



PERSONNEL AND  
READINESS

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

November 27, 2024

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 (USD(P&R)) 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 DoD instruction (DoDI) consolidating this DTM, DoDD 1100.4, and DoDI 1100.22. This DTM will expire effective November 27, 2025.

Applicability. This DTM applies to OSD, 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 DoD (referred to collectively in this DTM as the “DoD 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 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:

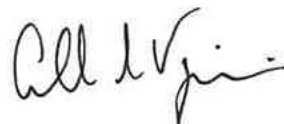
- Upon a determination based on mission requirements that performance of such functions by military personnel is cost effective. This determination of cost effectiveness must take into account the fully burdened costs of civilian, military, and contractor workforces, as well as the impact of the performance 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, DoD Components must work to ensure the impact on any individual Service member's career is minimized to the maximum extent practical. Additionally, DoD 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/>.



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

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

United States Code, Title 10

ATTACHMENT 2  
RESPONSIBILITIES

1. USD(P&R). In accordance with DoD Directive 5124.02, the USD(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 DEFENSE FOR MANPOWER AND RESERVE AFFAIRS. Under the authority, direction, and control of the USD(P&R), the Assistant Secretary of Defense 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 DEFENSE FOR READINESS (ASD(R)). Under the authority, direction, and control of the USD(P&R), the ASD(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 ASD(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. SRRC. Pursuant to Section 482(b)(10) of Title 10, U.S.C., the DoD provides an SRRC that includes information referred to as BMM in this DTM.
  
2. BMM REPORTING. Within SRRC reporting windows and following the SRRC reporting process established by the ASD(R), the Military Services will provide to the Office of the Deputy Assistant Secretary of Defense 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 Military 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 SRRC reporting requirements for BMM in the data of their respective Military Services.

GLOSSARYPART I. ABBREVIATIONS AND ACRONYMS

<b>ACRONYM</b>	<b>MEANING</b>
ASD(R)	Assistant Secretary of Defense for Readiness
BMM	borrowed military manpower
DoDD	DoD directive
DoDI	DoD instruction
DTM	directive-type memorandum
SRRC	Semi-annual Readiness Report to Congress
U.S.C.	United States Code
USD(P&R)	Under Secretary of Defense for Personnel and Readiness

PART II. DEFINITIONS

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

<b>TERM</b>	<b>DEFINITION</b>
<b>BMM</b>	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.
<b>fully burdened cost</b>	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 DoD and the Federal Government.