



# DECA MANUAL 70-23.01

## MANPOWER MANAGEMENT

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**Originating Component:** Resource Management Directorate

**Effective:** April 28, 2017

**Releasability:** Unlimited. This directive is approved for public release and is located on DeCA's internet website at [www.commissaries.com](http://www.commissaries.com).

**Reissues and Cancels:** DeCA Directive 70-23, Manpower Management, June 2007

**Approved by:** Lauren P. Bands, Jr.  
Chief Financial Officer

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**Purpose:** This manual establishes policy for maintaining effective manpower management within DeCA.

a. This manual implements Department of Defense Directive (DoDD) 1100.4, Guidance for Manpower Management, and establishes civilian manpower management guidance for Defense Commissary Agency (DeCA) activities.

b. This manual prescribes general responsibilities of manpower managers and the concepts and principles associated with manpower management. Detailed processes and procedures can be found in related Resource Management (RM), Workforce Engineering Division's (WED) Standard Operating Procedures (SOP).

c. This manual should be used by manpower management personnel at all levels as the primary reference document. All managers should use this manual as a reference when exercising their manpower management responsibilities.

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## SECTION 1: GENERAL ISSUANCE INFORMATION

**1.1. APPLICABILITY.** This manual applies to all Defense Commissary Agency (DeCA) activities in accordance with (IAW) DoDD 5105.55.

### **1.2. POLICY.**

a. Manpower management is the process by which managers assign duties and responsibilities to positions to maximize the efficient use of employees. It is an essential part of the managerial process by which efficient organizations are designed and an important factor in allocating manpower resources. It ensures efficient distribution of staff resources, identifies, prevents, and eliminates unnecessary organizational fragmentation. Sound manpower management seeks to prevent or avoid excessive layering, unnecessary use of deputies and assistants, improper design of jobs, narrow span of control, and eliminates non-essential positions.

b. It is DeCA's policy to:

- (1) Define the Agency's missions, tasks, and functions.
- (2) Establish appropriate organization structures.
- (3) Determine/validate manpower requirements.
- (4) Document manpower requirements and authorizations in the Office of the Secretary of Defense (OSD) Fourth Estate Manpower Tracking System (FMTS).
- (5) Manage positions on the Unit Manning Document (UMD).

## **SECTION 2: RESPONSIBILITIES**

**2.1. DIRECTOR, DeCA.** Review and approve all organizational and mission changes, as well as final funding authority.

**2.2. DIRECTOR, RESOURCE MANAGEMENT (RM) DIRECTORATE/CHIEF FINANCIAL OFFICER (CFO):**

- a. Serve as the designated authority for DeCA manpower management.
- b. Ensure DoD policy and guidelines are followed and implemented.
- c. Serve as the principal adviser to the DeCA Director on all matters pertaining to changes in the manpower program.
- d. Determine and allocate manpower authorizations annually based on new and unique missions, reengineering initiatives, and organizational changes.
- e. Delegate the office of primary responsibility to the WED.
- f. Determine levels of over-hire authorizations. Approve/disapprove over-hire requests.

**2.3. CHIEF, WORKFORCE ENGINEERING DIVISION (WED).**

- a. Establish and publish plans, policies, and procedures governing the effective and economical use of manpower.
- b. Establish and maintain a manpower data system and UMDs to account for all manpower requirements and authorizations including military, DoD civilians, and contractors.
- c. Prepare manpower reports as required by DoD Directives or Instructions for submission to OSD, Office of the Under Secretary of Defense for Personnel and Readiness (OUSDP&R), Office of the Assistant Secretary of Defense for Manpower and Reserve Affairs (ASDM&RA), Office of the Deputy Chief Management Office (ODCMO) , as well as internal ad hoc reports.
- d. Establish and maintain the DeCA organization structure, standards, processes, taxonomy, and naming conventions.
- e. Develop and apply performance indicators to monitor program performance and make certain the effective, efficient, and economical use of manpower resources.
- f. Develop internal manpower processes based on direction and guidance from DoD.

- g. Identify and monitor the size and composition of DeCA Major Headquarters Activities (MHA) IAW DoD Instruction 5100.73.
- h. Review and validate all Manpower Change Requests (MCRs) for over-hires for short-term, seasonal, or cyclical workload requirements. Over-hires are subject to then validation of: (1) manpower workload requirements and (2) funding by resource management authority.
- i. Review all MCRs. Ensure proposed civilian positions are assigned against a valid manpower authorization and the organization's approved organizational structure is maintained.
- j. Review the UMD and other pertinent documents to determine intent of civilian positions to ensure work described is appropriate for the work center.
- k. Provide the framework for developing Agency manpower standards and analysis tools to systematically identify minimum and essential manpower required to accomplish approved missions.
- l. Maintain the Manpower Administration (position data) section of the OSD FMTS.
- m. Provide FMTS Workforce and Manpower Module training sessions, as needed.
- n. Collaborate with the Budget Division to establish appropriate authorizations (funding allocations) consistent with OSD guidance and DeCA operating budget.
- o. Review all above-store and store MCRs to capture and validate manpower functional alignment, and coordinate with the Budget Division on the financial impacts of manpower changes.
- p. Review and recommend approval/disapproval to the CFO for over-hire requests.
- q. Provide concurrence/non-concurrence to originators for resolution, as necessary.

#### **2.4. DIRECTOR, HUMAN RESOURCES (HR) DIRECTORATE.**

- a. Manage the Defense Civilian Personnel Data System (DCPDS), which interfaces with FMTS.
- b. Collaborate with the WED to provide information from DCPDS in relation to the interfaced FMTS personnel data.

#### **2.5. EXECUTIVE DIRECTORS/FUNCTIONAL PROCESS OWNERS/STAFF OFFICES.**

- a. Establish and submit requirements for mission essential workload.

- b. Manage staffing levels IAW authorizations assigned to the directorate.
- c. Prioritize resource requests based on mission criticality, consequence of resource shortfalls, and readiness needs of DeCA. Mission requirements shall be prioritized and the list of prioritizations shall be used to validate requirements.
- d. Prepare and submit manpower change requests to the WED.
- e. Present, justify, and defend the need for additional manpower requirements with the associated funding impact to the appropriate DeCA organizational entity for review.
- f. Coordinate all validated workload, staffing requirement increases and decreases through the appropriate chain of command, then to the WED for documenting in FMST and generation of DeCA UMDs.
- g. Review and authenticate all MCRs prior to submission.
- h. Maintain subordinate organizational construct in accordance with DeCA standard conventions regarding structure, taxonomy, and naming conventions.
- i. Provide proposed organization changes and realignments to the WED for coordination and implementation. Organizational modifications must be mission essential and fully justified.

## SECTION 3: PROGRAM OBJECTIVES AND FUNCTIONS

**3.1. GENERAL.** The objective of DeCA manpower management is to properly staff organizations in support of the DeCA mission and strategic goals. Introduction of new processes, advanced technology, modern equipment, and workforce design must result in a credible and mission capable structure, while assuring the greatest manpower productivity possible.

**3.2. MANPOWER FUNCTIONS.** Manpower management focuses on the accurate identification of requirements (in terms of both quantity and mix) necessary to perform specific tasks and upon the organization and position structure in which they will be most efficiently and economically used. This includes the justification of these requirements in the fiscal planning, programming, and budgeting; and the allocation of available resources against validated requirements. Timely documentation and control through various data reporting systems such as FMTS, execution reports, etc. permits an audit of manpower use and provides feedback to managers. Manpower management functions relate closely to other resource management actions. Specific manpower functions are briefly described below.

a. Requirements Determination. Manpower requirements are based on the most effective and efficient organization and, therefore, represent the minimum essential numbers of civilian and military positions needed to accomplish valid mission responsibilities. Methodologies to determine manpower requirements include manpower surveys/studies; manpower staffing standards; staffing guides; other methodologies to include computer modeling, comparative analysis, other statistical analyses as well as local appraisal when workload is not quantifiable and measurable.

b. Planning, Programming and Budgeting. These three functions are components of the DoD Planning, Programming, and Budgeting System (PPBS). Planning includes the structuring of operations within established manpower constraints in order to accomplish agency strategic goals. Programming involves the allocation of manpower throughout the years of the Future Years Defense Program (FYDP) to support a given Agency structure. Due to the extended period of time over which manpower is programmed, revisions to the program are made and justified as needed to meet the guidance and evolving decisions of DeCA and DoD leadership. Budgeting is the request, appropriation, allocation, and management of resources expressed in quantities, rates, and dollars.

c. Documentation. Authorization documents provide organizational structures supported by DeCA resources against which organizations will be organized in the current, budget, and first program years. They provide a record of approved organizational structure, mission, and capabilities, manpower requirements, and authorizations.

d. Allocation. There are three standard funding authorization sources used to apply funding to validate manpower requirements: Annual Operating Budget (AOB); Integrated Program Budget Submission (IPBS); and Resource Management Decisions (RMDs).

e. Utilization. Manpower requirements are composed of civilian and military personnel, as well as contractor support required to execute the mission of the organization. How these different types of personnel may be used in the best interests of the Agency forms the basis for utilization policies. Utilization encompasses a broad spectrum of actions including the scheduling of overtime for civilians. In addition, there are some areas, such as MHA, core logistics, supervisory level, etc. which are of interest to Congress. These must be carefully managed to ensure proper use of personnel.

f. Analysis and Evaluation. The continual analysis and evaluation of missions, priorities, guidance, constraints, and available resources form the basis of manpower assessments and validation. Analysts and managers at all levels review current personnel data and budget performance in order to analyze manpower use.

### **3.3. CONSTRAINTS.**

a. Requirements may exceed current available manpower. Each new mission and each new manpower requirement must be carefully evaluated and justified. Leaders must establish priorities, eliminate unnecessary tasks or procedures, and actively seek to eliminate nonessential missions and identify areas of decreasing workload from which to transfer manpower in order to satisfy new or changing requirements. When requirements increase and resources are not provided for expanding or new missions, managers must identify lower priority functions which, if curtailed, eliminated, or made more efficient, would make resources available. These manpower assessments must be continuous so that trade-offs can be identified at any time. New manpower requirements can often be satisfied through the use of “offsets” or “bill payers”- whereby the requiring activity can identify full-time equivalent (FTE) assets within existing authorizations to resource the new requirement.

b. Manpower and financial management are integral parts of resource management. The most common constraint managers must face is money. Although civilian manpower costs consume a majority of the overall funding, there is rarely enough funding available to hire people to meet all requirements. Mission and workload must be properly prioritized to efficiently use the manpower that is affordable. Decisions regarding the allocation and management of manpower authorizations depend on the following:

(1) Personnel and work-year use data, including a comparison of budgeted civilian pay against execution data.

(2) Local civilian hiring situation.

(3) The extent to which the position structure deviates from position management policies.

## SECTION 4: ORGANIZATION STRUCTURE

**4.1. GENERAL.** DoDI 5010.37 mandates the establishment of the most efficient and effective organization for all DoD activities structured to achieve economy, efficiency of operations, effective employee use, optimum mix of staffing, and proper classification of civilian positions. DeCA's objective is to establish an organizational structure to improve lines of communication, increase efficiency and effectiveness, and improve support both horizontally and vertically within the Agency.

**4.2. MISSIONS AND FUNCTIONS.** Defining the missions, functions, and tasks assigned by higher authority to an activity is the primary focus in the manpower process. Each head of an Executive Directorate (ED) should verify their mission requirements are derived from a component authority, such as statute, Executive Order, U.S. treaty or international agreement; DoD directive, instruction or policy; Inter-Service or Intra-Service Support Agreement, Inter-governmental Agreement, or other delegation of authority from the DoD Component head.

**4.3. STRUCTURE.** The Agency establishes organizational structures to carry out its assigned missions, tasks, and functions. The heads of each ED/FPO/Staff Office shall ensure organizational structure follows a consistent pattern, as required by DoDI 8260.03 (Figure 1).

a. DeCA Headquarters (HQ): DeCA HQ serves at the strategic level with responsibility to train, organize, and equip DeCA personnel and to ensure the effective and efficient performance of the Agency's mission through development and deployment of its strategic plans, programs, policies, processes, tools, and infrastructure.

b. DeCA Operational Groups: The Operational Groups (Store Operations; Sales, Marketing and Policy, and Infrastructure Support) serve at the operational level with full command, control, and technical oversight of their assigned tactical organizations. The Operational Groups report to the DeCA Deputy Director.

c. DeCA Areas: Area offices serve at the tactical level. They are responsible for providing oversight for all operational matters associated with the areas, zones, and commissaries in the assigned geographical area in direct support of DeCA's overall strategic goals. The areas report to the Store Operations Group's ED.

d. DeCA CDCs/CMPP: The CDCs/CMPP serve at the tactical level in direct support of the overseas stores by stocking semi-perishable and perishable items and consumable supplies that were normally warehoused at the individual commissaries.

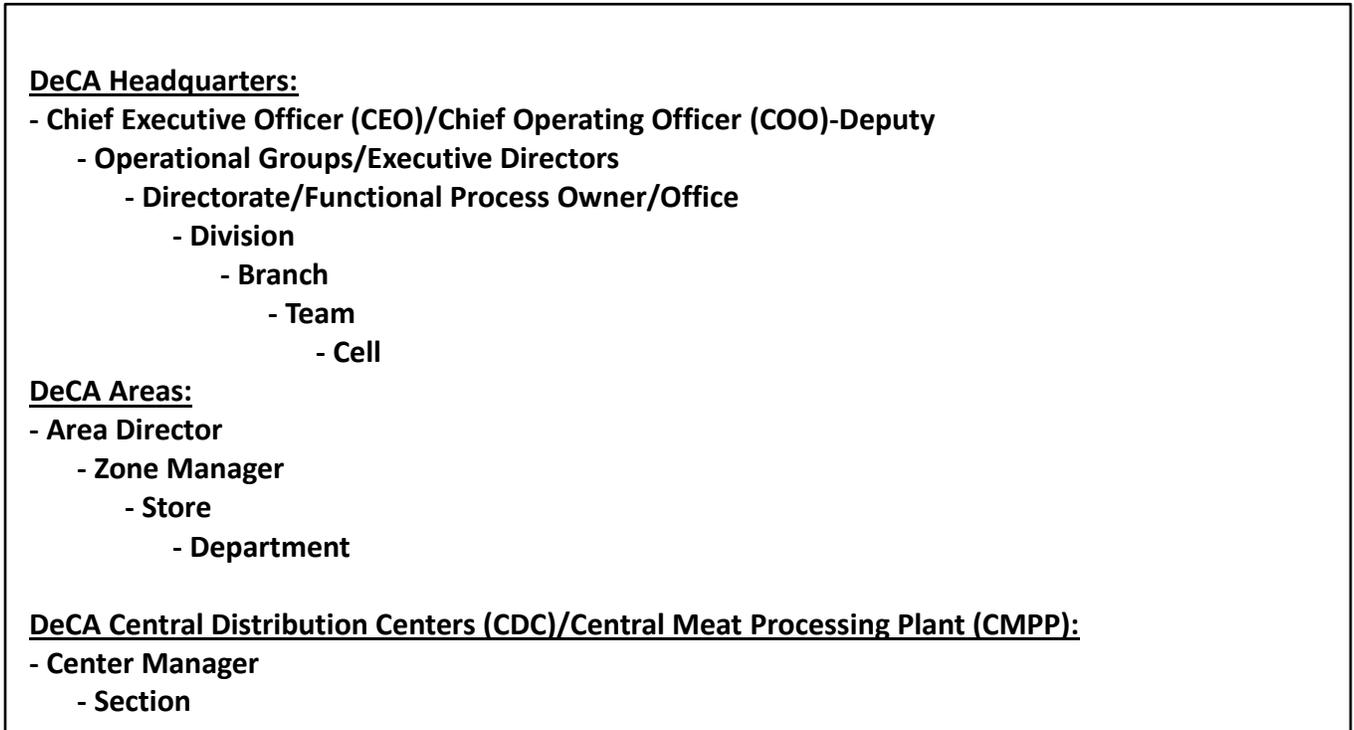
e. DeCA Store (Commissaries): Stores serve at the tactical level. They are responsible for managing and administering day-to-day operations to include maintaining facilities, products, and services consistent with standards found in commercial grocery stores.

f. It is DeCA's practice that functional specialists will report to a functional lead and/or supervisor from the same functional series to the maximum extent practical. This organizational construct allows functional alignment of employees with like job functions and competencies into organizational groupings that promote efficient and effective mission execution, career development, and supervision. The functional alignment provides directors with trained employees in various disciplines. In addition, the defined structure provides standard naming conventions improving our interface and facilitation with our customer community.

g. Most Efficient Organization (MEO). MEO activities are considered to be most efficient or cost-effective when each work center accomplishes the required level of workload with as little input as possible without degrading the required quantity and quality of output. An MEO provides the required level of products or services with a minimum of resources by incorporating changes such as the following:

- (1) Methodological improvements.
  - (a) Continuously improved processes.
  - (b) Revised workflow.
  - (c) Reconfiguration of facilities.
  - (d) Equipment changes.
- (2) Critical review and validation of missions and functions.
- (3) Structural improvements.
  - (a) Consolidation of activities or functions.
  - (b) Reduction of hierarchical levels through elimination of redundant supervision, functions, and tasks.
  - (c) Reduction of clerical and other support positions.
  - (d) Increased span of control.
  - (e) Elimination of nonessential positions and unauthorized or nonessential work.
  - (f) Work force redesign to obtain the right mix of grade and skill levels and work schedules (full-time (FT), part-time (PT), intermittent, overtime) for the workload, to include use of generalist or multi-skilled positions.

**4.4. NAMING CONVENTION.** The Agency taxonomy (organizational hierarchy) specifies the organization’s approved naming convention (Figure 1). The terms “directorate”, “division”, “branch”, and “office” are standard titles used to distinguish between an organization’s elements at different hierarchical levels.



**Figure 1. Taxonomy Naming Convention**

**4.5. MODIFICATIONS TO ORGANIZATIONAL STRUCTURE.** DeCA defines reorganization as the planned elimination, addition, or redistribution of an organization’s functions or duties. A manpower endorsement to the Business Case Analysis (BCA) is an approved method to modify an existing organization.

a. The office requesting the reorganization is responsible for completing the BCA package IAW established guidelines. When a BCA recommends the use of additional or supplemental manpower, it must be coordinated through the WED prior to being submitted through the Change Management Office to the appropriate corporate governance entity.

b. A manpower endorsement is a detailed proposal by an organization to create or change one or more of its elements. The conditions needed for an endorsement include:

- (1) Any growth in manpower requirements (military or civilian).
- (2) Moved, new, or expanded missions involving more than elements.
- (3) Changes in organizational structure.

c. Key components of the endorsement are workload data and the identification of potential offsets also known as “bill-payer” strategies. Requests for manpower must be clearly identified, workload-based, and comply with Office of Management and Budget (OMB) Circular A-11. All endorsements must identify the tradeoffs/resources necessary to support the proposal. Conversion of positions from contractor to civilian or vice-versa must be supported by specific cost savings.

d. EDs/FPOs/Staff Offices must coordinate and staff their manpower endorsement to the WED before the package can move forward to the appropriate corporate governance entity.

e. Collaboration between RM, HR, and General Counsel for cost, personnel, and legal implications must be completed before the endorsement can be submitted to the appropriate corporate governance entity.

## **SECTION 5: REQUIREMENTS DETERMINATION/VALIDATION**

**5.1. GENERAL.** DoDD 1100.4 charges DoD agencies with the overall responsibility for determining manpower requirements IAW Total Force Management (TFM) policies.

a. Manpower requirements shall be the basic building blocks for structuring units and organizations in the operating force and infrastructure. A manpower requirement equates to one year of FT support needed to accomplish a discrete set of recurring duties at a required level of performance working at a normal rate under specific working conditions. Manpower requirements will be stated in terms of the minimum manning information required to accomplish the Agency's approved missions, functions, and tasks IAW DoDD 1100.4.

b. The manpower requirements determination identifies the minimum number and category of personnel needed to perform mission essential work (given quantitative and qualitative factors). The determination of manpower requirements is a continuing process. They are established, increased, decreased, and eliminated in response to changes in workload, missions, programs, procedures, technology, and doctrine.

c. Manpower levels will be developed from specific workload requirements derived directly from missions directed or approved by higher headquarters. Workload is the amount of work assigned/directed to and expected to be completed by a worker or unit of workers over a given time period.

d. Measurement and determination of workload will consist of credible quantitative processes accepted by audit agencies and oversight authorities. These processes include manpower surveys and studies and other methodologies, such as modeling, comparative analysis, benchmarking, other statistical analyses, and local appraisal, when workload isn't readily quantifiable and measurable. More than one process may be applied to derive the manpower requirements for a work center, organizational element, or an entire organization.

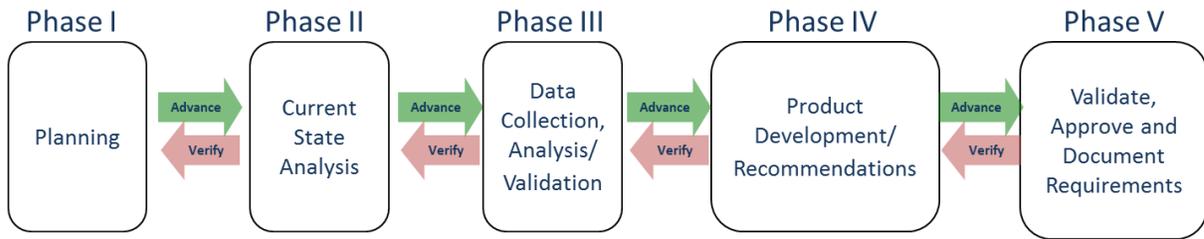
### **5.2. MANPOWER STUDIES.**

a. DoDD 1100.4 requires all manpower requirements to be based on workload. As such, manpower studies and all corresponding manpower requirements must also be based on workload.

b. Manpower management surveys or studies of specific organizational elements or the application of staffing guides and/or manpower standards derived from studies of similar organizations result in the determination of manpower requirements.

c. The five-phase approach to manpower requirements determination (Figure 2) ensures consistent procedures are applied across all studied organizations and across all work centers within a particular study. The five phases are: Planning; Current State Analysis; Data

Collection, Analysis and Validation; Product Development/Recommendations; and Validation, Approval, and Documentation.



**Figure 2. Five-phase Approach**

d. Surveys or studies will be used determine manpower requirements for organizational or functional areas not subject to or covered by an approved standard. WED will approve the manpower requirements determination procedures to be used.

e. The determination of minimum manpower required to accomplish assigned mission-essential functions of activities will occur on a two- to-five year cycle with a three year cycle as optimal.

f. The manpower requirements determination authority will direct which organizations are studied. Organizations may be studied as a follow-up to an approved business case where significant manpower and/or organizational changes to that unit were identified, or when directed by the DeCA Director.

g. The primary basis for reallocating manpower authorizations to or from the studied organization is the revised manpower requirement resulting from approved manpower surveys and studies and the application of manpower staffing guides and standards. Managers will assure saved positions are applied to command priority requirements or returned to HQ DeCA.

h. A work-year (also referred to as an FTE is derived by dividing the cumulative number of scheduled work-hours by 2,087. A Work-year excludes hours for overtime and holidays.

i. Approved manpower survey recommendations will remain in force for at least six months after implementation unless the DeCA Director directs a change or assigns a new mission. Receipt of HQ-directed mission adjustments within six months will normally only cause changes in the survey implementation for elements of the organization immediately affected. All other requirements may be considered six months after implementation.

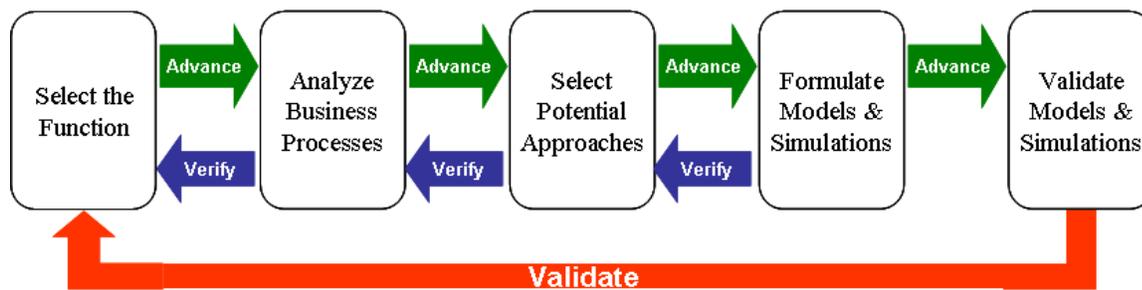
j. Results of the approved manpower survey will be documented in FMST at the earliest opportunity, usually within the next update cycle.

### 5.3. MODELING.

a. Manpower models are decision support tools that are typically used to calculate the expected level of manpower that will be required to generate an estimated level of workload in the future. They are meant to represent the system under consideration in terms of its logical and quantitative relationships. By understanding these relationships, one can better understand the interactions between manpower and workload, as well as gain insight into the system's sensitivities.

b. Manpower modeling also allows the user to manipulate controllable inputs and drivers to see how the model responds, and thus how the system would respond to similar changes. This information can give decision makers insight into the intended and unintended consequences of potential resourcing and policy decisions.

c. The methodology presented in Figure 3 follows a logical systems engineering process. Recurring reassessments taking place during each step is a key feature. Before advancing from one step to the next, the analysis team verifies that the decisions made during that portion of the process have adequately addressed the questions created by the previous step, reaffirming that they have not diverged too far from the original intent. This continuous verification leads to continuous learning, a superior product, and a streamlined validation process.



**Figure 3. Manpower Model Development Methodology**

#### 5.4. POSITION CLASSIFICATION.

a. Position classification is not the same as position management although the two are interrelated. Federal statute, governed by Agency regulations prescribes position classification. It involves the official determination of pay category, occupational series, title, and grade.

b. Position classification is an HR function and requires collaboration between WED and organizational management to determine the most effective and efficient organizational structure.

c. HR's final position classifications will be used by Workforce Engineering to build positions in OSD's FMTS and UMDs.

## **SECTION 6: MANPOWER ALLOCATION (FUNDING)**

### **6.1. GENERAL.**

a. Section 129a of Title 10, United States Code (U.S.C.) mandates DoD's workforce is sufficiently sized and comprised of the appropriate mix of personnel necessary to carry out the mission of the Department and the core mission areas of the Armed Forces.

b. Resource managers and manpower managers must review and evaluate Congressional Appropriations to ensure HR costs do not exceed fiscal allocations.

c. DeCA manages civilian HR within budgetary constraints while balancing mission needs with economy and efficiency of operations. The primary controlling factors in managing civilian resources are the validation of civilian manpower requirements by WED and funding availability.

### **6.2. ALLOCATION METHODOLOGY.**

a. Manpower requirements are categorized as funded or unfunded.

(1) Funded requirements are positions having full direct funding and authorization for current and future Fiscal Years (FY).

(2) Unfunded opportunities are positions without direct funding. The life-span of unfunded positions is subject to the specific mission/purpose period and/or funding availability.

b. The aggregation of military and civilian positions represents the program's total manpower requirement. Manpower requirements are:

(1) Expressed in terms of one year of FT workload.

(2) Based on sound manpower management determinations.

(3) Independently derived of any resource constraints.

## **SECTION 7: DOCUMENTATION**

**7.1. GENERAL.** Changes in funding, workload, mission, functions, processes, procedures, and technology or leadership decisions make documentation a continual process.

**7.2. FOURTH ESTATE MANPOWER TRACKING SYSTEM (FMTS).** FMTS is OSD's manpower management system. It is the authoritative source for organizational structures and manpower authorizations. FMTS provides the basis for DeCA organizational UMDs. FMTS will account for all manpower resources including active military, DoD civilian, contract, and host-nation support. This system documents all manpower authorizations and follows the guidance in Directive-type Memorandum (DTM) 12-006.

### **7.3. UNIT MANNING DOCUMENT (UMD).**

a. UMDs are operationally authoritative reports of manpower authorizations and associated data extracted from FMTs. The UMD accounts for all manpower resources, provides pertinent information about funded/unfunded validated manpower requirements/authorizations, significant manpower changes, and other essential manpower management information for an activity to accomplish its assigned mission.

b. The WED documents UMD changes when approved updates to an activity's organization and or force structure are validated and approved by the appropriate authority.

c. Directorates and departments must reference the UMD regarding all realignment, structuring, and recruiting decisions. Only authorized positions on the UMD will be filled. Exceptions are considered on a case-by-case basis and must be vetted via the responsible manpower analyst.

### **7.4. UMD MODIFICATION/MANPOWER CHANGE REQUEST (MCR).**

a. An MCR is the only automated form approved for making changes to a manpower position in the UMD. Contact WED for detailed instructions.

b. UMD changes are justified when based on altered workload and cultivated manpower determination methods ranging from manpower studies, manpower staffing standards, or approved business cases.

c. All DeCA organizations/activities must submit an MCR to the WED for approval of the following actions.

(1) Transfer of an existing position from one department/activity to another requires multiple coordination and approvals to include FPO management, Manpower, Budget, HR, etc.

The level of approval depends upon complexity involved as it may impact other positions and structures of both losing and gaining activities. Encumbered positions require more significant scrutiny than vacant positions. A request to move positions between different series, positions, and departments, etc., necessitates manpower requirements review and FPO coordination.

(2) Change in existing position: Management may request the re-distribution of hours (PT/FT FTE) within a specific occupational series and within an organizational element provided it does not increase/decrease the authorized FTE.

(3) Increase/decrease in over-hire positions.

## 7.5. POSITION MANAGEMENT

a. Local managers, in conjunction with DeCA HQ resources analysts must continually research, analyze, and evaluate workforce requirements and positions to streamline operations and maintain a highly efficient and effective organization.

b. Management, in coordination with HR and the WED will determine the appropriate method for filling positions based upon situational needs. There are three primary categories of appointments: permanent, term, and temporary. Permanent appointments have no time limitation. Term appointments last more than one year but not more than five years when the need for the work is not permanent (for example, the work is for a special project, scheduled to be abolished, or similar reasons). Temporary appointments are for short-term work not expected to last more than one year but may be extended a maximum of one year under certain circumstances.

c. Overhire (OH) Positions. OH positions are excess positions established to support legitimate workload. They are funded from accumulated hire lag and/or under execution of FTE and, as excess, are not counted in the organization's total UMD authorizations. OH authority must be requested through the MCR process and approved prudently while maintaining a manpower management discipline in accordance with published policy. These authorities will not be used to create permanent growth to an organization.

(1) To request an OH approval, the activity must have available hours and funding to support the position.

(2) There are three types of OH positions:

(a) Permanent Overhire (POH): Positions filled on a permanent basis because of consistent FTE and payroll under-execution. Employees hired for these below-the-line positions will move into permanent funded like-positions when vacated.

(b) Temporary Overhire (TOH): Positions established to support future-funded position requests and/or temporary mission requirement requests and may be funded or unfunded. These positions are temporary and should be filled with temporary appointments.

(c) Do-Not-Fill (DNF): Positions established temporarily to accommodate excess/misaligned employees until vacated. These positions cannot be backfilled. The position is abolished once vacated.

d. Request for Personnel Action (RPA). An RPA is a management responsibility. It is required for any personnel action which involves filling vacant positions, moving personnel between departments/organizations, changing work schedules or hours, reassignments, details, temp promotions, etc. RPAs will be processed IAW local SOPs. All SOPs will include the requirement for all RPAs to be approved by an appropriate RM manpower analyst prior to being forwarded to HR or the HR service provider.

**7.6. OTHER CONSIDERATIONS.** Considerations for manpower management include military and civilian personnel as well as contractor support required to execute the mission of the organization. How these different types of personnel may be used in the best interests of the Agency forms the basis for utilization practices.

a. Military. Resource managers, workforce development managers, and manpower managers must review and evaluate the manpower program to ensure that manpower authorizations do not exceed ceilings imposed by Congress/OSD and that military manpower is available in the required grades and specialties. A requirement is the basis for military requisitions and is approved and appropriated by DoD. All military in-sourcing initiatives must comply with guidance provided in DoDI 7041.04.

b. Contractor Full Time Equivalent (CFTE). Also known as “contractor positions,” CFTEs reflect required direct labor hours not performed by DeCA staff and do not count against organizational manpower authorizations. Section 2330a of Title 10, U.S.C. requires that components collect direct labor hours and associated costs from contractors to calculate CFTE. A CFTE is defined as a standard measure of labor that equates to 1 year of FT work (total labor hours as defined by the OMB A-11 each year) to support a mission requirement.

(1) The WED will assess the manpower impacts on Service contract requests staffed for management approval. This assessment will include an analysis of any in-house management controls over contracted services to preclude contractors from performing inherently governmental functions.

(2) The WED will conduct an annual review of all Inherently-governmental positions in support of annual reporting requirements to DoD.

(3) Certification of Contracted Services. Each FY, DeCA Acquisition Directorate submits the Inventory of Contracted Services (ICS) report to OUSD. Upon submission, RM is responsible for providing a review of the submission within 90 days. This functional review, mandated by Section 2330a(e) of Title 10, U.S.C., includes functions associated with all contracts, task orders, delivery orders, or interagency acquisition agreements listed in the ICS submission. This process will include RM’s review of available Performance Work Statements

(PWS), Statements of Work (SOW) and Statements of Objectives (SOO) in the DoD Electronic Document Access System. However, in order to assess and assign contracts to a category of: Inherently Governmental; Closely Associated With Inherently Governmental; Unauthorized Personal Services or Authorized Personal Services, WED must review the nature or way the contract is performed and administered as well as the organizational environment within which it is operating.

## GLOSSARY

### G.1. ACRONYMS.

<b>AOB</b>	Annual Operating Budget
<b>ASD M&amp;RA</b>	Assistant Secretary of Defense for Manpower and Reserve Affairs
<b>BCA</b>	Business Case Analysis
<b>CDC</b>	Central Distribution Center
<b>CEO</b>	Chief Executive Officer
<b>CFO</b>	Chief Financial Officer
<b>CFTE</b>	Contractor Full-Time Equivalent
<b>CMPP</b>	Central Meat Processing Plant
<b>COO</b>	Chief Operating Officer
<b>COR</b>	Contracting Officer Representative
<b>DCPDS</b>	Defense Civilian Personnel Data System
<b>DeCA</b>	Defense Commissary Agency
<b>DNF</b>	Do Not Fill
<b>DoD</b>	Department of Defense
<b>DoDD</b>	Department of Defense Directive
<b>DoDI</b>	Department of Defense Instruction
<b>DTM</b>	Directive-type Memorandum
<b>ED</b>	Executive Director
<b>ESC</b>	Executive Steering Council
<b>FMTS</b>	Fourth Estate Manpower Tracking System
<b>FPO</b>	Functional Process Owner
<b>FTE</b>	Full-Time Equivalent
<b>FT</b>	Full-time
<b>FY</b>	Fiscal Year
<b>FYDP</b>	Future Years Defense Program
<b>GFM</b>	Global Force Management
<b>GFM-DI</b>	Global Force Management – Data Initiative
<b>HQ</b>	Headquarters
<b>HR</b>	Human Resources
<b>IAW</b>	in accordance with
<b>ICS</b>	Inventory of Contracted Services
<b>IPBS</b>	Integrated Program Budget Submission

<b>MCR</b>	Manpower Change Request
<b>MEO</b>	Most Efficient Organization
<b>MHA</b>	Major Headquarters Activities
<b>ODCMO</b>	Office of the Deputy Chief Management Office
<b>OH</b>	Over-hire
<b>OMB</b>	Office of Management and Budget
<b>OSD</b>	Office of the Secretary of Defense
<b>OUSD (P&amp;R)</b>	Office of the Under Secretary of Defense for Personnel and Readiness
<b>PT</b>	Part-time
<b>POH</b>	Permanent Over-hire
<b>PPBS</b>	Planning, Programming and Budgeting System
<b>PWS</b>	Performance Work Statement
<b>QPR</b>	Quality Performance Review
<b>RM</b>	Resource Management
<b>RMD</b>	Resource Management Decision
<b>RPA</b>	Request for Personnel Action
<b>SOO</b>	Statements of Objectives
<b>SOP</b>	Standard Operating Procedure
<b>SOW</b>	Statement of Work
<b>TFM</b>	Total Force Management
<b>TOH</b>	Temporary Over-hire
<b>UMD</b>	Unit Manning Document
<b>U.S.C.</b>	United States Code
<b>WED</b>	Workforce Engineering Division

**G.2. Definitions.** Unless otherwise noted, these terms and their definitions are for the purpose of this issuance.

**authoritative source.** A source of data or information known to be reliable because its authority or authenticity is widely recognized by experts in the field.

**contractor full-time equivalent.** CFTEs are also known as contractor man-year equivalents or contractor positions. Represent required direct labor hours not performed by a civilian FT equivalent. They provide an estimate of what would be required if the function were performed in-house and a rough estimate of the magnitude of contractor support required for steady-state and contingency operations for strategic planning and Total Force Management purposes.

**end strength.** The number or reported personnel on-board (faces) at a given point in time, most frequently at the end of the month and the end of a FY.

**fourth estate manpower tracking system (FMTS).** The OSD manpower database. It is the authoritative source for organizational structures and authorizations.

**full-time equivalent (FTE).** The budgetary equivalent of one position continuously filled FT for the entire FY and which may be comprised of any combination of PT and FT positions.

**function.** A short description of the major work required of the work center to directly support and accomplish the mission.

**manpower (authorizations).** The positions in the manpower requirements structure that have obligated funds placed against them (resourced) by the budget submitting authority.

**manpower (requirements).** A requirement for the labor or services of Government personnel equating to one year of FT support (2,087 direct labor hours) to accomplish a discrete set of duties at a specified level of performance, working at a normal rate, and under specific working conditions in support of a valid mission requirement.

**manpower model.** Decision support tools typically used to calculate the expected level of manpower required to generate an estimated level of future workload.

**manpower required.** The number of FTE necessary to perform a specific workload function.

**mission.** A statement explaining the purpose and primary responsibilities of the work center, i.e., why the activity exists.

**process.** The step-by-step series of actions taken to complete a task/sub-task. Processes are often identified in “Standard Operating Procedures” (SOPs) and “Flow-Charts.”

**process driver.** A factor causing variance in process cycle time. Drivers might be experience, complexity, program type, number of error, documentation required, CONUS/OCONUS, etc.

**task.** All of the primary work that must be completed to accomplish a function.

**validation.** The degree of accuracy of associated data to the real world according to the model or study.

**work center.** A UMD team, department, branch, division, etc. It reflects the following information: (a) one layer of supervision, (b) the lowest level includes workers. “Teams” are only considered “work centers” if they are headed by a supervisory position; otherwise, they are considered part of the larger organization.

**workload.** A work center's major output, product, or service during a specified period (normally one year). Workload addresses task frequency, the time needed to complete the task, and factors influencing task completion.

**workload driver.** A predictable factor with meaningful influence on workload. Drivers might be the number of requests, number of contracts, number of reviews, etc.

## **REFERENCES**

- Directive-type Memorandum (DTM) 12-006, “Fourth Estate Manpower Tracking System (FMST),” April 20, 2016
- DoD Directive 1100.4, “Guidance for Manpower Management,” February 12, 2005
- DoD Directive 5105.55, “Defense Commissary Agency (DeCA),” March 12, 2008
- DoD Instruction 5010.37, “Efficiency Review, Position Management, and Resource Requirements Determination,” November 17, 1987
- DoD Instruction 5100.73, “Major DoD Headquarters Activities,” September 10, 2009
- DoD Instruction 7041.04, “Estimating and Comparing the Full Costs of Civilian and Active Duty Military Manpower and Contract Support,” July 3, 2013
- DoD Instruction 8260.03, “The Global Force Management Data Initiative (GFM DI),” February 19, 2014
- Office of Management and Budget Circular No. A-11, “Preparation, Submission, and Execution of the Budget,” July 2016
- United States Code, Title 10, “Armed Forces,” January 7, 2011
- United States Code, Title 10, Section 129a, “General Policy for Total Force Management,” January 7, 2011
- United States Code, Title 10, Section 2330a, “Procurement of Contract Services: Management Structure,” December 31, 2011