



DEPARTMENT OF THE ARMY  
WASHINGTON, DC 20310



REPLY TO  
ATTENTION OF

The Honorable Duncan Hunter  
Chairman, Committee on Armed Services  
United States House of Representatives  
2265 Rayburn House Office Building  
Washington, D.C. 20515

Dear Mr. Chairman:

I am submitting the enclosed report on the management of the Army's civilian work force during the 12-month period ending February 1, 2004, in accordance with section 129, Title 10, United States Code, as amended.

This information has been provided to the Honorable Ike Skelton, Ranking Member of the House Armed Services Committee, and to the leadership of the Senate Armed Services Committee.

Respectfully,

R. L. Brownlee  
Acting Secretary of the Army

Enclosure



# CONGRESSIONAL REPORT

## USE OF PROHIBITED CONSTRAINTS TO MANAGE DEPARTMENT OF DEFENSE PERSONNEL

Section 129, Title 10, United States Code

### CERTIFICATION

The Secretary of the Army certifies that the Army civilian work force is not subject to any constraint or limitation in terms of the man years, end strength, full-time equivalent positions, or maximum number of employees, nor has it been during the preceding 12 months, except as required by law, or as directed by the Office of Management and Budget (OMB) or the Office of the Secretary of Defense (OSD). The Army uses administrative processes such as workload considerations and available funding to effectively manage its civilian work force. The approved levels are displayed in Tables of Distribution and Allowances. These techniques are not controls or constraints. Rather, they are tools designed to support more effective administration of the Army's civilian manpower program.

### CIVILIAN WORK FORCE MANAGEMENT

Army's policy on the management of the civilian work force has continued to evolve over the years consistent with applicable law and regulation. We have changed the management philosophy of civilian manpower from end strength targets to full-time equivalents to funded work-years with full-time equivalent targets that are utilized as performance metrics. Our policy is to execute as closely as possible to the program and budget, increasing the linkage of manpower execution to workload and funding.

Upon budget approval, our commands and independent reporting activities are provided civilian authorizations and work year guidance. This guidance is viewed as a performance benchmark, with commands having the option during the year of execution to request increases to their work years and authorizations or to return work years and authorizations not required. During the year of execution, commands are monitored through personnel and financial reporting systems on the outcome of their performance.

The U.S. Congress, OMB, and OSD are not directly involved in the management of our civilian work force during the year of execution. They do, however, establish restrictions that limit the management latitude available to those involved in manpower management. These include floors and ceilings on

certain categories of manpower, such as management headquarters. The restrictions are imposed in the National Defense Authorization Acts. In addition, previous guidance issued by the U.S. Congress, OMB, and OSD have impacted the way the department has programmed and budgeted for the future civilian work force.

## ANALYTICAL TOOLS USED TO DETERMINE CIVILIAN WORK FORCE REQUIREMENTS

Over the last twelve months, we have continued to use the Army's standard manpower and organizational analytical process, known as the 12 Step Method. This process has been validated by the General Accounting Office and Army Audit Agency. It is a very detailed analytical approach at the work center level of detail to review processes, capture tasks and functions, and ensure clear linkage of work center workload to requirements.

As with all processes, we have begun an effort to reengineer our process to make it an analytical tool that can be applied to strategic issues and help Senior Leadership better understand the manpower and resource impact of alternatives and decisions. This effort better links workload analysis at the organizational level with the strategic direction of Army Leadership. Further, integration of this process into Structure and Manpower Allocation System (SAMAS) will better link workload-requirements-budget.

The U. S. Army Manpower Analysis Agency (USAMAA), a field operating agency of the Office of the Assistant Secretary of the Army (Manpower and Reserve Affairs) (OASA(M&RA)), provides the expertise and oversight of the analytical tools used to determine civilian workforce requirements. Army is currently revising the underlying foundation of its requirements determination processes, functions, and procedures while refocusing USAMAA's mission in order to standardize the processes used at HQDA and echelons below HQDA. A standardized study methodology, with consistent application, will assist OASA(M&RA) to execute their policy oversight responsibility. HQDA will develop and/or approve and validate the requirements determination models and templates used by MACOMs and will recalibrate these tools if necessary.

The revision of these processes will form the basis for determining manpower requirements while employing a check and balance mechanism to ensure accuracy and standardization. These requirements will be validated at the Department-level and will be used to build the Army's Generating Force (its institutional and support structure) as part of the Total Army Analysis process. The Army continues to identify and refine the linkages between the Operating Forces (combat, combat support and combat service support structure) and Generating Forces to justify and quantify both requirements and resourcing decisions in the Total Army Analysis (TAA) process.