

DEPARTMENT OF THE ARMY  
U. S. Army Corps of Engineers  
Washington, D. C. 20314-1000

DAEN-RMU-P

Regulation  
No. 570-2-2

1 February 1985

Manpower and Equipment Control  
MANAGEMENT OF CIVIL FUNCTIONS CIVILIAN MANPOWER BY THE  
WORKYEAR SYSTEM

1. Purpose. This regulation provides policies and procedures for management of Civil functions civilian manpower by the workyear system.
2. Applicability. This regulation applies to all field operating activities (FOA) and HQUSACE elements with Civil functions civilian manpower.
3. References.
  - a. Federal Personnel Manual Letter 298-11, 23 September 1980, subject: Reporting Instructions for SF 113-G.
  - b. Federal Personnel Manual Letter 298-23, 24 June 1982, subject: Updated Reporting Instructions for SF 113-G.
  - c. Federal Personnel Manual Supplement 298-2, 14 June 1983, subject: The 113 Summary Data Reporting System.
  - d. Federal Personnel Manual Supplement 292-1, 23 November 1983, subject: Personnel Data Standards.
  - e. DA PAM 570-4, Manpower Procedures Handbook.
4. Objectives. USACE goals are to:
  - a. Employ the workyear system following guidance from Office of Management and Budget (OMB) and Office of Personnel Management (OPM) to manage workyear usage within the assigned ceiling while performing required missions.
  - b. Report workyear usage timely and accurately.
5. Background.
  - a. OMB directed Federal agencies to manage and report civilian employment by workyears beginning in FY 82. One workyear equals 2080 hired labor paid hours including annual, sick, administrative and holiday leave hours, but excluding overtime hours.
  - b. Under the workyear system, a ceiling is allocated each fiscal year, to reflect the maximum number of workyears that may be used by all employees subject to the ceiling. For any given fiscal year, one workyear may be used by one employee working full-time for the

year, more than one employee working full-time for less than the year, or more than one employee working less than full-time (see Appendix A).

c. Included in the ceiling are workyears for two principal categories of personnel:

- (1) Full-Time with Permanent Appointment (FTPA) and
- (2) Other Than Full-Time with Permanent Appointment (OTFTPA) employees.

6. Workyear Ceiling. The Civil functions civilian workyear ceiling is provided to the USACE by OMB. The Corps must perform required missions within the ceiling. The ceiling applies only to the paid straight time workyears of non-exempt employees. Employees exempt from the ceiling are identified in Appendix B.

7. Definitions. The following definitions will be used to determine the applicability of the workyear system:

a. Full-time Employee. One regularly scheduled to work the number of hours and days required by the administrative workweek for his/her employment or class. Most full-time employees have an administrative workweek of five days, eight hours/day, or 40 hours.

b. Part-time Employee. One regularly scheduled to work fewer hours and days than required by the administrative work week for full-time employees in the same employment or class. Newly appointed part-time employees must be scheduled to work not fewer than 16 nor more than 32 hours/week.

c. Intermittent Employee. One who works an irregular number of hours or days (i.e., on an occasional basis).

d. Permanent Appointment. An appointment in tenure group 1 or 2, and Senior Executive Service (SES) personnel in tenure group 0 with permanent appointments. (See Appendix C).

e. Temporary Appointment. An appointment in tenure group 0 and 3 including Senior Executive Service (SES) personnel in tenure group 0 with non-permanent appointments. (See Appendix C). Employees included in the FTPA category work 40 hours/week (but not necessarily for a full year) and have permanent appointments.

8. Responsibilities.

a. Director of Resource Management:

(1) Provides overall staff direction and coordination for administration of the workyear system.

(2) Coordinates with the Director of Civil Works, other HQUSACE Directors and Directors of field operating activities (FOA) to determine workyear requirements and proposed allocation of

the workyear ceiling to Divisions, separate field operating activities (SFOA) and HQUSACE elements. (Note: A separate field operating activity (SFOA) is defined as any FOA that is not part of a division.)

- (3) Allocates a workyear ceiling to each division, SFOA and HQUSACE element.
- (4) Provides expertise and support on use of the COEMIS Finance and Accounting (COEMIS F&A) sub-system to obtain the required workyear data by the appropriate personnel categories and employment/appointment classifications.
- (5) Provides expertise on Commercial Activities (CA) policy to assure management of the workyear system consistent with established CA policies.
- (6) Evaluates workyear reports from FOA for accuracy, timeliness, and compliance with OMB, OPM and USACE policies.
- (7) Reviews and evaluates workyear usage by FOA and HQUSACE element; takes or recommends corrective action if needed.
- (8) Reviews and evaluates FOA and HQUSACE element requests for adjustments in workyear ceilings; makes or recommends adjustments, as appropriate.
- (9) Prepares the consolidated USACE SF 113-G, Monthly Report of Full-Time Equivalent/Workyear Civilian Employment, (RCS: 0250-OPM-MO) and additional workyear management reports for HQUSACE and FOA. A sample SF 113-G is at Appendix D.

b. Director of Civil Works:

- (1) Recommends USACE command strategies for allocation of the workyear ceiling to FOA and HQUSACE elements.
- (2) Reviews and evaluates workyear usage by FOA and HQUSACE element.
- (3) Reviews and evaluates FOA and HQUSACE element requests for adjustments to workyear ceilings.
- (4) Recommends allocation and adjustment of workyear ceilings to the Director of Resources Management.

c. Director of Engineering and Construction, Director of Research and Development and Director of Real Estate:

- (1) Recommend USACE command strategies for allocation of the workyear ceiling to FOA and HQUSACE elements.
- (2) Evaluate FOA and HQUSACE element workyear requirements in respective functional areas and recommend workyear allocations to the Director of Civil Works.

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(3) Coordinate with the Director of Resource Management and the Director of Civil Works to review and evaluate FOA and HQUSACE element requests for adjustments to workyear ceilings.

d. Field Operating Activities (FOA) and HQUSACE Manpower Managers:

(1) Report the required current and cumulative workyear data to DAEN-RMU-P. (FOA only.) (See para 13.)

(2) Provide workyear usage plans to show the schedule of planned use of manpower, through the FY, within the workyear ceiling. Compare planned and actual usage.

(3) Manage the FY workyear ceiling to assure meeting, but not exceeding, the workyear ceiling.

e. Chief, Personnel Office: Provides expertise on personnel policy for reporting and managing the workyear data by the required personnel categories and employment/appointment classifications. Manages and provides expertise on the COEMIS Personnel and Administration (COEMIS P&A) sub-system data base.

9. Workyears and Manpower Management.

a. Manpower Management Documents. Manpower control officers will continue to use appropriate manpower management documents such as requirements, authorizations and on-board personnel rosters. These will be valuable in managing workyear usage under the workyear system. While the ceiling on workyears is the binding manpower limitation, on-board strengths must be monitored when managing the workyear ceiling. The number of on-board employees directly affects workyear consumption.

b. Hire-Lag. In order to manage its resources properly, each activity should be aware of the impact of hire-lag. Hire-lag is the cumulative total of delays during which authorized civilian positions remain unfilled. If workyears become available due to hire-lag in any element of the organization, reallocation of workyears to other organizational elements should be considered as a means to avoid unnecessary RIF or other adverse personnel actions.

10. Accounting of Workyear Usage by Part-Time, Seasonal and Co-op Employees.

a. Part-Time Employee Workyear. Workyear usage by employees who are other than full-time and/or do not have a permanent appointment is counted as OTFPA. Under the workyear system, flexibility exists to employ, for example, two part-time employees with permanent appointments for 20 hours/week instead of the traditional one FTPA employee.

b. Seasonal Employee Workyear. Workyear usage by seasonal employees who work full-time, regardless of the total time worked during a year, and have permanent appointments is counted as FTPA. Workyear usage by seasonal employees who work less than full-time and/or

do not have permanent appointments is counted as OTFPA. Most USACE seasonal employees work full-time and have permanent appointments; thus, their time counts as FTPA workyears.

c. Co-op Employee Workyear. Workyear usage of Co-op students who work full-time and have permanent appointments is counted as FTPA.

11. Workyear Reallocation/Reprogramming. FOA are expected to adjust internal manpower allocation distributions to the fullest extent practicable to meet fluctuations in workload. HQUSACE (DAEN-RMU) policy is to avoid making small adjustments in the annual workyear ceiling. FOA should use their flexibility to manage minor workload fluctuations by adjusting other variables such as contracting levels, using other than FTPA workers and managing hire-lag.

12. Workyear Usage Plan, RCS: DAEN-RMU-13.

a. Purpose. The workyear usage plan is required to manage actual workyear usage vs. the consumption plan.

b. Explanation of Terms. The data elements contained in ENG Form 4793-R, Workyear Usage Plan, are self-explanatory.

c. Preparers. Divisions, separate field operating activities, and HQUSACE elements.

d. Form/Format. The plan is prepared and submitted on ENG Form 4793-R, Workyear Usage Plan, (Sample at Appendix E).

e. Submission. The twelve (12) planning periods covered by the workyear usage plan will coincide with the workyear reporting period schedule (12 reports/year) published each FY by OPM/HQUSACE. The plan will be submitted for approval to HQUSACE (DAEN-RMU-P) WASH DC 20314-1000 in accordance with guidance issued with the manpower voucher for the FY.

f. Preparation Instructions. Planned vs. actual workyear usage should be compared throughout the year to promote optimal manpower use. The workyear usage plan may be revised only with approval of HQUSACE (DAEN-RMU-P). Reasons for plan revision must be thoroughly justified and normally should be limited to need associated with unanticipated workload. Initially, the plan will show TOTAL workyears only. Eventually, the plan will show workyears by function.

13. Feeder Report of Full-Time Equivalent (FTE) Workyear Civilian Employment, RCS: DAEN-RMU-14.

a. Purpose. This report is used to manage the workyears used by the USACE's Civil funded civilian manpower.

b. Explanation of Terms. The data elements contained in ENG Form 4792-R, Feeder Report of Full-Time Equivalent (FTE) Workyear Civilian Employment, are self-explanatory.

- c. Preparers. Divisions, districts and separate field operating activities.
- d. Form/Format. This report is prepared and submitted on ENG Form 4792-R, Feeder Report of Full-Time Equivalent (FTE) Workyear Civilian Employment, which lists the employment categories and required data elements for each category (Sample at [Appendix F](#)).
- e. Submission. Each FOA will submit twelve (12) automated workyear reports/year to HQUSACE (DAEN-RMU-P) IAW the pay period schedule published each FY by OPM/HQUSACE. Suspense dates will be established by HQUSACE (DAEN-RMU-P) and will vary according to each FY's pay period cycle and the availability of essential labor reports at the FOA. Divisions and SFOA will submit manual feeder reports (a consolidated division report and separate district reports from divisions) to HQUSACE (DAEN-RMU-P) WASH DC 20314-1000 by the suspense date established by HQUSACE for each automated report. Both manual and automated reports are required.
- f. Preparation Instructions.
  - (1) Automated report preparation guidance (including the field user manual, the coding format and instructions, and job control language) has been transmitted to all FOA and is available from DAEN-RMU-P. The workyear report for HQUSACE elements will be prepared by DAEN-RMU-P. Data in the automated reports and the manual feeder reports must be in accord. HQUSACE will prepare a consolidated Corps of Engineers report of Full-Time Equivalent/Workyear Civilian Employment (SF 113-G) for submission to the Office of Personnel Management.
  - (2) The workyear system applies to USACE civilian manpower performing Civil functions work. Mixed Civil and Military funded FOA will report only workyears (in the form of cumulative paid hours) to perform Civil functions work. Workyears to perform Military functions work will not be included in the Civil functions workyear report. Examples of Military functions work not included are Department of Defense reimbursable work and Department of Energy defense-related work. Each workyear will include paid leave hours and a workyear is defined as 2080 paid hours. A labor-based workyear reporting system (based on the COEMIS F&A sub-system) will be used by FOA to differentiate workyears between Civil and Military functions.
  - (3) At mixed Civil funded and Military funded FOA, total reportable Civil functions hours will be calculated by applying the COEMIS F& Civil functions/Military functions direct labor ratio to total paid hours on the Omaha payroll reports. The result may be adjusted only by the net effect of non-direct labor paid hours (including such paid hours to overhead, indirect, facility and operating employees) identified as in support of Civil or Military functions. Specific instructions are:
    - (a) Hours of direct labor paid for with Civil functions funds must be reported; direct labor hours paid for with Military functions funds should not be reported.

(b) Paid hours of non-direct labor identified as in support of Civil functions must be reported; non-direct labor paid hours identified as in support of Military functions are not reportable.

(c) Paid hours of non-direct labor not identified as in support of either Civil or Military functions must be reported in part. The part to be reported is determined as the product of all paid non-direct labor hours, except those identified as supporting Civil or Military functions, multiplied by the fraction of all direct labor hours paid for with Civil functions funds.

EXAMPLE:

Assume total paid hours for Civil and Military functions for 2 pay periods equal 640,000 on the Omaha Payroll reports. Assume 448,000 (70% of the total) were direct labor paid hours with 291,200 for Civil functions and 156,800 for Military functions. Thus, the fraction of total paid hours of direct labor paid for with Civil functions funds is  $291,200/448,000$ , or 0.65.

The total paid hours of non-direct labor equals the 640,000 total paid hours on the Omaha Payroll reports minus the 448,000 total paid hours for direct labor, or 192,000.

Further, assume that 15,000 and 10,000 paid hours of non-direct labor were identified as in support of Civil and Military functions, respectively. The total paid hours of non-direct labor not identified as in support of either Civil or Military functions equals the 192,000 total paid hours of non-direct labor minus 25,000 (15,000 plus 10,000) paid hours of non-direct labor identified as in support of Civil and Military functions, or 167,000.

The total paid hours to be reported to DAEN-RMU-P as having been used in support of Civil functions is determined as follows:

291,200	Paid hours of direct labor on Civil functions.
15,000	Paid hours of non-direct labor identified as in support of Civil functions.
108,550	Part of total paid hours of non-direct labor not identified as supporting either Civil or Military functions, but assumed to have been used on Civil functions, and determined as the product of total, 167,000, times the fraction of total paid hours of direct labor paid for with Civil functions funds, 0.65, or $167,000 (0.65) = 108,550$ .
<u>414,750</u>	Total paid hours of labor (both direct and non-direct) to be reported.

14. Reporting of Loaned and Borrowed Manpower.

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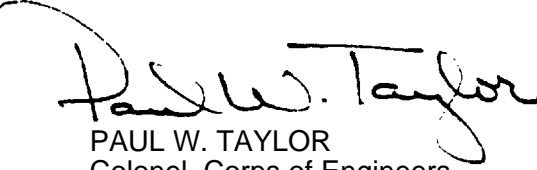
a. IAW Office of Personnel Management policy, workyear usage by an employee detailed to another organization (regardless of whether the lending organization is reimbursed for paying for the usage of that employee) is charged against the manpower ceiling of the agency that appointed the employee and has the employee's personnel record. (Per Appendix B, workers exempt from the workyear ceiling are not covered by this policy.)

b. Projected impacts of the use of borrowed personnel on the gaining and losing activities will be considered by HQUSACE (DAEN-RMU) in allocating/reallocating workyears. The gaining activity will identify any planned projects involving significant manpower increases (10 or more workyears). Workyear allocations may be adjusted/redistributed by HQUSACE (DAEN-RMU) during the year to account for the impacts of borrowed and loaned personnel.

15. Workyears and Commercial Activities (CA). Civil functions workyears in activities designated for or undergoing a CA cost study will continue to be reported until a final decision regarding the cost study is reached (retain in-house or contract). During the period the activity is under study, consideration will be given to using other than permanent appointments when filling vacancies.

Once a final decision is reached, divisions and SFOA will be permitted initially to retain any civilian workyear savings. However, the total workload and manpower allocations will be considered by HQUSACE (DAEN-RMU) in the next year's resource reviews.

FOR THE COMMANDER:



PAUL W. TAYLOR  
Colonel, Corps of Engineers  
Chief of Staff

6 Appendixes

- App A - Basic Features of the Workyear System
- App B - Personnel Exempt from the Workyear System
- App C - Tenure Groups
- App D - Sample SF 113-G Report
- App E - Workyear Usage Plan
- App F - Sample FTE Feeder Report