Department of the Army
Headquarters, United States Army
Training and Doctrine Command
Fort Monroe, Virginia 23651-1047

TRADOC Regulation 570-4

4 August 2005

Manpower and Equipment Control
MANAGEMENT OF CIVILIAN MANPOWER

Summary. This regulation provides policy on management and execution of civilian labor within TRADOC.

Applicability. This regulation applies to all elements of TRADOC.

Supplementation. Supplementation of this regulation is prohibited unless specifically approved by Commander, TRADOC (ATRM-FA), 5 North Gate Road, Fort Monroe, VA 23651-1048.

Suggested improvements. The proponent of this regulation is the Deputy Chief of Staff for Resource Management (DCSRM). Send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications and Blank Forms) through channels to Commander, TRADOC (ATRM-FA), 5 North Gate Road, Fort Monroe, VA 23651-1048.

Availability. This regulation is available on the TRADOC homepage at http://www.tradoc.army.mil/tpubs/regndx.htm.

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Chapter 1
Introduction

1-1. Purpose. This regulation establishes conditions for sound management of civilian labor. Civilian labor includes both Department of the Army Civilian (DAC) and contract labor. The objective of this regulation is to link manpower and funding to improve management and provide support to field commanders.

1-2. References:

    a. Army Regulation 71-32, Force Development and Documentation--Consolidated Policies.

    b. Army Regulation 570-4, Manpower Management.

    c. Office of Management and Budget (OMB) Circular No. A-76, Performance of Commercial Activities (available at
http://www.whitehouse.gov/omb/circulars/ao76/a76_incl_tech_correction.pdf).

1-3. Explanation of abbreviations. The glossary contains explanation of abbreviations used in this regulation.

1-4. Responsibilities.

    a. The TRADOC Deputy Chief of Staff for Resource Management (DCSRM). DCSRM will:

        (1) Administer TRADOC force structure and manpower (military and civilian) management programs.

        (2) Integrate resource management processes and products through the Mission and Resources Board (MRB), the Senior Resource Committee (SRC), and the Board of Directors (BOD) process.

    b. Major subordinate commands (MSCs). MSCs will:

        (1) Support organizational elements for which they exercise command authority by executing force structure and manpower (military and civilian) management programs.

(2) Participate in staffing of requests for Directed Civilian Overhires (DCO) from organizational elements for which MSC exercises direct authority

(3) Participate in resource management processes through participation in the MRB, the SRC, and the BOD process as a voting member in support of organizational elements for which MSC exercises command and direct authority.

c. TRADOC schools and activities. Schools and activities will execute and monitor force structure and manpower (military and civilian) management programs for subordinate organizational elements.

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Chapter 2
Policy

2-1. Civilian force accounting.

a. Manpower requirements represent validated, recurring workload in support of an assigned mission. Headquarters, DA will develop and/or approve and validate the requirements determination models and templates used by major commands. Headquarters, DA will use requirements validated at the Department level to build the Army's Generating Force as part of the Total Army Analysis (TAA) process.

b. Headquarters, TRADOC will document civilian authorizations in TRADOC Manpower Guidance (TMG). Schools and activities will document these authorizations on the table of distribution and allowances (TDA) against validated requirements for which either direct or reimbursable funds are expected to be available.

c. DCSRM will make a concurrent change in resources when dollars or direct-funded civilian authorizations are moved to ensure manpower and dollars remain aligned. DCSRM will validate all reprogramming actions for consistency with command priorities and strategic guidance to ensure this linkage is maintained and carried forward in the POM.

d. Headquarters, DA established a goal for major commands to remain within plus or minus 1 percent of authorizations. Headquarters, TRADOC established a goal of plus or minus 2 percent within schools and activities. DCSRM will monitor employment levels on a monthly basis, through a comparison of authorizations to on-board strength as reported in Army Civilian Personnel System.

e. TRADOC Management Guidance uses the following codes for civilian manpower management:

(1) Army Management Structure Code (AMSCO)/management decision evaluation package (MDEP). Authorizations in the AMSCO and MDEPs listed below are fully reimbursable (all other AMSCO and MDEPs may be either direct or reimbursable):

(a) AMSCO 122011.

(b) MDEPs JDFM, VCAP, VCNA, and VCND.

(2) Civilian-Types (C-Type). The table of distribution and allowances (TDA) must balance to the TMG by C-Type. Table 2-1 shows conversion for C-Types used in the TMG:

Table 2-1
C-Types used in the TMG

TMG C-Type	TDA Branch Field
101	General Schedule, General Grade
102	Wage Grade, Wage Leader, Wage Supervisor, etc.
121	Executive Schedule
202	Foreign National Direct Hire
333*	Contract Manyear Equivalent (CME)
444*	Directed Civilian Overhire (DCO)

*C-types 333 and 444 are not currently documented on TDAs.
There are indications that Headquarters, Department of the Army
may require documentation of CMEs in the future.

(3) Reimbursable-Source.

(a) Source codes such as BA11, BA12, BA32, BA31, etc., must be used in conjunction with a command code. (See para 2-4, below, for additional information on reimbursements.)

(b) Command code 2A must accompany Army Resource Code AFHO. Table 2-2 shows remaining resource codes that do not require a command code.

Table 2-2
Resource codes not requiring a command code

Codes	Description
Army Resource:	
AFHO	Army Family Housing Operations
OMAR	Operations and Maintenance, Army Reserve
OMNG	Operations and Maintenance, Army National Guard
RDTE	Research, Development, Test and Evaluation
Navy Resource:	
USMC	U.S. Marine Corp
NAVY	U.S. Navy
Air Force Resource:	
USAF	U.S. Air Force
Defense Agency Resource:	
ODOD	Other Departments of Defense
Office of The Secretary Of Defense Resource:	
OSD	Office of Secretary of Defense

External to DOD:	
EDOD	External to Department of Defense

(4) Table 2-3 provides a description of Resource Organization Codes (ROC):

Table 2-3
Resource Organization Codes

ROC	ROC Description
01	DCSPER, U.S. Army
08	Office, Chief of Engineers
09	Defense Nuclear Agency
16	National Security Agency
17	U.S. Military Academy
18	National Guard Bureau
19	Director, Central Pay Operations, Defense Finance and Accounting Service
1A	Program Manager, Reserve Component Automation System
20	DFAS-Indianapolis
21	Criminal Invest Command
22	Office, Secretary of the Army
23	U.S. Army Reserve Personnel Command
24	U.S. Army Reserve Command
25	Intelligence and Security Command
28	National Defense University
2A	Installation Management Activity
35	Military Traffic Management Command
36	U.S. Army Space and Missile Defense Command
38	U.S. Army Recruiting Command
40	Military District of Washington
41	U.S. Operation, Test, and Evaluation Command
45	Onsite Inspection Agency
46	Defense Commissary Agency
47	HQ, Transportation Command
48	Defense Logistics Agency
49	Special Operations Forces
57	U.S. Army Training and Doctrine Command
5D	PEO Intelligence and Electronic Warfare
5E	PEO Aviation
5F	PEO Command & Control System
5L	PEO Tactical Missile
5Q	PEO Missile Defense
5R	Ground Combat and Support System
5T	PEO STAMMIS
5V	PEO Unmanned Aerial Vehicle
5X	Army Acquisition Exec
5Y	PM Joint PRG Biological Defense
5Z	PM Chemical Demilitarization
6A	U.S. Army Materiel Command
74	U.S. Army Medical Command
76	U.S. Army Forces Command
77	Eighth U.S. Army
82	U.S. Army Pacific
83	U.S. Army South Command
86	U.S. Southern Command
89	U.S. Army Europe-7th Army
94	U.S. Army European Command
98	Other Governmental Activities
BM	Ballistic Missile Defense Organization
ZA	Office, Secretary of Defense

ZB	Office Joint Chief of Staff
ZC	Defense Information Agency
ZD	DIA/Defense Attaché System
ZE	Defense Special Weapons Agency
ZF	Federal Emergency Mgt Agency
ZG	Other Defense Agencies
ZH	Ballistic Missile Def Org
ZJ	JTC3A
ZK	Joint Activities – Navy
ZL	Joint Activities – Navy II
ZM	Joint Activities – Air Force
ZN	Joint Air Force II
ZP	Joint Staff Activities
ZX	Defense Center Imagery Office

2-2. Workload and relationship to personnel appointments.

a. Schools and activities must continually evaluate recurring workload and priorities to balance the distribution among the various labor types (e.g., civilian, direct versus reimbursable; military; contractors) and build budgets to live within allocated dollars and still meet assigned mission requirements.

b. When TRADOC or the MSCs direct schools and activities to perform new missions, they will also address resource support. Short-term or one-time workload should be performed within existing resource levels; however, for permanent or recurring workload, the staff will either provide a number of funded directed civilian overhires (DCOs) to perform a designated mission, or direct the field to trade off lower-priority missions and resource internally. Headquarters TRADOC or MSCs may provide reprioritization guidance based on parameters of the new mission. Matching of skills will be considered when directing the field to reprioritize. Schools and activities will be notified as soon as possible to facilitate advance planning, as required.

c. Department of the Army Civilian workforce may be comprised of full-time permanent (FTP), part-time permanent, term appointments, or temporary hires. The decision to use one of these forms of nonmilitary manpower is largely based on the type of workload and mission.

(1) Full-time permanent (FTP) or part-time permanent civilian employees should be the predominant method of performing workload which is not inherently military. These positions are documented in the TMG as direct or reimbursable authorizations against validated requirements or are approved DCOs and will be funded accordingly.

(2) Term appointments are appointments made for more than 1 year, but not more than 4 years, to positions where the need for an employee's services is not permanent. Term appointments may be made in any increments as long as the appointment is for more than 1 year and no more than 4 years. Term appointments can be in excess of documented authorizations; however, once workload becomes recurring or permanent, civilian manpower authorizations should be sought to replace the position with a FTP.

(3) A temporary limited appointment is a nonpermanent appointment to a position for a specified period of time, not to exceed 1 calendar year. The appointment may be extended 1

additional year, for a maximum of 24 months of total service. An appointment to a successor position – a position that replaces and absorbs the position to which an individual was originally appointed – is considered an extension, not a new appointment, in calculating the 24-month limitation. Temporary appointments can be in excess of documented authorizations. As with term appointments, temporary appointments which extend for more than 1 year should be addressed IAW the overhire guidelines stated herein.

d. In the TMG, total civilian manpower includes direct and reimbursable funded civilian authorizations. Funds are received for reimbursable civilian authorizations from sources other than TRADOC's Program Budget Guidance. The servicing activity documents reimbursable manpower and the requesting activity provides funding for the service. Management of reimbursable authorizations is critical and must be linked to the source of reimbursement.

(1) Failure to terminate or reassign employees carried against reimbursable authorizations, when the source of funding ceases, results in an unfunded liability for the organization, which cannot be supported by HQ TRADOC.

(2) Department of the Army will not support reprogramming of reimbursable authorizations to direct-funded authorizations, without an assured funding stream, as it creates a bill to the Army.

2-3. Overhires.

a. Overhires are civilian employees, required for more than 1 year, without a valid manpower authorization. Situations that warrant consideration for overhires include HQ-directed new mission, local response to mission requirements, and early start to mission already programmed.

b. Approved DCOs, with recurring workload and programmatic funding lines, will drive the process to obtain additional manpower authorizations and programming of resources into the outyears, as appropriate. They may be either initiated by HQ TRADOC or the MSCs, when providing new or expanded mission funding, or requested by schools/activities in support of programmatic funding. The intent is not to unduly restrict commanders' flexibility, but to provide a means to address manpower and funding to accomplish critical missions.

c. Commanders/commandants retain the flexibility to use activity-funded overhires. Schools and activities must resource these overhires from their programmatic funds and action will not be taken to pursue additional authorizations from DA. Schools/activities must not present TRADOC with an unfinanced requirement to underwrite such local decisions.

d. Schools and activities desiring to document direct-funded overhires (with approved funding stream), must submit a request for DCO to Commander, TRADOC (ATRM-FA). This process may be accomplished simultaneously with the process to request a personnel action. The DCO memorandum must include the following justification:

(1) Manpower requirement (or demonstrated workload of a new mission).

   (2) Urgency and priority of mission.

   (3) Confirmed funding stream, with potential to request authorization from DA.

   e. It is incumbent within a new mission resourcing decision to identify the labor components of the requirement. Headquarters, TRADOC will use the approved DCO request as a vehicle to substantiate overhires when approved and funded to support new missions directed by the HQ or to support an early start to a mission programmed in subsequent years, as appropriate. See figure 2-1 for a sample DCO request, showing the critical information required by HQ TRADOC.

   f. Direct Civilian Overhires, which are approved based on recommendations from DCSRM manpower and budget, will be maintained in a database, monitored on a continuing basis, and documented in the TMG. The staffing process includes coordination with both HQ TRADOC functional program managers, MSCs, and the DCSRM programming staff to ensure that mission, funding, and manpower staffs are in agreement on approval/disapproval decision.

   g. Work performed by contract cannot be converted to in-house performance without performing an A-76 competition in accordance with OMB Circular No. A-76. When the A-76 competition is completed and approved, the use of civilian personnel will be documented as a DCO until such time as an authorization is requested and received from DA.

Request for Directed Civilian Overhire (DCO)

School/Activity: Fort Swampy
Function: Quality Assurance Office
Functional POC Name, DSN/Commercial: Robert Smith, DSN 551-1234 (commercial 567)
DRM POC Name, DSN/Commercial: Peggy Jones, DSN 551-8901 (commercial 567)

Requirement (or demonstrated workload of a new mission):

  Existing Requirement: (Yes or no. If yes, complete following.) Yes
  UIC: W1U2AA
  AMSCO/MDEP: 324772.V / TADV
  C-Type: 101
  Quantity: 5
  CCNUM: 0106
  TDA Para/Line: 001A/05

  New Requirement: (Yes or no. If yes, provide justification.) No

Urgency and priority of mission: Feb 03 GAO reports need for TRADOC to develop feedback system to assess quality of training products and services to customer. CSA establishes TRADOC's QA Program as a command program. Program provides assurance that Army is developing and implementing quality, current, and relevant training and education to meet unit, Soldier, and leader competency needs. It supports Army at War by ensuring integration of lessons learned into training and by obtaining external evaluation feedback used to revise training to ensure deploying Soldiers are tactically and technically proficient.

Confirmed funding stream, with potential to request authorization from DA. (Yes or no. If yes, identify AMSCO, MDEP, fiscal years.) Yes; 324772.V / TADV; FY05 and out

Figure 2-1. Sample DCO request

2-4. Contract Manyear Equivalents.

a. Contracted labor, which is quantified as CMEs represent another source of nonmilitary labor available to the Army. The use of CMEs must be applied to a valid manpower requirement. If the mission and requirements have not been previously validated, schools/activities will initiate action through manpower channels to recognize validity and formalize the requirement when the mission is recurring. The procedures described in paragraph c, below, will provide for documentation and better tracking of all CMEs to fully identify the cost of executing TRADOC's mission. A separate TRADOC regulation will address oversight and management of all TRADOC contractual efforts.

b. The Commanding General, TRADOC, has increased scrutiny over the use of contract manpower. Generally consider CMEs as a short-term solution to support non-permanent workload, when a broad set of skills are needed and an authorization is not available. There are some exceptions requiring longer-term contractual efforts, including functions converted to contract IAW OMB Circular A-76. Schools and activities must continually monitor workload to ensure CMEs transitioning to longer term requirements are considered for conversion to DAC (see para 2-2, above).

c. Headquarters TRADOC will update CMEs in the TMG quarterly. Use the Contract Execution Database within WebTAS to capture CME data. The CME data will be used to update TMAS and in the reporting and defense of the command's manpower resources in forums such as TAA and the Command Plan process. Continued emphasis on fully populating and maintaining this database is essential to management of this source of manpower.

d. Secretary of the Army guidance regarding accounting for contract services directs Army organizations and contracting offices to include the requirement to report contract-related information as a line item deliverable in all new contract actions. This action is the first step in the plan to program and document contractor support in The Army Authorization Documentation System, the Structure and Manpower Allocation System, and the Civilian Manpower Integrated Costing System.

Glossary

AMSCO   Army Management Structure Code
BOD   Board of Directors
C-Type   Civilian-type
CAAS   Contracted Advisory and Assistance Services
CME   contract manyear equivalent

DA   Department of Army
DAC   Department of Army civilian
DCO   Directed Civilian Overhire
DFAS   Defense Finance and Accounting Service
DCSRM   Deputy Chief of Staff for Resource Management
DRM   Directorate of Resource Management
FTP   full-time permanent
FY   fiscal year
IAW   in accordance with
MDEP   management decision evaluation package
MFAD   Manpower and Force Analysis Directorate
MRB   Mission and Resource Board
MSC   major subordinate command
OMB   Office of Management and Budget
POM   Program Objective Memorandum
ROC   Resource Organization Codes
SRC   Senior Resource Committee
TAA   Total Army Analysis
TDA   table of distribution and allowances
TMG   TRADOC Manpower Guidance

FOR THE COMMANDER:

OFFICIAL: ANTHONY R. JONES
                                        Lieutenant General, U.S. Army
                                        Deputy Commanding General/
                                          Chief of Staff

        /signed/
JOHN D. CAMPBELL
Deputy Chief Information Officer