MANPOWER MANAGEMENT POLICY

1. **REASON FOR ISSUE:** This directive establishes the Department of Veterans Affairs (VA) policy regarding manpower management functions. Manpower Management is a requirements-based process for ensuring the VA has the right staffing levels and organizational structure to promote the most efficient and economical use of resources to meet the mission. The Office of Management and Budget (OMB) set forth requirements for manpower management in Memo 17-22. The VA manpower management office was established by the Secretary of Veterans Affairs on October 5, 2017.

2. **SUMMARY OF CONTENTS:** This directive establishes the policies and responsibilities for a Department-wide Manpower Management Program (MMP). The primary purpose of manpower management is to develop policies, processes, and systems to determine the required manpower, and document those requirements in the official system of record, to meet VA's mission. Artifacts and additional detailed instructions will be contained in the manpower management handbook.

3. **RESPONSIBLE OFFICE:** Manpower Management Service, Office of Human Resources and Administration/Office of Security and Preparedness (OASHRA/OSP) (006).

4. **RELATED DIRECTIVE/HANDBOOK:** None**.**

5. **RESCISSION:** None**.**

CERTIFIED BY:　　　　　　　　　　　　**BY DIRECTION OF THE SECRETARY**
　　　　　　　　　　　　　　　　　　　　　　OF VETERANS AFFAIRS:

/s/　　　　　　　　　　　　　　　　　　　　/s/
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MANPOWER MANAGEMENT POLICY

1. **PURPOSE.** This directive establishes the policies and responsibilities for a Department-wide Manpower Management Program (MMP). Manpower management provides a framework for workload-based manpower requirements and standardized organizational structure. The framework strengthens business integration, risk management, oversight, and accountability using analytical tools and methodologies. MMP facilitates the VA's planning, budgeting, and strategic workforce management by providing leadership with manning documents and business intelligence tools that facilitate decisions to accomplish the Department's mission and program objectives.

2. **POLICY.** VA's policy is to use manpower management tools and methodologies to analyze, document, and amend staffing levels and organizational structure for workforce optimization and efficient use of resources. To that end, VA has established a Manpower Management Service (MMS) within the Office of Human Resources and Administration/Office of Security and Preparedness (OASHRA/OSP) to oversee the VA MMP and provide leadership for Administration and Staff Office MMPs. The Administrations and Office of Information and Technology (OI&T) will have their own MMPs. MMS will serve as the MMP for all other Staff Offices.

   a. MMS has three focus areas: Policy and processes, manpower management, and organizational design. Specifically, MMS:

      (1) Develops, publishes, and oversees integrated position and organizational management policies and processes, and uses audit tools to monitor compliance with these policies and processes.

      (2) Develops, manages, and validates analytic tools to provide workload-based staffing requirements in support of workforce optimization.

      (3) Generates manning documents and business intelligence tools to inform management decisions.

      (4) Serves as the MMP office for Staff Offices and oversees MMP offices in the Administrations and OI&T.

   b. Each Administration and OI&T must establish an MMP and designate a manpower management program manager to ensure compliance with the VA's manpower management policies and processes.

   c. MMPs will use one or more analytically proven method(s) to determine workload-based manpower requirements. Acceptable methods include: benchmarking to like functions (e.g., similar scope or type of work), applying approved VA or industry-wide staffing standards, industrial engineering studies, and functional assessments.

d. Staffing standards or models used to determine requirements must be validated by VA MMS. They must be reviewed every three years or when there are changes to missions or functions.

e. Validated manpower requirements will be appropriately documented in HR•Smart.

f. Mission, functions, and tasks (MFT) will be accomplished using the least costly mix of personnel or contracted services.

g. Each MMP office will maintain a VA Manning Document (VAMD). The VAMD maps authorized organizational structure and required positions to funding availability and associated full-time equivalents. If the position is encumbered, information on the series and grade of the position will also be included in the VAMD.

h. Positions that are critical to an emergency or contingency will be designated as Emergency-Essential in HR•Smart. Identification of positions as Emergency-Essential will be limited to those positions specifically required to ensure the success of operations or the availability of essential systems (e.g., Continuity of Operations) and will be clearly documented in the position description.

i. Inherently governmental positions, as defined by the Federal Activities Inventory Reform (FAIR) Act, Office of Management and Budget (OMB) Circular A-76, and Federal Acquisition Regulations (FAR, will be identified as such in HR•Smart.

j. Organizational Structure

   (1) Organizational structure must be optimized to accomplish the mission with the fewest management layers possible and to provide appropriate integration, risk management, oversight, and accountability across the department.

   (2) Organizational structure management accounts for, and documents, departmental organizational structure decisions and directives to provide a common operational picture across the Department.

   (3) Organizational structure must be reviewed, in the manpower requirements determination process, to address potential redundancies or gaps in functional requirements and to ensure standardization across like functions.

   (4) Organizational structure will be standardized hierarchy to identify levels of authority.

   (5) Organizational structure of like activities (e.g., VA Medical Centers, regional offices, etc.) will be standardized to facilitate comparable workload and position-based analysis. The MMP office within the originating Administration, OI&T, and MMS must evaluate new or revised initiatives,

policies, or programs to determine the impact on manpower requirements and funding prior to implementing changes.

k. Manpower management is an integral component of organizational change. An organizational change is any VA-initiated change to an organizational unit. An organizational change may also be referred to as a restructuring, realignment, and organizational modification. Organizational changes are limited to changes in VA's strategic direction, business operations, (e.g., mission, function, tasks), or external drivers (e.g. President's Management Agenda, Executive Orders, public laws, etc.). An organizational change includes, but is not limited to:

(1) Establishment, abolishment, transfer or consolidation of an organizational unit.

(2) Change in the name of any organizational unit, including directorates, departments, or divisions.

(3) Addition, modification, abolishment, or transfer of a function to, from, or within an organizational unit.

(4) Changes in manpower allocations.

l. All proposed organizational changes, as defined by VA Directive 0213, within the Department must go through the Office of Enterprise Integration (OEI) organizational change process. OEI's role is not as an additional approver of proposed changes but rather to ensure changes are properly coordinated and legal requirements are met before the change is carried out.

m. MMP administration must be consistent with applicable provisions of title 5 and title 38 of the United States Code, Office of Personnel Management regulations, and applicable legally binding decisions.

3. **RESPONSIBILITIES.**

a. **Under Secretaries and Assistant Secretary for Information and Technology/ Chief Information Officer (CIO) shall:**

(1) Appoint manpower management program managers responsible for establishing and managing MMPs and for coordinating actions with VA MMS.

(2) Ensure MMPs establish and maintain workload-based models, standards, or benchmarks to develop manpower requirements.

(3) Develop and maintain a standard organizational structure.

(4) Validate the organizational structure to maintain effective span of control and organizational hierarchy. Maintain organizational structure records in

HR•Smart, in coordination with the Human Resources Information Service within the Office of Human Resources Management.

(5) Maintain position data in HR•Smart.

(6) Provide oversight of position management to ensure hiring actions are only based upon positions marked "active" and "budgeted" in HR•Smart.

(7) Update the VA Functional Organizational Manual (FOM) to ensure organizational structure and functions are accurate.

(8) Develop written reports and data products, as may be required, to ensure compliance with this directive, other policies, and processes governing manpower management programs.

b. Assistant Secretary for Human Resources and Administration/Operations, Security, and Preparedness shall:

(1) Implement and manage the VA MMP, to include the associated policies, processes, and systems.

(2) Validate and document proposed staffing standards or models

(3) Maintain a VA-wide position management system of record.

(4) Coordinate with Administration and OI&T MMPs to ensure HR•Smart data are maintained and updated, as necessary.

c. Assistant Secretary for Enterprise Integration shall:

(1) Implement VA Directive 0213, "Organizational Changes Policy."

(2) Maintain the organizational change process.

(3) Coordinate organizational changes with MMS.

d. VA Manpower Management Service (MMS) shall:

(1) Oversee VA's MMP for manpower requirements determination and organizational structure analysis.

(2) Serve as the MMP office for VA Staff Offices.

(3) Publish and maintain a Manpower Management Handbook detailing guidance key manpower management principles and processes.

(4) Verify, validate, and approve staffing models or standards used for manpower requirements determination reviews.

(5) Develop and maintain a VAMD framework and business intelligence tools to provide transparency of validated manpower requirements, funded positions, and onboard staffing.

(6) Review manpower management guidelines and practices developed by the Administrations and OI&T for compliance with established policies and guidance.

(7) Oversee and manage an enterprise-wide position change request process to ensure change requests reflect valid manpower requirements and availability of funds.

(8) Develop performance metrics to support program management and accountability.

(9) Ensure that manpower analytic procedures and staffing standards used to determine manpower requirements comply with VA classification policies.

e. Manpower Management Program Managers shall:

(1) Determine workload-based staffing levels required to successfully execute an organization's mission, functions, and tasks (MFT). MFTs serve as the basis to establish standards for quantity of current and projected workload and outcomes.

(2) Coordinate with their position managers, resource management boards or budget official, to align manpower requirements with mission priorities and available funding. Manpower requirements that exceed funding levels must be documented in HR•Smart and marked unbudgeted.

4. DEFINITIONS.

a. Emergency-Essential Position – Positions that cannot be vacated during a national emergency without seriously impairing the capability of the Federal agency or office to function effectively. These positions will be identified by the Office of Security Preparedness and documented in the VA's Human Resources Information System.

b. Federal Activities Inventory Reform Act of 1998 (FAIR). FAIR was enacted to provide a process for identifying the functions of the Federal Government that are not inherently governmental functions, and for other purposes.

c. Functional Organizational Manual (FOM). The FOM is the authoritative source that documents the current organization structure, missions, functions and tasks of the Department of Veterans Affairs (VA). FOM is a core reference document for the Department to describe what gets done by whom, for whom, and under what authorities.

    d. HR•Smart – Department-wide Human Capital System of Record for positions.

    e. Manpower management – The process to determine and maintain appropriate staffing levels, skill mix, and organizational structure required to meet VA's mission.

    f. Mission, Function, Task Statement – The MFT defines the mission of the organization or work center and the work that is required by that activity, organization, or program office. This should represent the work, products, or services that have been authorized or required by directive, policy, or higher-level authority.

    g. Staffing standards - Staffing standards are guidelines based upon the projected workload, or other demand indicator, and the level of staffing needed to meet that workload demand. Staffing standards may be comprehensive standards (e.g., apply to all similar programs and activities) or limited internal standards (e.g., apply only within the limited organizational boundaries).All staffing standards must be approved by the appropriate Manpower Management Office.

    h. VA Manning Document – The VAMD is the qualitative and quantitative expression of manpower requirements and budgeted positions for an organization (e.g., program, facility, function, etc.). It is the authoritative source of current and future human resource requirements to guide strategic human capital plans for recruiting, training, retention, compensation, and distribution.

5. REFERENCES.

    a. Secretary of Veterans Affairs Memo, "Establishment of VA Manpower Management Office," October 5, 2017

    b. 5 C.F.R. Part 250

    c. OMB Memorandum M-17-22, "Comprehensive Plan for Reforming the Federal Government and Reducing the Federal Civilian Workforce," April 12, 2017, Subpart III, Section D, Paragraph ii, "Develop a long-term workforce reduction plan"

    d. VA Directive 0213, "Department of Veterans Affairs Organizational Changes Policy," August 26, 2014

    e. VA Directive 5003/5, "Position Classification, Job Grading, and Position Management," June 15, 2017

    f. VA Directive 5001, "System of VA Human Resources Management Directive and Handbooks General, Introduction and Administration," November 20, 2007

    g. OMB Circular A-76 (REVISED), "Performance of Commercial Activities," May 29, 2003

h. Federal Activities Inventory Reform (FAIR) Act of 1998 (31 U.S.C. § 501)

i. VA Directive 5027, "Senior Executive Service," January 6, 2014