



OFFICE OF THE UNDER SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

PERSONNEL AND
READINESS

November 27, 2024
Incorporating Change 1, January 16, 2026

**MEMORANDUM FOR SENIOR PENTAGON LEADERSHIP
DEFENSE AGENCY AND DOD FIELD ACTIVITY DIRECTORS**

SUBJECT: Directive-type Memorandum 24-007 – “Borrowed Military Manpower and Use of Military Personnel to Perform Civilian Functions”

References: See Attachment 1.

Purpose. In accordance with the authority in DoD Directive (DoDD) 5124.02, this directive-type memorandum (DTM):

- Establishes a standardized definition for borrowed military manpower (BMM) and provides guidance on the use of military personnel to perform civilian personnel functions.
- Establishes data collection on the readiness impact of BMM in the Semi-annual Readiness Report to Congress (SRRC), pursuant to Section 482 of Title 10, United States Code (U.S.C.), as amended.
- Incorporates and cancels the March 2, 2012 Under Secretary of Defense for Personnel and Readiness Memorandum, “Guidance Related to the Utilization of Military Manpower to Perform Certain Functions.”
- Is effective November 27, 2024; it will be converted to a new DoW instruction consolidating this DTM, DoDD 1100.4, and DoD Instruction (DoDI) 1100.22. This DTM will expire effective May 28, 2027.

Applicability. This DTM applies to OSW, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Combatant Commands, the Office of Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the DoW (referred to collectively in this DTM as the “DoW Components”).

Definitions. See Glossary.

Policy. In accordance with Section 482(b)(10) of Title 10, U.S.C., the Department will report in its SRRC “[i]nformation regarding the extent to which any member of the armed forces is assigned or detailed outside the member’s unit or away from training in order to perform any

function that had previously been performed by civilian employees of the Federal Government.” The Military Departments and Military Services will provide, in their readiness reporting, required data on BMM in accordance with the DTM and in accordance with guidance on workforce mix and manpower determinations in DoDD 1100.4, DoDI 1100.22, and Sections 129 and 129a of Title 10, U.S.C. Consistent with DoDI 1100.22, military personnel will perform military essential functions. Tasks that are not military essential must be designated for Federal civilian personnel or contractor performance where appropriate.

Pursuant to Section 129a(g)(1) of Title 10, U.S.C., the Secretary of the Military Department concerned may approve, in writing, the use of military personnel to perform the duties of civilian requirements in the following circumstances:

- Upon a determination based on mission requirements that performance of such functions by military personnel is cost effective. This determination of cost effectiveness must take into account the fully burdened costs of civilian, military, and contractor workforces, as well as the impact of the performance of such functions on military career progression. Cost determinations will be made in accordance with DoDI 7041.04;
- When required by military necessity; or
- For a period of 1 year, the Secretary of the Military Department concerned determines that the performance of such functions is necessary to address critical staffing needs from a reduction in personnel or budgetary resources due to an Act of Congress. Such determination must still comply with total force management principles established in DoDI 1100.22 and Sections 129 and 129a of Title 10, U.S.C.

When using BMM, DoW Components must work to ensure the impact on any individual Service member’s career is minimized to the maximum extent practical. Additionally, DoW Components must be aware that BMM could impact readiness and unit cohesion and seek to minimize such impact. To the maximum extent practical, military personnel will be assigned as BMM within their military occupational specialty.

Responsibilities. See Attachment 2.

Procedures. See Attachment 3.

Releasability. Cleared for public release. Available on the Directives Division Website at <https://www.esd.whs.mil/DD/>.

Summary of Change 1. This change extends the expiration date for the DTM to May 28, 2027, correct title errors, and convert language in accordance with the October 10, 2025 Secretary of War Memorandum.



Ashish S. Vazirani
Performing the Duties of the Under Secretary of
Defense for Personnel and Readiness

Attachments:

As stated

ATTACHMENT 1

REFERENCES

- DoD Directive 1100.4, "Guidance for Manpower Management," February 12, 2005
- DoD Directive 5124.02, "Under Secretary of Defense for Personnel and Readiness (USD(P&R)),," June 23, 2008, as amended
- DoD Instruction 1100.22, "Policy and Procedures for Determining Workforce Mix," April 12, 2010, as amended
- DoD Instruction 7041.04, "Estimating and Comparing the Full Costs of Civilian and Active Duty Military Manpower and Contract Support," July 3, 2013, as amended
- Office of the Chairman of the Joint Chiefs of Staff, "DoD Dictionary of Military and Associated Terms," current edition
- Secretary of War Memorandum, "Department of War Secondary Titles," October 10, 2025
- United States Code, Title 10

ATTACHMENT 2
RESPONSIBILITIES

1. UNDER SECRETARY OF WAR FOR PERSONNEL AND READINESS (USW(P&R)). In accordance with DoD Directive 5124.02, the USW(P&R):

- a. Establishes the process required by Section 482 of Title 10, U.S.C., and directs its implementation.
- b. Establishes a common definition for BMM and develops policy and provides guidance on the use of BMM to perform the duties associated with civilian requirements.

2. ASSISTANT SECRETARY OF WAR FOR MANPOWER AND RESERVE AFFAIRS.

Under the authority, direction, and control of the USW(P&R), the Assistant Secretary of War for Manpower and Reserve Affairs develops a common definition for BMM and provides guidance on the use of BMM to perform the duties associated with civilian requirements.

3. ASSISTANT SECRETARY OF WAR FOR READINESS (ASW(R)). Under the authority, direction, and control of the USW(P&R), the ASW(R) implements the process required by Section 482 of Title 10, U.S.C. for the SRRC.

4. DIRECTORS OF DEFENSE AGENCIES AND DOD FIELD ACTIVITIES. Under the authority, direction, and control of their respective Principal Staff Assistants, the Directors of Defense Agencies and DoD Field Activities request approval from the Secretary of the Military Department concerned when seeking to use military personnel assigned to their organization for duties that are outside those of the assigned billet.

5. SECRETARIES OF THE MILITARY DEPARTMENTS. The Secretaries of the Military Departments:

- a. Develop their respective Military Departments' implementing guidance, as needed, pursuant to the policies and procedures in this DTM.
- b. Establish a process in their respective Military Services to approve the use of military personnel, in writing, to perform civilian personnel's duties, pursuant to Section 129a(g)(1) of Title 10, U.S.C., and in accordance with this DTM.
- c. Provide the data required by Section 482(b)(10) of Title 10, U.S.C., for the SRRC to the ASW(R), in accordance with this DTM.

6. CHIEF, NATIONAL GUARD BUREAU. The Chief, National Guard Bureau:

- a. Develops National Guard implementing guidance, as needed, pursuant to the policies and procedures in this DTM.
- b. At the direction of the Secretary of the Army or the Secretary of the Air Force, and in coordination with the appropriate State or territorial authorities, supports and implements Military Department and Service policies and programs in accordance with this DTM.
- c. Upon request from the Secretaries of the Military Departments, provides the data required by Section 482(b)(10) of Title 10, U.S.C. for the SRRC to the respective Military Service, in accordance with this DTM.

ATTACHMENT 3

PROCEDURES

1. SRRCC. Pursuant to Section 482(b)(10) of Title 10, U.S.C., the DoW provides an SRRCC that includes information referred to as BMM in this DTM.
2. BMM REPORTING. Within SRRCC reporting windows and following the SRRCC reporting process established by the ASW(R), the Military Services will provide to the Office of the Deputy Assistant Secretary of War for Force Readiness:
 - a. The total number of military personnel approved by the Secretary of their Military Department who performed non-military essential duties for 30 or more consecutive days.
 - b. The total number of military personnel approved by the Secretary of their Military Department to perform duties that civilian employees previously performed within the last 5 fiscal years.
 - c. The total number of military personnel performing BMM for 6 consecutive months or more.
 - d. An assessment of BMM impact on Service readiness.
3. BMM USE AT DEFENSE AGENCIES AND DOD FIELD ACTIVITIES. Pursuant to Section 129a(g)(1) of Title 10, U.S.C., Directors of Defense Agencies and DoD Field Activities must receive written approval from the Secretary of the Military Department concerned to use BMM. Military personnel may not be used to perform duties outside of their assigned billet without this written approval. Military personnel who are approved as BMM will be captured in the SRRCC reporting requirements for BMM in the data of their respective Military Services.

GLOSSARYPART I. ABBREVIATIONS AND ACRONYMS

ACRONYM	MEANING
ASW(R)	Assistant Secretary of War for Readiness
BMM	borrowed military manpower
DoDD	DoD directive
DoDI	DoD instruction
DoW	Department of War
DTM	directive-type memorandum
OSW	Office of the Secretary of War
SRRC	Semi-annual Readiness Report to Congress
U.S.C.	United States Code
USW(P&R)	Under Secretary of War for Personnel and Readiness

PART II. DEFINITIONS

Unless otherwise noted, these terms and their definitions are for the purpose of this issuance.

TERM	DEFINITION
BMM	Military personnel who perform duties outside of their assigned billet upon agreement with their Military Department. This term and its definition have been approved for inclusion in the DoD Dictionary of Military and Associated Terms.
fully burdened cost	Cost of manpower including labor costs (both current and deferred compensations costs paid in cash and in-kind) as well as non-labor costs, to include costs borne by both DoW and the Federal Government.