



DEPARTMENT OF THE ARMY
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UNIT 29351
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AERM-C

7 January 2016

MEMORANDUM FOR

HQ USAREUR Staff Principals and Commander, HHBN, HQ USAREUR
Commanders of USAREUR Major Subordinate Commands

SUBJECT: FY 16 USAREUR Manpower-Management and Workyear-Execution
Guidance for the Civilian Workforce

This memorandum expires on 1 December 2016.

1. References:

- a. AR 570-4, Manpower Management.
- b. Memorandum, USAREUR, AEPE-CB, 11 December 2014, subject: USAREUR 2015 Hiring Guidance for United States (U.S.) Civilian Positions.
- c. [Memorandum, USAREUR, AERM-C, 4 February 2015](#), subject: USAREUR Approval Authorities for Civilian Employee Request-to-Hire Actions and USAREUR Manpower-Management Guidance for the Civilian Workforce.

2. General Manpower-Management and Workyear Execution Guidance.

USAREUR managers at all levels are responsible for exercising fiscal discipline over their allocated resources. For FY 16, USAREUR will continue to use an aggressive hiring approach to combat chronic and significant under-execution of U.S. civilian workyears and civilian-pay funds.

a. Proper management of civilian workyears requires resource managers to engage and coordinate with personnel and supervisory managers to balance today's mission needs with tomorrow's workforce-shaping requirements by using all available workforce-shaping tools (including those in subparas [c thru e below](#)).

(1) Key to properly managing workyear execution and civilian-pay funds is a workyear expected-execution projection (WEEP) plan for the current FY plus 2 years, which is formatted and used in a manner similar to a spend plan.

(2) The USAREUR G8 will base future-FY workyear allocations on the consolidated USAREUR WEEP Plan in association with guidance from the HQDA Program Budget Guidance.

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b. A person-to-position match is required except when any of the conditions in [\(1\) through \(3\) below](#) apply. All other mismatches should be treated as overage personnel.

(1) A change to the requirement or authorization in a future command-plan change cycle is planned.

(2) An employee is on a developmental assignment in a position where the actual grade is lower than the table of distribution and allowances (TDA) target grade.

(3) An employee fills a position within the same career field (for example, a Transportation Assistant (GS-2101) may fill a Transportation Officer (GS-2130) position, a General Supply Specialist (GS-2001) may fill a Logistics Management Specialist (GS-0346) position).

c. In FY 15, HQ USAREUR staff principals and commanders of USAREUR major subordinate commands (MSCs) were authorized to hire DA civilian employees above their TDA-authorized levels when they had or anticipated they would have a hiring lag ([encl 1](#)) as long as the positions were filled by 30 September 2015. In FY 16, the same authority exists as long as a strategy exists for funding incumbents beyond 30 September 2018. By FY 19 (1 Oct 18), USAREUR expects to have implemented all known reductions and thereby have an assigned end-strength that is aligned with our DA-allotted workyear targets.

d. Although every effort must be made to complete essential work during normal duty hours, managers should also consider the use of overtime instead of compensatory time when affordable in order to properly document associated workload levels. Leaders should actively manage the approval and use of overtime or compensatory time for all employees and ensure that compensatory time is used within 1 year after the date accrued to prevent it from being converted to unplanned paid overtime unless doing so would compel the employee to forfeit annual leave. [Reference 1b](#) provides additional guidance.

e. If additional civilian-pay funding is required, managers will send requests in a timely manner to the Budget Management Branch (BMB) (AERM-PB-BMB /Ms. Purnhagen) and the Manpower Allocation and Execution Branch (MAEB) (AERM-C /Ms. Baecker), Office of the Deputy Chief of Staff, G8, HQ USAREUR, for approval.

f. [Enclosures 2 and 3](#) provide additional guidance on civilian-manpower terminology and business rules.

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3. Responsibilities.

a. The USAREUR G1 will solicit and incorporate appropriate USAREUR G8 input to synchronize annual USAREUR hiring guidance with annual USAREUR resource guidance.

b. The USAREUR G8 will—

(1) Distribute resources through the USAREUR resource-guidance process, the USAREUR funding-letter process, or both.

(2) Identify, collect, analyze, and distribute workyear execution data.

(3) Maintain the USAREUR Workforce Projection Planning System.

(4) Provide input to the USAREUR G1 for the annual USAREUR Hiring Guidance.

c. The rechartered USAREUR Senior Officer Working Group (SOWG), which comprises the senior civilian from each HQ USAREUR primary-staff section and a representative from each USAREUR MSC, will—

(1) Review, make recommendations, and send the action through the CoS, HQ USAREUR, to the USAREUR DCG for issues that affect the USAREUR civilian workforce and require a command-group decision.

(2) Annually validate overhires that add to the USAREUR authorized structure.

(3) Analyze command workyear execution metrics and corrective-action plans for workyear redistribution recommendations.

(4) Prioritize additional requests for civilian overage workyears that exceed the quarterly USAREUR Resource Guidance allocation.

d. HQ USAREUR staff principals and USAREUR MSC commanders will—

(1) Develop WEEP plans that provide details about their organization's fiscal requirements.

(2) Use the USAREUR Resource Execution Management (REM) system to maintain accurate and current data in civilian-personnel-management systems.

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(3) Review workyear execution and develop action plans to ensure proper resourcing.

e. USAREUR will conduct workyear-execution reviews according to the following anticipated schedule or battle rhythm:

(1) August through September: The HQ USAREUR staff; the Manpower and Management Division (MMD), Office of the Deputy Chief of Staff, G8, HQ USAREUR; USAREUR MSCs; and the USAREUR SOWG conduct initial workyear reviews.

(2) Early October: USAREUR distributes workyears as part of the USAREUR Resource Guidance. Subsequent workyear adjustments are distributed on a USAREUR funding letter or using remarks in the fund-authorization document, as appropriate.

(3) January: USAREUR conducts the 1st Quarter Execution Review.

(4) March through April: USAREUR conducts a midyear review of workyear execution in coordination with a USAREUR G8 midyear budget review. As a result, the SOWG will recommend reallocation and redistribution of workyears as required.

(5) April through May: The SOWG conducts the annual review of overhire requests, using information from the midyear review as part of the affordability analysis.

4. POCs. The POCs Chief, MAEB, Office of the Deputy Chief of Staff, G8, HQ USAREUR, at military 314-537-8042, civilian 0049-(0)611-143-537-8042, and the Chief, MMD, Office of the Deputy Chief of Staff, G8, HQ USAREUR, at military 314-537-8013, civilian 0049-(0)611-143-537-8013.

3 Encls

1. [Glossary](#)
2. [Civilian Workforce Workyear-Execution Business Rules](#)
3. [Frequently Asked Questions](#)


WILLIAM K. GAYLER
Major General, USA
Deputy Commanding General

Manpower-Management Guidance for the Civilian Workforce Glossary

1. Abbreviations.

21st TSC	21st Theater Sustainment Command
AMD	Army manning document
AMSCO	Army management structure code
BMB	Budget Management Branch, Program and Budget Division, Office of the Deputy Chief of Staff, G8, Headquarters United States Army Europe
CHRA-NE/EU	Civilian Human Resources Agency, Northeast/Europe Region
CP	career program
CPAC	civilian personnel advisory center
CPD	Civilian Personnel Directorate, Office of the Deputy Chief of Staff, G1, Headquarters United States Army Europe
DCG	deputy commanding general
FY	fiscal year
HQ	headquarters
HQDA	Headquarters, Department of the Army
JMTC	Seventh Army Joint Multinational Training Command
MAEB	Manpower Allocations and Execution Branch, Manpower and Management Division, Office of the Deputy Chief of Staff, G8, Headquarters, United States Army Europe
MDEP	management decision evaluation package
MMD	Manpower and Management Division, Office of the Deputy Chief of Staff, G8, Headquarters, United States Army Europe
MSC	major subordinate command
ODCS	office of the deputy chief of staff
PBAC	program and budget advisory committee
RPA	request for personnel action
REM	Resource Execution Management (system)
SOWG	senior officer working group
TDA	table of distribution and allowances
USAREUR	United States Army Europe
USAREUR G8	Deputy Chief of Staff, G8, United States Army Europe
WEEP	workyear expected-execution projection

2. Terms.

assigned personnel

Persons who are matched against positions that are authorized by a structure document (for example, table of distribution and allowances, overhire position approved by the USAREUR Senior Officer Working Group (SOWG))

hiring lag

The unspent or unobligated portion of authorized funds or workyears that result from a position vacancy

overage personnel

Persons who are assigned to the organization but do not have an authorized position in the structure. An overage can be created by a loss or change of a position in the structure, a managerial decision to hire for more positions than are represented in the structure, or a transitional overlap between departing and inbound civilians.

overage position

A position created to represent an incumbent (see [“overage personnel”](#) above). No additional funding is allocated in the resource-guidance process, but may be provided, if needed, through the USAREUR Senior Officer Working Group or Budget Management Branch, Program and Budget Division, Office of the Deputy Chief of Staff, G8, HQ USAREUR, redistribution process.

overhire

A requirement added to the authorized personnel structure by the USAREUR SOWG review process to address structural gaps that create mission, legal, safety, or fiduciary concerns. An overhire request implies that funding is available or will be allocated through the resource-guidance process. An overhire approval establishes a USAREUR G3 Army manning document (AMD) number. Overhire requests require USAREUR SOWG validation and USAREUR DCG approval.

request to hire

A request for budget and manpower approval for an associated request for personnel action (RPA) to hire a civilian employee. This is not an approval of the individual hired against the RPA, but an approval to initiate an RPA hiring action under exceptional circumstances (for example, overages).

table of distribution and allowances

A requirement and authorization document that provides HQDA recognition of and authorization for structure (personnel and equipment) requirements.

Manpower-Management Guidance for the Civilian Workforce Civilian Workforce Workyear-Execution Business Rules

1. Manpower Utilization. To maintain the most effective use and distribution of civilian resources across USAREUR, the USAREUR G8 reviews workyear execution throughout the fiscal year (FY).

a. Based on the findings of these reviews, the USAREUR G8 may recommend adjustments to the current workyear distribution to best use the available resources.

b. The USAREUR G8 reports workyear execution to the USAREUR DCG as required and to the USAREUR Senior Officer Working Group (SOWG) quarterly.

2. Position-Fill Decision Matrix. When deciding if a request-to-hire action is required to process a request for personnel action (RPA), organizations will analyze their position requirements using three questions (a(1) thru (3) below) and process a request based on the answers to the questions (b below).

a. Questions:

(1) Do you have a mission need for the employee?

(2) Do you have authorized personnel structure available (that is, unassigned)?

(3) Do you have sufficient resources (that is, workyears and civilian-pay funds)?

b. Answers:

(1) A “yes” answer to all three questions means no additional permission (that is, no request to hire) is required to process the RPA.

(a) HQ USAREUR staff sections and USAREUR major subordinate commands (MSCs) that are not general-officer commands must send RPAs through the Manpower and Management Division (MMD), Office of the Deputy Chief of Staff (ODCS), G8, HQ USAREUR, using the *RMMODCSRMM\MMM* group box on the CHRA-NE/EU portal.

(b) The 21st Theater Sustainment Command (21st TSC) and the Seventh Army Joint Multinational Training Command (JMTC) will enter the RPA number, the off-board date (that is, the date the position was vacated), and a disposition-status selection for the current incumbent into the Resource Execution Management (REM) system before sending the action to the servicing civilian personnel advisory center (CPAC) for processing.

(2) A “no” answer to the need question (a(1) above) means there is no reason to hire.

(3) A “no” answer to the structure question ([a\(2\) above](#)) means a request to hire must be sent to the USAREUR SOWG for approval before processing the RPA.

(4) A “no” answer to the resources question ([a\(3\) above](#)) means the request for hire must be sent to the MMD for processing and forwarding to the USAREUR SOWG for approval. If approved, the MMD will send the request to the Budget Management Branch (BMB), Program and Budget Division, ODCS, G8, HQ USAREUR, for reallocation.

3. Resource Forecasting. The HQDA target execution rate is 98 percent (by AMSCO and MDEP level of detail). An accurate forecast of your workyear and civilian-pay funding requirements for the current FY plus 1 or 2 years is the key to answering the resources question ([para 2a\(3\)](#)) and enabling your organization to meet the HQDA goal. The normal assumption is that hiring a U.S. Department of the Army civilian employee includes a 3-year funding obligation. Therefore, for employees hired after 30 September 2015, the organization needs to have a funding strategy to carry them beyond 1 October 2018. The prerequisites to this forecast are a standardized structure and execution-tracking metrics.

(1) The MMD has developed a spreadsheet for organizations to use in FY 16. USAREUR’s REM system (currently under development) will automate this process in the future.

(2) To obtain an accurate forecast, the Career Program 26 (CP 26) (that is, Manpower and Force Management) personnel and the human-resources liaisons, in coordination with the supervisory managers, need to determine the projected onboard strength.

(3) Once that forecast is determined, USAREUR managers can better manage workyears to achieve the HQDA goal. For example, if an organization has 10 positions in FY 16 for which 5 people are onboard and 5 RPAs are in process with an expected onboard date of 1 April for all 5 new hires, the workyears will be managed as follows:

(a) For FY 16, the organization will only execute 7.5 workyears, and the USAREUR SOWG will “harvest” the 2.5 workyears for redistribution.

(b) For FY 17, the organization would be allocated the full 10 workyears required, as long as no losses are projected.

4. Vacancy Management. HQ USAREUR staff principals and commanders of USAREUR MSCs must forecast when each position will become vacant and use the position-fill matrix to determine if backfilling the position is mission-essential (and the timeline for submitting the backfill RPA) or if returning the workyear to the USAREUR G8 for reallocation is appropriate.

**Manpower-Management Guidance for the Civilian Workforce
Frequently Asked Questions (FAQ)**

1. May I hire against a position that was proposed for reduction?

After the fiscal year (FY) has begun for the proposed reduction, you may no longer hire a new incumbent. Managers can make an informed hiring decision for proposed out-year reduction positions by using the position-fill decision matrix ([encl 2, para 2](#)). Managers must ensure they have a funding strategy to pay for the new employees until the end of the employee's 3-year tour or other attrition reason, whichever comes first. The employee will remain an overage until he or she departs the proposed-for-reduction position.

2. May I extend an incumbent of a position that was proposed for reduction?

Maybe. This is at management's discretion. Refer to question 3 of the position-fill decision matrix ([encl 2, para 2a\(3\)](#)) for the resource-management portion of the decision. As a general rule, incumbents should not be extended if it will cause them to lose their return rights, which in turn creates a risk of USAREUR having to overexecute manpower resources during FY 19 or later.

3. Who determines the funding resources for overage positions and people?

This is a collective effort between the staff section resource-management POC, the analyst at the Manpower and Management Division (MMD), Office of the Deputy Chief of Staff (ODCS), G8, HQ USAREUR, and the representative of the Budget Management Branch (BMB), Program and Budget Division, ODCS, G8, HQ USAREUR.

4. Who creates overage and overhire positions in the data system?

The MMD builds positions as required to support overage and overhire positions. MMD will build positions in the document within the paragraph or workcenter where the mission is performed using an alphanumeric line with an "O" (Oscar) to indicate the overage (for example, 106-O01, 106-O02, 106-O03). If an incumbent departs an approved overage position, organizations may not backfill that overage position without approval by the USAREUR Senior Officer Working Group (SOWG) (usually as an overhire action). In all cases, new overhire positions must be recommended for approval by the SOWG and approved by the USAREUR DCG before the MMD can create the new overhire position.

5. Do we have a data system to support workyear execution goals?

The MMD is designing a more user-friendly automated system called the Resource Execution Management (REM) system to replace the USAREUR Manning Database to accommodate changes in procedures and facilitate the collection and analysis of metrics by capitalizing on existing data in official data systems to the greatest extent possible. Until the REM system is completed and fully operational, USAREUR will use a spreadsheet to maintain end-of-month assigned numbers, which the MMD will distribute for organization managers to use as a guide when making hiring-action decisions.

6. What is the role of the SOWG?

The SOWG is being re-chartered to address workyear allocation and execution and, in its historical role, approve structure changes by means of Army manning document (AMD) overhires.

7. How often will execution be reported?

The SOWG will monitor execution on a quarterly basis in order to make recommendations to the USAREUR DCG for workyear redistribution. Execution will also be briefed to the working program and budget advisory committees (PBACs) and to the midyear senior PBAC.

8. Is the loosening of these rules open-ended?

The concept of managers being responsible for workyear execution represents the new resource-management culture of USAREUR. The amount of institutional oversight of overage authority, however, is limited and will be addressed on an ongoing basis. The bottom line is that employee workyears should be managed like any other type of resource. Managers must consider the fiscal impact of a 3-year commitment to an employee when hiring. The command's execution problems are projected to continue in the near term (FY 16 thru 17), but in the out-years (FY 18 and beyond) the degree of under-execution depends on several factors, including the funding stream.

9. If we are under-executing at the macro level, why do I need to work with the MMD staff to identify a funding stream before initiating a recruitment action?

While the program addresses our under-execution at the macro level, there are certain restrictions on how money is spent. Your MMD analyst will help you to ensure the work being performed and the funding stream are in concert with applicable fiscal law.

10. Does this apply to local-national positions or employees?

To a degree, many of these principles will apply, but there is no overage authority delegated for local-national authorizations.

11. May I recruit at a different grade than documented?

Yes, if you have a position description with the different grade approved and established by CHRA-NE/EU. Grade increases require advance coordination with the Civilian Personnel Directorate (CPD), ODCS, G1, HQ USAREUR, for policy compliance and with the BMB and MMD for an affordability determination.

12. May I recruit a permanent employee against an overhire position or as an overage?

Yes, as long as managers have considered the fiscal effects of a 3-year commitment to an employee when hiring and costs are within the workforce forecasting projection plan.

13. May I recruit now against an approved concept-plan position even though it will not be documented on a TDA for 2 years?

Maybe. If the position will support a new requirement that is not currently being performed, it might require USAREUR SOWG overhire approval. If it is in your structure and you do not have the resources, you can request additional workyears through the MMD, the BMB, and the USAREUR SOWG.