



**DEPARTMENT OF THE ARMY**  
WASHINGTON, DC 20310

**17 JUN 2015**

**MEMORANDUM FOR PRINCIPAL OFFICIALS OF HEADQUARTERS, DEPARTMENT OF THE ARMY**

**SUBJECT: Directive for Transition of Headquarters, Department of the Army to the Fiscal Year 2019 Organization Design**

**1. References:**

a. Memorandum, Secretary of the Army and Chief of Staff of the Army, subject: Directive for Transition of Headquarters, Department of the Army to the Fiscal Year 2019 Organization Design, 11 June 2015.

b. Memorandum, Secretary of the Army and Chief of Staff of the Army, 23 July 2014, subject: Focus Area Review Group Decision Implementation.

c. Memorandum, Secretary of the Army, 17 July 2014, subject: Comprehensive Review of Headquarters, Department of the Army (HQDA).

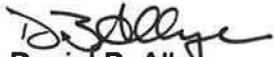
2. The Secretary of the Army and Chief of Staff of the Army directed a 25-percent manning reduction in all Army two-star-level headquarters and above, including HQDA and its field operating agencies. Over the past several months, we have been using a delayering design approach as a tool to meet the HQDA directed targets while simultaneously improving leader spans of control, staff responsiveness, and vertical and horizontal staff communications.

3. Effective immediately, all recipients of this memorandum are responsible for planning and implementing the approved HQDA organization designs as detailed in enclosure 1. Additionally, within 30 days of the date of this memorandum, each organization will provide a GO/SES point of contact to the Office of the Administrative Assistant.

4. Transition to and implementation of the new HQDA organization designs is critical to meet directed manning reductions and to improve the efficiency and effectiveness of HQDA. Your direct involvement in developing delayed organization designs has set the stage. Your continued full support and active engagement going forward are essential to realize and sustain the benefits of these new designs. Where the implementation of this effort impacts bargaining unit employees' working conditions, you are reminded to fulfill all statutory labor relations obligations prior to effecting the change.

**SUBJECT: Transition Plan to New Headquarters, Department of the Army  
Organization Design**

**5. The point of contact for transition to and implementation of HQDA's new organization design is the Administrative Assistant to the Secretary of the Army, Gerald B. O'Keefe at [gerald.b.okeefe.civ@mail.mil](mailto:gerald.b.okeefe.civ@mail.mil) or (703) 695-2442.**



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Enclosure 1 (Transition Plan to New Headquarters Department of the Army (HQDA) Organization Designs)

1. Purpose. This plan establishes and directs a range of required actions necessary for HQDA to transition to new HQDA organization designs and sustain those designs consistent with established principles and compliant with directed manpower reductions into the future.

2. Intent of the Secretary of the Army and Chief of Staff of the Army: Our HQDA redesign effort will accomplish two primary objectives. First, reduce the size of HQDA commensurate with the planned reduction of Army personnel in all categories: Active, Army National Guard, Army Reserve, and Department of the Army (DA) Civilians. It is imperative that as our budget dictates the reduction of our operational forces, the size of HQDA must likewise be dictated by reduced operating funds. Second, it has become clear from our work on the Army 2025 concept that we must position HQDA to respond more quickly to a variety of scenarios and stimuli. To this end, we applied a delayering approach to flatten organizational structures and place the action officers who do the work closer to the senior leaders. This reorganization is designed to flatten the organization and lean out intervening layers. The expected result is empowered action officers more closely connected to senior leaders, responding with quality products in a more timely fashion. To the extent possible, we will accomplish these objectives without the use of Reduction in Force procedures. We will treat our valued employees with dignity and respect.

a. Objective End State: HQDA organized and operating in accordance with approved organization designs and compliant with directed personnel manning reductions NLT 1 October 2018 (Fiscal Year (FY) 2019).

b. Measures of Success:

(1) All HQDA organizations have approved organization designs.

(2) All conditions set for successful HQDA organization transition to approved organization designs.

(3) Organization transition accomplished without the use of Reduction in Force procedures.

(4) HQDA demonstrates a measureable increase in staff responsiveness to meet the requirements of the Army and Army Senior Leaders. Responsiveness is defined as the time from receipt of an Army Senior Leader requirement to the time that requirement is satisfied.

(5) Rationale for and progress toward transitioning to new organization designs conveyed to the HQDA workforce subject to satisfaction of any labor relations obligations.

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3. For purpose of this plan, delayering is defined as a reorganization process that redesigns management structure, raises spans of control and compresses reporting layers, leading to a more agile organization that brings staff action officers closer to senior decision-makers.

4. Plan Design Overview. HQDA begins transition to a new organization structure beginning with provisional reorganization in FY 2016 and full implementation by the start of FY 2019. This plan consists of four phases: Phase 1 (Prepare to Transition HQDA to New Organization Design), Phase 2 (Provisional Reorganization), Phase 3 (Continued Transition), and Phase 4 (Sustain New Organization Design). As a component of Phase 4 and in support of this effort, HQDA implements a Secretary of the Army chartered governing framework to monitor implementation plan execution, report progress, and recommend any plan adjustments to Army senior leadership via the Army Management Action Group (AMAG). Phases will likely overlap based on the progress of specific organizational efforts.

a. Phase 1 (Prepare to Transition HQDA to New Organization Design: Publication of this Plan – 30 September 2015) begins with issuance of this plan, and includes a range of actions necessary to plan and prepare for transitioning HQDA organizations into the FY 2019 Objective Table of Distribution and Allowances (TDA). Phase 1 ends when conditions are set for all HQDA organizations to provisionally reorganize and transition into the FY 2019 Objective TDA, and to do so compliant with directed manpower reductions and applicable laws, regulations, and policies. Tasks completed during this phase include: finalizing new organization designs; documenting final organization designs within an approved FY 2019 Objective TDA; the Administrative Assistant to the Secretary of the Army (AASA) reviewing, revising, and issuing HQDA civilian strength management policy, manning guidance, and implementation instructions as required; developing organization-specific implementation plans subject to the AASA guidance and obtaining approval of those plans; establishing a governance forum; and informing employee representatives and the HQDA workforce of new organization design transition and implementation via strategic communications, subject to satisfaction of any labor relations obligations.

b. Phase 2 (Provisional Reorganization: 1 October 2015 – 30 September 2016) begins when conditions are set for all HQDA organizations to provisionally reorganize into the FY 2019 Objective TDA designs, and ends when all HQDA organizations, in accordance with HQDA Civilian strength management policy, manning guidance, and implementation instructions published by the AASA and with Implementation and Review Council (IRC) oversight, have provisionally reorganized and are operating to the extent possible within that design.



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(1) For this plan, provisional reorganization is a preparatory step toward implementation of new organization designs and is defined as the transition to the new approved organization design to the extent possible prior to the official effective date of that design specified by the approved FY 2019 Objective TDA.

(2) Tasks completed during this phase include: provisionally reorganizing into the FY 2019 Objective TDA to the extent possible through execution of organization-specific implementation plans subject to and in accordance with the guidance issued by the AASA; implementing planned FY 2016 incremental personnel reductions; commencing management of HQDA personnel hiring and attrition with a view toward the FY 2019 organization design; identifying HQDA personnel cross-leveling opportunities, identifying required adjustments to DA Civilian position descriptions (PD) to reflect position changes resulting from delayering, and identifying re-grading requirements for DA Civilian positions; and sustaining workforce strategic communications, subject to satisfaction of any labor relations obligations.

c. Phase 3 (Continued Transition: 1 October 2016 – 1 October 2018): This phase begins when HQDA organizations have provisionally reorganized to the FY 2019 Objective TDA and ends when the FY 2019 Objective TDA is in effect (1 October 2018). Tasks completed during this phase include: implementing planned FY 2017 and FY 2018 incremental personnel reductions; managing HQDA personnel hiring and attrition to arrive at target FY 2019 organization design; cross-leveling HQDA personnel, revising DA Civilian PDs, and re-grading DA Civilian positions, subject to and in accordance with the guidance issued by the AASA; and sustaining workforce strategic communications, subject to satisfaction of any labor relations obligations.

d. Phase 4 (Sustain Delayed Organizations: Continuous) begins with the establishment of the chartered governing framework and includes actions necessary to institutionalize delayering into HQDA organization design, manning, and management processes. Phase 4 runs concurrently with the other phases, and ends when all HQDA organizations achieve and are operating within their approved FY 2019 Objective TDA design, and all associated processes are redesigned and documented. Tasks completed during this phase include: reengineering organization design, documentation, and approval processes; establishing implementation reporting processes including routine performance assessment updates; and sustaining workforce communications, subject to satisfaction of any labor relations obligations.

e. Governance Framework: The AASA and the Director of the Army Staff (DAS) establish and co-chair the HQDA Implementation and Review Council (IRC) as a Secretary of the Army approved and chartered governance body. Consisting of HQDA Principal Official representatives and other members as directed, the IRC will assess implementation performance and effectiveness against established objective outcomes, review and report via the Army Management Action Group (AMAG) implementation

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progress, synchronize implementation actions, and frame implementation issues for Army Senior Leader decision.

5. Tasks:

a. Assistant Secretary of the Army (Manpower and Reserve Affairs): NLT 1 October 2016 and in coordination with the Deputy Chief of Staff, G-1 and the Deputy Chief of Staff, G-3/5/7, lead a business process reengineering effort of the TDA change, concept plan, and directed military over strength (DMO) processes and provide options for Army Senior Leader decision through the appropriate governance forum.

b. General Counsel: Ensure the provision of appropriate legal support in conjunction with The Judge Advocate General.

c. Administrative Assistant to the Secretary of the Army:

(1) NLT 45 days after receipt of this plan, review, update, and publish applicable DA Civilian strength management policy, manning guidance, and implementing instructions to include use of Voluntary Early Retirement Authority/Voluntary Separation Incentive Payment (VERA/VSIP), use of temporary and term hires, the timing of changes to PD and classification actions, and authorized personnel fill targets as required to ensure compliance with directed personnel reductions over the transition period.

(2) Monitor budget and programming actions relative to transition to new organization designs.

(3) ICW the DAS, serve as co-chair of the HQDA IRC, and prepare IRC charter for Secretary of the Army approval NLT 15 days after publication of this plan.

(4) Provide the Office of the Administrative Assistant (OAA) to perform IRC secretariat functions.

(5) Review and approve organization-specific implementation plans. ICW the DAS and within the IRC, monitor execution of organization-specific implementation plans, establish implementation tracking and reporting processes, and ensure implementation plans have undergone appropriate legal review. Provide an organization-specific implementation plan template to the Principal Officials NLT 45 days after publication of this plan.

(6) Coordinate with G-3/5/7 (G-37/FMP) to develop specific guidance for the preparation of the FY 2019 Objective TDA. Include guidance in the implementing instructions. Review draft TDAs representing the new Objective FY 2019 organization

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designs for compliance with design approval decisions and directed incremental personnel reductions prior to final approval.

(7) Effective 15 July 2015, review all DA Civilian personnel hiring actions within Operating Agency-22 (OA-22) for conformance to DA Civilian strength management policy, manning guidance, and implementing instructions.

(8) ICW the DAS and within the IRC, review concept plans and additional TDA addition requests that were in the approval stages and therefore not considered during the delayering design approval process for conformity with delayering principles and approved exceptions prior to transition to new organization designs.

(9) If required, develop and execute HQDA surplus employee program to manage placement of excess employees and to correct skills imbalances.

(10) NLT 60 days from publication of policy, guidance, and instructions referenced in paragraph 5.c.(1), develop and execute a strategic communications plan to inform the HQDA staff about the decision to transition to new organization designs and the anticipated benefits therein, timelines, and anticipated effects on the HQDA workforce, subject to satisfaction of any labor relations obligations.

d. The Auditor General: ICW HQDA Principal Officials, plan and conduct yearly sample compliance audits of transition to new organization designs commencing in FY 2017. Include sample compliance audits in the yearly audit plan for Secretary of the Army approval.

e. Chief of Legislative Liaison: NLT 30 days after publication of this plan, develop and implement information and notification plans to inform members of Congress regarding the Army's efforts to reduce the size of HQDA while simultaneously improving staff coordination and responsiveness to Army senior leadership.

f. Principal Officials of HQDA:

(1) NLT 30 days after publication of this plan, submit to the OA-22 Programs and Manpower Division the final Under Secretary of the Army (USA) and Vice Chief of Staff of the Army (VCSA) approved organization design for creation of the FY 2019 Objective TDA.

(2) Develop organization-specific implementation plans conforming to approved organization designs, directed personnel reductions, and guidance issued by the AASA. Ensure all implementation plans are reviewed and legally supportable. NLT 31 August 2015, submit completed plans to the AASA for review and approval.

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(3) NLT 1 October 2015, commence provisional reorganization transition to the FY 2019 Objective TDA to be completed to the extent possible NLT 30 September 2016.

(4) ICW servicing Civilian Personnel Advisory Centers (CPACs), adjust DA civilian position descriptions to document changes in position requirements and re-grade if required, subject to DA Civilian strength management policy, manning guidance, and implementing instructions issued by the AASA.

(5) ICW servicing CPACs, ensure all labor relations obligations are satisfied.

(6) Provide representation to the IRC IAW the IRC Charter to be published.

(7) Designate an organization design subject matter expert (SME). The SME is the organization expert on delayering principles, the approved organization design, the organization TDA, and published DA Civilian strength management policy, manning guidance, and implementing instructions. The SME also serves as the organization liaison to the Office of the Administrative Assistant for all actions involving implementation of this plan. The role of SME is an additional duty.

(8) Provide subject matter expertise to the AASA to review their organization's FY 2019 Objective TDAs for accuracy and conformity with the approved organization designs prior to publication.

g. Director of the Army Staff: ICW the AASA, serve as co-chair of the HQDA IRC, and prepare the IRC charter for Secretary of the Army approval NLT 15 days after publication of this plan.

h. Deputy Chief of Staff, G-1: NLT 1 October 2016, complete business process reengineering of the DMO process to ensure process complements reviews and approvals in the context of delayering principles.

i. Deputy Chief of Staff, G-3/5/7:

(1) NLT 31 July 2015, provide draft FY 2019 Objective TDAs for review. NLT 31 August 2015, complete and publish HQDA approved FY 2019 Objective TDA documents.

(2) Maintain authoritative repository of new organization designs readily accessible by HQDA organizations.

(3) NLT 1 October 2016, complete business process reengineering of the TDA change and concept plan processes to ensure processes complement reviews and

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approvals in the context of delayering principles. Implement required changes to Army regulations IAW AR 25-30, The Army Publishing Program, 27 March 2006.

j. Deputy Chief of Staff, G-8:

(1) Ensure program supports planned incremental personnel reductions.

(2) Plan for HQDA organization transition and personnel reduction progress as a topic for Senior Review Group (SRG) discussion in the Planning, Programming, Budget, Execution (PPBE) process.

k. The Judge Advocate General: Ensure the provision of appropriate legal support in conjunction with the General Counsel.

l. Director of Business Transformation:

(1) Prepare final approved FY 2019 organization designs and record of delayering decisions memorandum for USA and VCSA signature NLT 15 days after publication of this plan. Memorandum will include a by-organization detailed record of approved exceptions. These products serve as the authoritative foundation for: (1) FY 2019 Objective TDA creation, (2) position description revision and personnel actions as needed, and (3) consideration of future personnel change requests and requests for exceptions to delayering principles.

(2) Provide final approved organization designs and signed record of delayering decision memorandum to the AASA and US Army Center of Military History.

(3) Be prepared to provide delayering technical advice to the IRC.

(4) Provide and maintain HQDA expertise on delayering principles and rules.

(5) Plan, prepare and execute organization delayering principles SME training.

(6) In support of the IRC co-chairs, develop and implement a performance assessment framework to measure and report progress toward achieving FY 2019 organization design objectives.

6. Coordinating Instructions:

a. This plan is effective on receipt for planning; execution IAW below timelines.

b. Implementation Task Schedule (OPR—Office of Primary Responsibility): R-Day is defined as the date the approved plan is distributed for execution. The AASA will



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announce R-Day. Implementation task status will be reviewed by the IRC and reported to the USA and VCSA.

<b>NLT Date</b>	<b>Action</b>	<b>OPR</b>
31 Mar 15	Complete approval of all HQDA organization designs (Task completed)	OBT
R -15	Commence DA Civilian strength management policy, manning guidance, and implementing instructions review, coordination and preparation	AASA
R -15	Distribute approved organization design diagrams for Principal Official accuracy and completeness review and for preparation of the FY 2019 Objective TDA	OBT
R-Day	Publish and distribute Transition Plan to New HQDA Organization Designs (USA and VCSA co-sign)	OBT
R + 15	Complete HQDA Comprehensive Review Phase 1 Final Report for USA and VCSA approval and signature as a delayering Record of Decision Memorandum	OBT
R + 15	Conduct accuracy and completeness review of approved organization design diagrams	Principal Officials
R + 15	Submit governance forum charter for Secretary of the Army Approval	AASA/DAS
R + 30	Submit final approved organization designs to the OA-22 Programs and Manpower Division for creation of the FY 2019 Objective TDA	Principal Officials
R + 30	Commence and sustain governance forum (IRC)	AASA/DAS
R + 30	Publish DRAFT DA Civilian strength management policy, manning guidance, and implementing instructions	AASA
R + 30	Coordinate with G-3/5/7 (G-37/FMP) to develop specific guidance for the preparation of the FY 2019 Objective TDA	AASA and G-3/5/7
R + 30	Publish Congressional Information and Engagement Plan	OCLL
R + 45	HQDA organizations commence coordination for FY 2019 Objective TDA development (G-3/5/7 and U.S. Army Force Management Support Agency (USAFMSA))	Principal Officials
R + 45	Publish FINAL DA Civilian strength management policy, manning guidance, and implementing instructions	AASA
R + 45	Provide implementation plan template to Principal Officials	AASA
R + 60	Commence HQDA organization level implementation planning	Principal Officials
R + 60	Develop and execute a strategic communications plan to inform the HQDA staff about the decision to transition to new organization designs, subject to satisfaction of labor relations obligations	AASA

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NLT Date	Action	OPR
15 Jul 15	Begin review all DA Civilian personnel hiring actions within OA-22 for conformance to DA Civilian strength management policy, manning guidance, and implementing instructions	AASA
31 Jul 15	Draft TDA documents completed and provided to Principal Officials and AASA for accuracy review	G-3/5/7
31 Jul 15	Compliance audit planning complete and approved for inclusion into FY 2017 AAA audit plan	AG
31 Aug 15	Complete organization-specific implementation plans and submit to the AASA for review and approval	AASA, DAS, and Principal Officials
31 Aug 15	TDA documentation complete (FY 2019 Objective TDA with by-year personnel reductions). Publish FY 2019 Objective TDA	Principal Officials, G-3/5/7
31 Aug 15	Commence business process reengineering of TDA Change, Concept Plan, and DMO processes	ASA(M&RA), G-1, G-3/5/7
01 Oct 15	Commence HQDA transition (provisional reorganization) to FY 2019 Objective TDA	Principal Officials
30 Sep 16	FY 2019 Objective TDA provisional reorganization complete to the extent possible	Principal Officials
01 Oct 16	Implement reengineered TDA Change, Concept Plan, and DMO processes	G-1, G-3/5/7
01 Oct 16	Continue implementation of organization-specific implementation plans	Principal Officials
01 Oct 16	Commence and sustain compliance audits IAW approved FY 2017 Audit Plan	AG
01 Oct 16-30 Sep 18	Continue transition to new organization designs to include continuation of directed incremental personnel reductions	Principal Officials
1 Oct 18	FY 2019 Objective TDA final E-Date. All planned personnel reductions completed	Principal Officials

c. The AASA is the supported Principal Official for review, revision, and publication of DA Civilian strength management policy, manning guidance, and implementing instructions related to the execution of this plan.

d. For this plan, the FY 2019 Objective TDA is defined as the authorization document for approved HQDA organization designs. The FY 2019 Objective TDAs will be documented in a hierarchical format depicting management relationships and spans of control. The FY 2019 Objective TDA will also document directed, by-year incremental personnel reductions contained in the current Program Objective

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Memorandum/Budget Estimate Submission (POM/BES). The FY 2019 Objective TDA E-Date is 1 October 2018. All HQDA organizations will provisionally reorganize to the FY 2019 Objective TDA NLT 1 October 2016 IAW the DA Civilian strength management policy, manning guidance, and implementing instructions issued by the AASA.

e. For this plan, provisional reorganization is a preparatory step toward implementation of new organization designs and is defined as the transition to the new approved organization design to the extent possible prior to the official effective date of that design specified by the approved FY 2019 Objective TDA.

f. Requirements for Command Implementation Plans and Concept Plans are suspended by the Secretary of the Army and Chief of Staff of the Army in connection with the transition to the HQDA FY 2019 Objective TDA. Organization-specific implementation plans will undergo fiscal and legal reviews as part of the approval process established by the AASA.

g. Over the course of transition to the new organization designs, circumstances may require Army Senior Leaders to direct the addition of new or expanded capabilities within HQDA. When this occurs, follow existing TDA change processes to design, document, and implement directed additions. Designs will consider the layering principles detailed in this plan and are subject to AASA and IRC review prior to final approval and implementation.

h. Principal Officials retain approval authority for all civilian hiring actions in accordance with the civilian strength management policy, manning guidance, and implementing instructions issued by the AASA.

i. Requests for deferral of directed personnel reductions or delay of transition to the FY 2019 Objective TDA will be presented to the USA and VCSA for decision through the IRC.

j. Submit support requests for administrative task assistance associated with plan implementation to the Office of the Administrative Assistant to the Secretary of the Army (OAA). Examples of requests for assistance could include but are not limited to TDA preparation and PD revision.

k. Incremental military and DA Civilian personnel reductions continue as planned by fiscal year and as directed by the AASA.

l. DA Civilian PD revision, position re-grading actions and personnel actions must be IAW the DA Civilian strength management policy, manning guidance and implementing instructions issued by the AASA as well as all other applicable laws, Office of Personnel Management regulations and Department of Defense policies.

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m. Ensure revision of military and DA Civilian rating schemes IAW the implementation of the approved organization designs. To extent possible, sequence transition: (1) to coincide with the start of DA Civilian rating periods, (2) reduce military efficiency report triggering events.

n. Delaying Principles: This plan establishes the following principles applicable to HQDA staff elements and field operating agencies. Mandatory consideration of these principles applies to all future HQDA organization design update requests and requests to establish new HQDA organization capabilities. Exception requests will be reviewed by the IRC and recommendations provided to the USA and VCSA for decision. As with all organization design actions, the provisions of 10 U.S. Code §129 must be satisfied.

(1) Span of control target is eight – executive assistants and executive officers do not count in span of control count.

(2) Seven echelon maximum.

(3) Deputies will not be used as span breakers. Span breaker is defined as an individual that breaks reporting chains between organization leaders and main reports.

(4) If Principal and Principal Deputy both fill the Principal role, then the span of control target is 10.

(5) Principal and Principal Deputy two-in-a box model is applicable only at Principal level.

(6) Both the Principal and Principal Deputy exist at echelon two.

(7) Any additional deputies reporting to the Principal must meet the span of control target of eight.

(8) No deputies for leaders below echelon three.

(9) No new deputies.

(10) All executive assistants are shared for leaders below echelon two.

(11) No same-grade reporting.

(12) All general officers (GO) and Senior Executive Service (SES) members must have direct reports.

(13) GOs and SESs (level 1) are within the top four echelons (Secretary, Under Secretary, Chief of Staff, and Vice Chief of Staff are echelon one).

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(14) No GS-15 DA Civilian employees below echelon five.

(15) All positions – managers and individual contributors – should be considered for re-leveling.

(16) Exception requests are to be held to an absolute minimum and must be presented for senior leader decision via established HQDA governance body.

(17) Work cannot be shifted unless accepted by the receiving organization.

o. Principal Officials of Headquarters, Department of the Army designate GO or SES representatives to the IRC IAW the IRC Charter.

p. Plan for IRC meeting frequency determined and announced by the AASA and DAS. Plan for quarterly IRC updates to the AMAG.

q. On publication, responsibility for plan maintenance transfers from OBT to OAA.

7. The USA and VCSA retain the decision authority for any changes to this plan and future exception requests to delayering principles.

8. Implementation Plan point of contact is Mr. Robin P. Swan, Deputy Director, Office of Business Transformation, [robin.p.swan.civ@mail.mil](mailto:robin.p.swan.civ@mail.mil), (571) 256-2313.