



Competitive Sourcing Operational Order No.2 Manpower Management

Operational Order

24 MAY 2006

The following is the policy and procedures for establishing new organizational structures and staffing for activities, functions, and/or organizations undergoing public-private competition under OMB Circular A-76. This includes High-Performing Organizations established as an alternative to public-private competition.

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1.0 Concept Plan

1.1 Purpose/Background/Timelines

1.1.1 Organization concept plans (OCP) are required by Army G-3 IAW AR 71-32 and supplementary guidance, any time an Army organization meets reorganization thresholds. Examples of thresholds:

a. Creation of a new Table of Distribution and Allowances (TDA)/Institutional Army/Generating Force organization.

b. Change to a TDA organization's mission or functions that will involve increased demands on HQDA for personnel, equipment, funds and facilities.

c. Reorganization of a TDA unit at or above directorate level.

d. Establishment or reorganization of an Army Management Headquarters Activity (AMHA).

e. Growth of one (1) new uniformed military requirement.

f. Growth of ten or more new civilian requirements per Unit Identification Code (UIC).

g. Total Army Analysis (TAA) providing resources for a new or existing TDA organization.

1.1.2 Concept plans are thoroughly coordinated with the HQDA staff, as well as with the U.S. Army Manpower Analysis Agency (USAMAA).



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1.1.3 HQDA approval is required on the concept plan before an Army organization is allowed to implement reorganization and/or submit actions to realign HQDA manpower/funding databases. Realignment actions to HQDA will cite the approved concept plan.

1.1.4 Concept plans are due NLT 30 Sep if the organization wants it to be considered in the upcoming fiscal year's Command Plan (CPLN) cycle.

1.1.5 CPLN cycles, to include the TDA documentation that is part of each cycle, run two fiscal years ahead (e.g., FY07 = FY09 CPLN cycle). A concept plan submitted NLT 30 Sep 06 would be processed at the beginning of FY07, effective FY09 and included in the FY09 CPLN cycle (FY09 TDA).

1.1.6 Out of cycle (OOC) authority to re-document prior CPLN years may be granted by HQDA with sufficient justification.

1.1.7 Upon HQDA approval, USACE can implement a reorganization before the date that it is reflected in HQDA's databases. Determination will need to be made on whether to ask for OOC authority or not, and how important it is to have the HQDA manpower databases be correct at what point in time.

1.2 Action Items for Competitions

1.2.1 Prepare OCP if required by Army G-3 (DAMO-FMP) - Concept Plan may be required if ACSIM final decision package provided to G-3 does not adequately address their questions/concerns to allow DAMO-FMP to use the final report in lieu of an OCP.

1.2.2 Ensure ACSIM submits competition decision paperwork to Army G-3.

1.2.3 Coordinate with HQDA G-3 during the process.

1.2.4 Receive formal HQDA G-3 approval/acknowledgement to proceed with the documentation actions, or receive notification to submit an OCP if ACSIM documentation is insufficient.

1.2.5 Manage OCP approval process (if required to submit one).



2.0 Integrated Manning Document (IMD)

2.1 Purpose/Background/Timelines

2.1.1 The IMD is an AIS developed by the HQUSACE DRM in response to a recommendation by the EIG in 1999. The IMD provides a corporate inventory of all USACE manpower positions, both civil-funded and military-funded, and is the only source to capture ALL manpower positions Corps-wide.

2.1.2 Products of the IMD include annual submission of the Federal Activities Inventory Reform (FAIR) Act Inventory, the data to support Strategic Sourcing studies (to include submissions to higher HQ) and TDAs. The IMD is also used for local position management at all organizational levels of USACE (HQ, MSC, Center, and District).

2.1.3 The IMD is the only data source to capture civil-funded civilians, since they do not appear in TDAs. It is imperative that organizations creating crosswalks and audit trails for competitive sourcing use the IMD as well as the official TDAs, and complete these items as soon as feasible so that CERM-M can analyze the impacts.

NOTE: It is recommended that CERM-M be included from the beginning as part of the study team, so that we may advise in building the manpower crosswalks and other required manpower actions outlined in this document.

2.2 Action Items for Competitions

2.2.1 Determine “as is” organizational structure and specific positions from the IMD.

2.2.2 Determine “to be” organizational structure and specific positions.

2.2.3 Prepare audit trails from the “as is” into the “to be” structure for the appropriate fiscal year.

2.2.4 Prepare crosswalks of the “as is” and “to be” IMD extracts –

a. Look for impacts to Controlled Programs (Army Management Headquarters Activity in MDEPs XMGH/XMGI, and SES with Pay Plan = ES).

b. Determine funding source (AMSCO/MDEP) for each “to be” position – study team must answer the question “how do I intend to pay each of these positions in the “to be” state?”

(1) Impact to AMHA/SES?



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(2) Impact to Executive Direction and Management (ED&M), to include identification of savings and where dollars are going?

(3) Impact to District overhead rates?

e. Consistency with USACE standard business practice for funding.

f. Update IMD with “affected employees” coding (RESERVED_FAIR field).

g. Review IMD CAFC/MMC coding for area being studied.

h. Provide CESS with IMD extracts and reports on ad hoc basis.

i. Update IMD (or ensure field has done so) after reorganization to implement competition decision.

j. Provide IMD summary input to CESS for Commercial Activities (CA) Final Decision Report.

3.0 Table of Distribution and Allowances (TDA) – military-funded only

3.1 Purpose/Background/Timelines

3.1.1 TDAs are required by HQDA G-3 as part of the annual CPLN process. TDAs contain all military-funded positions (civilian and uniformed military), and civil-funded uniformed military.

3.1.2 CPLN process is managed by HQDA G-3 IAW AR 71-32, the Army Structure (ARSTRUC) message and annual CPLN memo.

3.1.3 TDAs are the official HQDA organizing document, IAW AR 71-32 and AR 570-4. TDAs contain narrative mission/function information, personnel records at billet-level detail, and equipment at LIN-level detail.

3.1.4 TDAs are submitted two years out (e.g., FY07 = FY09 CPLN = FY09 TDA). TDAs are due concurrent with the POM cycle, and must match Program Budget Guidance at UIC/AMSCO/MDEP/CTYPE level of detail.

3.2 Action Items for Competitions

3.2.1 Same as IMD, in addition to the below items.



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3.2.2 Review Equipment/Section III; submit appropriate 4610-R to make equipment changes (monthly HQDA equipment board).

3.2.3 Review and update Section I (to include mission/functions).

3.2.4 Submit TDAs to HQDA during the appropriate Command Plan (CPLN) cycle.

4.0 Program Budget Guidance (PBG) and Program Objective Memorandum (POM) submission – military-funded only

4.1 Purpose/Background/Timelines

4.1.1 The Program Budget Guidance (PBG) is the HQDA official manpower budget document for military-funded uniformed military and civilians.

4.1.2 USACE submits changes to HQDA to update the PBG during each “major POM” cycle (even fiscal years, e.g., FY08), for the POM years ([current year + 2] thru [current year + 7], e.g., FY08 will be FY10-15 “major POM” update).

4.1.3 PBG/POM update is governed by HQDA G-8 PAED, and rules are published in the annual Resource Formulation Guidance (RFG).

4.1.4 TDAs must match PBG.

4.1.5 “Schedule 8” is what USACE submits in the data format required by HQDA to make adjustments to the current PBG. All Schedules 8 are reviewed by HQDA for approval/disapproval by the Program Budget Advisory Team (PBAT), Council of Colonels (COC), and Planning & Programming Budget Committee (PPBC).

4.2 Action Items for Competitions

4.2.1 Determine military-funded manpower authorizations being **eliminated**.

4.2.2 Determine military-funded manpower authorizations being **realigned** between UICs.

4.2.3 Determine military-funded manpower authorizations being **reprogrammed** and/or subsequently realigned.

4.2.4 Determine dollar savings/migrations.



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a. Determine impact on manpower authorizations coded as “DIR” (direct-funded by Army as opposed to “reimbursable”) – will guide how we vet the changes with HQDA.

b. Determine if DIR authorizations are given back to Army – if so, Army will harvest dollars associated with the authorizations.

4.2.5 Prepare and submit Schedules 8 to implement the above three (3) conditions during the next “Major POM” year (even fiscal years, e.g., FY08).

a. “major POM” cycle we can/must:

- Reprogram authorizations
- Realign authorizations between UICs
- Divest authorizations and funding (DIR)
- Pre-coordinate with appropriate Program Evaluation Groups (PEGs) on manpower/dollar impacts
- Submit Contractor Manyear Equivalent (CME) Schedules 8

b. “mini-POM” cycle (odd fiscal years) we can:

- Realign authorizations between UICs, but only if HQDA agrees to top-load
- NOT submit Schedules 8 to realign/reprogram/divest authorizations unless USACE is prepared to accept the risk of losing the “minus” part of the Schedule 8 transaction and not receive the “plus” half (Schedules 8 become Program Change Packages which have their own rule sets)
- Probably submit CME Schedules 8 (low risk to Command)

4.2.6 Determine CME requirements/authorizations for the end state.

4.2.7 Determine if out of cycle authority is required to document before the first year of the major POM cycle (e.g., FY10-15 POM effective beginning FY10).

5.0 Unit Identification Codes (UICs)

5.1 Purpose/Background/Timelines

5.1.1 Unit Identification Codes (UIC) are 6 character groupings used within Army to designate organizations. Each Army organization has a UIC.

5.1.2 UICs are also used to assign personnel in the Modern Defense Civilian Personnel Data System (DCPDS). Every Army civilian is assigned to a UIC.

5.1.3 UICs can only be created by HQDA G-3, usually as a result of a Concept Plan approval.



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5.1.4 UICs can be created at any time.

5.1.5 HQUSACE can request Derivative UICs once HQDA issues the “parent” UIC.

5.1.6 Parent UICs can be identified with “AA” in the 5th and 6th positions.

5.2 Action Items for Competitions

Request new UICs, as needed, and establish appropriate Derivative UICs (DUICs), if necessary, once UIC is approved.

6.0 Effective Date

6.1 Purpose/Background/Timelines

6.1.1 Effective date refers to the date that actions are officially recorded and recognized in the HQDA manpower databases.

6.1.2 Normally, HQDA establishes effective dates approximately two fiscal years into the future to allow time for force structure changes to be realized (e.g., FY07 = FY09 effective dates for POM, TDA and CPLN).

6.1.3 HQDA can establish effective dates sooner than the two year cycle (referred to as “out of cycle” changes) if sufficient justification exists.

6.1.4 Approval of a concept plan or competition during a “mini-POM” cycle means we will probably need to phase in the documentation in HQDA’s manpower databases, with partial documentation in the mini-POM cycle, and the remainder in the next major POM cycle.

6.2 Action Items for Competitions

Determine “effective date” of the documentation, and synchronize into the appropriate POM/Command Plan window.



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7.0 Reorganization

7.1 Purpose/Background/Timelines

7.1.1 Reorganization timelines were established during P2 deployment to ensure that P2/CEMRS/CEFMS and Modern DCPDS all stay in synch. Up to 3 months is needed to effect the coordination necessary with HR, CPOC/CPAC, CEFMS, etc. to align the actions. Implementation could be delayed if the process is not followed.

7.1.2 There are four (4) established reorganization windows during any fiscal year. Windows have been established as the first full pay period of the second month of each fiscal quarter. A schedule of specific dates is published annually in the Consolidated Command Guidance (CCG) and on the HQUSACE Manpower web page.

7.1.3 Process governing reorganizations is located on the Manpower web page (PROC6004).

7.2 Action Items for Competitions

7.2.1 Process reorganization (once final decision is made for implementation) in one of the four (4) annual reorganization windows for CEFMS/P2, or ask for permission to process out of cycle.

7.2.2 Determine impact or reorganization on rates (P2/CEMRS impact, lock down NLT Jun for the following FY).

7.2.3 Establish/abolish 7-digit org codes; input provided to CERM-M.

8.0 Permanent Orders

8.1 Purpose/Background/Timelines

8.1.1 Permanent Orders are used to change the status of a unit (e.g., reorganize, reconstitute, establish, disestablish, etc) IAW Table 1-1 of AR 220-5.

8.1.2 Permanent Orders can be published at any time, assuming appropriate approvals have taken place.

8.2 Action Items for Competitions

Coordinate and/or prepare Permanent Orders to implement the final decision.