DCMA Manual 4301-09

Manpower and Mission Analysis

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Purpose: This issuance, in accordance with the authority in DoD Directive 5105.64, "Defense Contract Management Agency (DCMA):"

- Implements policy established in DCMA Instruction 4301
- Provides and defines guidelines and procedures for effective manpower management within DCMA

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SECTION 1: GENERAL ISSUANCE INFORMATION

1.1. APPLICABILITY. This issuance applies to all DCMA organizational elements.

1.2. POLICY. It is DCMA policy to:

a. Abide by higher promulgated regulations as they relate to effective and efficient manpower management while remaining flexible, adaptive to program changes, and responsive to new requirements.

b. Identify Agency guidelines that facilitate a thorough, uniform and timely decision-making process associated with managing resources in support of changing mission requirements while maintaining an accurate Unit Manning Document (UMD).

c. Establish minimum workload-driven levels of manpower necessary to accomplish mission and performance objectives. DCMA activities will be organized to promote efficient and effective operations, optimize personnel utilization, and maintain a high level of productivity.

d. Rationalize the workforce to optimally balance a highly-skilled, diverse, and adaptable workforce. Managers must be able to adjust the size of their staff as DoD business and process changes dictate. Structure that supports development and retention of individuals with managerial, technical, executive, and leadership skills continue to be key parts of the Agency's strategic plan. All manpower positions must be structured to provide an optimum balance between the activity's mission needs, economy, efficiency of operations, and effective utilization of human capital.

e. Comply with Agency supervisory ratio of 1:9-13, per DCMA Manual (DCMA-MAN) 4501-03, "Organization Structure, Mission and Functions."

f. Execute this Manual in a safe, efficient, effective, and ethical manner.

SECTION 2: RESPONSIBILITIES

2.1. DIRECTOR, DCMA. The DCMA Director will:

a. Authorize the DCMA Deputy Director to establish and chair a Workload and Resources (WAR) Room at the Agency-level.

b. Review and approve all significant mission or funding changes that affect reportable manpower resources.

2.2. DEPUTY DIRECTOR, DCMA. The DCMA Deputy Director will:

a. Chair the Agency WAR Room (AWR).

b. Act as decision authority for requests requiring Agency-level approval.

c. Provide written delegated authority to Operational Units and Headquarters (HQ) Directorates for specified types of changes that may be approved at the Directorate and Operational Unit level.

2.3. EXECUTIVE DIRECTOR, FINANCIAL AND BUSINESS OPERATIONS DIRECTORATE. The Executive Director, Financial and Business Operations Directorate (FB), administers this Manual and must:

a. Serve as the designated authority for DCMA manpower management.

b. Ensure pertinent DoD policy and guidelines are implemented and followed.

c. Serve as the principal advisor to the DCMA Director/Deputy Director on all matters pertaining to changes in the manpower program.

d. Assess and adjust manpower authorizations annually based on agency validated requirements for new and unique missions, reengineering initiatives, and organizational changes not submitted in Program Objective Memorandum (POM).

2.4. DIRECTOR, MANPOWER AND ORGANIZATION MANAGEMENT DIVISION. The Director, Manpower and Organization Management Division (FBO), must:

a. Maintain data accuracy within the Fourth-Estate Manpower Tracking System (FMTS) to account for all manpower requirements and authorizations for the Agency.

b. Prepare manpower reports as required by DoD Directives and Instructions for submission to Office of the Secretary of Defense (OSD), Office of the Chief Management Officer (OCMO), Office of the Under Secretary of Defense, Personnel and Readiness (OUSD (P&R)), Defense Management Data Center (DMDC), as well as internal requirements.

c. Develop and utilize manpower performance indicators (such as processing timelines, data accuracy, and manpower reconciliation reports) to monitor program performance that will ensure effective, efficient, and economical use of manpower resources.

d. Identify and monitor the composition of DCMA Major HQ Activity (MHA) positions in accordance with DoD Instruction (DoDI) 5100.73, Major DoD HQ Activities and current OCMO guidance.

e. Review and approve Manpower Request Form-Civilian (MRF-C) to ensure proper documentation and auditability of manpower resource changes in accordance with current regulations.

f. Facilitate training sessions regarding manpower concepts and tools/information systems, such as FMTS.

g. Ensure that manpower information, such as the Organizational Unique Identifier (OUID) and naming convention, are accurate within FMTS and in accordance with DoDI 8260.03, The Global Force Management Data Initiative (GFMDI).

h. Review all specified Request for Personnel Actions (RPAs) to validate compliance with manpower policy and structure prior to submission to Army Servicing Team (AST) for final processing. Refer to paragraph 3.4. and Resource Page for information regarding types of RPAs that require resource manager review.

i. Produce position crosswalks from approved General Orders (GO) for validation and processing.

j. Validate and maintain documentation for Agency and Regional functional proponent authorities.

2.5. DIRECTOR, BUDGET DIVISION. Director, Budget Division (FBB), must:

a. Collaborate with DCMA FBO and FBA to establish appropriate funding allocations (authorizations) on the UMD.

b. Review specified manpower actions to validate and advise on any financial impacts.

2.6. DIRECTOR, INTERNATIONAL AND FEDERAL BUSINESS DIVISION. Director, International and Federal Business Division (FBR), must:

a. Collaborate with DCMA FBA/FBB/FBO to establish appropriate reimbursable authorizations on the UMD.

b. Review all reimbursable manpower submissions to validate and advise on any reimbursable financial impact.

c. Review reimbursable MRF-Cs as a stakeholder to validate and advise on any financial impacts.

2.7. PLANNING AND BUDGETING CENTER. Director, Planning and Budgeting Center (FBA), must:

a. Collaborate with DCMA FBB, FBO and FBR to establish appropriate authorizations (Operation & Maintenance and Reimbursable) for its customers.

b. Review manpower change submissions to validate and advise on any financial impact, accuracy and compliance with manpower policy.

c. Provide customers and stakeholders with recurring manpower affordability and labor budget execution analysis and advise in labor budget and Full Time Equivalent (FTE) planning.

d. Assist in the coordination, adjudication, and documentation of the Regional and AWR Master Decision Record (MDR) and Staff Assist Visits (SAV).

e. Review all specified RPAs to validate compliance with manpower policy and structure prior to submission to AST for final processing. Refer to paragraph 3.4. and Resource Page for information regarding types of RPAs that require resource manager review.

2.8. EXECUTIVE DIRECTOR, HUMAN CAPITAL DIRECTORATE. The Executive Director, Human Capital Directorate (HC), must:

a. Oversee accuracy of Defense Civilian Personnel Data System and assist with accurate personnel data synchronization in FMTS, to include the accuracy of the OUID as a critical data link in GFMDI compliance.

b. Provide Human Resource (HR) reports to DCMA organizations as requested to allow for quality control reviews and resourcing decisions.

c. Manage and synchronize Defense Acquisition Workforce Development Fund (DAWDF) positions in FMTS in accordance with Section 852 of Public Law 110-181.

d. Review specified MRF-Cs as a stakeholder to validate all aspects and impacts to personnel. The position description (PD) and position requirements document (PRD) must be finalized and accurate prior to receiving concurrence from HC.

e. Manage and synchronize DCMA Operation & Maintenance (O&M) funded Keystone and Pathways developmental positions in FMTS.

f. Assist organizations, via the Field Service Center partners, with placing excess personnel as needed.

2.9. COMPONENT HEADS. Component Heads (Executive Directors and Region Commanders) must:

a. Document requirements to establish new and validate existing requirements for mission-essential workload.

b. Manage manning levels in accordance with documented workload and approved authorizations within prescribed labor budget.

c. Review and authenticate all manpower requests prior to submission for final approval.

d. Ensure compliance with manpower processes and procedures.

2.10. MISSION SUPPORT OFFICE AND ACTION OFFICER MANPOWER REPRESENTATIVES. Mission Support Office (MSO), HQ Action Officers (AOs), and Operational Center Manpower Representatives must:

a. Prioritize and submit resource requests based on mission criticality, consequence of resource shortfalls, readiness, and HC considerations of the Agency.

b. Coordinate management of Contingency Response Force (CRF) positions with the Combat Support Center (CSC).

c. Coordinate management of DAWDF Sustainment positions with the HC Program Office.

d. Obtain Unit Manning Reports/Rosters (UMRs) from FMTS on a regular basis and portray accurate personnel-related information within the authoritative manpower document.

(1) Input timely gains and losses of cognizant civilian personnel within the workforce module of FMTS.

(2) Insert and properly maintain comments into FMTS job-related remarks section for personnel-related information that is pertinent to Agency resourcing decisions. Examples of such comments include: obligated positions and return rights, authorized backfill, notes about double-encumbering, series/grade mismatches, and associated resolution plans.

2.11. AGENCY AND REGIONAL FUNCTIONAL PROPONENTS. Agency and regional functional proponents must:

a. Act as principle advisors, as identified via delegation, to review and provide concurrence or non-concurrence of requests for new manpower requirements and changes of grade/job series to existing requirements and authorizations.

b. Validate workload based on information provided by requestor.

2.12. MILITARY MANPOWER REPRESENTATIVES. Military manpower representatives must:

a. Establish effective military manpower management processes while maintaining the accuracy of FMTS data.

b. Coordinate with Directorates and Regions to ensure military manpower is effectively positioned within the DCMA organizational structure.

c. Serve as DCMA liaison to the Services in all military manpower matters that require concurrence in accordance with Army Regulation (AR) 71-32, "Force Development and Documentation."

d. Document approved military force structure and personnel changes, gains, and losses within FMTS.

2.13. CONTINGENCY RESPONSE FORCE AND VOLUNTEERS PROGRAM MANAGER. The CRF Program Managers must:

a. Enforce CRF position management processes and criteria for positions that meet Overseas Contingency Operations criteria.

b. Maintain the DCMA master CRF validation document to ensure UMD accuracy.

SECTION 3: MANPOWER CONCEPTS

3.1. MANPOWER TERMINOLOGY. Within the DoD, there are four primary terms that are used when discussing basic manpower terminology. This terminology subscribes to the concept that manpower consists of the identification of workload (requirement), that funds are available to support the requirement (full-time equivalent), if the position is available for recruitment it is (authorized) within appropriate fiscal years. End strength is reflective of incumbents assigned to authorized billets.

a. Requirement. A requirement refers to a measure of the labor used to accomplish a mandated function within a particular work center. One validated requirement indicates the need for one man-year's worth of effort. Manpower requirements will be based on an activity's mission, functions and tasks assigned by higher authority. The activity's requirements will be stated in terms of the minimum manning required to accomplish the activity's approved missions and workload. Manpower requirements may be based on the average workload expected to continue for at least 36 months. Periodic zero based manpower reviews must be conducted to validate current manpower requirements. Refer to the Resource Page of this Manual for information on zero based manpower development. Current methodologies to determine or validate manpower requirements include WAR Rooms, manpower workload assessments, staffing studies, workload indicators and resource modeling. Manpower requirements will not be adjusted in reaction to temporary changes in workload or adjusted to reflect the personal qualification or grade of incumbents. Requests for new requirements will be submitted and reviewed via the MRF-C form process and adjudicated via the AWR. New requirements are generally added to the UMD as unfunded. A hiring manager may not recruit against a requirement that does not have an authorization. Requirements without a corresponding authorization annotates that valid workload exists, but other resourcing priorities take precedence.

b. Authorization. An authorization is a billet attribute that permits a recruitment action to occur, so long as sufficient labor funds exist. In order for an authorization to be annotated, a valid requirement must be found on the UMD. Authorized positions are coded as "1" within the authorization column. The funding sources may be used to apply authorizations to UMD requirements include:

(1) The Program Control Document (PCD) establishes funding and manpower authorizations. Annual funding distribution update is provided by DCMA FBB for HQ Directorates and Operational Units. Authorization allocations for FBA-supported Operational Units are facilitated by Planning and Budgeting Center (DCMA FBA) from the PCD and must be approved by the DCMA Director.

(2) The Integrated Program Budget Review process is used to address future funding needs related to the POM process. DCMA-FBB will collaborate with DCMA-FBR and HC to provide the Manpower Division with the approved authorization changes.

(3) Out-of-cycle changes are submitted via the Program Change Request (PCR) process. Out-of-cycle funding will not be applied to the UMD without appropriate written approval in the form of a signed PCR from the Comptroller or DCMA Director.

c. FTE. Full Time Equivalent refers to a budgetary tool for measuring productivity and level of employment. This can represent an average manning level over the span of a fiscal year. The number of FTEs is the product of the total number of employees, combined with the ratio of average weekly hours per employee for all employees, compared to the average weekly hours per employee on full-time schedules. FTEs are often not equivalent to authorizations or requirements on the UMD.

d. End Strength. End strength measures how many personnel are currently on-board. Within the UMR, on-board numbers are in the on-board column. It is important to note that on-board strength may not be equivalent to authorizations or requirements.

3.2. AUTHORITATIVE MANPOWER SOURCE - FMTS.

a. Authority. In accordance with the Deputy Secretary of Defense memorandum dated June 6, 2017, FMTS is the web-based definitive source for accountability of manpower resources in the Fourth Estate. As such, data accuracy within FMTS is crucial to correctly portraying the Agency's manpower construct. Link to FMTS can be found on this Manual's Resource Page.

b. UMD and UMR. The UMD is a report of current, approved manpower requirements and authorizations. The UMD accounts for all Agency manpower resources, to include DoD civilian, military, and Locally Engaged Staff, also referred to as Local Nationals (LN). FMTS prohibits the documentation of contractor resources. As the UMD is extracted directly from FMTS, it is the authoritative manpower document for the Agency. The UMR contains the same information as the UMD and introduces the incumbents as an element of the report.

c. Access to FMTS. Access to FMTS is limited to individuals who have a need to know controlled and sensitive personal information. In order to extract information from FMTS and move incumbents to positions, personnel assigned these duties must apply for account access. This is accomplished by submitting a System Authorization Access Request (DD2875) to the DCMA manpower team for authentication and account creation. Link to instructions on FMTS Access can be found on this Manual's Resource Page.

d. Assistance with FMTS. The FMTS User Quick Reference Guide has been specifically created to help DCMA users navigate FMTS, extract reports, and maintain the workforce management module. A link to the FMTS reference guide can be found on this Manual's Resource Page. Additionally, training may be obtained from the FBO manpower team.

3.3. POSITION TYPES.

a. Permanent Positions. Permanent positions are a result of enduring workload requirements that exceed three years.

b. Temporary Positions. Temporary positions are valid for more than one year, but not more than three years, and are related to surge workload requirements.

c. Obligated Positions. Obligated positions are those where an employee has accepted an overseas assignment under a transportation agreement which identifies the employee's return-rights. In accordance with DoDI 1400.25, Volume 1230, "DoD Civilian Personnel Management System: Employment in Foreign Areas and Employee Return Rights," the Agency has developed procedures to identify obligated positions for employees who accept overseas assignments. An employee may exercise return rights at any time during the overseas tour. Therefore, such positions are identified as obligated within the job-related remarks section of the UMD. The obligee's name and projected return date are identified. Managers must be careful to ensure that return rights are factored into their hiring strategies.

d. Sustainment Positions. Sustainment positions are developmental positions added to the UMD for the sole purpose of maintaining the Defense Acquisition Workforce. These positions are temporarily authorized on the UMD for up to four years via DAWDF, Section 852 and coordination with the HC program office. Sustainment billets must be removed from the UMD when they are no longer authorized.

3.4. ENCUMBERING/FILLING POSITIONS.

a. Initiating and Processing. Only authorized positions will be filled. To initiate the request to fill, a manpower position number and OUID must be provided in the request that identifies an appropriate and authorized billet. All requests relating to encumbering a position on the UMD will be sent to a resource manager prior to submission to AST. Recruitment and specified reassignment requests must be submitted to AST from a resource manager box or will be returned without action taken.

b. Recently approved changes to positions. MRF-C numbers and/or WAR Room decision record numbers must be included in the remarks section of the requests for recently approved actions that are not yet reflected within the manning document, with the exception of funding changes. Requests for positions awaiting FMTS authorization will not be submitted to AST until the position is authorized within FMTS.

c. Inaccurate submissions. Resource managers have the responsibility of reviewing submissions to determine accuracy and suitability to the billet being leveraged. Inaccurate or incomplete submissions must be returned to the requestor for corrective action.

d. Timeliness. Requests will be processed by resource managers within three working days. Requests that are returned for corrections must be processed in the same amount of time to allow for expeditious end-to-end hiring.

e. Need to know. All requests that pertain to resources will be sent to resource managers for review. Other requests for action, such as resignations, terminations, awards, and those that request position builds from AST, will not be sent to resource managers for review. Refer to the

Resource Page for information regarding specified types of requests that must be routed to resource managers.

3.5. DOUBLE-ENCUMBERING BILLETS. Incumbents may be placed on individual, authorized billets. There are situations when an overlap of personnel assignment is deemed necessary for continuity of operations. In such cases, double-encumbering may be used as a short-term solution in an effort to help manage budget execution. Double-encumbering may be used strategically for situations, such as transition graduating keystones awaiting assignment to a permanent position, overhires resulting from workforce shaping action, and mission continuity (hiring in advance of known departure).

3.6. OVERHIRES. Overhire conditions exist when a component projects, or has a need to, exceed an on-board population that exceeds its documented authorizations. Overhires are generally used to satisfy short-term or seasonal workload requirements or to meet vital mission requirements. Regardless of the overhire driver, the rationale for overhire must be briefly stated in any hiring action in accordance with subparagraphs in this section. Components must request approval through the AWR when requesting to hire above their current FTE or approved labor budget. Overhire positions are utilized in the certain ways including:

a. Mission Continuity. Overhire may be used to perform key functions that may not be left vacant if at all possible. When a known departure or retirement date exists, managers may establish an overhire to start the hiring process to minimize disruption to the mission caused by a vacancy. If an employee deploys, another employee may be put on as an overhire to perform the duties as a back fill.

b. Short-Term Mission Requirement. Overhire may be used to perform temporary duties as directed and approved by management. This would include surge workload or special project/initiative that will take place for a limited time, usually not to exceed one year.

c Advance Hiring. Overhire may be used for new mission or that has already been programmed and authorized on the UMD in a Future Year Defense Program out-year.

d. Enduring Overhires. On an exception basis, overhire may be used to accomodate situations where there is a need for a more permanent appointment (over one year) that does not meet any of the succession planning criteria in paragraphs 3.6.a. throught 3.6.c. In these cases, the activity must first document the additional sustsained workload (unfunded requirement) via the Agency WAR Room process. The follow-on hiring action would overhire a current funded requirement but would also cite the documented (but currently unfunded) workload in the RPA remarks.

SECTION 4: MANPOWER REQUEST FORM - CIVILIAN

4.1. PURPOSE. The MRF-C is the primary manpower form used to document requests to create new positions or modify manpower attributes of existing positions. The MRF-C is retained for auditability and transparency purposes. As such, MRF-C submissions must articulate the verifiable, documented workload drivers (requirements) that support the request. The form will not be used for obtaining new authorizations, reprogramming contractor funds, altering billets to accommodate incumbents, or as a request for overhire authority.

4.2. AUTHORITY. Regional Commanders/Executive Directors and their Deputies have authority to approve MRF-Cs except as outlined in paragraphs 4.3.a. and 4.3.b.

4.3. COORDINATION TYPES.

a. AWR Room. Requests that affect DCMA's overall structure (position counts, taxonomy, supervisory structure or grade structure) must be vetted through stakeholders and DCMA FBO prior to being placed on the agenda for the AWR. Such requests include:

(1) New unfunded requirements.

(2) Position grade increases that do not receive agency level functional concurrence or if a conflict of interest exists.

(3) Supervisor position increases, which adds additional supervisors and affects supervisory ratio within the organization.

(4) Position series changes that do not receive component functional concurrence or if a conflict of interest exists.

(5) Precedential changes which are in the best interest of the Agency to be approved in the AWR.

(6) Category I MHA changes, to include MHA billet authorization swaps, Directorate level organizational moves, supervisory and/or grade increases.

b. AWR Requests Related to GO. New requirements and supervisory increases being sought as a direct result of an upcoming GO must be vetted and presented to the AWR simultaneously with the Organziational Change Request submission. The AWR authority may tentatively approve force structure changes, pending the final approval of the GO.

c. MHA Adjustment. MHA positions are identified on the UMR with Program Element Code (PEC) 0702898BL and are specifically monitored separately from all other requirements. As such, MRF-C submissions are categorized based on severity of impact and have corresponding stakeholder routing levels and approval authorities. Refer to the MHA decision matrix, published on the Resource Page of this Manual, for the types of changes and approval authorities. For further clarification see paragraph 7.6.

c. Non-AWR. All other requests which affect force structure that are not listed in paragraphs 4.3.a. and 4.3.b. may be approved by a Region WAR Room or Component Head authority. All locally approved actions must be summarized in the Agency WAR Room back up slides.

4.4. REQUEST TYPES.

a. New Position. The request seeks to establish the manpower requirement. Functional proponent review and concurrence must be obtained. In order to obtain a new requirement, specific information and workload justification must be provided within the MRF-C. This information must support the need to establish additional positions based on workload that cannot be accomplished with existing force structure, and must define adverse impact to the Agency if not approved. The authorization (authority to hire) is not assumed with new positions. If there is a known authorization offset, it must be provided in the request or the position is established as a requirement only.

b. Transfer of existing position. The request seeks to change a position from one organization to another or change the geographic location to support a valid Transfer of Work. Positions are not transferred to accommodate incumbents (people). It is crucial to consider and provide organizational structure, effects on supervisor to employee ratio, and taxonomy of gaining/losing organizations when submitting this type of request.

c. Change to existing position. All other position attribute changes are captured in this type of action. This includes internal realignment of manpower requirements or authorizations, geographic changes to accommodate workload location, as well as position description and billet title updates. Requests of this type can often be aggregated under one MRF-C, assuming there is sufficient workload justification for the changes, and proper advance coordination and routing is accomplished with stakeholders to ensure all risks to budget and personnel have been properly mitigated. Requests that redesignate an existing position grade and/or series must be submitted individually and require concurrence from appropriate functional proponent(s) prior to any manpower change submission.

4.5. REQUEST INVOLVING MULTIPLE POSITIONS. In cases where multiple positions are impacted with a request, the MRF-C may be used as a cover page with an accompanying spreadsheet being submitted. The spreadsheet can contain “current” and “to-be” information annotated, with current information obtained from the UMD and workload-based justification for each billet change in the spreadsheet. Appropriate stakeholder coordination and routing is required. These cover-page MRF-Cs are typically used to support Agency and Region WAR Room actions and SAVs, but may be used in other situations when pre-coordinated with the manpower division**.**

4.6. STAKEHOLDER ROUTING. Refer to the stakeholder routing matrices (MHA and non-MHA) to determine when pre-coordination is required with various stakeholders. These matrices, as well as the HQ functional proponent list, are located within the Resource Page of this Manual and on the DCMA-FBO sharepoint site.

a. Requestor actions. The requestor will sign a certification statement within the MRF-C indicating that sufficient funds are available and that formal concurrence has been obtained from facilities and functional proponent stakeholders. The certification statement reads "I certify that the organization has sufficient labor resources to accommodate the requested adjustments and that all aspects of concurrence have been obtained regarding facilities and/or functional coordination." The requestor must be at the highest level of the organization (i.e., Regional Commander or Deputy, Executive Director or Deputy).

b. Coordination. All MRF-Cs will be sent from the requestor directly to the FBO inbox at dcma.lee.hq.mbx.manpower-cell@mail.mil until such time that an automated system is finalized so that requests may be submitted electronically. FBO will provide further coordination to HC Directorate (as required) and send the request to the final approval authority. The requestor will be copied on all correspondence during the process and is responsible for providing briefing slides to the AWR when needed.

4.7. COMPLETION TIMELINES. Stakeholders must review and concur on staffed MRF-Cs within three working days of receipt. FBO will review and document updates to FMTS within the categories and timelines upon final MRF-C approval which include:

a. Individual MRF-C Actions. FBO will document properly staffed and approved changes within three working days of receipt from the approval authority when additional WAR Room approval is not required.

b. Coversheet MRF-C for Multiple Updates. FBO will document properly staffed and approved changes within 10 working days of receipt from the approval authority. This category includes Agency and Region WAR Room MDRs, SAVs, annual authorization updates from the Business Plan, and multiple DAWDF or CRF changes. This is a not-to-exceed metric to allow time to meet agency expectations for quality force structure updates in lieu of competing manpower priorities and workload.

4.8. OPTIONAL TOOLS FOR ANSWERING JUSTIFICATION QUESTIONS WITHIN MRF-C. The hyperlink to access all tools referenced in this section are located within the Resource Page of this Manual.

a. Resource Workload Model (RWM). The RWM is a tool that can assist leaders in determining if a new requirement is needed.

b. Full Cost of Manpower. The Full Cost of Manpower (FCoM) is a DoD-approved tool designed to generate cost estimates associated with DoD manpower for personnel in the Continental United States (CONUS) and Outside the Continental United States (OCONUS). FCoM is a helpful tool to determine potential cost impacts for new requirements and changes to positions, such as geographic changes or grade increases.

c. Organizational charts. Organizational charts are visual tools needed by stakeholders and decision authorities to make informed recommendations or approvals that support the MRF-C

narratives. Examples of submissions needing organizational charts would be: transfer of multiple positions to different organization codes, adding new supervisors, and adding new requirements tied to an upcoming GOs. Such charts must include all positions. Each position must be labeled with the system number, incumbent name or identified as vacant, and if the position is authorized.

d. MRF-C Resource Page. The MRF-C Resource Page is a DCMA 360 link that provides libraries based on the current MRF-C coordination types and includes important information.

SECTION 5: REQUESTING UNIT MANNING DOCUMENT GRADE INCREASES

5.1. GUIDELINES FOR REQUESTING GRADE INCREASES.

a. Applicability. This section applies to all Executive Directors, Directors, and Commanders.

b. Criteria.

(1) A grade increase resulting from a change to a workload requirement alters the Agency structure and must be reviewed by the designated Agency Functional Proponents through the MRF-C process. Functional review concurrence must be cited by the originator in a certification statement in the MRF-C submissions.

(2) Agency Functional Proponents must be designated by the HQ Directorate Executive Director or Deputy. A list of Functional Proponents will be provided to the Manpower and Organization Division for documentation. A listing of the Agency functional proponents may be found on the Resource Page of this Manual.

(3) In the absence of the designated Agency Functional Proponent, only the HQ Directorate Executive Director or Deputy, may provide functional review.

(4) A grade increase resulting from a change in workload with a designated security clearance must be concurred/non-concurred by only the HQ Executive Director responsible for the impacted functional series through either a classified review or meeting between the functional HQ Executive Director and the Executive Director, Special Programs to the extent possible based on clearance.

5.2. PROCESSING GRADE INCREASE REQUESTS.

a. Component Heads have the authority to approve a grade increase for non-MHA designated workload requirements through their WAR Room/MRF-C process as long as the appropriate higher level functional concurrences (gaining and losing) are obtained and the Component Head acknowledges that funds are available through signature on the MRF-C. Requests that contain functional non-concurrence or a conflict of interest must escalate requests to the AWR for final decision. Functional level review requirements and approval authorities can be found on the Resource Page of this Manual.

b. Agency Functional Proponents must review the grade increase for compliance with Agency policy and/or Instruction/Manual to include, but not limited to, impacts to functional ratios, workload requirements, or consideration of future Agency workforce impacts and standing AWR business rules.

c. DCMA International (DCMAI) LN positions must follow the same MRF-C approval process as General Schedule (GS) positions to ensure approved UMD updates are captured prior to the initiation of personnel actions by the OCONUS HR Service Provider.

SECTION 6: REQUESTING UNIT MANNING DOCUMENT SERIES CHANGES

6.1. GUIDELINES FOR REQUESTING SERIES CHANGES.

a. Applicability. This section applies to all Executive Directors, Directors, and Commanders.

b. Criteria.

(1) A change to a job series resulting from a change in workload must be reviewed by the losing and gaining Agency or Regional Functional Proponent. Functional review concurrence must be cited by the originator in a certification statement in the MRF-C submissions. For example, if requesting to change an 1102-11 position to a 1910-11 position, the request must be coordinated with the appropriate contract and technical functional points of contact.

(2) All Functional Proponents must be designated in writing by the Component Heads and provided to the Manpower and Organization Division for documentation. A listing of the functional proponents can be found on the Resource Page of this Manual.

(3) In the absence of the designated Functional Proponent, only the Commander/Director or Deputy may provide for functional review concurrence.

(4) A change to a job series resulting from a change in workload with a designated clearance must be concurred/non-concurred by only the HQ Executive Director responsible for the impacted functional series through either a classified review or meeting between the functional HQ Executive Director and the Executive Director, Special Programs to the extent possible based on clearance.

6.2. PROCESSING SERIES CHANGE REQUESTS.

a. Component Heads have the authority to approve a job series change for non-MHA designated workload requirements through their WAR Room/MRF-C process as long as the appropriate higher level functional concurrences (gaining and losing) are obtained. Requests contain functional non-concurrence or a conflict of interest must escalate to the AWR for final decision. Functional level review requirements and approval authorities can be found on the Resource Page of this Manual.

b. Functional Proponents must review the job series change for compliance with Agency policy and/or Instruction/Manual to include, but not limited to, impacts to functional ratios, workload requirements, or consideration of future workforce impacts and current AWR business rules.

c. DCMAI LN positions must follow the same MRF-C approval process as GS positions to ensure approved UMD updates are captured prior to the initiation of personnel actions by the OCONUS HR Service Provider.

d. A job series change resulting in a grade increase must follow the grade increase business practice in Section 5 of this Manual.

SECTION 7: MANPOWER SPECIAL PURPOSE POSITIONS

7.1. SPECIAL PURPOSE POSITION GUIDELINES.

a. Applicability. The Manpower Special Purpose Positions section applies to all organizations with special purpose positions.

b. Special Purpose Positions. Special purpose positions are managed differently than regular positions and must be vetted through the appropriate program managers prior to FMTS documentation.

7.2. CONTINGENCY RESPONSE FORCE (CRF) POSITIONS. To assist with the accomplishment of contingency contracting requirements in austere environments, the Agency maintains a dedicated number of CRF positions. Such positions are identified as CRF through the cost code. DCMA's CRF program is managed by the Combat Support Center (CSC). A representative from each Region has been identified to assist Contract Management Offices with identifying CRF positions, recruitment methods, and submission of MRF-Cs to redesignate positions. Significant changes to CRF billets (Series, Grade, CRF billet status) must be vetted through the Region CRF coordinator and the CSC via the MRF-C process. CRF changes do not require workload justification analysis, therefore such changes may be annotated on the CRF MRF-C. CRF positions may not be unfunded by organizations. A listing of the CRF frequently asked questions (FAQ) can be found on the Resource Page of this Manual.

7.3. 100 PERCENT UNION POSITIONS. The Agency maintains a dedicated number of Union (American Federation of Government Employees (AFGE) DCMA Council 170) representative positions and temporary backfill positions. Changes to Union-related billets on the UMD are only made upon receipt of AFGE Charter updates, signed by the sitting Union president. Union-related positions are identified within the position remarks of the UMD and are not eligible to be redesignated. A listing of Union FAQ can be found on the Resource Page of this Manual.

a. 100-Percent Union or Union Backfill positions may not be unfunded by organizations.

b. Upon completion of 100 Percent Union representatives' service, the Union backfill position will be removed from the organization.

7.4. ACTIVE DUTY AND MILITARY RESERVE POSITIONS. Active Duty and Reserve Military positions are managed by the appropriate component point of contact (POC) and DCMA Military Personnel Office. A listing of Military FAQ can be found at the link on the Resource Page.

7.5. POSITIONS TO SUPPORT AGENCY DEVELOPMENTAL INITIATIVES.

a. O&M Keystone positions. O&M Keystone positions are internally-funded. These positions are managed by the O&M Keystone Program Manager, supported by the Regional Hub Managers, and are found in various Regions and Directorates. FBO will make changes to such

positions to support valid requirements, while balancing resource constraints, with the submission of a MRF-C that is approved by HC Directorate. O&M Keystone positions require incumbents to be moved to existing permanent O&M positions upon graduation.

b. DAWDF Sustainment positions. As directed by Section 1705 of Title 10, United States Code (U.S.C.) , the Secretary of Defense provides funds for the recruitment, training, and retention of acquisition personnel within the Department of Defense. These positions are managed by the 852 Program Manager, and are found in various Regions and Directorates. DAWDF Sustainment positions require incumbents to be moved to existing O&M positions upon graduation. FBO will make changes to such positions to support valid requirements, while balancing resource constraints, with the submission of a MRF-C approved by HC Directorate. A listing of DAWDF FAQ can be found on the Resource Page of this Manual.

7.6. MAJOR HEADQUARTERS ACTIVITY POSITIONS. In accordance with DoDI 5100.73, DCMA complies with DoD policy in an effort to organize and staff MHA in such a way as to promote effective accomplishment of assigned responsibilities with the minimum number of personnel. It is crucial to effectively identify and effectively manage the Agency's MHA structure in accordance with current DoD and OCMO guidance under reported agency funding and billet caps.

a. MHA General Guidance. Per OSD and OCMO, the types of positions in this subsection are initially presumed MHA unless excluded by more detailed review criteria. The list provided is not to be considered all inclusive or expressly exclusive of other types of positions. Scope of work and DoDI criteria will be used as the final determining factor:

(1) Human Resources.

(2) Financial Management.

(3) Information Technology.

(4) Acquisition for Internal Purposes.

(5) Legal/Counsel, policy support.

(6) Programming, Planning and Management.

(7) Legislative Affairs.

(8) Public Affairs.

(9) Administrative Support (of HQ Elements).

b. Identifying MHA positions. Per DoDI 5100.73, MHA positions are responsible for overseeing, directing, and controlling subordinate organizations by:

(1) Developing and issuing policies and providing policy guidance;

(2) Reviewing and evaluating program performance;

(3) Allocating and distributing resources; or

(4) Conducting mid- and long-range planning, programming, and budgeting.

c. Proposing revisions to MHA positions. When position changes involve any level of MHA workload, a determination must be made as to the percentage of MHA workload involved and the potential MHA offset to support a finite number of allowable MHA structure. The designation of the position must align with the majority of workload. Refer to the MHA stakeholder routing matrix within the Resource Page of this Manual when seeking any revisions.

SECTION 8: INHERENTLY GOVERNMENTAL AND COMMERCIAL ACTIVITIES

8.1. REQUIREMENT. In accordance with the Federal Activities Inventory Reform Act, DCMA maintains a list of activities performed that are not inherently governmental. Such designation is based on Office of Management and Budget (OMB) Circular A-76, "Performance of Commercial Activities." Positions are identified within FMTS based on function code.

8.2. RESPONDING TO TASKING. On an annual basis, OSD issues a data call to DCMA-FBO. DCMA-FBO interprets the guidance and report requirements, while pulling a report from FMTS which identifies positions and their function codes. Any coding inconsistencies are identified within DCMA FBO and corrected, as necessary.

8.3. CHALLENGES. After publication of OMB's Federal Register notice stating that an Agency's inventories are available, an interested party will have 30 working days to submit a written inventory challenge. The inventory challenge will be limited to the classification of an activity as inherently governmental or commercial or the application of reason codes. A decision on a challenge will be made within 28 working days from the date received. The decision will be in writing and will state whether the challenge is rejected, upheld, or denied, as well as explain the rationale for the decision. Inventory challenge authorities will include an explanation of the interested party's right to file an appeal in any adverse challenge decision within 10 working days. To be considered valid, a challenge must meet all of the requirements including:

a. The challenge must be in writing and received within 30 working days after the date that the OMB notice stating that the DoD Inventory is released to the public;

b. The challenge must identify the activity being challenged as specifically as possible; that is, must give a sufficient description of the activity being challenged so DCMA can identify it;

c. The challenge must state the reason or reasons for the challenge;

d. The challenge must include the name of the challenger and the address to which the decision on the challenge may be sent.

8.4. APPEALS. Appeals must be submitted in writing to the designated office, Executive Director, Financial and Business Operations within 10 working days after the challenger receives the decision denying or rejecting the challenge. Within 10 working days of receipt of the appeal, inventory appeal authorities must issue and transmit a written inventory appeal decision to the interested party. Decisions on appeals made by the Executive Director, FB will be in writing and will state the determination and the rationale for the decision. When the inventory challenge process results in a change in DCMA's inventory, the Agency will transmit a copy of the change to OSD.

SECTION 9: FUNCTIONAL GUIDANCE

9.1. SPECIFIC FUNCTIONAL AREA GUIDANCE. Functional proponent guidance in key areas can be found on the Resource Page of this Manual. Specific functional guidance related to force structure is generally operational-specific and will be updated as information develops. Informational guidance on the Resource Page includes (but not limited to) these functional areas:

a. Procurement Technicians.

b. Integrated Cost Analysis Teams.

c. Cost and Pricing Teams.

d. Divisional Administrative Contracting Officer (DACO) Duties.

e. Earned Value.

f. Legal and Legal Support.

g. Technical Series.

h. Mission Support Offices (MSO).

i. Command Level Positions and Management Analysts (outside MSO).

j. Program Integrator Positions.

GLOSSARY

G.1. DEFINITIONS.

Authorization. A billet that is documented by reflecting a "1" in the Authorized column on the UMD for the relevant fiscal year(s).

Billet (or Position). Programmed manpower structure space defined by grade and occupation, which is associated with a specific activity or organization. Within DCMA, billets are identified by system numbers.

Commercial Activity. An activity providing a product or service that can be performed by a private source.

Component/Capability. A Component/Capability is an organization within DCMA.

Component Head. The leader of a DCMA component who reports directly to the Office of the Director, DCMA.

CRF. A position-based designation to support the success of combat operations.

Double-encumber (double-billet). A position that has an existing incumbent and a follow-on incumbent assigned to a single manpower authorization.

FMTS. The web-based information system for management of joint manpower and personnel. Data from FMTS flows to other DCMA information systems.

FTE. Measure of civilian manpower that reflects the total number of regular, straight-time hours worked by civilian employees, divided by the number of compensable hours applicable during each fiscal year.

Functional Proponent. Staff principal primarily responsible for policy and oversight of a particular functional area.

Inherently Governmental Commercial Activities. Activities may be provided commercially (performed by a private source) or are government functions (related to the act of governing or consist of monetary entitlements and transactions).

LN (also known as Locally Engaged Staff). An host-nation employee performing duties in support of the DoD.

Manpower. A collective term used to describe the number and type of personnel required to perform a function.

Man-year. A man-year, or person-year, is a unit of measurement for amount of work done by an individual throughout the entire year, expressed in number of hours.

PEC. A 10-position alphanumeric code that describes the mission supported by a billet.

Requirement. Mission-related (direct and indirect) workload, equal to a man-year, validated and documented on the UMD. Sometimes referred to as a billet or position. Requirements are determined independently of resource constraints but must be based on sound manpower management determination from a unit's highest priority work to its lowest. Requirements may be funded (authorized) or unfunded (called an unfunded requirement).

Unfunded Requirement. A position for which work exists, but cannot be funded due to other mission priorities and/or budget constraints.

UMD. Authoritative data source that displays position attributes of validated requirements and authorizations only (no incumbents).

UMR. Authoritative data source that displays positions attributes of validated requirements, authorizations, and incumbents.

WAR Room. A central location (physical/virtual) where cross-organizational teams will use tools and data analysis to plan for and execute resources.

GLOSSARY

G.2. ACRONYMS.

AFGE	American Federation of Government Employees
AST	Army Servicing Team
AWR	Agency War Room
CONUS	Continental United States
CRF	Contingency Response Force
CSC	Combat Support Center
DCMAI	DCMA International
DAWDF	Defense Acquisition Workforce Development Fund
DoDI	Department of Defense Instruction
FB	Financial and Business Operations Directorate
FBA	Financial and Business Operations, Planning & Budgeting
FBB	Financial and Business Operations, Budget Division
FBO	Financial and Business Operations, Manpower and Organization Management Division
FBR	Financial and Business Operations, International & Federal Business Division
FCoM	Full Cost of Manpower
FMTS	Fourth Estate Manpower Tracking System
FTE	Full-Time Equivalent
GFMDI	Global Force Management Data Initiative
GO	General Order
GS	General Schedule
HC	Human Capital
HQ	Headquarters
LN	Local National
MDR	Master Decision Record
MHA	Major Headquarters Activity
MRF-C	Manpower Request Form – Civilian
MSO	Mission Support Office
OCMO	Office of the Chief Management Officer
OCONUS	Outside the Continental United States
O&M	Operations and Maintenance
OMB	Office of Management and Budget
OSD	Office of the Secretary of Defense

OUID	Organizational Unique Identifier
OUSD	Office of the Under Secretary of Defense
PCR	Program Change Request
PCD	Program Control Document
PD	Position Description
PEC	Program Element Code
POC	Point of Contact
POM	Program Objective Memorandum
PRD	Position Requirements Document
RPA	Request for Personnel Action
RWM	Resource Workload Model
SAV	Staff Assist Visits
UMD	Unit Manning Document
UMR	Unit Manning Roster/Report
WAR	Workload and Resources

REFERENCES

Army Regulation 71-32, "Force Development and Documentation," July 1, 2013
DCMA-Instruction 4301, "Stewardship Capability Policy," July 18, 2018
DCMA-Manual 4501-03, "Organization Structure, Mission and Functions," April 3, 2019
Deputy Secretary of Defense Memorandum, "Total Force Manpower Governance for the Office of the Secretary of Defense, the Defense Agencies, and Department of Defense Field Activities," June 6, 2017
DoD Directive 5105.64, "Defense Contract Management Agency," January 10, 2013
DoD Instruction 1400.25, Vol. 1230, "DoD Civilian Personnel Management System: Employment in Foreign Areas and Employee Return Rights," July 26, 2012
DoD Instruction 5100.73, "Major DoD Headquarters Activities," June 12, 2012 (as amended)
DoD Instruction 8260.03, "The Global Force Management Data Initiative (GFMDI)," February 19, 2014
Federal Activities Inventory Reform Act of 1998
Federal Acquisition Regulation Part 42, "Contract Administration & Audit Services," July 1, 2014
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Public Law 110-181, Section 852, "National Defense Authorization Act for Fiscal Year 2008," January 28, 2008
United States Code, Title 10, Section 1705