



UNITED STATES FORCES KOREA INSTRUCTION

FKJ8

DISTRIBUTION: A, B, C, D

USFKI 1481.01

30 August 2024

USFK OVER HIRES

Reference(s): See Enclosure G

1. Purpose. To establish governance and standardized internal procedures for management of United States Forces Korea (USFK) requests for US Civilian over hires.
2. Superseded/Canceled. Supersedes USFK Over Hire Policy dated 22 JUL 2022.
3. Applicability. This instruction applies to USFK (J) staff. It is intended to facilitate effective, multi-faceted management of the tri-command's Department of the Army Civilian (DAC) over hire population.
4. Records Management. In accordance with CJCSM 5760.01B Volume II, Joint Staff and Combatant Commands Records Management Manual-Disposition Schedule.
5. Responsibilities. USFK J-8 will oversee activities defined in these enclosures in accordance with pertinent Department of Defense Instructions and Army Regulations.
6. Releasability. Unrestricted. This instruction is approved for public release; distribution is unlimited. Components, other federal agencies, and the public may obtain copies of this instruction through the internet from the USFK home page <https://www.usfk.mil/Resources/Publications>.
7. Effective Date. This instruction is effective upon receipt.

Enclosures

- A – Definition of Terms
- B – Background & Scope
- C – Key Considerations
- D – Budget/Resourcing
- E – Manpower Management
- F – UFR Template
- G – References

//ORIGINAL SIGNED//

JOHN W. WEIDNER
Major General, USA
Chief of Staff

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ENCLOSURE A
DEFINITION OF TERMS

1. Purpose. To define and clarify key terms used within this document in order to establish a common basis of understanding regarding USFK requests for over hires.

2. Key Definitions:

a. Manpower authorization – A valid manpower space as documented in Tables of Distribution and Allowances (TDA) or equivalent per which HQDA allocates civilian pay dollars in its Program Budget Guidance.

Each unit in the Army has a Structure and Manpower Allocation System (SAMAS) document identifying its mission, structure, personnel and equipment requirements and authorizations. **A unit uses its authorization document as authority to requisition personnel.** TDAs are developed to attain essential manning, the most efficient use of personnel, and the most effective operational capability within the manpower spaces prescribed in the command force structure.

The HQDA annual Command Plan process reviews and approves all authorization documents to ensure compatibility among the unit's mission, capabilities, organization, authorized level of organization, and the allocation of resources.

b. Manpower requirement – A military or civilian personnel position identified as necessary to drive a specific capability. Required strength is the minimum number of military and civilian personnel which an Army unit or activity requires to perform its mission effectively. **Required strength in TDA and Mobilization TDA is based upon the manpower requirements approved through a manpower requirement authority.**

c. Full time equivalent (FTE) – The Army's civilian pay budget estimates relating to personnel requirements are determined in terms of FTE employment. FTEs are the total number of regular straight-time hours worked, or to be worked, divided by the total number of hours that agencies can pay employees in a fiscal year, which are called compensable hours.

d. Over hire – An over hire is defined as a non-enduring manpower requirement filled by a Department of the Army Civilian (DAC), **where no valid authorization exists.** HQDA provides no civilian pay dollars to resource over hires, therefore, over hire positions are unfinanced requirements.

e. Unfinanced requirement (UFR) – A UFR is that portion of an activity's total budgetary requirements **not covered by available funding.** A UFR is a known requirement listed below the funding decrement line on an organization's 1-N list or can also be an emergent/unforeseen requirement that was therefore not programmed or budgeted.

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Enclosure A

ENCLOSURE B
BACKGROUND & SCOPE

1. Purpose. To reshape USFK staff understanding and prior approach to the use of over hires with greater application of existing manpower (force structure) and budgetary processes.

2. Background. In seeking to augment performance of mission activities, USFK staff elements should fully consider the entire range of existing manpower solutions. This includes, but is not limited to:

- a. over time (OT)
- b. request for forces (RFF)
- c. borrowed military manpower (BMM)
- d. contract manpower equivalents (CME)
- e. local national hires (i.e. Korean General Schedule and Korean Service Corps)
- f. special detail
- g. temporary/developmental assignments

3. Responsibilities. Staff elements pursuing manpower solutions must analyze the requirement(s) driving their need. **The choice to pursue an over hire should never be a default solution**; rather, a fundamental determination should be made based on the salient characteristics such as duration of mission, urgency of need (critical, essential, enhancing), whether the nature of the requirement is inherently governmental, and other similar trade-offs. Principal questions for examination by staff elements pursuing additional manpower include:

- a. Is the new manpower requirement a “want” or a “need”?
- b. Is the new manpower requirement tied to a validated mission/function?
- c. Is the new manpower requirement a temporary problem needing surge labor, mission creep, or enduring?
- d. Who told you to do it?

If the answers to the above questions are compelling enough to warrant consideration for an over hire, vice the other available manpower options, then staff may proceed with a request.

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Enclosure B

ENCLOSURE C
KEY CONSIDERATIONS

1. Purpose. To provide guidance on requests for over hires.
2. Responsibilities. USFK staff must validate the following conditions:
 - a. Over hires must be justified, validated, and requested by Directors via a signed memorandum before they can compete for resources. Appropriate validation of an over hire derives from a variety of sources but should be formal, such as an externally directed organizational mission change or new regulatory requirement.
 - b. Over hires are temporary in nature and best suited for activities such as surge workload. Over hires are not well-suited as generic staff augmentation or to circumvent existing Army force structure and joint manpower validation processes.
 - c. Over hire position descriptions should be broad and generic (i.e. “analyst” vice “intelligence analyst” or “planner” vice “medical readiness planner”). This enables easier subsequent realignment of manpower between staff elements should needs shift.
 - d. Staff elements that request over hire positions will develop formal plans to absorb their requirement into an authorized billet or be prepared to divest of the position should requisite resourcing not be available. **Staff must earmark authorized positions (JTD or TDA) that will be realigned to absorb their over hires.** This fundamental effort cannot be circumvented, and no staff element will be exempt. For those staff elements with minimal JTD/TDA billets, the expectation is to work across staff to identify an appropriate bill payer.
 - e. All over hires will be announced as term positions. Staff must eliminate any bias that over hires be announced as permanent to attract talented applicants. This is simply not supported in fact. Furthermore, permanent over hires add complexity for USFK to adjust to external driving forces (i.e. RIF or budget reduction).
 - f. Staff over hires will be re-validated and re-prioritized annually. Staff elements will be required to provide annual justification for any existing or newly requested over hire positions.
 - g. Staff seeking to extend term over hire labor past 36 months will be required to re-compete the position (as a new UFR) and, if approved, re-announce it competitively.

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ENCLOSURE D
BUDGET/RESOURCING

1. Purpose. To provide an understanding of resourcing considerations applicable to support over hires.
2. Background. There is more than one option within USFK for resourcing over hires. Ideally and most commonly, over hires are resourced via available civilian pay (CIVPAY) funding as described below. CIVPAY funding is provided by Congress through the Operation and Maintenance (O&M) appropriation, which also funds travel, training, maintenance, and other operations. If sufficient CIVPAY resources are not available, their cost represents an out-of-pocket expense. To mitigate risk, USFK J8 will perform a deliberate annual calculation on over hire affordability.
 - a. CIVPAY funding: USFK receives annual CIVPAY funding for only TDA-based DAC population (expressed in full time equivalent (FTE) employment). Between the tri-commands, the FY24 total USFK DAC population is 122 positions. During the annual budget build, the CIVPAY costs for these positions are treated as the principal “must fund” requirement. USFK fences commensurate CIVPAY resources to cover salaries, benefits, awards, etc.
 - b. Hiring lag: USFK, like all organizations, accrues civilian hiring lag because of attrition, turn-over, and time-to-hire realities. This hiring lag equates to an otherwise unconsumed allocation of CIVPAY resources. In order to protect future FTE funding from possible Army programmatic cuts, USFK builds into its annual budget a plan to apply available hiring lag resources against requirements including over hires. As an example:
 - (1) If USFK assumes an annual 10-15% hiring lag and applies this factor against our current FY24 122 DAC authorizations (a \$20M basis), this represents a hire lag planning amount totaling \$2-3M.
 - (2) At an estimated \$200K per GS position, USFK’s anticipated hiring lag effectively resources between 10-15 over hires annually.
 - (3) The affordability decision on an approved number of over hires resourced via hiring lag is a risk-based decision.
3. Non-CIVPAY (i.e. operational tempo (OPTEMPO)). USFK may allocate resources from its non-pay operational budget to absorb additional costs including funding over hires; however, this represents an opportunity cost that may not be prudent. Over hires pursued against non-civilian pay resources will be reviewed and competed against all other OPTEMPO requirements.
4. Contractor in-sourcing. A potential available non-CIVPAY option for resourcing over hires is in-sourcing. A general rule for short-term manpower requirements is that if

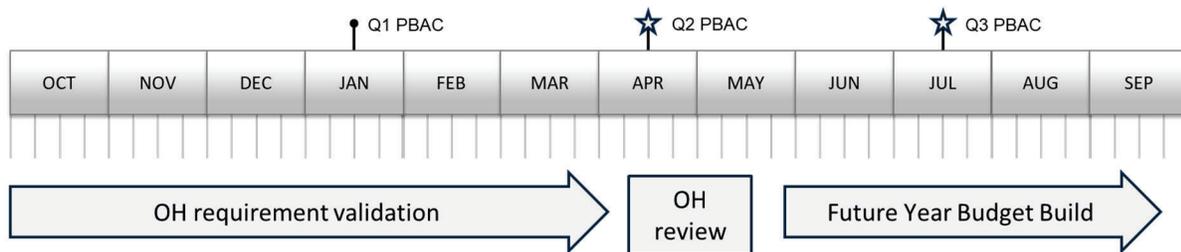
Enclosure D

a requirement is not inherently governmental, it is appropriate for out-sourcing to available contractors; however, in some cases, application of this rule has resulted in USFK absorbing substantial contractor costs. As noted previously, staff elements should consistently perform comprehensive critical analysis of their manpower requirements and consider replacing select contractor work force with over hires as appropriate as a cost-savings initiative.

5. Budget timeline:

a. The standard duration of an over hire exceeds twelve months. Resourcing over hires, therefore, must be considered as a multi-fiscal year decision. This is amplified when factoring in the three-to-six-month time-to-hire associated with recruiting most civilian positions. These realities complicate the timing for consideration and approval of over hire requests.

b. Over hire requests will be adjudicated during USFK's Program Budget Advisory Committees (PBACs). These recurring battle rhythm reviews are performed to assess fiscal year budget execution and to identify potential areas for resource re-allocation in support of command priorities. PBACs are scheduled quarterly (see inset below).

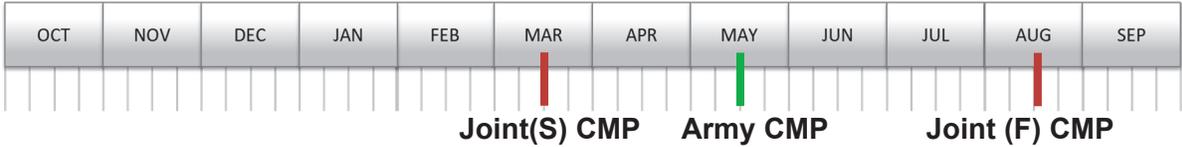


c. As the US government typically starts each fiscal year under a Continuing Resolution Act, the Q1 PBAC cannot be relied upon as an opportunity for a meaningful execution review. Rather, the Q2 PBAC, or mid-year review, affords the best occasion to gauge current year execution and on which to further base future funding decisions. In an ideal scenario, USFK will have a formal Department of Defense appropriation prior to mid-year, as well as the corresponding annual Operations and Maintenance, Army Funding Letter, and possibly even program budget guidance for the coming year. These conditions maximize USFK's capability to address emergent requirements to include over hires.

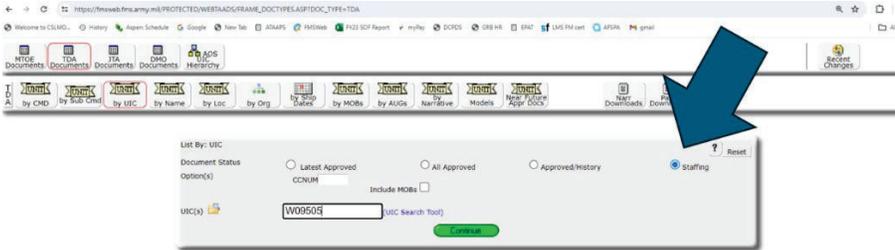
d. Over hire approval decisions from the Q2/Q3 PBAC will be adopted and incorporated during the ensuing future year budget build to ensure commensurate funds are set aside.

ENCLOSURE E
MANPOWER MANAGEMENT

- 1. Purpose. To establish guidance on the commensurate manpower actions necessary to manage over hires.
- 2. Background. The USFK over hire process will directly nest into established overarching force structure (manpower) processes. This includes Total Army Analysis organization structure refinements made during the Command Plan (CPLAN) process as well as the joint Change Manpower Package (CMP) process. Staff elements must consider this set of processes and procedures as the primary means for adjudicating long-term or permanent force structure actions.
- 3. Manpower cycle. USFK conducts two distinct annual manpower processes to manage personnel authorizations.
 - a. The joint process, referred to as Change Manpower Package, occurs twice a year in Spring and Fall. This process allows leaders to propose changes to joint manpower and authorizations across various commands.
 - b. The Army process, referred to as the Change Management Plan, occurs in the Spring and is focused on modifying Army positions within the Combatant Command Service Agent (CCSA) structure. It provides organizations the opportunity to adjust their personnel allocations and roles.



4. TDA-based growth. Staff elements should periodically examine their TDA paragraph/LINs within FMSweb. As depicted in the below inset, FMSweb contains “staffing” TDAs in addition to current/approved TDAs. If a staffing TDA reflects growth for an upcoming fiscal year, and resourcing is available, over hires can and should be pursued by the respective staff element as a necessary and appropriate means of on boarding new hires in a timely manner:



5. Bill Payer Strategy. One of the more critical measures required for long-term management of the over hire process is deliberate implementation of a bill payer strategy.

a. TDA paragraph/line identification. To ensure effective managerial oversight of over hires, staff will identify existing billets on their TDA and align over hires against them. Only one over hire can be aligned against any one billet. Individual staff with minimal organic TDA positions should work across the broader USFK staff for assistance in identifying viable bill payers.

b. Earmarked bill payers. J8 will earmark all identified TDA bill payers and staff will not be able to backfill these billets for new hiring actions should an over hire need to be absorbed within the tri-command.

ENCLOSURE F
UNFINANCED REQUIREMENT TEMPLATE

- 1. Purpose. To provide a UFR template for over hire requests.
- 2. General. The below template is the standard letter of justification template for all unfinanced requirements. This template is required for necessary substantiation of staff element over hire requests. The information captured by this template enables necessary critical review, validation, and prioritization of all over hire requests. UFR manpower request memorandums cite the source of the mission mandate, and include a valid position description, projected time horizon for manpower (12-36 months), transition plan (end requirement or earmark bill payer), and short analysis of alternatives. The memorandum will be combined with a letter of endorsement signed by the respective staff primary to constitute a complete request.

USFKI 1481.01
30 August 2024

APPENDIX A TO ENCLOSURE F
USFK UFR REQUEST MEMO TEMPLATE

[OFFICE SYMBOL] [DATE]

MEMORANDUM FOR USFK Chief of Staff, UNIT 15237, APO AP 96271
SUBJECT: Letter of Justification for Unfinanced Requirement - Manpower

1. PURPOSE: What is the intended purpose of the requirement?
The purpose of this memorandum is to justify a request for [over hire position(s) (e.g. J37 civilian deputy over hire)] for an estimated cost of [Amount].

2. OPERATIONAL NEED: What is the operational need and mission mandate for the requirement?
 a. Background: [Describe the full context of this new requirement by answering the 5Ws for your requirement. Reference a statement of work, requirements list, planning charette, or other supporting document as appropriate.]
 b. Justification: [This portion of your justification should address the existing "capability gap." Fully articulate the capability that you currently lack, which the UFR will remedy. Spell out all acronyms. Articulate why this is a "need" and not a "want". Make it clear to the layman. Your request will be reviewed by multiple staff elements and most likely they are unaware of what you want and will need to understand to concur.]
 c. Impact if not funded: [Describe the impact to the organization if this UFR is not funded or delayed including the risk].
 d. Authority: [All requirements should be validated by an appropriate authority.]

[Note: A u authority does not come from a unit commander. Examples of proper authority include approved NDAA, DOD Instruction, approved authorization document (JTD and TDA). Results from the USFK manpower study (2023-2024 USAMAA Study) may be included if the mission mandate for the workload originated at USFK, USINDOPACOM, or higher authority. Research the appropriate authority – do not guess. If you cannot identify an appropriate authority – acknowledge that fact accordingly.]

3. COURSES OF ACTION CONSIDERED:
[Articulate why your organization feels it is necessary to resource this requirement with an over hire. How have you accomplished this mission in the past and why can't that be continued? Describe other course of actions that were considered, tried, and why they proved unacceptable. See TAB B para 2.]

Appendix A
Enclosure F

F-A-1

USFKI 1481.01
30 August 2024

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4. FUNDING STRATEGY: [Include any explanation from the requirement holder regarding plans to resource the over hire (i.e. reimbursable cost share, cannibalization of existing contract vehicle, other) or if the requirement is a pure UFR that will compete for available USFK resources.]

5. BILL PAYER STRATEGY AND TRANSITION PLAN: [Include a statement of the plan to end this requirement or to indicate the specific TDA paragraph and line that the requirement holder will block as a bill payer for the over hire should it need to be absorbed. Note: Only one paralin can be used for each over hire. Failure to identify and provide a TDA billet will directly impact validation and prioritization.]

6. POC: point of contact for this memorandum is the undersigned at [NAME, EMAIL, and PHONE NUMBER].

End: [SIGNATURE BLOCK]
Letter of Endorsement
[every UFR should be accompanied by a letter of endorsement from the staff primary and, if necessary, should include an internal prioritization if multiple requirements are submitted]

Appendix A
Enclosure F

F-A-2

- 3. Submission. Staff will submit UFRs to their respective staff budget analysts within USFK J84 for processing.
- 4. Scoring. The UFR template is the principal means by which over hire requests will be scored and adjudicated. Assessment criteria in the UFR template include: the capability gap, mission mandate, alternatives explored, bill payer strategy, and transition plan for the manpower should it be approved during the PBAC.

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APPENDIX A TO ENCLOSURE F
USFK UFR REQUEST MEMO TEMPLATE

[OFFICE SYMBOL]

[DATE]

MEMORANDUM FOR USFK Chief of Staff, UNIT 15237, APO AP 96271

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1. PURPOSE: What is the intended purpose of the requirement?

The purpose of this memorandum is to justify a request for [over hire position(s) (e.g. J37 civilian deputy over hire)] for an estimated cost of [\$Amount].

2. OPERATIONAL NEED: What is the operational need and mission mandate for the requirement?

a. Background: *[Describe the full context of this new requirement by answering the 5Ws for your requirement. Reference a statement of work, requirements list, planning charette, or other supporting document as appropriate.]*

b. Justification: *[This portion of your justification should address the existing “capability gap.” Fully articulate the capability that you currently lack, which the UFR will remedy. Spell out all acronyms. Articulate why this is a “need” and not a “want”. Make it clear to the layman. Your request will be reviewed by multiple staff elements and most likely they are unaware of what you want and will need to understand to concur.]*

c. Impact if not funded: *[Describe the impact to the organization if this UFR is not funded or delayed including the risk]*

d. Authority: *[All requirements should be validated by an appropriate authority.]*

[Note: Authority does not come from a unit commander. Examples of proper authority include approved NDAA, DOD Instruction, approved authorization document (JTD and TDA). Results from the USFK manpower study (2023-2024 USAMAA Study) may be included if the mission mandate for the workload originated at USFK, USINDOPACOM, or higher authority. Research the appropriate authority – do not guess. If you cannot identify an appropriate authority – acknowledge that fact accordingly.]

3. COURSES OF ACTION CONSIDERED:

[Articulate why your organization feels it is necessary to resource this requirement with an over hire. How have you accomplished this mission in the past and why can't that be continued? Describe other course of actions that were considered, tried, and why they proved unacceptable. See TAB B para 2.]

30 August 2024

4. FUNDING STRATEGY: *[Include any explanation from the requirement holder regarding plans to resource the over hire (i.e. reimbursable cost share, cannibalization of existing contract vehicle, other) or if the requirement is a pure UFR that will compete for available USFK resources.]*

5. BILL PAYER STRATEGY AND TRANSITION PLAN: *[Include a statement of the plan to end this requirement or to indicate the specific TDA paragraph and line that the requirement holder will block as a bill payer for the over hire should it need to be absorbed. Note: Only one para/lin can be used for each over hire. Failure to identify and provide a TDA billet will directly impact validation and prioritization.]*

6. POC: point of contact for this memorandum is the undersigned at [NAME, EMAIL, and PHONE NUMBER].

Encl:

[SIGNATURE BLOCK]

Letter of Endorsement

[every UFR should be accompanied by a letter of endorsement from the staff primary and, if necessary, should include an internal prioritization if multiple requirements are submitted]

ENCLOSURE G

REFERENCES

- a. Title 5 Code of Federal Regulations, § 316.301, 21 Apr 2022.
- b. Department of Defense Directive (DoDD) 5100.03, Support of the Headquarters of Combatant and Subordinate Unified Commands, 9 February 2011 (Change 1, 7 September 2017).
- c. Department of Defense Instruction (DoDI) 5025.01, DoD Issuances Program, 1 August 2016 (Change 3, 22 May 2019).
- d. Department of Defense Instruction 5100.73, Major Headquarters Activities (MHA), 12 April 2010 (Change 1, 1 December 2017).
- e. Department of Defense Instruction 1100.22, Policy and Procedures for Determining Workforce Mix, 12 April 2012 (Change 1, 1 December 2017).
- f. Department of Defense Civilian Human Capital Operating Plan, June 2022.
- g. Joint Publication 1-0, Joint Personnel Support, 1 December 2020.
- h. Joint Publication 1-06, Financial Management Support to Joint Operations, 11 Jan 2016.
- i. Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 1000.01C, Joint Manpower and Personnel Program, 21 February 2024.
- j. Chairman of the Joint Chiefs of Staff Guide 3130, Joint Planning and Execution Overview and Policy Framework, 12 April 2023.
- k. Department of the Army Pamphlet (DA PAM) 71-32, Force Development and Documentation Consolidation Policies, 21 March 2019.
- l. Army Regulation (AR) 570-4, Manpower Management, 1 May 2024.

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