civilian performance” constitutes one or more of the following:

(1) A civilian authorization on a TDA.

(2) A civilian currently performing the work, regardless of whether there is an authorization.

(3) Any official agency decision to perform the function with civilian labor.

(4) Civilian on a term or temporary appointment is currently performing the work; however, once the appointment expires, the work can be contracted provided there is no authorization on the TDA and contracting is otherwise permissible pursuant to law, regulation, and policy.

(5) Or work associated with authorizations that have since been eliminated due to civilian reductions.

d. When new requirements arise, such as those that may occur as military end strength levels are reduced, special consideration must first be provided to DoD civilian employees, consistent with 10 USC 2463 and applicable DoD policies.

e. For the purposes of an outsourcing analysis, the term “contract” includes the following:

(1) Intergovernmental support agreements pursuant to 10 USC 2679, with State or local governments.

(2) Any contract or agreement between a U.S. Federal government agency and a non-U.S. Federal government entity which obligates the seller to furnish services and the buyer to pay for them.

f. The term “contract” does not include grants and cooperative agreements pursuant to 31 USC 6304.

g. To identify cases of illegal out-sourcing, see RSCA, Worksheet E at <https://api.army.mil/e2/c/downloads/2023/10/17/13f69fee/rsca-ver-2-may-2017.pdf> (located on ASA (M&RA) website, “Resources” tab: <https://www.army.mil/asamra#org-resources>, under the “Total Force Management/Manpower Mix” dropdown).

Chapter 4

Requirements Determination and Workload Management

Section I

Policy

4–1. General

a. Manpower requirements determination will be based on a valid Army mission, workload needed to accomplish valid Army missions, and the proper source of labor or workforce mix (military, civilian, or contract) for a particular function pursuant to the laws, regulations, and policies of the DoD.

(1) Workload is the level of effort required to perform the tasks and functions necessary in accomplishing a valid Army mission. Workload is an output (product or service) provided by an organization.

(2) Manpower requirements determination identifies the minimum number and category of personnel to accomplish valid Army missions for both TDA and MTOE organizations.

(3) The Army formally records organizational and unit structure in FMSWeb.

b. Mission requirements must be derived from a valid and competent authority, such as a statute, Executive order, U.S. treaty, international agreement, memorandum of understanding (MOU), MOA, inter-service support agreement, intra-governmental support agreement, DoD policy, Joint Staff policy guidance and combatant command plans, Federal regulation, or other document formally approved by SECARMY. These missions can then be broken down into supporting functions and programs.

c. Workload management is defined as the act of describing the work to be accomplished, both near term and projected; estimating the time and resources required to accomplish the workload at an acceptable level or standard; prioritizing the workload to be accomplished; applying the available resources to accomplish the workload; and evaluating the results against predetermined quantitative and qualitative standards. The purpose of workload management activities is to generate the outputs of the organization in the most efficient manner possible. Effective workload management requires continual review of past work accomplished to evaluate the performance, effectiveness, and efficiency of the organization, and identify process improvements. Projected workload is used to determine the future manpower and financial requirements of the organization. Workload that is not validated (not essential to approved missions; not directed by higher headquarters, regulations, law, and so forth; or not directly related to the primary mission of the organization) will not be performed or resourced.

d. Measurement and determination of workload will consist of quantitative processes that are accepted by audit agencies and oversight authorities. These processes include manpower survey/study, and staffing guides as well as other methodologies, such as modeling, comparative analysis, bench-marking, other statistical analyses, and subject matter expertise when workload isn’t quantifiable and measurable. More than one process may be utilized to derive the manpower requirements for a specific work center, organizational element, or an entire organization. Detailed workload data and analysis and crosswalk spreadsheets from current approved TDAs to the proposed organization are mandatory. See DA Pam 71–32 for details regarding manpower models and studies, and workload requirements for submission of TDA CMPs.

e. A manpower requirement is computed by summing the hours required to produce workload and dividing the product by 1,740. The 1,740 value is the planning factor used for all TDA organizations. The purpose of the factor is to uniformly exclude hours associated with holidays, leaves, and other factors that prevent individuals from being available to produce workload.

f. In addition to the policy contained in this regulation, guidance for determining manpower and equipment requirements for specific types of organizations may be found in AR 71–32 and DA Pam 71–32.

4–2. Frequency of requirements determination

a. The minimum manpower required to accomplish assigned mission-essential functions of TDA organizations will be determined on a 5–year cycle.

b. TDA organizations will be studied at the direction of the manpower requirements determination authority when there are significant manpower and/or organizational changes, or when directed by HQDA. Manpower requirement determination authorities are commanders or leaders authorized by ASA (M&RA).

4–3. Review, validation, and approval

a. Manpower requirements determination authorities have direct responsibility for the review and approval of manpower requirements determinations for subordinate activities. This includes manpower surveys/studies, special functional analysis, follow-up evaluation of major actions approved in TDA CMPs, and HQDA directed studies. Approval of the manpower requirements determined, and issuance of an implementing directive constitute the commander's order to reorganize.

b. A copy of all TDA requirements determination studies approved by manpower requirements determination authorities will be provided to USAMAA for validation. USAMAA will periodically review these reports for quality assurance purposes and forward comments to manpower requirement determination authorities for information or correction.

c. Organizations without manpower requirements determination capability should contact USAMAA for assistance.

4–4. Delegation of authority

a. Manpower requirements determination authorities may request that USAMAA approve further delegation of authority to subordinate levels for the conduct of studies and model development. Headquarters of a subordinate command or agency (with requirements determination authority) will continue to be studied/modeled by the next higher headquarters.

b. Manpower requirements determination authorities will periodically review studies of subordinate commands and agencies to ensure the validity of the processes utilized. This assessment will consist of appraisal of technical proficiency of the analysis and study methodology used.

Section II

Organization Planning and Analysis

4–5. General

Army organizational elements will ensure sizing and structuring the workforce reduces duplication, layers, redundancies, overhead, and excess in all functional areas. Infrastructure and support elements will be staffed in a manner that prioritizes workload and reduces functions of marginal value while maximizing resources for warfighting capabilities. Accordingly, the Defense Acquisition System, Joint Capabilities Integration and Development System, and PPBE process will ensure fully-informed risk and cost decisions are translated into manpower requirements.

4–6. Organization structure

a. Guidance. Managers/commanders will structure organizations to ensure effectiveness, efficiency, and economy of units and organizations.

b. Types of authorization documents.

(1) MTOE is an authorization document built from a TOE requirements document, modified to include only equipment fielded to the unit or units to which it is applied during the reporting period of the MTOE.

(2) TDA is an authorization document that prescribes the organizational structure and the personnel and equipment requirements and authorizations of a military unit to perform a specific mission for which there is no appropriate TOE.

(3) AUGTDA is an authorization document created to authorize additional personnel or equipment or both for a MTOE unit to perform an added peacetime or non–MTOE mission.

(4) MOBTDA is an authorization document that shows the planned mobilization mission, organizational structure and personnel and equipment requirements for units based on Presidential Selected Reserve Call-up, partial, and full mobilization. Current Department of the Army (DA) policy requires MOBTDA/MOBAUGTDA to reflect Presidential Selected Reserve Call-up and partial mobilization.

4–7. Organization and position management

a. Definition. Organization and position management is the process by which managers assign duties and responsibilities to positions in order to maximize the efficient utilization of employees in the TDA organizations.

b. Staffing levels. Staffing levels will be determined by workload based on valid Army mission requirements. Manpower managers at all levels will support efficient personnel utilization.

c. Work functions. Related work functions will be logically aligned to determine manpower requirements and identify the organizational subdivisions required for effective operation. Functional elements are subdivided only when necessary and within the organizational guidance contained in this chapter.

d. Management levels. Management levels should be minimized within the following suggested guidelines:

- (1) For installation: No more than two management levels below the commander.
- (2) For ACOM, ASCC, and DRU: No more than three management levels below the commander.
- (3) For OSA/Office of the Chief of Staff of the Army (CSA): No more than three management levels below SECARMY/CSA.

e. Unstructured divisions. Divisions with fewer than 20 positions are normally unstructured. Unstructured divisions can use teams to handle functions and projects.

f. Branches. Branches will not be subdivided. This eliminates supervisory layering and fragmentation of organizations while permitting flexibility in organizational design. By exception, branches may be subdivided when organizations are geographically separated.

g. Position structures. Managers will design optimal position structures that will—

- (1) Concentrate high and senior grade (general schedule 13 and above) duties in as few positions as possible.
 - (2) Achieve an appropriate balance of overhead to functional positions. Overhead workload should not be shifted to higher graded functional positions during a reduction.
 - (3) Assign the appropriate category of employment or work schedule.
 - (4) Include an appropriate mix of professional, technical, administrative, logistical, and trainee job responsibilities.
- Determinations will be made in coordination with the servicing civilian personnel organization and will include consideration of military grades and skills.

h. Considerations. The following position management considerations will apply to supervisory positions:

- (1) Span of control varies by level of complexity, degree of professional orientation of the individuals doing the work, and the variety of jobs performed by the group under supervision.
- (2) As a general rule, supervisory positions should not be established to direct fewer than 15 military or civilian employees. However, workload, span of control and geographical dispersion should be considered.

i. Dual staffing. Dual staffing is not permitted. Dual staffing exists when two people perform duties that can be performed by one person or when two or more organizational elements perform duplicate functions in accomplishing the same mission.

j. Deputies. The use of deputies will be limited to circumstances where the military or civilian head of an organization is frequently absent on official duties (and no other subordinate can serve in an acting capacity) or where the workload of the military or civilian head justifies the additional position.

k. Special assistants. Special assistant, special project officer, or like positions are not permitted.

l. Grading structure. Minimize same grade reporting. The grade of officers and civilians within an organization will normally be at least one grade below that of the immediate supervisor.

m. Staffing level. Manpower requirements are based on the most effective and efficient organizations and, therefore, represent the minimum essential numbers of civilian and military positions needed to accomplish valid mission responsibilities. Overtime and temporary employees should be used to accomplish workload surges.

n. Administrative support. Minimize dedicated administrative and logistical support to divisions, branches, and special staff sections will be provided by an overhead support element, organized at the directorate level (or in Secretary General Staff for special staff).

- (1) This does not include administrative assistants who support General Officers or Senior Executive Service.
- (2) This support does not include human resource policy/oversight functions, POM-related activities, nor management decision package responsibilities in organizations whose mission it is to provide these functions and activities.

o. Special projects. Special projects can be accomplished through the use of temporary manpower or by detailing manpower to the project. Requirements for special projects approved by HQDA may be recognized by manpower requirements determination teams when their duration is for one or more years.

Chapter 5 Resourcing and Authorizations

Section I

Planning, Programming, Budgeting, and Execution

5–1. Planning, programming, budgeting, and execution

The main objective of the Army PPBE process is to establish, justify, and acquire the fiscal and manpower resources needed to accomplish the Army's assigned missions.

a. Planning is done to determine the capabilities, structure, manning, equipping, training, and services and sustainment the Army needs to support the national military strategy. A key planning product is an Army force structure memorandum and force file.

b. Programming sets Army priorities for requirements and resources and distributes projected manpower and dollars through resource allocation policy and priorities while ensuring requirements are defensible and executable. The main output of the programming phase is the POM.

c. Budgeting converts resource allocation decisions into requests for Congressional authorizations and appropriations. The main output of the budgeting phase is the budget estimate submission (BES), which covers the prior and current years and the first year of the program approved by the SECARMY.

d. Execution manages and accounts for funds and manpower to carry out approved programs in the year-of-execution.

5–2. Program Objective Memorandum and Budget Estimate Submission

a. DCS, G–8 Program Analysis and Evaluation issues annual CPGM to supplement the Army Program Guidance Memorandum. The CPGM includes programming guidance and business rules for manpower.

b. The BES provides detailed information (manpower and dollars) for POM decisions with clear and complete justification. The detailed information is essential to manpower managers and appropriation directors in developing or evaluating budget estimates. The manpower data in the POM/BES submission is used to update the HQDA data base in support of the BES to OSD and OMB.

c. During all phases of budget preparation and execution, the Army will maintain a firm linkage between civilian work-years and the funding of civilian pay.

5–3. Program budget guidance

a. PBG consists of two volumes plus an addendum.

(1) Narrative Guidance (Vol I) provides manpower managers with information on manpower planning constraints, manpower execution, and other manpower related issues.

(2) Resource Guidance (Vol II) provides fiscal guidance and as well as manpower guidance and controls.

b. Changes made to the PBG requires timely coordination and reconciliation of FMS documentation. UIC detail must be identified with all military and civilian manpower changes documented in the PBG. This is a critical element in accurate implementation and documentation of specific force decisions and in providing audit linkage for HQDA and commands in the maintenance or reconciliation of allocations between SAMAS, command plans, and FMS documentation. Therefore, proponents of military manpower changes will include an assessment of the unit strength impact in all actions that affect the PBG.

c. Commands and agencies make sub-allocations of manpower to lower echelons. It is essential that civilian manpower allocations and funding be properly aligned.

Section II

Resourcing and Authorizations

5–4. Force management and manpower planning

a. The force management process establishes and fields mission-ready Army organizations. The process includes the execution of activities encompassing the development of concepts, capabilities requirements, force development, force integration, and documentation.

b. The TAA process is the comprehensive process used to determine what force structure (types and quantities of units) best support the capabilities required in the military strategy and produces Army structure decisions that inform preparation of the POM. TAA includes a capability demand analysis phase and a resourcing phase. The results balance the force within authorized end strength, build new capabilities, and redesign existing capabilities.

c. The Command Plan, published by DCS G–3/5/7, is the annual force management process designed to account for and document force structure decisions and directives from Army senior leadership. The command plan includes changes directed by OSD, changes requested by Commands and changes prescribed by Congress. HQDA compares the command plans to the M-Force and PBG Manpower Addendum to ensure compliance with HQDA guidance. At the close of the command plan cycle, organizations forward their FMS documents to HQDA where the Automatic Update Transaction System is used to compare the reconciled M-Force to command documented positions in FMS documents.

5-5. Table of distribution and allowances change management plan

a. To change a TDA, all commands and ARSTAF use the TDA CMP process as means to request new organizations, or updates and changes to all AUGTDA and TDA organizations assigned to the RA, ARNG, and USAR regardless if the UIC is categorized as an operating force or generating force (GF) unit.

b. The DCS, G-3/5/7 Force Management retains authority for the management and direction of the out-of-cycle process and documentation guidance. Updates to the TDA CMP process will be addressed in the annual command plan guidance as approved by the DCS, G-3/5/7 DFM. See DA Pam 71-32.

c. The DCS, G-1 reviews military and civilian manpower requirements and authorizations and military grade plate. The DCS, G-3/5/7 Force Management submits all TDA CMPs to DCS, G-1 for coordination with Program Evaluation Groups and Management Headquarters activities review. DCS, G-3/5/7 Force Management validates the availability of military and civilian manpower within the POM and identifies impacts on controlled manpower programs.

5-6. Requirements and authorizations

a. Military authorizations.

(1) If the TDA CMP submission is resource neutral (no resourcing bills to the Army) for military manpower, the DCS, G-3/5/7 DFM will review and either approve or disapprove the command's internal strategy to realign manpower.

(2) If the TDA CMP submission is requesting additional military manpower, the DCS, G-3/5/7 Force Management will review and either approve or disapprove the submission. Prior to forwarding the command submission to the DCS, G-3/5/7 DFM for final decision, DCS, G-3/5/7 Force Management coordinates with the command to determine an appropriate resourcing strategy for unresourced requirements. If the submission is approved, the DFM has several options for a resourcing strategy:

(a) The requirement will be recognized as an Army priority and the military authorization will be allocated across the POM with no bill to the command.

(b) The requirement will be recognized; however, the Army will not allocate an authorization to support the requirement. The requirement would then compete in the next TAA for resourcing.

b. Department of the Army Civilian authorizations.

(1) Approved Army Civilian requirements must compete in the POM process for funding and authorizations.

(2) The DCS, G-3/5/7 Force Management does not approve funding or civilian authorizations. The requirement will compete in the next TAA emerging civilian growth prioritization and then be forwarded to DCS, G-8 Program Analysis and Evaluation for a resourcing decision through the POM process.

c. Service contractor manpower requirements.

(1) DCS, G-3/5/7 Force Management will only direct the documentation of contractor manpower requirements on TDAs/AUGTDAs that have been validated by manpower studies, models, and TDA CMPs.

(2) Commands will include a non-add standard remarks code to indicate the requirement is currently being met with contract manpower.

(3) Contract services are funded through Management Decision Package reviews in the POM process.

5-7. Personnel management authorization document

The personnel management authorizations document is built from annual updates of force structure decisions and provides the source of RA authorizations by UIC, MOS, and grade level of detail for the current and budget years.

Section III

Special Considerations

5-8. Permanent transfer of functions intra-service, intra-agency or interagency

a. Permanent transfer of functions between commands, from Army to another service/agency, or from another service/ agency to Army requires an MOU/MOA to be developed at the lowest practical command level to be forwarded to the HQDA functional principal official for staffing and finalization. Addendums and annexes may be included in the MOU/MOA that identify specific resources to be transferred. The service/agency receiving the function/manpower is considered the lead activity and is responsible for initiating all actions along the chain of command.

b. If the support/service provided requires an increase in manpower, the requesting agency headquarters will provide manpower authorizations and funds. When the support is directed by DoD, HQDA, or other authority, and the provider requires manpower to provide the support but is not furnished the manpower by either the directing authority or the receiver of support, the request will be coordinated through the POM process.

c. Incremental manpower costs generated by a DoD Reserve Component (RC), including the ARNG and USAR, will be reimbursed to the Army annually.

d. Incremental manpower costs generated by an Command/agency or active military service require the receiving command/agency or service to reimburse the supplier for civilian personnel costs for the months remaining in the current year, and to transfer manpower spaces (both civilian and military) and associated funds at the end of the second year. Manpower authorizations will be returned to the receiver upon termination of the support agreement.

5–9. Use of military and civilian personnel outside the Department of the Defense

a. Military and civilian personnel may be assigned within DoD but used in support of other Federal agencies or other nations. See DoDI 1000.17, DoD 7000.14–R, DFAS–IN Regulation 37–1, and AR 71–32.

(1) Military and civilian personnel may work on a full–time basis in excess of 90 days in unclassified, individual, or unit assignments qualifying as reimbursable or non-reimbursable personnel.

(2) All Army military personnel assigned to non–DoD agencies unless otherwise exempted are subject to the Uniform Code of Military Justice and are attached to the U.S. Army Military District of Washington for all matters pertaining to the administration of military justice (including general courts–martial jurisdiction). This includes members of the ARNG and USAR who are not under the command of any other officer authorized to convene general courts–martial and are stationed within the geographic area of the U.S. Army Military District of Washington or are assigned or attached for duty outside HQDA.

(3) These provisions do not apply to—

(a) Army personnel exchange programs with the Department of State and civilian personnel assigned under the Intergovernmental Personnel Act of 1970, Public Law 91–648, or military personnel serving on active duty assigned to civil functions activities or RC activities and paid by appropriations other than Military personnel, Army.

(b) Personnel paid directly from other appropriations such as National Guard personnel, Army; Reserve personnel, Army; and Corps of Engineers, Civil.

(c) Those DA military personnel who are assigned within the DoD for whose services the Military personnel, Army appropriation is reimbursed from another DoD appropriation or fund. In those instances, ASA (FM&C) will establish billing procedures on a case–by–case basis.

(d) Classified assignments except for the reporting of the total number assigned. The Technology Management Office, Office of the CSA, has oversight responsibility for all personnel assigned to sensitive positions with non–DoD agencies.

b. Reimbursement, when applicable, will be on the basis of standard rates established in accordance with the DoD 7000.14–R, to include permanent change of station average rates.

c. The Executive Secretary of OSD, through the Office of the Under Secretary of Defense (Personnel and Readiness) will approve or disapprove all requests for full–time assignment of Army personnel to non–DoD activities. All requests, regardless of origin, will be routed through DCS, G–1 for approval by the Executive Secretary of OSD before any actions relating to actual assignment of Army personnel outside the DoD are initiated.

d. Commitments to include a decision on reimbursement will not be made with an agency outside DoD before approval is received.

e. Army spaces allocated to agencies supporting non–DoD activities will be identified in FMS as specified in AR 71–32.

f. Military personnel will not be assigned outside DoD on their last assignment prior to mandatory retirement.

Chapter 6 Controlled and Special Programs

Section I

General Programs

6–1. General

a. Multiple stakeholders control or influence Army manpower levels either through funding or because of statutory/regulatory oversight, such as offices of the Executive Branch, other departments, and the Offices of the Secretary of Defense.

b. The manpower in these categories is reviewed through the programming process and many require coordination with OSD through the program budget review phase of PPBE. The CPGM will include programming guidance and business rules for manpower to include special and controlled programs.

Section II

Major Department of Defense Headquarters Activities

6–2. General

- a. Major DoD Headquarters Activities are a specific group of organizations, manpower, and resources of interest to Congress.
- b. Identification and reporting requirements for major DoD Headquarters are set forth in statute.
- c. OSD will develop policy and oversee its implementation throughout the DoD to be compliant with statutory requirements.
- d. ASA (M&RA) will oversee implementation of DoD guidance.
- e. The DCS, G–1 will implement MHAs policies and guidance as directed by OSD and ASA (M&RA).

6–3. Identification of Major Army Management Headquarters Organizations

- a. Major Army MHA will consist of—
 - (1) The OSA and ARSTAF, the Office of the Chief of Army Reserve (OCAR), and the Office of the CNGB, the Joint Staff, and the OSD.
 - (2) Headquarters of the ACOMs.
 - (3) Headquarters of operational military forces down to and including headquarters of the combatant commands, the primary component command headquarters of the military services with the combatant commands.
 - (4) DRUs, field activities and agencies, operating activities and agencies, or other organizations reporting to a headquarters listed above in this paragraph or if they provide direct support integral to the operation of the headquarters or a staff element of the headquarters. This includes a subordinate element of a larger organization if the element provides direct support and reports to a major Army management headquarters activity. In this context, a subordinate unit of an organization, such as a staff office, directorate, division, branch, section, detachment, or squadron will normally be designated as major Army management headquarters activities if—
 - (a) The primary mission is to support one or more major Army management headquarters activities.
 - (b) The subordinate unit would no longer be required if the major Army management headquarters activity (or activities) which they support were to be disestablished.
 - (c) The subordinate unit is collocated with a major Army management headquarters activity and its personnel are physically or operationally within the staff or support elements of the activity.
- b. Army management headquarters organizations currently identified as major Army activities are listed in DoDI 5100.73.
- c. Military and civilian personnel serving in International Military Headquarters responsible for multinational combat, peacekeeping, humanitarian, and other missions are not part of the Army’s internal management or command structure and, therefore, are not categorized as major Army management headquarters activities.

6–4. Identification of Management Headquarters Functions within Major Headquarters Organizations

Headquarters organizations performing the following management and direct support functions are classified as management headquarter activities:

- a. *Management.* Management of policies, programs, and operations provide oversight, direction, and control by—
 - (1) Developing and issuing policies and providing policy guidance.
 - (2) Reviewing and evaluating program performance.
 - (3) Allocating and distributing resources.
 - (4) Conducting mid–range and long–range planning, programming, and budgeting.
- b. *Direct support.* Direct support of a professional, technical, administrative, or logistical function that is performed or provided directly to a management headquarters Activity and is essential to its operation. It includes both staff support and operating support.
 - (1) Staff support consists of services such as providing policy and program analysis, or formulating policies, plans, and programs for a Management Headquarters. Included are staff extensions, agencies, centers, and other types of organizations which may be organizationally separate from the management headquarters but, nevertheless, provide it with support integral to its effective operation.
 - (2) Operating support consists of services such as secretarial, typing, editorial, or automatic data processing for a management headquarters.
 - (3) Direct support does not include—

- (a) Specific products or technical and operational services that are provided on a DoD or component-wide basis (such as payroll services performed by centralized accounting and finance centers).
- (b) Personnel records and assignment functions performed by military personnel centers.
- (c) Base operating support functions provided by a host unit to all tenant organizations.

6-5. Army Major Headquarters Activities documentation and change management

- a. Army MHA will be organized and staffed in a manner that permits the effective accomplishment of assigned responsibilities in accordance with DoDI 5100.73. This may be accomplished through reorganization or realignment actions, inactivation, discontinuance, elimination, or transfer of MHA functions between or among units and activities.
- b. Army MHA functions may not be established or transferred outside of a management headquarters or headquarters support organization to circumvent the personnel accounting and reporting provisions of this regulation.
- c. The DCS, G-1 will—
 - (1) Conduct continuous reviews to ensure proper accounting of Army MHA.
 - (2) Program Army MHA positions in the Army manpower databases.
 - (3) Oversee programing adjustments to Army MHA and review requests from Army MHA organizations that propose transfer of functions and authorizations in MHA to operating organizations.
 - (4) Prepare annual budget justification materials in the Future Years Defense Program.
 - (5) Prepare the annual management headquarters and headquarters support activities budget exhibit for submission to OSD in accordance with the Office of the Undersecretary of Defense (Comptroller) budget cycle guidance.
 - (6) Review all requests to revise the list of MHA activities as identified in DoDI 5100.73 from HQDA, ACOMs, ASCCs, and DRUs, their FOAs, and reviewing organizations within their areas of responsibility to ensure that MHA positions comply with the requirements of this regulation.

**Chapter 7
Manpower Planning for Mobilization**

Section I

General

7-1. Mobilization

Army mobilization is the process of bringing the Army to a state of readiness for war, contingency, or national emergency. This includes activating all or part of the RCs, as well as assembling and organizing personnel, supplies, and materiel. A complete discussion of responsibilities regarding the Army Mobilization System (formerly known as the Army Mobilization Operations Planning and Execution System) can be found in AR 500-5, and AR 690-11.

7-2. Categories of mobilization

Generally, the magnitude of the emergency governs the level of mobilization. When authorized by law or Congressional resolution and directed by the President, DoD may mobilize all or part of the Armed Forces. Concurrent with a directive to mobilize, DoD and other Federal agencies marshal national resources in order to sustain the Armed Forces. A more detailed description can found in DoDI 1235.12. See Table 7-1 as well.

**Table 7-1
Reserve Access Authorities (extracted from DoDI 1235.12)**

Statute	Utilization Process	Intended Use	Requirements
Involuntary			
10 USC 12301(a) Full Mobilization	Congressional Declaration of War or National Emergency	Rapid expansion of Military Services to meet an external threat to national security	-No personnel limitation -Duration of war or national emergency plus 6 months -Applicable to all reservists (including inactive and retired)
10 USC 12302 of Partial Mobilization	Presidential Declaration of National Emergency	Manpower required to meet external threat to national security or domestic emergency	-Maximum 1,000,000 Ready Reservists on active duty -Not more than 24

Table 7-1
Reserve Access Authorities (extracted from DoDI 1235.12)—Continued

			consecutive months
10 USC 12304 Presidential Selected Reserve Call-Up	President determines RC augmentation is required other than during war or national emergency	Augment the RA for any named operational mission, or to provide assistance for responding to a national emergency involving the use or threatened use of a weapon of mass destruction, or a terrorist attack or threatened terrorist attack in the United States that could result in significant loss of life or property	-Maximum 200,000 members of Selected Reserve/Individual Ready Reserve (IRR) on active duty -May include up to 30,000 IRR -Limited to 365 consecutive days active duty -Prohibited for support of federal government or a State during a domestic serious natural or man-made disaster, accident, or catastrophe -Prohibited for use in repelling invasions, suppressing insurrections, rebellions, domestic violence, unlawful combinations, or conspiracies or executing U.S. laws
10 USC 12304a Reserve Emergency Call-Up	Secretary of Defense (SECDEF) authority in response to Governor's request for federal assistance in accordance with section 5121 <i>et. seq.</i> of Title 42 USC (Reference (aa)); Presidential determination of major disaster or emergency required	Manpower required for response to a major disaster or emergency in the United States and its territories	-No personnel limitation -Limited to continuous period of not more than 120 days -Does not apply to National Guard or Coast Guard Reserve -Secretaries of the military departments may approve 12304a activations provided the orders are 30 days or less in duration
10 USC 12304b Reserve Preplanned Call-Up	Secretary of Military Department authority to order any unit of the Selected Reserve to active duty for pre-planned and pre-budgeted missions	Augment RA for any pre-planned missions in support of Combatant Command requirements	-Maximum 60,000 on active duty at any one time -Limited to 365 consecutive days -Manpower and costs are specifically included and identified in the submitted defense budget for anticipated demand -Budget information includes description of the mission and the anticipated length of time for involuntary order to active duty -Secretary invoking section 12304b of Reference (d) must submit to Congress a written report detailing circumstances of the call-up
10 USC 12301(b) 15-Day Statute	Service Secretary authority to order to active duty without consent of persons affected	Annual training or operational mission	-15 days active duty once per year; Governor's consent required for National Guard
Voluntary			
10 USC 12301(d)	An authority designated by a	Active duty in excess of	-No set duration

Table 7-1
Reserve Access Authorities (extracted from DoDI 1235.12)—Continued

	Service Secretary may order a RC member to active duty with consent of the member	annual training requirements. May be used for training, special work, operational support, and so forth.	-Consent of the governor or other appropriate authority of the State concerned required for members of the National Guard
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7-3. Mobilization planning

a. Manpower mobilization augments the peacetime RA military end strength. Sources of military mobilization manpower include members of the RCs, military retirees, volunteers with prior service, and non-prior service personnel who volunteer. In addition to the call-up of manpower from reserve and retiree manpower pools, three other actions can be taken to ensure adequate manpower during mobilization. These are stop-loss, stop movement, and personnel redistribution.

b. Manpower planning is an integral part of mobilization planning which, in turn, is conducted in accordance with operational planning and execution. Global Force Management allocates forces in support of the combatant command force.

c. The Army Mobilization System (described in AR 500-5) is the short-range, current capability planning system for development of the Army Mobilization Plan. The Army Mobilization System provides the link between war planning and mobilization planning as directed by OSD and the Office of the Joint Chiefs of Staff. Planning projections of mobilization workload and resultant manpower requirements will consider the following:

- (1) Immediate termination or deferral, to the maximum extent feasible, of all peacetime activities not considered essential to the war effort.
- (2) Disestablishment of units that have no wartime mission.
- (3) Projected workload that diminishes at any point after mobilization.
- (4) Reliance, to the maximum extent feasible within bounds of prudent risk, on host nation support that is assured.
- (5) Reliance, to the maximum extent feasible and cost beneficial, on prearranged contractor support services outside of the hostile fire area.
- (6) Continuation of services in overseas locations during wartime that are essential to the war effort. This applies to Defense contractors and civilian employees.

d. Wartime jobs in the theater of operations (high risk areas which are inappropriate for civilians) will be designated as military positions unless one of the conditions below exists.

- (1) The respective host nation agrees to provide a qualified local national (either military or civilian at the host nation’s discretion) to perform the job.
- (2) The position has been designated as an emergency-essential civilian position in accordance with AR 690-11.

e. Upon mobilization, all support establishment positions in CONUS will be designated as civilian unless one of the following applies:

- (1) Military incumbency is required by law.
- (2) Military authority or discipline is requisite to the position.
- (3) Military-unique skills or experience is essential to successful performance of assigned duties.
- (4) Civilian skills are not available.

Section II

Manpower Management Planning

7-4. General

Changes to peacetime manpower procedures may be required during partial and full mobilization. In contrast, the limited scope of mobilization for Presidential Selected Call-Up may not demand any change to peacetime manpower operations. AR 135-210, prescribes policies, responsibilities, and procedures for ordering individual soldiers of the ARNG and the USAR to active duty.

7-5. Planning assumptions and guidance for partial mobilization

a. The initial increase to RA manpower will be the mobilization of RC units and individuals in accord with the Army Mobilization Plan. The mobilization of these units and individuals is accomplished within operations and personnel administration channels and is not a manpower function.

b. Depending upon the extent and anticipated duration of mobilization, HQDA may ask OSD to provide additional civilian manpower.

c. HQDA will address resources to support initial mobilization workload increases aligned with mobilization TDA requirements.

d. Commanders will control mission-essential overtime to permit increased workweek lengths for entire installations or depots or for groups of employees.

7-6. Planning assumptions and guidance for full mobilization

a. Full mobilization may be initiated without warning (when the Armed Forces are in a peacetime readiness posture), or from a partial mobilization in anticipation of hostilities. If there is a partial mobilization beforehand, HQDA will adopt full mobilization manpower policies and procedures as needs develop.

b. OSD may require the Army to—

(1) Defer manpower growth in functions not critical to the war effort.

(2) Report deferred manpower demands (work-years by Defense planning and programming category).

(3) Report total overages and shortages of civilian manpower by skill.

c. OSD may direct the Services to reallocate manpower from lower to higher priority functions.

d. Commanders will—

(1) Allocate a major share of manpower management efforts to workload forecasting.

(2) Review actual workload frequently and adjust manpower requirements and authorizations.

(3) Reallocate manpower to higher priority activities.

(4) Restructure jobs to reduce the need for critical skills or skill levels for both military and civilian.

(5) Delegate appropriate responsibilities to subordinate levels.

e. Commands within the active theater of operations will assume control of indirect-hire and foreign national direct-hire civilian manpower.

7-7. Emergency-essential positions and civilian expeditionary workforce

Civilian employees will support the Army's military mission in crisis situations. Emergency-essential civilian positions must be limited to those positions specifically required to ensure the success of combat operations or the availability of combat-essential systems. The civilian expeditionary workforce program provides a pre-identified source of civilian manpower to support DoD combat operations, contingencies, emergencies, humanitarian missions, and other expeditionary requirements. The civilian expeditionary workforce is both position-based and person-based facilitating the organizing, training, and equipping of civilians for rapid response and quick assimilation into new operational environments. See AR 690-11.

7-8. Operational contract support

The process of planning for and obtaining supplies, services, and construction from commercial sources in support of Joint operations along with the associated contractor management functions. See DoDI 3020.41.

7-9. Individual mobilization augmentation

The Individual Mobilization Augmentee (IMA) program is a component of the Ready Reserve that provides trained and experienced Army Reserve officers in the ranks of captain through colonel and noncommissioned officers in the ranks of sergeant through sergeant major to RA agencies worldwide. Funded IMA positions are budgeted for 48 4-hour periods of individual duty for training annually and 12 annual training days. IMA positions will be filled through the Army's normal assignment system and HRC will screen and assign qualified soldiers to IMA positions. See AR 140-145.

7-10. Mobilization table of distribution and allowances and augmentation table of distribution and allowances documentation guidance

a. MOBTDA reflect the manpower (and equipment) required to perform an assigned mobilization mission.

b. MOBTDA planning is based on Presidential Selected Reserve Call-up, partial, and full mobilization. Mobilization may differ by geographic region and command.

c. ACOMs/ASCCs/DRUs will determine the requirement to develop MOBTDA for assigned TDA units, as well as the status and missions of those units in case of mobilization.

d. The Mobilization Expansion plan is used instead of a TDA CMP for the establishment of a new MOBTDA or to increase requirements on an existing mobilization document. The request for a new MOBTDA or additional

requirements is based on a command's mission assessment of a contingency plan or mobilization planning that determines that a capability gap exists. See DA Pam 71-32.

e. MOBTDAs documented requirements are resourced using the funded IMA program, the Active Duty for Operational Support program, or as directed by the mobilization authority. Positions may be filled by IMA personnel assigned to a position on the unit MOBTDAs from RC unit personnel, the IRR, or retiree recalls.

f. The standard remarks code "MD" or "DM" identifies a position on a MOBTDAs/MOBAUGTDAs document as funded and available for IMA assignment.

(1) Many of these military manpower requirements must be filled during the initial stages of an emerging crisis and well before a partial mobilization is declared. These requirements must be filled with qualified Soldiers who are able to report to and perform their assigned duties without delay, orientation, or post-mobilization training. This objective is accomplished by pre-assigning qualified members of the Army's Selected Reserve to required mobilization positions that have been specifically designated and documented to augment organizations.

(2) The Soldiers selected for assignment to these positions are known as funded IMAs. These Soldiers are trained in peacetime so that they are able to perform their designated duties when ordered to active duty. Funded IMA Soldiers, as members of the Selected Reserve, are subject to immediate, involuntary order to active duty whenever a Presidential Reserve Call-up is invoked under 10 USC 12304 or by partial mobilization under 10 USC 12302.

(3) Funded IMA Soldiers are also subject to call-up if Congress declares war or national emergency under 10 USC 12301(a). These funded IMA Soldiers must be assigned to an authorized military mobilization position that has been properly documented on an organization's MOBTDAs or MOBAUGTDAs.

(4) OCAR determines the number of funded IMA authorizations based on Congressional appropriations for each fiscal year.

(5) DCS, G-3/5/7 Force Management is responsible for prioritizing the distribution of the USAR funded IMA allocations for each command.

(6) Changes to the funded IMA program must be approved by DCS, G-3/5/7 Force Management prior to documentation.

Appendix A

References

Section I

Required Publications

Unless otherwise indicated, all Army publications are available on the Army Publishing Directorate website at <https://armypubs.army.mil>. DoD publications are available at <https://www.esd.whs.mil>. USCs are available at <https://uscode.house.gov/>.

AR 70–13

Management and Oversight of Service Acquisitions (Cited in para 3–2*h*(1).)

AR 71–32

Force Development and Documentation Consolidated Policies (Cited in para 2–9*a*(1).)

AR 135–210

Order to Active Duty as Individuals for Other Than a Presidential Reserve Call-up, Partial or Full Mobilization (Cited para in 7–4.)

AR 140–145

Individual Mobilization Augmentation Program (Cited in para 7–9.)

AR 190–47

The Army Corrections System (Cited in para 3–6*a*(1).)

AR 210–35

Civilian Inmate Labor Program (Cited in para 3–6*a*(2).)

AR 500–5

Army Mobilization (Cited in para 7–1.)

AR 614–200

Enlisted Assignments and Utilization Management (Cited in para 3–4*a*(8)(*a*).)

AR 690–11

Department of the Army Expeditionary Civilian Workforce and Civilian Deployments, in Support of Military Contingency and Emergency Operations (Cited in para 7–1.)

DA Pam 71–32

Force Development and Documentation Consolidated Procedures (Cited in para 2–3*m*(4)(*c*).)

DFAS–IN Regulation 37–1

Finance and Accounting Policy Implementation (Cited in para 5–9*a*.) (Available at <https://www.asafm.army.mil/>.)

DoD 7000.14–R

Department of Defense Financial Management Regulation (DoD FMR) (Cited in para 3–5*d*.) (Available at <https://comptroller.defense.gov/>.)

DoDD 1100.4

Guidance for Manpower Management (Cited in para 3–1*a*.)

DoDI 1000.17

Detail of DoD Personnel to Duty Outside the Department of Defense (Cited in para 5–9*a*.)

DoDI 1100.22

Policy and Procedures for Determining Workforce Mix (Cited in para 3–2*f*(1).)

DoDI 1235.12

Accessing the Reserve Components (RC) (Cited para 7–2.)

DoDI 3020.41

Operational Contract Support (OCS) (Cited in para 7–8.)

DoDI 4000.19

Support Agreements (Cited in para 3–5*c*.)

DoDI 5100.73

Major DoD Headquarters Activities (Cited in para 6–3*b*.)

DoDI 7041.04

Estimating and Comparing the Full Costs of Civilian and Active Duty Military Manpower and Contract Support (Cited in para 3–2*f*(3).)

FAR 7.503(c)

Policy (Cited in para 3–2*b*.) (Available at <https://www.acquisition.gov/>.)

FAR 37.104

Personal services contracts (Cited in para 3–2*h*(1)(*b*)). (Available at <https://www.acquisition.gov/>.)

OFPP Policy Letter 11–01

Performance of Inherently Governmental and Critical Functions (Cited in para 3–2*h*(4)). (Available at <https://prhome.defense.gov/>.)

OMB Circular A–11 (Revised)

Preparation, Submission, and Execution of The Budget (Cited in para 3–3*c*(2)). (Available at <https://www.whitehouse.gov/>.)

OMB Circular A–76 (Revised)

Performance of Commercial Activities (Cited in para 3–2*e*.) (Available at <https://www.whitehouse.gov/>.)

Public Law 91–648

Intergovernmental Personnel Act of 1970 (Cited in para 5–9*a*(3)(*a*)). (Available at <https://www.congress.gov/>.)

Public Law 96–513

Defense Officer Personnel Management Act (Cited in para 2–3*j*(3)). (Available at <https://www.congress.gov/>.)

Public Law 105–270

Federal Activities Inventory Reform Act of 1998 (Cited in para 2–3*f*.) (Available at <https://www.congress.gov/>.)

5 USC 3107

Employment of publicity experts; restrictions (Cited in para 3–2*h*(6).)

10 USC 129a

General policy for total force management (Cited in para 3–1*a*.)

10 USC 977

Conversion of military medical and dental positions to civilian medical and dental positions: limitation (Cited in para 3–8*b*(4).)

10 USC 2461

Public-private competition required before conversion to contractor performance (Cited in para 3–2*h*(1)(*b*)).

10 USC 2463

Guidelines and procedures for use of civilian employees to perform Department of Defense functions (Cited in para 3–2*g*.)

10 USC 2465

Prohibition on contracts for performance of firefighting or security-guard functions (Cited in para 3–2*h*(6).)

10 USC 2679

Installation-support services: intergovernmental support agreements (Cited in para 3–11*e*(1).)

10 USC 4505

Procurement of services: tracking of purchases (Cited in para 3–2*h*(1)(*b*)).

10 USC 4508

Contractor performance of acquisition functions closely associated with inherently governmental functions (Cited in para 3–2*h*(1)(*b*)).

10 USC 12301(a)

Reserve components generally (Cited in table 7–1.)

10 USC 12302

Ready Reserve (Cited in table 7–1.)

10 USC 12304

Selected Reserve and certain Individual Ready Reserve members; order to active duty other than during war or national emergency (Cited in table 7–1.)

18 USC 4125

Public works; prison camps (Cited in para 3–6c.)

31 USC 6304

Using grant agreements (Cited in para 3–11f.)

Section II**Related Publications**

A related publication is additional information. The user does not have to read it to understand this regulation. Unless otherwise indicated, all Army publications are available on the Army Publishing Directorate website at <https://armypubs.army.mil>. USCs are available at <https://uscode.house.gov/>.

AR 10–87

Army Commands, Army Service Component Commands, and Direct Reporting Units

AR 11–2

Managers' Internal Control Program

AR 25–30

Army Publishing Program

AR 602–2

Human Systems Integration in the System Acquisition Process

AR 690–300

Employment

AR 690–630

Absence and Leave

CJCSI 1001.01B

Joint Manpower and Personnel Program (Available at <https://www.jcs.mil/>.)

DA Pam 25–403

Army Guide to Recordkeeping

Defense Acquisition Guidebook

Available at <https://www.dau.edu/>

Department of Defense Dictionary of Military and Associated Terms

Available at <https://www.jcs.mil/>

5 USC 2105

Employee

10 USC

Armed Forces

10 USC 688

Retired members: authority to order to active duty; duties

10 USC 1209

Transfer to inactive status list instead of separation

10 USC 4506

Procurement of services: data analysis and requirements validation

10 USC 10101–10114

Reserve components named

10 USC 10141–10154

Ready Reserve; Standby Reserve; Retired Reserve: placement and status of members; training categories

10 USC 12406

National Guard in Federal service: call

31 USC 501

Office of Management and Budget

32 USC 502

Required drills and field exercises

42 USC

The Public Health and Welfare

50 USC 4511

Priority in contracts and orders

Section III

Prescribed Forms

This section contains no entries.

Section IV

Referenced Forms

Unless otherwise indicated, DA forms are available on the Army Publishing Directorate website at <https://armypubs.army.mil>.

DA Form 11–2

Internal Control Evaluation Certification

DA Form 2028

Recommended Changes to Publications and Blank Forms

Request for Services Contract Approval Form

Available at <https://www.army.mil/asamra#org-resources>, (under the “Total Force Management/Manpower Mix” dropdown)

Appendix B

Internal Controls Evaluation

B–1. Function

This Army internal controls evaluation assesses the function of manpower management.

B–2. Purpose

Key internal controls are those controls that are absolutely essential to ensuring compliance with the laws, regulations, and policies of the DoD, and that resources are safeguarded from fraud, waste, and misuse. The purpose of this evaluation is to assist the ASA (M&RA) in evaluating the key internal controls outlined in paragraph B–4. It is not intended to cover all controls.

B–3. Instructions

Answers must be based on the actual testing of key internal controls (for example, document analysis, direct observation, sampling, simulation, other). Answers which indicate deficiencies must be explained and corrective action indicated in supporting documentation. These internal controls must be evaluated at least once every five years. Certification that this evaluation has been conducted must be accomplished on DA Form 11–2 (Internal Control Evaluation Certification).

B–4. Test questions

- a.* When determining the proper source of labor for a requirement, the following are considered:
 - (1) Is the function military essential? (See para 3–2.)
 - (2) If the function is not military essential, is there a law, regulation, or policy requiring civilian performance? (See para 3–2.)
 - (3) If civilian performance is not required and military performance is still being considered, is military performance the least costly form of labor using the fully burdened cost methodology in DoDD 7041.04?
 - (4) If a service contract is being considered, did the requiring activity use the RSCA form to determine whether a contract is the proper source of labor pursuant to law, regulation, and policy?
 - (5) If the RSCA analysis shows that contracting the function is proper, was the certified RSCA sent to the contracting officer along with the statement of work and funding document?
- b.* Are BMM rules followed? (See para 3–4.)
- c.* Is reimbursable manpower policy followed? (See para 3–5.)
- d.* Are processes for conversion of functions/manpower followed? (See paras 3–7 through 3–11.)
- e.* Did manpower cuts result in the corresponding workload elimination/reduction to avoid unjustified transfer of work to another labor category?
- f.* Were the organization’s manpower requirements validated within the past five years?

B–5. Supersession

This evaluation replaces the evaluation for Key Management Controls previously published in AR 570–4, dated 8 February 2006.

B–6. Comments

Help make this a better tool for evaluating internal controls. Submit comments to the Assistant Secretary of the Army (Manpower and Reserve Affairs), SAMR–FMMR, 111 Army Pentagon, Washington, DC 20310–0111.

Glossary

Section I

Abbreviations

AASA

Administrative Assistant of the Secretary of the Army

AC

Active Component

ACOM

Army command

AGR

Active Guard Reserve

AR

Army regulation

ARIMS

Army Records Information Management System

ARNG

Army National Guard

ARSTAF

Army Staff

ASA (ALT)

Assistant Secretary of the Army (Acquisition, Logistics and Technology)

ASA (FM&C)

Assistant Secretary of the Army (Financial Management and Comptroller)

ASA (M&RA)

Assistant Secretary of the Army (Manpower and Reserve Affairs)

ASCC

Army service component command

AUGTDA

augmentation table of distribution and allowances

BES

budget estimate submission

BMM

borrowed military manpower

CAR

Chief, Army Reserve

CCH

Chief of Chaplains

CJCS

Chairman of the Joint Chiefs of Staff

CMP

change management plan

CNGB

Chief, National Guard Bureau

CONUS

continental United States

CPGM
Command Program Guidance Memorandum

CSA
Chief of Staff of the Army

DA
Department of the Army

DAS
Director of the Army Staff

DCS, G-1
Deputy Chief of Staff, G-1

DCS, G-3/5/7
Deputy Chief of Staff, G-3/5/7

DCS, G-8
Deputy Chief of Staff, G-8

DFAS
Defense Finance and Accounting Service

DFM
Director of Force Management

DMO
directed military overstrength

DoD
Department of Defense

DoDD
Department of Defense Directive

DoDI
Department of Defense Instruction

DRU
direct reporting unit

FAQ
frequently asked question

FAR
Federal Acquisition Regulation

FMMR
Force Management, Manpower and Resources

FMS
Force Management System

FOA
field operating agency

FTE
full-time equivalent

FTS
full-time support

GC
general counsel

GF
generating force

HQDA
Headquarters, Department of the Army

HRC
U.S. Army Human Resources Command

IMA
individual mobilization augmentee

IRMIS
Integrated Resource Management Information Systems

IRR
Individual Ready Reserve

JA
Judge Advocate

JAGC
Judge Advocate General's Corps

JP
joint publication

MARC
manpower requirements criteria

MHA
major headquarters activities

MOA
memorandum of agreement

MOBAUGTDA
mobilization augmentation table of distribution and allowances

MOBTDA
mobilization table of distribution and allowances

MOS
military occupational specialty

MOU
memorandum of understanding

MTOE
modified table of organization and equipment

NGB
National Guard Bureau

OA
operating agency

OCAR
Office of the Chief of Army Reserve

OFPP
Office of Federal Procurement Policy

OMB
Office of Management and Budget

OSA
Office of the Secretary of the Army

OSD
Office of the Secretary of Defense

PBG
program budget guidance

POM
program objective memorandum

PPBE
Planning, Programming, Budgeting, and Execution

RA
Regular Army

RC
Reserve Component

RRS–A
Records Retention Schedule-Army

RSCA
Request for Services Contract Approval

SAMAS
Structure and Manpower Allocation System

SECARMY
Secretary of the Army

SECDEF
Secretary of Defense

SSA
Staff Support Agency

TAA
Total Army Analysis

TDA
table of distribution and allowances

TJAG
The Judge Advocate General

TOE
table of organization and equipment

TSG
The Surgeon General

UIC
unit identification code

USAFMSA
U.S. Army Force Management Support Agency

USAMAA
U.S. Army Manpower Analysis Agency

USAR
U.S. Army Reserve

USC
United States Code

Section II

Terms

Army command

The highest level of command, designated by the SECARMY, primarily responsible for generating Army forces and planning and executing 10 USC functions. (AR 10–87)

Army service component command

Command responsible for recommendations to the joint force commander on the allocation and employment of Army forces within a combatant command. Also called ASCC. (DoD Dictionary. Source: JP 3–31)

Augmentation table of distribution and allowances

The AUGTDA is a form of TDA that augments an MTOE unit. It establishes organizational structure, personnel, and equipment required for the unit to execute administrative and operational functions beyond the capabilities of the MTOE. The AUGTDA can include military and/or civilian personnel, and standard and/or commercial equipment. (AR 71–32)

Borrowed military manpower

The use of Soldiers borrowed from one UIC to perform duties in another UIC where the unit may or may not have approved manpower requirements and for which no military have been authorized or where the manpower requirement has been authorized but the position is unfilled.

Civilian employee

An officer or individual who is appointed in the civil service and engaged in the performance of a Federal function. (5 USC 2105) A direct-hire U.S. employee who is appointed either temporarily or permanently to a position with DA or other DoD component. (AR 690–11)

Closely associated with inherently governmental function

Certain services and actions that are not considered to be inherently governmental functions, but may approach being in the inherently governmental category because of the nature of the function, the manner in which the contractor performs the contract, or the manner in which the Government administers contractor performance. (See FAR 7.503(d) and OFPP Policy Letter 11–01.)

Combatant command

A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the SECDEF and with the advice and assistance of the Chairman of the Joint Chiefs of Staff (CJCS). (JP 1)

Command

The authority a commander lawfully exercises over subordinates by virtue of rank or assignment. (Source JP 1)

Commercial activity

The process resulting in a product or service that is or could be obtained from a private sector source. Agency missions may be accomplished through commercial facilities and resources, Government facilities and resources or mixes thereof, depending upon the product, service, type of mission and the equipment required. (Circular A–76, Revised) A recurring service that could be performed by the private sector. (DoDI 7041.04)

Direct costs

Costs that are related directly to the production of a specific good or the performance of a specific service (DoDI 7041.04)

Direct reporting unit

An Army organization comprised of one or more units with institutional or operational support functions, designated by the SECARMY, normally to provide broad general support to the Army in a single, unique discipline not otherwise available elsewhere in the Army. DRUs report directly to an HQDA principal and/or ACOM and operate under authorities established by the SECARMY. (AR 10–87)

Directed military overstrength

HQDA RA manpower authorizations used for unforeseen, high-priority, temporary (2 years or less) manpower requirements until the requirement can be supported through Command reassignment of priorities, Command Plan/TAA process, or the requirement terminates.

Direct-hire

Civilian employees of the DA hired directly and paid from appropriated funds for personal services.

Emergency–essential civilian position

A position-based designation to support the success of combat operations or the availability of combat-essential systems on accordance with 10 USC 1580. (AR 690–11)

Executive agent

The DoD Component head, or official required in statute, to whom the authorities to provide defined levels of support for operational missions, or administrative or other designated activities that involve two or more DoD components (DoDD 5101.01)

Field operating agency

An agency under the supervision of an ARSTAF principal, but not an ACOM or part of an ACOM that has the primary mission of executing policy. (AR 71–32)

Full mobilization

Mobilization in time of war or national emergency declared by the Congress of all RC units in the existing force structure; all individual, standby, and retired Reservists; retired Active Component (AC) military personnel; and the resources needed for their support. Congress directs full mobilization in those situations requiring the expansion of the AC to meet the requirements of a war or other national emergency involving an external threat to national security. RC units, members, and retirees may be ordered to active duty for the period of the emergency plus 6 months thereafter. (DoDI 1235.12)

Full–time equivalent

The total number of regular straight time hours worked (not including overtime or holiday hours worked) by employees divided by the number of compensable hours applicable to each fiscal year. (OMB Circular No. A–11)

Full–time support

Personnel assigned to organize; administer; instruct; recruit and train; maintain supplies, equipment, and aircraft; and perform other functions required on a daily basis in the execution of operational missions and readiness preparation in accordance with Title 5, Title 10, and Title 32, USC. There are five categories: AC personnel; AGR personnel; Navy FTS; Military technicians (dual status); and other federal civilian employees. (DoDI 1205.18)

Generating force

The part of the Total Army (RA and RC Military, and DA Civilians) whose primary purpose is implementing Army policy, and generating and sustaining Operational Army formations. It performs functions specified in law including designing, organizing, recruiting, training, equipping, modernizing, deploying, and sustaining, to ensure readiness and availability of all Army forces. The GF also provides operational depth to the operating force by providing real-time reach back support and by deploying individuals, teams, or entire units to provide specific capabilities and functions for employment by or in direct support of Joint Force commanders and the operating force. (AR 71–32)

Human resources

It includes all activities and functions executed within the Army personnel development system life cycle management functions (structure, acquisition, distribution, development, deployment, compensation, sustainment, and transition) to man the force and provide personnel support and services to Soldiers, their families, military retirees, and DoD Civilians and contractors who deploy with the force. (FM 1–0)

Indirect costs

Costs that are not directly accountable to a cost object. Indirect costs may be either fixed or variable. (DoDI 4000.19)
Costs that are not directly related to the production of a specific good or service, but instead are associated with the production of a variety of goods and services. For example, the cost of the administration of a large company is an indirect cost that must be spread over the products or services that are produced by the company. (DoDI 7041.04)

Individual mobilization augmentee

An individual in the IMA Program who is assigned to an IMA position authorized on an RA or other agency MOBTD or MOBAUGTDA. IMA positions are funded or unfunded. (AR 140–145)

Individual Ready Reserve

The IRR is a manpower pool comprised primarily of members who have had training, have previously served in the AC or in the Selected Reserve, and have some period of their military service obligation or other contractual obligation remaining. The IRR also includes members who volunteer to remain in the IRR beyond their military service

obligation or contractual obligation and participate in programs providing a variety of professional assignments and opportunities for earning retirement points and military benefits. (DoDI 1235.12)

Inherently governmental

A function (through statute or otherwise) that must be performed by Government personnel, either civilian or military, and may not be performed by a contractor. It is a function that is so intimately related to the public interest as to mandate performance by the Government. Such functions include activities that require either the exercise of discretion in applying Government authority (that is, the act of governing) or the making of value judgments related to Government monetary transactions and entitlements. (FAIR Act, FAR Part 7.503(c) and the RSCA Worksheet A, located at <https://api.army.mil/e2/c/downloads/2023/10/17/13f69fee/rsca-ver-2-may-2017.pdf> (located on ASA (M&RA) website, “Resources” tab: <https://www.army.mil/asamra#org-resources>, under the “Total Force Management/Manpower Mix” dropdown).

Interagency agreement

An agreement between a DoD Component and a federal agency. (DoDI 4000.19)

Intra-agency agreement

An agreement between DoD Components. (DoDI 4000.19)

Major Department of Defense headquarters activities

Those headquarters (and the direct support integral to their operation) whose primary mission is to manage or command the programs and operations of the DoD, the DoD Components, and their major military units, organizations, or agencies. (DoDI 5100.73)

Management headquarters

Headquarters that are primarily responsible for overseeing, directing, and controlling subordinate organizations or units through: Developing and issuing policies and providing policy guidance; Reviewing and evaluating program performance; Allocating and distributing resources; or Conducting mid- and long-range planning, programming, and budgeting. (DoDI 5100.73)

Manpower

A collective term used to describe the number of personnel required to perform a function. Manpower is reflected as standard units of work that equate to 1 year of FTS. It is reported in terms of what is required (manpower requirement) and what is authorized for employment (manpower authorization). (DoDI 7730.64) A standard measure of recurring work (labor or service) that equates to 1 year of FTS needed to accomplish a discrete set of duties at a required level of performance, working at a normal rate (operating tempo) under specified working conditions. (DoDI 7041.04)

Manpower controls

Controls that consist of legislatively or administratively imposed floors or ceilings on certain categories of civilian employees, specified programs, or individual theaters.

Manpower management

The means of manpower control to ensure the most efficient and economical use of available manpower. (JP-1)

Manpower mix determination

The analytical process for choosing the proper source of labor (military, civilian, or contractor support) for a particular function pursuant to law, regulation, and policy.

Manpower models

Mathematical equations which describe the relationship between independent variables, workload values, and manpower or man-hours.

Manpower planning factor

The average number of man-hours per year that an assigned individual is available to perform primary duties.

Manpower requirement

The level of workload effort required to accomplish a task or function to support a valid Army mission. Manpower requirements are expressed in terms of 1 year of full-time workload and are determined independent of resource constraints.

Manpower requirement determination authorities

Commanders and leaders of agencies authorized by ASA (M&RA) to conduct manpower surveys, apply manpower standards, and approve manpower requirements of assigned or subordinate activities and units.

Manpower requirements criteria

Standard MARC includes supervisory and/or nonsupervisory positions where work is difficult to measure or apply a specific unit of measure. Such positions often have no definable or recurring work task that occurs within a Soldier's work day for which measurements can be taken. Examples are inspector general, field feeding advisor, or recovery vehicle operators. Workloadable MARC directly relates to the number of manhours required to perform a specific task. It is measured in terms of the identifiable work tasks that need to be performed, the time it takes to accomplish the task and the frequency of the task within a Soldier's workday. Workloadable MARC is determined using an equation. The formula for workloadable MARC includes the use of the annual MOS availability factor which describe the number of available hours during a 24-hour period that a Soldier can perform their MOS. (AR 71–32)

Manpower requirements determination

Manpower requirements determination will be based on a valid Army mission, workload needed to accomplish valid Army missions, and the proper source of labor or workforce mix (military, civilian, or contract) for a particular function pursuant to the laws, regulations, and policies of the DoD. Workload is assessed through a process (for example, model, study, and so forth) to identify the minimum number and category of personnel needed to perform mission-essential work (given quantitative and qualitative factors).

Manpower staffing standards system

A manpower requirements determination approach based on workload-driven and functionally-oriented standards.

Manpower standard

An expression of the quantitative and qualitative manpower requirements for the performance of a defined set of functionally homogenous tasks at varying levels of workload or services provided. Normally stated both as a mathematical equation relating required work-hours to workload factors, and in tabular format showing numbers and skills of people required for a range of incremental workload factor values.

Military essentiality

Manpower will be designated as civilian except when one or more of the following conditions apply: Military-unique knowledge and skills are required for performance of the duties; Military incumbency is required by law, executive order, treaty, or international agreement; Military performance is required for command and control, risk mitigation, or esprit de corps; Military manpower is needed to provide for overseas and sea-to-shore rotation, career development, or wartime assignments; unusual working conditions or costs are not conducive to civilian employment. (DoDI 1100.22)

Mobilization

The process by which the Military Services or part of them are brought to a heightened state of readiness for war or other national emergency. This includes activating all or part of the RC as well as assembling and organizing personnel, supplies, and materiel. (DoDI 1235.12)

Mobilization table of distribution and allowances

The MOBTDA is a form of TDA that establishes the mobilization mission, organizational structure, and personnel and equipment requirements and authorizations for units authorized under the nondeployment mobilization troop basis subsequent to a declaration of mobilization. (AR 71–32)

Modified table of organization and equipment

A UIC- and EDATE-specific, resource-informed authorization document derived from a TOE through the application of HQDA directed guidance and personnel changes at billet-and LIN-level of detail. It establishes the personnel and equipment authorizations to resource the minimum mission-essential wartime requirements to execute the organization's doctrinal mission, as documented in the TOE. (AR 71–32)

On-board employment

The number of employees in pay status at the end of the quarter. Data for on-board employment provide employee "head count" in most departments and agencies as of a particular date, including full-time, part-time, and seasonal employees. (U.S. Office of Personnel Management)

Operating force

Those forces whose primary missions are to participate in combat and the integral supporting elements thereof. The operating force is Army organizations whose primary purpose is to fulfill global operational requirements. The force constrains globally available rotational structure and a globally available nonrotational structure. (AR 71–32)

Operational Contract Support

The ability to orchestrate and synchronize the provision of integrated contract support and management of contractor personnel providing support to the Joint force within a designated operational area. (DoDI 3020.41)

Overhead

Overhead is typically referred to as general and administrative costs or some combination of general and administrative and indirect costs which cannot readily, or directly, be identified to the performance of a specific customer order. Examples of such costs include supervision, office supplies, utility costs. Overhead charges normally are not applied to reimbursable customer orders received from appropriated fund activities within the Department. However, appropriated fund activities will charge overhead on sales to other federal agencies and private parties. (DoD 7000.14–R) Overhead is included in the in-house estimate and is defined as those costs that are not directly attributable to the activity under study. (Circular A–76, revised Appendix 1)

Partial mobilization

Mobilization by the President of not more than 1 million Ready Reservists for no longer than 2 years, pursuant to 10 USC 12302 and the resources needed for their support to meet the requirements of a war or other national emergency involving an external threat to the national security or of a domestic emergency. (DoDI 1235.12)

Personnel

Military and civilian persons (including contractors) of the aptitudes and grades required to operate, maintain, and support a system in peacetime and war. (AR 602–2) Personnel factors are those human aptitudes (that is, cognitive, physical, and sensory capabilities), knowledge, skills, abilities, and experience levels that are needed to properly perform job tasks.

Planning, programming, budgeting, and execution

An annual DoD process for allocating resources.

Position conversion

The change of category (military or civilian) of an established, authorized position while retaining the principal responsibilities and duties of the position.

Position management

The process by which managers assign duties and responsibilities to positions, creating a position structure that provides for effective and economical accomplishment of missions and functions.

Presidential Selected Reserve Call–up

Ordering by the President of any unit and any member not assigned to a unit organized to serve as a unit of the Selected Reserve to active duty pursuant to 10 USC 12304, for not more than 365 consecutive days, without consent of the Servicemember concerned, to augment the AC for an operational mission. Not more than 200,000 members of the Selected Reserve and IRR may be on active duty under this authority at any one time, of which not more than 30,000 may be IRR. (DoDI 1235.12)

Program budget guidance

A document issued by HQDA to convey to commands and agencies the objectives, policies, standards, support services, obligation estimates, and broad goals that have been approved to meet requirements generated by national military strategy. It provides military and civilian allocations for current budget and program fiscal years.

Program Objective Memorandum

The final product of the programming process within the DoD, the DoD Component's POM displays the resource allocation decisions of the Military Departments in response to and in accordance with planning and programming guidance. (DoDD 7045.14)

Ready Reserve

The Ready Reserve is comprised of Servicemembers of the Reserve and National Guard, organized in units or as individuals, or both. These Servicemembers are accessible for involuntary order to active duty in time of war or national emergency pursuant to sections 10 USC 12301 and 12302. The Ready Reserve consists of three sub-categories: the Selected Reserve, the IRR, and the Inactive National Guard. (DoDI 1235.12)

Reimbursable manpower

Manpower of one DoD Component (or Federal Agency) that are executing services requested by a separate requiring DoD Component (or Federal Agency) documented through a reimbursable support agreement.

Reimbursements

Amounts earned and collected for property sold or services furnished either to the public or another Federal accounting entity. To be an appropriation reimbursement, the collection must be authorized by law for credit to the specific appropriation or fund account. (DoD 7000.14-R)

Selected reserve

Units and members in the Ready Reserve designated by their respective Service, and approved by the CJCS, as so essential to initial wartime missions that they have priority over all other Reserves. All Selected Reservists are in an active status. Members of the Selected Reserve may also be involuntarily called to active duty to augment the active forces for missions pursuant to 10 USC 12301(a), 12302, 12304, 12304a, and 12304b. (DoDI 1235.12)

Table of distribution and allowances

A workload-based manpower authorization document. It prescribes the organizational structure, the personnel, and equipment requirements, and authorizations required to perform a unique mission for which no TOE exists. However, a TDA can be either an operating or GF TDA. TDAs include military, civilian, as well as standard and commercial equipment. TDAs are organized and resourced in accordance with DoD and Army priorities. (AR 71-32)

Table of distribution and allowances change management plan

Process to request new organizations, or updates and changes to all AUGTDA and TDA organizations assigned to the RA, ARNG, and USAR regardless of if the UIC is categorized as an operating force or GF unit.

Total Army Analysis

The comprehensive process used to determine what force structure (types and quantities of units) best supports the capabilities required in the military strategy and produces Army structure decisions that inform preparation of the POM.

Total force management

Policies and procedures for determining the most appropriate and cost efficient mix of military, civilian, and contractor personnel to perform the mission of the DoD. (10 USC, Section 129a)

Workload

Workload is the level of effort required to perform the tasks and functions necessary in accomplishing a valid Army mission. Workload is an output (product or service) provided by an organization.

Workload management

Describes the work to be accomplished, both near term and projected; estimating the time and resources required to accomplish the work at an acceptable level of standard; prioritizing the work to be accomplished; applying the available resources to accomplish the work; and evaluating the results against predetermined quantitative and qualitative standards.

Section III**Special abbreviations and terms**

This section contains no entries.

UNCLASSIFIED

PIN 003335-000