



# CHIEF NATIONAL GUARD BUREAU INSTRUCTION

NG-J1  
DISTRIBUTION: B

CNGBI 1701.01  
07 February 2014

## MANPOWER AND ORGANIZATION POLICIES AND STANDARDS

References: See Enclosure B.

1. Purpose. This instruction establishes policies and standards, assigns responsibilities, and outlines the process for documenting joint manpower requirements and obtaining approval for adjustments to organizational structure and manpower authorizations within the National Guard Bureau (NGB). This policy codifies actions for a total portfolio review of NGB manpower, is consistent with reference a, and implements many of the principles of reference b. For the purposes of the NGB Joint Manpower Program (JMP), this instruction is the primary policy reference.
2. Cancellation. None.
3. Applicability. This instruction applies to the NGB Top Four, as defined in reference c: the Senior Enlisted Advisor (SEA); the National Guard Joint Staff (NGJS); and the Office of the Chief of the National Guard Bureau (OCNGB). This instruction also applies to the Army National Guard (ARNG) and Air National Guard (ANG), but does not apply to manpower or organizational change requests within the ARNG and ANG directorates. Further, this instruction applies to all military positions (O-6 and below), civilian positions (GS-15 and below), and contractors in the NGJS, OCNGB, and SEA.
4. Policy. NGB manpower is managed in accordance with (IAW) reference a and this instruction. The NGB Joint Manpower Validation Process (JMVP), as described in this instruction, is used to address reviews of and changes to manpower and organizational structure and manpower resourcing decisions for the NGB as a joint activity of the Department of Defense (DoD). The NGB Joint Table of Distribution (JTD), managed according to the NGB JMVP, is the official NGB joint manpower document.
5. Definitions. See Glossary.

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6. Responsibilities.

a. Chief of the NGB (CNGB). The CNGB will assign functions and responsibilities of the NGB and determine NGB manpower requirements consistent with CNGB authorities IAW references a, b, and d. The CNGB will not make these determinations in isolation, but will consult with and receive input from the Office of the Secretary of Defense (OSD), Joint Chiefs of Staff (JCS), the Services, The Adjutants General (TAGs), the Commanding General of the District of Columbia (CG), and other government agencies.

b. Vice Chief of the NGB (VCNGB). The VCNGB will:

(1) Develop and maintain procedures for implementing and executing the NGB JMP.

(2) Direct the NGB in organizing and managing its personnel and other resources to accomplish its responsibilities and functions IAW reference e.

(3) Participate in NGB Top Four Review actions.

c. Directors of the ARNG (DARNG) and ANG (DANG). The DARNG and DANG will:

(1) Maintain Army and Air Force manpower and personnel documents of record IAW decisions approved in the JMVP.

(2) Participate in NGB Top Four Review actions.

d. Director of the NGJS (DNGJS). The DNGJS will:

(1) Develop NG positions and policies on manpower, organization structure, and resourcing to implement and execute the NGB JMP IAW reference e.

(2) Participate in NGB Two-Digit Manpower and Organizational Structure Action (MOSA) reviews.

(3) Serve as the final approval authority for Three-Digit and Two-Digit MOSA reviews.

e. Director of Manpower and Personnel (NG-J1). Director, NG-J1 will:

(1) Administer the NGB JMP and JMVP.

(2) Review all MOSAs submitted through the JMVP for compliance with manpower and organization regulations, and determine the level of review necessary.

(3) Maintain the NGB JTD to reflect approved organizational structure and all changes made through the JMVP IAW reference a, for the CNGB, VCNGB, the SEA, NGJS, and OCNGB.

(4) Determine when Active Guard Reserve and Active Duty Operational Support (ADOS) assignment decisions warrant use of the JMVP for visibility, collaboration, and senior leadership direction.

(5) Lead and coordinate periodic reviews of NGJS and OCNGB organizational structure, manpower, and resourcing.

(6) Maintain organization charts and administer office symbol policy for the approved manpower and organization structure for NGJS and OCNGB.

f. NGJS Directors and Deputy Directors, and OCNGB Office Chiefs. NGJS directors and deputy directors, and OCNGB office chiefs will:

(1) Submit MOSAs through the JMVP for all manpower and organizational change requests.

(2) Notify NG-J1 of changes to personnel and manning that affect the JTD.

(3) Participate in the Three-Digit and Two-Digit review boards.

(4) Structure their organization IAW the organizational structure approved through the JMVP and given in the NGB JTD.

g. Deputy Director of the Army National Guard (DDARNG) and the Commander of the ANG Readiness Center. The DDARNG and the Commander of the ANG Readiness Center will designate a representative to participate in the JMVP when a proposed MOSA impacts manpower resources in their respective Components.

7. Summary of Changes. This is the initial publication of CNGBI 1701.01.

8. Releasability. This instruction is approved for public release; distribution is unlimited. NGB directorates, TAGs, the CG, and Joint Force Headquarters-State may obtain copies of this instruction through <<http://www.ngbpd.cngb.army.mil>>.

9. Effective Date. This instruction is effective upon publication and must be reissued, cancelled, or certified as current within five years of its publication.

  
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Enclosures:

- A -- National Guard Joint Manpower Validation Process Policy
- B -- References
- GL -- Glossary

ENCLOSURE A

NATIONAL GUARD JOINT MANPOWER VALIDATION PROCESS POLICY

1. National Guard Joint Manpower Policy.

a. National Guard Joint Manpower Use, Requirements, and Authorizations Policy.

(1) Requirements will be restricted to the minimum manning necessary to accomplish the approved mission of the NGB and the associated workload.

(2) Requirements will be based on an average workload as expected to continue for a minimum of 36 months. Short duration taskings will be supported through augmentation, temporary duty tasking, civilian overhire, or other temporary solutions.

(3) Joint activities will maximize the use of available support from ARNG and ANG to avoid duplicating external capabilities.

(4) Manpower authorizations will not be adjusted due to an incumbent's grade.

(5) Position creation for assistants, deputies, executive officers, and advisors will be limited to positions directly supporting General or Flag Officers, or O-6 level NGJS directors and OCNGB office chiefs.

(6) Positions will not be authorized for the principal purposes of training, career development, or Service representation.

(7) Authorizations assigned to the CNGB, VCNGB, SEA, NGJS, and OCNGB are the only authorizations documented on the NGB JTD.

(8) Colonels or civilians at the grade of GS-15 may not be assigned to support colonels or GS-15s at or below division level.

(9) A civilian position may be designated at the grade of GS-15 only if the position is assigned responsibilities equivalent to the military grade of O-6.

(10) Assignment of ADOS or Contract Manpower Equivalent personnel is not an acceptable justification for adding unfunded manpower requirements.

b. Civilian Positions. The NGB serves as the executive agent responsible for administering civilian positions within the organization IAW reference b, Enclosure C, paragraph 5. As such, these positions belong to the NGB, which

has the authority to program for civilian end-strength, grade ceilings, and other constraints on civilian positions.

c. National Guard Joint Organizational Structure. The standard NGJS organizational hierarchy, IAW reference b, is directorate, division, and branch. Other organizational entities, such as offices, are authorized as determined by the CNGB. These types of organizational elements are broad enough in scope to encompass all related areas and minimize the span of control of each major organizational element. A directorate has two or more divisions, typically with at least 15 authorizations each, and a division may have two or more branches, typically with at least 4 authorizations each.

d. Office Symbols. Office symbols have three important roles in an organizational structure:

(1) Clarify the placement of an activity within the NGB organizational structure and denote its functional responsibilities.

(2) Identify the originators of written and electronic correspondence for records and historical purposes.

(3) Facilitate communication and coordination when used consistently across DoD organizations.

e. Characteristics of Office Symbols. NGB office symbols are consistent, to the extent possible, with those used by JCS and Combatant Commands.

(1) Limit office symbols to 14 alphanumeric characters with hyphens and slashes.

(2) Keep changes to office symbols to a minimum.

(3) Use a MOSA to submit proposed changes IAW paragraph 2.b. of Enclosure A. If an office symbol change does not indicate a mission adjustment, it normally will be considered a "minor" change.

f. National Guard Joint Supervisory and Administrative Positions Policy.

(1) Dedicated deputy positions are not authorized below the level of deputy director. The title of "deputy" may be used, but the position as titled must be that of a working supervisor.

(2) Dedicated supervisory positions are not authorized below the division level. The title of "branch chief" may be used, but the position as titled must be that of a working supervisor.

(3) Dedicated administrative positions are not authorized below the division level for organizations with fewer than 15 positions.

2. The National Guard JMVP.

a. Classifying Change Requests. The National Guard JMVP consists of multiple levels of review to validate change requests. The level of required review increases with the scope of proposed changes. Proposed changes are classified as “major” or “minor.”

(1) “Major” changes involve two or more organizational elements or result in a significant realignment of an organization’s mission or structure. Major changes may result in the increase, decrease, or transfer of authorizations, or modification of a position’s grade, skill code, or Service resource contribution.

(2) “Minor” changes correspond to “automatic” changes as defined in reference b, and consist of modifications to a position’s data elements or structural realignments within a single organizational element that do not result in mission change. Changes to position data elements, such as security clearance levels, are generally classified as “minor” unless they affect specially managed positions, such as those on the Joint Duty Assignment List (JDAL). Position exchanges between the ARNG and ANG that do not impact total Service resource allocation are also generally classified as “minor” changes.

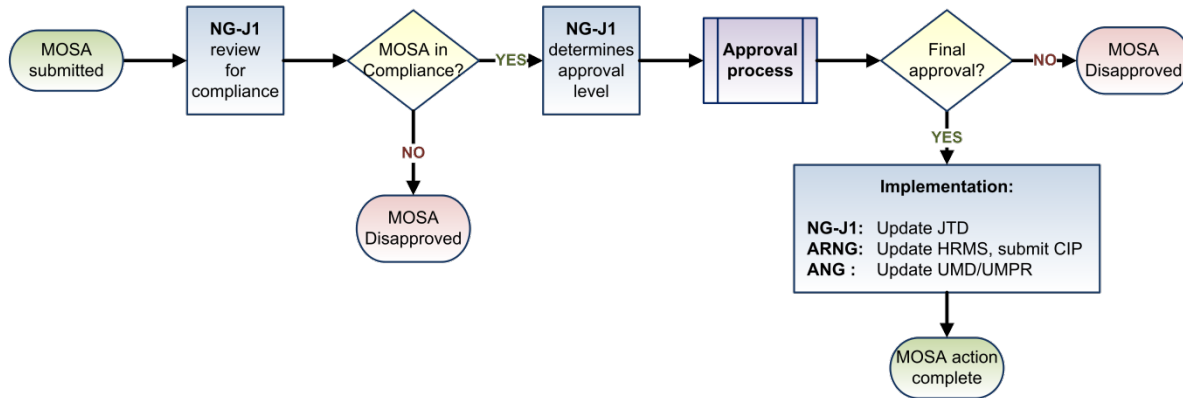
(3) NG-J1 determines if a change request is classified as “major” or “minor.”

b. MOSA Submission Mechanics.

(1) All change requests must be submitted to NG-J1 through the Joint Applications Staff Management System. The MOSA will be managed IAW the JMVP (see Figures 1 and 2).

(a) Major change requests will be accepted for review twice every calendar year, from 01 March to 01 April and from 01 August to 01 September.

(b) Minor change requests are accepted for review at any time.



**Figure 1.** The JMVP

(2) NG-J1 will maintain a MOSA template. The MOSA must include, at a minimum, the following:

- (a) Endorsement by the organizational element’s director or chief.
- (b) Justification that explains mission needs: the negative impact if the request is not approved, proposed manpower off-sets, and any program or budgetary authorities that will provide supporting resources with documentation. The level of detail provided should increase with the scope of the proposed change.
- (c) Current and proposed organizational charts.
- (d) A Microsoft Excel spreadsheet with requested position changes.
- (e) A draft version of changes to an organizational element’s missions, functions, and tasks.

(3) NG-J1 will advise the requesting organization of missing or incomplete documentation and offer assistance in providing essential information.

c. MOSA Validation and Review Process.

(1) NG-J1 Review Level.

(a) NG-J1 is the first level of review. When a MOSA is submitted, NG-J1 determines the required level of review based on the scope of the proposed change and validates the MOSA’s compliance with manpower regulations.



(b) For MOSAs requesting minor changes, NG-J1 may conduct the review at the action officer level. For MOSAs requesting major changes, an O-6, GS-15, or higher, reviews the MOSA to determine the level of further review necessary.

(2) Three-Digit Review Board.

(a) The Three-Digit Review Board reviews all major MOSAs. Non-concurrence by the Three-Digit Review Board precludes any additional review, resulting in a rejected MOSA. A MOSA that does not also require a Two-Digit or higher review, after approval by the Three-Digit Review Board, will be sent to the DNGJS for approval. The DNGJS is the final approval authority for Three-Digit Review Level MOSAs.

(b) The Three-Digit Review Board is convened and chaired by the NG-J1 deputy director. The Three-Digit Review Board typically consists of the NGJS deputy directors and, if originating the request or affected by it, the respective OCNGB office chief, with representatives from ARNG and ANG. Directorates will appoint an alternate representative for NGB JMVP participation when the deputy director is not available.

(c) NG-J1 will assign the Three-Digit Review Level designation to MOSAs that impact only a single NGJS directorate or a single office within OCNGB.

(3) Two-Digit Review Board.

(a) The Two Digit Review Board is the third level of review. MOSAs designated Two-Digit Review Level or Top Four Review Level will be reviewed by the Two-Digit Review Board after the Three-Digit Review Board concurs. Non-concurrence by the Two-Digit Review Board precludes any additional review, resulting in a rejected MOSA. A MOSA that does not also require Top Four review, after approval by the Two-Digit Review Board, will be sent to the DNGJS for approval. The DNGJS is the final approval authority for Two-Digit Review Level MOSAs.

(b) The Two-Digit Review Board is convened and chaired by the Director, NG-J1, and will typically consist of NGJS and OCNGB General Officers, Senior Executive Service members, O-6 level NGJS Directors, and the DDARNG and Deputy Director of the ANG or their representatives. NGJS deputy directors may serve as alternate representatives when the primary member is not available.

(c) NG-J1 assigns the Two-Digit Review Level designation to MOSAs that impact multiple directorates or offices within the NGJS or OCNGB.

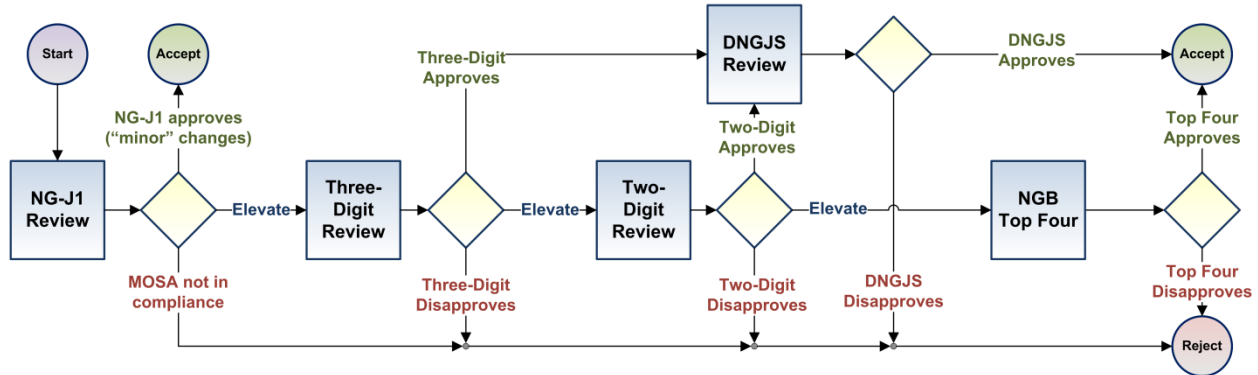
(4) NGB Top Four Review.

(a) The NGB Top Four Review is the highest level of review.

(b) The CNGB, VCNGB, DARNG, and DANG conduct the NGB Top Four Review.

(c) NG-J1 assigns the NGB Top Four Review Level designation to MOSAs that have significant impacts outside of the NGJS or OCNGB, including function or manpower resource realignment actions between NGB and ARNG or ANG.

(5) Disapproval. Disapproval at any point in the process results in a rejected MOSA.



**Figure 2.** The JMVP MOSA Approval Process

d. Implementation of an Approved MOSA.

(1) When the DNGJS approves a MOSA, NG-J1 updates the JTD to reflect changes to manpower requirements and structure, initiates any necessary military and civilian personnel actions, notifies affected organizations, and notifies the ARNG and ANG to update Service manpower documents.

(2) When the DNGJS notifies an organization that an approved MOSA, or any other approved change to the JTD, impacts it, the organization will restructure itself accordingly and take any other necessary action to align with the approved JTD.

e. Additional NGB JMVP Policies.

(1) Organizational change requests are not approved without the appropriate amount of military or civilian funded authorizations. For example,

a new branch will not be established without military or civilian funded authorizations.

(2) Realignment of a JDAL position is typically not authorized without approval from OSD and the JCS, IAW references b and f. These requests must be routed through NG-J1.

(3) Manpower requirement and organizational structure issues requiring resolution that are not addressed in this instruction will be resolved by the Director, NG-J1 using the JMP principles of reference b.

(4) Manpower changes involving increases must include proposed off-sets, which normally come from within OCNGB or NGJS.

### 3. Periodic Review and Assessment of NGJS and OCNGB Organization, Manpower, and Resourcing.

a. NG-J1 will lead a periodic review and assessment of NGJS and OCNGB organization, manpower requirements, and manpower resourcing every three years, or as needed. This review will be conducted to ensure that NGB manpower and organizational structure are aligned strategically to effectively meet the roles and responsibilities of the CNGB. The review will identify any excess capacity, unneeded duplication, or shortfalls in critical areas in NGB manpower requirements. Issues identified will be addressed through the JMVP. To increase the effectiveness of the periodic review, NG-J1 will seek assistance or input from Army and Air Force manpower analysis organizations on the process, procedures, and outcomes.

b. Positions remaining unfunded for three or more years will be recommended for removal.

c. The recommendations resulting from the periodic review and assessment will be reviewed as a Two-Digit Review Level action and presented to the DNGJS for approval, unless NG-J1 determines a Top Four review is more appropriate.

ENCLOSURE B

REFERENCES

PART I. REQUIRED

- a. DoD Directive 5105.77, 21 May 2008, “National Guard Bureau (NGB)”
- b. CJCS Instruction 1001.01A, 01 October 2010, “Joint Manpower and Personnel Program”
- c. CNGB Manual 5050.01A, 31 August 2012, “National Guard Bureau Staff Action Process and Procedures”
- d. 10 U.S.C. § 10508, 03 January 2012, “National Guard Bureau: General Provisions”
- e. CNGB Instruction 0100.01, 11 January 2013, “Organization of the National Guard Bureau”
- f. DoD Instruction 1300.19, 16 February 2010, “DoD Joint Officer Management Program”

PART II. RELATED

- g. CJCS Instruction 1330.05, 02 August 2011, “Joint Officer Management Program Procedures”

## GLOSSARY

### PART I. ABBREVIATIONS AND ACRONYMS

ADOS	Active Duty Operational Support
ANG	Air National Guard
ARNG	Army National Guard
CG	Commanding General of the District of Columbia
CNGB	Chief of the National Guard Bureau
DANG	Director of the Air National Guard
DARNG	Director of the Army National Guard
DDARNG	Deputy Director of the Army National Guard
DNGJS	Director of the National Guard Joint Staff
DoD	Department of Defense
IAW	In accordance with
JCS	Joint Chiefs of Staff
JDAL	Joint Duty Assignment List
JMVP	Joint Manpower Validation Process
JTD	Joint Table of Distribution
MOSA	Manpower and Organizational Structure Action
NGB	National Guard Bureau
NG-J1	Manpower and Personnel
NGJS	National Guard Joint Staff
OCNGB	Office of the Chief of the National Guard Bureau
OSD	Office of the Secretary of Defense
SEA	Senior Enlisted Advisor
TAG	The Adjutants General
VCNGB	Vice Chief of the National Guard Bureau

### PART II. DEFINITIONS

Authorization -- An approved military or civilian position on a Joint Table of Distribution that authorizes the assignment of personnel to perform required tasks. This term also may be used in referring to a total of all approved authorizations. In contrast with a manpower requirement, National Guard Bureau will not create authorizations on the Joint Table of Distribution without a comparable Service authorization on a Table of Distribution and Allowances (Army) or Unit Manpower Document (Air Force). Each authorization is specifically defined by its function, organization, location, skills, grade, special requirements, and Joint Duty Assignment List number, if applicable.

Branch -- An organizational element that is a formal subdivision of a division.

Division -- An organizational element that is a formal subdivision of a directorate and has two or more subordinate branches.

Director of the National Guard Joint Staff -- The individual designated by the Chief of the National Guard Bureau to direct the operations of the National Guard Joint Staff; currently known as “The Special Assistant to the Chief of the National Guard Bureau.”

Directorate -- An organizational element that is a formal subdivision of a bureau or a department. Within the National Guard Joint Staff, directorates are established by reference e.

Joint Duty Assignment List -- A list of positions designated as Joint Duty Assignments. The list is approved by the Secretary of Defense and maintained by The Joint Chiefs of Staff Directorate for Manpower and Personnel. The Joint Duty Assignment List is tracked in the Joint Duty Assignment Management Information System.

Joint Table of Distribution -- A manpower document that identifies the positions and enumerates the spaces that have been approved for each organizational element of a joint activity for a specific fiscal year.

Major Change -- In the context of the Joint Manpower Validation Process, a major change involves two or more organizational elements and results in a significant realignment of an organization’s mission or structure.

Manpower and Organizational Structure Action -- A formal request to change the organizational structure of an organizational element, or the function, organization, location, skills, grade, or special requirements of a position on the Joint Table of Distribution.

Minor Change -- In the context of the Joint Manpower Validation Process, a minor change involves only one organizational element and does not result in a significant realignment of an organization’s mission or structure. Additionally, the change has no net growth in the rank or grade structure, or total authorizations or requirements of the organization.

Office -- An organizational element that is a formal subdivision of an organization at the division level or higher.

Organizational element -- A formally-recognized subdivision of an organization, with a corresponding paragraph number on the Joint Table of Distribution. No subdivisions smaller than a branch, or equivalently-sized office, are formally recognized. For instance, no “sections,” “cells,” or “teams” are organizational elements.

Position -- A manpower authorization that may be filled by one person.

Requirement -- Human resource needed to accomplish specified workloads of an organization broken out by command, activity, skills, grade, and location.

Top Four -- The Chief of the National Guard Bureau, the Vice Chief of the National Guard Bureau, the Director of the Army National Guard, and the Director of the Air National Guard.

Three-Digit Review -- A review board in the National Guard Bureau Joint Manpower Validation Process consisting of the National Guard Joint Staff deputy directors and, if originating the request or affected by it, the respective office chief from the Office of the Chief of the National Guard Bureau, as well as representatives from the Army and Air National Guard.

Two-Digit Review -- A review board in the National Guard Bureau Joint Manpower Validation Process consisting of Office of the Chief of the National Guard Bureau and National Guard Joint Staff General Officers, Senior Executive Service members, O-6 level National Guard Joint Staff Directors, and the deputy directors of the Army and Air National Guard.

Working Supervisor -- A supervisory action officer, that is, an authorized position, whether civilian or military, with a supervisory role in addition to the primary role of contributing to the work product of a respective organizational element.