

OPNAVINST 1000.16L  
24 Jun 2015

**NAVY TOTAL FORCE  
MANPOWER  
POLICIES AND  
PROCEDURES**



DEPARTMENT OF THE NAVY  
OFFICE OF THE CHIEF OF NAVAL OPERATIONS  
2000 NAVY PENTAGON  
WASHINGTON, DC 20350-2000

OPNAVINST 1000.16L CH-1  
N12  
28 Apr 2016

OPNAV INSTRUCTION 1000.16L CHANGE TRANSMITTAL 1

From: Chief of Naval Operations

Subj: NAVY TOTAL FORCE MANPOWER POLICIES AND PROCEDURES

Encl: (1) Revised Page 4-3

1. Purpose. To transmit revised page 4-3. Changes provide amplifying guidance on the shore manpower requirements determination process.

2. Action. Remove page 4-3 of the basic instruction and replace with enclosure (1) of this change transmittal.

A handwritten signature in blue ink, appearing to read "W. F. Moran", is positioned above the typed name.

W. F. MORAN

Deputy Chief of Naval Operations  
(Manpower, Personnel, Training,  
and Education)

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OPNAV INSTRUCTION 1000.16L

From: Chief of Naval Operations

Subj: NAVY TOTAL FORCE MANPOWER POLICIES AND PROCEDURES

Ref: See appendix A

1. Purpose. To establish policy and procedures required to develop, review, approve, implement and update total force manpower requirements and authorizations for all naval activities.

a. Major changes include:

(1) The incorporation of the resource sponsor (RS) construct and the roles and responsibilities of the new Office of the Chief of Naval Operations, Navy Education Strategy and Policy Branch (OPNAV (N127)).

(2) Updated roles and responsibilities including specific guidance for Navy Manpower Analysis Center (NAVMAC) and the type commanders (TYCOM).

(3) A complete revision of policies governing Navy availability factors (NAF) and section 403, commercial services management (CSM).

(4) The addition of section 704, activity manpower document (AMD), which replaces the former appendix E.

(5) The removal of the former appendix D, flag officer position criteria and format.

b. This is a complete revision and should be reviewed in its entirety.

2. Cancellation. OPNAVINST 1000.16K.

3. Background. This instruction is a general reference and procedural tool for all personnel engaged in manpower requirements determination (MRD) and approval. It defines and explains the overall manpower management process as they pertain to the Navy's total force. It establishes the general roles and responsibilities and provides universal manpower requirements overview as well as specific requirements for sea and shore billets. It also provides descriptions of MRD rules and manpower programming, reprogramming and authorizations.

4. Administration. Office of the Chief of Naval Operations, Total Force Manpower, Training and Education Requirements (OPNAV (N12)) has the authority, within the scope of this instruction, to issue additional policy or technical guidance to achieve the objectives of the instruction. The procedures set forth here must be followed unless otherwise approved by OPNAV (N12).

5. Change Procedures. Proposed changes that will make this manual more readily understood and useful at the activity level are strongly encouraged and may be submitted by activities or individuals. Changes should indicate the exact words, sentences, and paragraphs, proposed for revision. Submit proposed changes via the chain of command to:

Manpower and Accounting Branch (OPNAV (N120))  
Naval Support Facility Arlington  
701 South Courthouse Road  
Arlington, VA 22204

6. Records Management. Records created as a result of this instruction, regardless of media and format, must be managed per Secretary of the Navy (SECNAV) Manual (M-)5210.1 of January 2012.

7. Forms and Reports Control

a. The forms listed in subparagraphs 7a(1) and 7a(2) are available for download from Naval Forms Online (NFOL):  
<https://navalforms.documentservices.dla.mil/web/public/home>.

(1) OPNAV 5310/14 Manpower/Organization Change Request

(2) OPNAV 5400/1 Organization Change Request

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b. The Optional Form 8 Position Description is available for download from the United States Office of Personnel Management Web site: <http://www.opm.gov/forms/Optional-forms/>.

c. The reporting requirements contained in this instruction are exempt from reports control by SECNAV M-5214.1 of December 2005, part IV, subparagraphs 7h and 7j.



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SECTION 1  
TOTAL FORCE MANPOWER MANAGEMENT

100. General

Responsible Offices	OPNAV (N12) OPNAV (N120) OPNAV Force Manpower and Assessments (N122) OPNAV Joint Manpower Requirements (N123) OPNAV Acquisitions Manpower and Training Branch (N125) OPNAV (N127)
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References	(a) SECNAVINST 5000.2E (b) NAVMAC Activity Manpower Management Guide (AMM-G) of December 2014
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1. Purpose. To ensure total force manpower management is a comprehensive methodical process of determining, validating, documenting, and using manpower requirements to inform budget decisions; prioritizing manpower requirements based on mission requirements, available funding, and personnel executability; and translating authorizations into a demand signal for personnel, training, and education processes. In understanding total force manpower management, it is important to highlight:

a. Fiscal constraints can restrict the Navy from authorizing (buying) all of the validated total force requirements.

b. The RSs, budget submitting offices (BSO), and TYCOMs must choose the amount of mission or workload to fund, while maximizing their value stream within fiscal constraints.

c. BSOs, in coordination with the TYCOMs, specify which total force requirements they would like to authorize (fund) by skill and pay grade, occupational series, career group, and pay band and incorporate them into recommendations to the RS as part of the programming process.

d. Deputy Chief of Naval Operations (Manpower, Personnel, Training and Education) (CNO (N1)) will assess military manpower authorization requests to account for the health and executability of Navy military communities.

e. Approved requirements must be reflected in a ship manpower document (SMD), squadron manpower document (SQMD), or AMD and reside in the Total Force Manpower Management System (TFMMS), the Navy's authoritative data system.

f. The Office of the Chief of Naval Operations, Information Analysis and Development (OPNAV (N15)) was dissolved and the education branch was realigned under OPNAV (N12). As a result, OPNAV (N127) was created to be the Navy Education Strategy and Policy Branch.

g. A listing of acronyms (appendix B) and glossary of terms (appendix C) are accessible to expound on the contents of this instruction for clarification.

## 2. Manpower Requirements Overview

a. Manpower requirements identify the type and level of strength needed to perform the Navy's work and deliver the OPNAV-approved specified capability. Each manpower requirement equates to a specific manpower space that has been assigned billet-level qualifiers which define the required duties, tasks, and functions to be performed, as well as specific skill level required to perform the delineated functions.

b. Manpower requirements are determined using methodologies and OPNAV (N12)-approved standards as specified in sections 2 through 5. In general, there are four types of manpower requirements.

(1) Fleet manpower requirements are determined by the NAVMAC and include ship, squadron, submarine and other deployable unit requirements. Section 3 describes the fleet manpower requirements processes.

(2) Shore manpower requirements at Navy commands are determined and approved by the BSO. Section 4 describes the shore manpower requirements determination (SMRD) processes.

(3) Individuals account (IA) requirements account for personnel in transient, patient, prisoner, and holdee (TPPH) status, students and trainees, as well as midshipmen on active duty. Holdees include patients, prisoners, and personnel in the

process of being separated (separatees). IA requirements are determined by the responsible RS as described in section 5.

(4) Outside Navy requirements such as Joint Chiefs of Staff (JCS), Office of the Secretary of Defense (OSD), combatant commands (CCMD), defense agencies, North Atlantic Treaty Organization (NATO), and outside Department of Defense (DoD) billets are determined using other processes, and are reviewed by OPNAV (N12) as described in section 5.

### 3. Manpower Programming and Reprogramming Overview

a. Total force requirements become authorized billets if they are supported by resources (i.e., funded). Resources are provided through the Planning, Programming, Budgeting and Execution System (PPBES). Only authorized billets, not requirements, send demand signals to the military accession, education, training and distribution systems.

b. The ultimate objective of the PPBES is to provide the best mix of total force, equipment and support attainable within fiscal constraints. The PPBES enables senior leadership to assess alternative ways to achieve the objectives established by the President and the Secretary of Defense (SecDef). The decisions from the PPBES involve balancing near term readiness, sustainability, and force structure requirements with long term modernization needs to ensure warfighting capability today and in the future. The PPBES process uses an annual schedule to determine and implement planning constraints for a particular fiscal year (FY) in correlation with the Congressional Budget, Office of Management and Budget (OMB), and DoD budget development and review process. PPBES decisions result in changes in the resources available to fund requirements as authorized billets.

(1) Military billets, active and reserve, are funded through the application of programmed end strength. Total active and reserve end strength for a given year is fixed and can only be changed through the PPBES process. Total military manpower authorizations are limited to programmed end strength.

(2) Civilian and contractor billets are reported in the PPBES process but the total number can change with the reallocation of resources. While civilians and contractors are

not managed to end strength like the military component, civil service civilian end strength is defined in the Program Budget Information System (PBIS) data dictionary as the total number of personnel on board at the end of the FY. Civilian end-strength can also be defined as the number of on-board civilians at the end of every month, extracted from the Defense Civilian Personnel Data System (DCPDS) and contained in the 1532 Office of Civilian Human Resources report.

c. Manpower programming involves adding, deleting and realigning programmed end strength within the PPBES process. Total end strength may change in the programming process. Manpower programming is governed by Deputy Chief of Naval Operation for Integration of Capabilities and Resources (CNO (N8)) and RS direction.

d. The reallocation of programmed end strength outside of the PPBES process is reprogramming, also termed out-of-cycle programming. All military out-of-cycle programming is "zero sum." Section 703, Manpower Programming, provides detail on out-of-cycle programming limits.

#### 4. Manpower Authorizations Overview

a. Manpower authorizations comprise the personnel entitlement of Navy commands to provide the required capabilities per the required operational capabilities (ROC) and projected operational environment (POE) (for fleet and operational units); or to perform assigned tasks per the mission, functions, and tasks (MFT) (shore activities).

b. Total authorization must never exceed total manpower requirements in TFMMS but may be less than stated manpower requirements.

c. The authorization must equal the manpower requirement in quality (e.g., rating, designator, pay grade) unless constrained by pay grade compensation, resources, CNO (N1) policy, or restrictions due to legal limitations such as Title 10, United States Code (U.S.C.) constraints on senior chief (E-8), master chief (E-9), lieutenant commander (O-4), commander (O-5), captain (O-6) and flag billets.

d. Manpower reconciliation (also known as manpower balancing) is performed in TFMMS and is the matching of funded Military Personnel, Navy (MPN) and Reserve Personnel, Navy (RPN) billets to approved end strength for all six levels of aggregation (LOA), unit identification code (UIC), activity group and sub activity group, program element (PE), RSs, manpower type and manpower resource code (MRC). Funded billets and end strength must be kept in balance.

e. Section 7 provides details on authorizations.

#### 5. Personnel, Training and Education Procedures

a. Total force funded billets, when aggregated to various Navy levels, form the basis for military personnel end strength planning, recruiting, training, promotion, and personnel distribution.

b. The enlisted programmed authorizations (EPA) statement provides the target for enlisted community management and strength planning. The EPA aggregates enlisted authorizations by community as defined by enlisted management codes, pay grade, sea-shore code, students, and TPPH.

c. The officer programmed authorizations (OPA) statement provides the target for officer community management. The OPA is aggregated by designator, pay grade, sea-shore code, students and TPPH.

d. For military personnel, authorized billets form the basis for distribution. Enlisted distribution is ultimately based on requisitions governed by the Navy manning plan which prioritizes assignments when the number of available personnel does not equal the number of authorizations.

e. Subspecialty codes provide the requirements to educate officers at the advanced education level.

6. General Roles and Responsibilities. Total force manpower management is a complex process with many interdependent roles.

a. CNO (N1). CNO (N1) determines policy for all total force manpower requirements. Pursuant to this role, CNO (N1) must:

(1) Assess, validate, and approve the fleet manpower requirements developed by NAVMAC.

(2) Approve processes used by BSOs to determine and validate total force requirements.

(3) Approve all comprehensive staffing standards and direct NAVMAC to disseminate across all MRD programs.

(4) Provide oversight and guidance to BSOs when applying manpower mix criteria (MMC). MMC codes are applied as the commercial activity reason code in TFMMS.

(5) Assess, validate and approve all graduate education programs.

b. RSs. CNO (N1), Deputy Chief of Navy Operations for Information Dominance (CNO (N2/N6)), Deputy Chief of Naval Operations for Readiness and Logistics (CNO (N4)), and Deputy Chief of Naval Operations for Warfare Systems (CNO (N9)) are manpower RSs with the responsibility of prioritizing and funding total force manpower requirements by program. In conjunction with Commander, U.S. Fleet Forces Command (COMUSFLTFORCOM), the RSs are charged with coordinating the programming effort of component elements spanning multiple echelon 2 commands and/or manpower BSOs to maximize warfighting capability. RSs and COMUSFLTFORCOM must ensure the ROC and POE under their cognizance are properly reviewed and maintained current per reference (a) so that the respective manpower documents accurately reflect manpower requirements.

c. NAVMAC. NAVMAC provides direct support to CNO (N1) in managing Navy manpower requirements programs. Pursuant to this role NAVMAC must:

(1) Develop and document manpower requirements for all fleet activities within the Navy.

(2) Determine manpower requirements for ROC and POE driven activities and is responsible for inputting new manpower documents into TFMMS, such as preliminary ship manpower document (PSMD), preliminary squadron manpower document (PSQMD), SMD, SQMD, fleet manpower document (FMD), and sea operational detachment (SEAOPDET).

(3) Provide MRD support for Navy's acquisition programs and initiatives.

(4) Administer the officer and enlisted occupational classification structure.

(5) Provide technical consulting services in all areas of manpower management to manpower managers, manpower BSOs and OPNAV sponsors.

(6) Provide functional management support for assigned manpower automated information systems.

(7) Provide direct support to Chief of Naval Operations (CNO) central authority to enforce policy or additional technical guidance needed to achieve objectives of total force manpower management.

(8) Maintain and publish reference (b).

(9) Maintain an online library of CNO (N1)-approved Navy staffing standards, models, and other OPNAV (N12)-approved tools available as a ready reference resource. The document library can be located at <http://www.public.navy.mil/BUPERS-NPC/ORGANIZATION/NAVMAC/MANPOWERPROGRAMS/Pages/default2.aspx>.

(10) Coordinate a review of draft comprehensive staffing standards with stakeholders and program managers. Prepare and forward the comprehensive staffing standard for OPNAV (N12) review and approval.

(11) Provide a manpower impact statement on the draft ROC and POE submitted to the OPNAV sponsor (CNO (N2/N6) and CNO (N9)) prior to final approval.

d. Manpower BSOs. Manpower BSOs are aligned to most of the echelon 2 commands of the Navy. Each manpower BSO will likely have subordinate commands and activities in multiple RSs and providers. As the manpower entity aligned with the executors of Navy missions, manpower BSOs must:

(1) Determine, validate, and approve total force requirements ashore using CNO (N1)-approved processes.

(2) Document total force requirements in the AMD.

(3) Submit changes to manpower programmed authorizations to CNO (N1), via respective RS, for approval.

(4) Align manpower resources to match the RS program proposal, balancing execution year fact-of-life changes.

(5) Assess and validate MFTs of component elements.

e. TYCOMs. TYCOMs must provide NAVMAC with billet authorized buys for new manpower documents to ensure proper authorization of manpower requirements occurs when implemented into TFMMS.

(1) Submit valid out-of-cycle AMD changes on behalf of subordinate commands by entering a billet change request (BCR) in the Billet Change Request System (BCRS).

(2) Balance actions associated with activities where excess or insufficient end strength exists.

SECTION 2  
TOTAL FORCE MRD

200. General

Responsible Offices	OPNAV (N12) OPNAV (N120) OPNAV (N122) OPNAV (N123) NAVMAC
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References	(b) NAVMAC Activity Manpower Management Guide (AMM-G) of December 2014 (c) NAVPERS 15839I (d) NAVPERS 18068F (e) DoD Instruction 1100.22 of 12 April 2010 (f) OMB Circular A-76
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1. Purpose. Establish MRD rules that apply to all forms of Navy manpower requirements.
2. Background. CNO (N1) has the overall responsibility to plan, program, manage, and execute active duty and reserve military requirements. CNO (N1) is responsible for civil service and contractor MRD policy.
3. Basis of Requirements. Total force manpower requirements must be based on fulfilling the approved Navy mission. The specific manpower requirements process depends on the type of command or unit. Fleet manpower requirements must be based on ROC and POE documents. Navy shore manpower requirements must be based on directed MFT. All requirements must be documented in the AMD.
4. Staffing Standards. Navy MRD processes use various types of staffing standards to inform actual workload classification and MRD calculations. Staffing standards may be comprehensive standards (e.g., apply to all Navy programs and activities) or limited internal standards (e.g., apply only within the limited organizational boundaries). The two distinct categories of staffing standards are:
  - a. Internal Staffing Standards. A standard, or group of standards, that applies only within limited organizational

boundaries, and does not apply to all MRD programs or Navy organizations (e.g., may apply only to a specific business and functional area within a BSO). Internal staffing standards for use within individual MRD processes are approved by the command responsible for the process. BSOs must forward an electronic copy of approved internal staffing standards to NAVMAC for corporate retention.

b. Comprehensive Staffing Standards. A standard, or group of standards, that applies to specific functions across all programs (e.g., command master chief, career counselor program). OPNAV (N12) is the approval authority for comprehensive staffing standards. Approval processes are outlined in paragraphs 5 and 6. Each approved comprehensive staffing standard will be published and disseminated as an approved OPNAV (N12) staffing standard.

5. Request for a New Comprehensive Staffing Standard

a. BSOs, manpower managers, and stakeholders must forward study requests for new comprehensive staffing standards to OPNAV (N12).

b. Request must contain supporting documentation that defines the comprehensive nature of the targeted work and/or Navywide function, identifies the associated stakeholder, and identifies the affected MRD programs.

c. Upon approval of the study request by OPNAV (N12), NAVMAC will conduct a study of the targeted work and Navywide function and if warranted, will develop a draft comprehensive staffing standard. NAVMAC will coordinate review of the draft standard with stakeholders and program managers to ensure the proposed staffing standards align with and are referenced in governing program instructions where applicable. Finally, NAVMAC will prepare and forward the comprehensive staffing standard for OPNAV (N12) review and approval.

d. NAVMAC must disseminate OPNAV (N12)-approved comprehensive staffing standards for use across impacted MRD programs.

6. Request for New BSO, Manpower Manager and Stakeholder-Developed Comprehensive Staffing Standards

a. BSOs, manpower managers, and stakeholders must forward draft comprehensive staffing standard to OPNAV (N12) for approval.

b. OPNAV (N12) must task NAVMAC to assess the standard, and coordinate review of the draft standard with stakeholders and program managers. NAVMAC must forward findings and recommendations to OPNAV (N12) for final review and approval.

c. NAVMAC must disseminate OPNAV (N12)-approved comprehensive staffing standards for use across impacted MRD programs.

d. Staffing standards that are not considered comprehensive, and not formally approved by OPNAV (N12), may still be used and applied at the BSO level during the internal MRD process.

7. Efficient Use of Resources. Manpower requirements must reflect the minimum quantity, calculated using the approved NAF (appendix D), and quality of manpower required for peacetime and wartime to effectively and efficiently accomplish the activity's mission. References (c) and (d) provide occupational standards for officer and enlisted requirements respectively and must be used to determine the minimum quality required.

8. Manpower Mix. Total force requirements must reflect the appropriate mix of military, civil service, and contractor manpower necessary to accomplish DoD missions consistent with applicable laws, policies, and regulations per references (e) and (f). The MMC provided in reference (b) guides whether a requirement should be military, civil service, or contractor. Guidance in reference (e) supports strategic planning and daily management of the DoD workforce. Reference (f) establishes Federal policy for the competition of commercial activities.

a. Military Requirements. A requirement or position is identified as military if the successful performance of duties is required:

(1) By reasons of law, executive order, treaty, or international agreement;

(2) For command and control of crisis situations, combat readiness, risk mitigation, or esprit de corps;

(3) When unusual working conditions are not conducive to civil service employment;

(4) When military provide a more cost effective source of support; or

(5) When military-unique knowledge and skills are required for successful performance of the duties.

b. Additional Military Requirements. In addition, billets that do not meet the military essentiality test in subparagraph 8a may be designated as military to provide:

(1) Overseas and sea-to-shore rotation;

(2) Educational and career progression assignments; or

(3) Adequate military personnel to man wartime-only assignments.

c. Selected Reserve (SELRES) Military Requirements. In addition to subparagraphs 8a and 8b, a requirement or position may be identified as SELRES provided it can be substantiated across any of the conditions listed in subparagraphs 8c(1) through 8c(7).

(1) War or national emergency;

(2) Contingency operations;

(3) Military operations other than war;

(4) Peacetime operational support;

(5) Humanitarian operations;

(6) Full or partial mobilization (including pre- and/or post-mobilization); or

(7) Such other times as national security may require.

Note: See section 6 for more detailed procedures in determining SELRES manpower requirements based on mobilization.

d. Government Civilian Requirements. Non-military manpower requirements which consist of functions and tasks that are inherently governmental in nature must be performed by government civilians. Inherently governmental functions will include activities that require either the exercise of discretion when applying Federal Government authority or value judgments when making decisions for the Federal Government. Inherently governmental requirements must be filled with civil service personnel. In addition, a non-military essential requirement is identified as civil service if incumbency is required:

(1) By law, executive order, treaty, or international agreement;

(2) For key personnel and emergency essential civil service manpower (see section 404 for complete definition);

(3) For continuity of infrastructure operations during national emergency or war;

(4) For core logistics capability;

(5) For cost comparison of military versus civilian or civilian versus contractor (in-sourcing); and

(6) For a civilian position exempt from private sector performance.

e. Contractor Requirements. Manpower requirements that do not meet the criteria for military or government civilian requirements may be designated as contractor requirements, unless military or civilian manpower can be demonstrated to be more cost effective.

9. Manpower Quality. Manpower requirements must be identified in the AMD providing the required information to the manpower, personnel, training, and education (MPT&E) processes through the applicable systems (recruiting, accessing, training, educating, and distributing) and throughout the supply chain. Reference (b) provides the authoritative data elements required in the AMD for military, government civilian and contractor manpower. Military manpower requirements are currently defined primarily in terms of the community which will accomplish the work. Specific quality information includes, but is not limited to:

a. Officers. Designator, pay grade, Navy officer billet classification (NOBC) codes, subspecialty code and additional qualification designator (AQD) (reference (c)).

b. Enlisted. Rate or rating, Navy enlisted classification (NEC) codes (reference (d)), and applicable functional area codes (FAC) (reference (b)).

c. Government Civilians. Pay plan, occupational series, pay grade, civilian fund code and manpower type.

SECTION 3  
FLEET MANPOWER REQUIREMENTS DETERMINATION (FMRD)

300. General

Responsible Offices	OPNAV (N12) NAVMAC United States Fleet Forces Command (USFLTFORCOM)
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References	(g) OPNAVINST C3501.2K (NOTAL) (h) NAVMACINST 5310.18C
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1. Purpose. Establish MRD rules that apply to fleet manpower requirements. Fleet manpower requirements include manpower requirements for ships, squadrons, and other deployable units governed by ROC and POE documents.

2. Authority. CNO (N1) has the overall responsibility to plan, program, manage, and execute fleet manpower requirements. The primary agent for determining fleet manpower requirements is NAVMAC. NAVMAC, in cooperation with cognizant TYCOMs, determines fleet manpower requirements for OPNAV (N12) signature.

3. Manpower Documents. Fleet manpower requirements must be published in manpower documents as follows:

a. SMD. Each class of ship and submarine must have at least one SMD. Additional SMDs are required for each significantly different configuration.

b. SQMD. Each type, model, and/or series (T/M/S) must have at least one SQMD. Additional SQMDs are required for squadrons within a T/M/S with distinct ROC and POE documents or significantly different configurations (e.g., different primary aircraft assigned or shore versus carrier-based).

c. FMD. Manpower requirements for operational units other than ships and squadrons (e.g., carrier strike groups, numbered fleets, explosive ordnance disposal mobile units, and naval mobile construction battalions) are documented in FMDs.

d. Manpower Requirements Worksheet (MRW) and SEAOPDET Manpower Document. The MRW displays the total manpower requirements for amphibious assault ship and carrier aircraft intermediate maintenance department (AIMD), including appropriate SEAOPDET manpower requirements. These requirements are based on the ship's test bench or ground support equipment gear configuration and the aircraft attached to a specific ship. SEAOPDET requirements are attached to the appropriate fleet readiness center to support aircraft workload when the amphibious assault ship or carrier is not deployed. Each SEAOPDET must have its own manpower document.

#### 4. Basis of Requirements

a. Methodology. The FMRD process is a standards-based system. The process identifies multi-year manpower requirements to support the PPBES process by establishing baseline manpower requirements based on ROC and POE statements. The process ensures a validated and justifiable technique for determining the military and civil service quantity and quality of manpower requirements for fleet activities. The methodology is predicated on data obtained through engineering studies; industry standards; technical and operational evaluations; job task analysis; work study; activity sampling; wartime tasking identified in the ROC and POE instruction; or through application of staffing standards, including use of the appropriate productive availability factor.

b. ROC and POE. A current ROC and POE is the most critical element in developing FMDs. The ROC elements are used to specify the desired level of achievement of readiness or other work for or during a particular readiness condition. The POE is a description of the specific operating environment(s) in which the unit is expected to operate. Reference (g) contains formats, procedures, and responsibilities for developing and making changes to the ROC and POE.

c. Requirements Drivers. The primary factors considered in developing fleet manpower requirements are:

- (1) ROC and POE;
- (2) CNO (N1) approved staffing standards and NAF (appendix D);

(3) Warfare publications (e.g., concept of operations; Navy tactics, techniques, and procedures; engineering department organization and regulation manual; naval ships technical manual; combat systems doctrine);

(4) Maintenance requirements, planned maintenance (PM) and corrective maintenance (CM) derived from the Navy maintenance and material management (3M) systems and facilities, maintenance derived from activity blueprints and/or site visits; and

(5) Navy training system requirements, acquisition, key performance parameters, and training requirements program planning management documents.

5. Production Schedule. NAVMAC publishes the FMD, SMD, SQMD, and MRW production plan annually. TYCOMs and BSOs receive this report for information and long-term planning. The major triggers and need for a new or revised manpower document are generated by:

a. Acquisition of new construction and modernization (PSMD and PSQMD; see section 302):

b. Changes to approved ROC and POE;

c. Changes in T/M/S maintenance model;

d. Changes in production planning factor;

e. Significant configuration changes or new equipment installs;

f. Changes to approved TYCOM or BSO organizational structure;

g. Changes to officer and enlisted skill sets required to perform the work (e.g., Navywide new or revised officer program, officer designator, NOBC, NEC, enlisted rating merger);

h. Compliance with FMRD development procedures;

i. Compliance with approved workload standards;

j. Compliance with approved staffing standards (as outlined in section 2, paragraph 4);

k. Compliance with current allowances (e.g., make-ready/put-away, productivity);

l. RS request to NAVMAC, copy to OPNAV (N12);

m. Time prior to deployment. For MRW and SEAOPDET, no later than 12 months prior to major deployment. The AIMD for amphibious assault ships must be calculated in conjunction with the SMD review or when NAVMAC is notified of significant tasking changes; or

n. Document age.

6. On-site Reviews. On-site reviews for FMRD studies are conducted to assess and validate significant changes to mission and workload drivers. On-site reviews are recognized industry "best practices" and provide essential data and observations to ensure FMRD studies reflect current fleet operations and processes. NAVMAC must coordinate with the parent activity, TYCOM and BSO to schedule and conduct on-site reviews for FMRD studies. In situations where an on-site review is not feasible or determined to not be required, NAVMAC must coordinate alternate approaches or FMRD study schedules with the activity, TYCOM, and BSO.

7. Review Process. Manpower requirements are initially published by NAVMAC as draft FMD, SMD, SQMD, AMD, MRW and SEAOPDET manpower documents. Draft documents are provided to TYCOMs, BSOs, RSs, and activities for review and comment. Process details are outlined in reference (h). Community managers also review the draft document to assess potential community health impacts. Once reviews are complete, NAVMAC forwards the proposed manpower document to OPNAV (N12) for final review and approval.

301. Manpower Determination Process Elements

Responsible Offices	OPNAV (N12) NAVMAC
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1. Purpose. To describe the elements that influence manpower requirements and the manpower determination process.

2. Elements that Determine Manpower Requirements. SMD, FMD, SQMD, and MRW manpower requirements are determined by, but are not limited to:

a. ROC and POE parameters and analysis (e.g., wartime MFT, number and type or model of aircraft, flight hour utilization, operating environment, crew-seat ratio, number and type of ground support equipment, number and type of test benches, and number of calibration customers supported);

b. Directed manpower requirements (e.g., command master chief, safety petty officer, career counselors, quality assurance representative);

c. Operational manning. The quantitative and qualitative sum of work hours required to operate essential operating stations for a specified condition of readiness (e.g., weapons control stations, repair parties, bridge, lookouts, aircrew). Aircrew requirements are derived from the application of crew-seat ratios, associated aircraft billets, and the number of assigned aircraft, which require aeronautically-designated personnel to participate as a crewmember in the operation of an aircraft or its weapon system in support of specific aviation operational missions. Aircrew billets associated with a fleet readiness squadron are derived using production planning factors vice crew-seat ratios;

d. PM. Work accomplished in response to scheduled maintenance requirements (e.g., maintenance index page cards, application of validated aviation preventive maintenance work hours for specific T/M/S of aircraft);

e. CM (normally a ratio of PM). Work accomplished on an unscheduled basis due to a malfunction, failure, or deterioration of a system, equipment, or component. NAVMAC must

use validated CM workload as appropriate. Computed aviation maintenance man-hour or flight-hour models by T/M/S of aircraft (aviation Navy 3M data);

f. Facilities maintenance (e.g., industrial standards and space layout). Work accomplished to maintain clean-line sanitation of all habitable areas and to preserve the hull, decks, superstructure, and equipment against corrosion and deterioration;

g. Application of approved staffing standards;

h. Aviation workload measurement and analysis;

i. Utility tasking (e.g., underway replenishment, connected or vertical replenishment, flight quarters, sea and anchor detail);

j. Administrative support. Work actions necessary for the maintenance of personnel records, preparation of correspondence, and command administrative functions;

k. Support action. The indirect work actions required of personnel which are not within the categories of operational manning or maintenance, but which are essential to the operation of the activity; and

l. Workload allowances. Collected in several different categories and CNO-standard allowances or adjustments are added before articulating the total work hours (e.g., productivity allowance, production delay, make-ready/put-away time).

### 3. Computation of MRW and SEAOPDET Requirements

a. MRW and SEAOPDET requirements are computed by aviation maintenance work hours, number of aircraft by type or model, and test bench configuration.

b. The approved NAF (appendix D) will be applied in a series of calculations to derive the staffing required by specific skill, as appropriate. The resultant manpower requirements represent the minimum number of manpower requirements necessary to staff the activity to fully perform its wartime mission.

302. FMRD Associated with the Navy's Acquisition Programs

Responsible Offices	OPNAV (N12) OPNAV (N125) NAVMAC RSs USFLTFORCOM
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References	(a) SECNAVINST 5000.2E (c) NAVPERS 15839I (d) NAVPERS 18068F (i) HR-1588-230, Title XI, Civilian Personnel Matters (j) OPNAVINST 5310.23 (k) DoD Instruction 5000.02 of 7 January 2015 (l) OPNAVINST 1500.76C (m) DoD Directive 5000.01 of 12 May 2003
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1. Purpose. To lay out the MRD process that applies to all acquisition category (ACAT) I and manpower significant programs.

2. Authority. Navy acquisition programs require an assessment of the impact on manpower, personnel, and training, and subsequent planning and programming actions under the guidance of references (a), (c), (d), and (i) through (m). OPNAV (N125) is charged with the validation of future manpower and training requirements for Navy acquisition programs.

3. Manpower Documents. Acquisition manpower requirements must be documented in manpower documents as follows:

a. Manpower Estimate. All ACAT I and manpower significant programs require the development of a manpower estimate which assesses the manpower portion of the "total cost of ownership" per reference (i). The manpower estimate goes beyond the requirements identified by the PSMD and PSQMD to include the maintenance, training, and support requirements. Additionally, manpower estimates for aircraft programs must provide estimates of the entire weapon system's community (e.g., total requirements of all squadrons).

b. Navy Training System Plan (NTSP). The NTSP identifies all training requirements including manpower, personnel, student throughput, instructors, technical training equipment,

maintenance, curriculum, courseware, and job task analysis based on the work load analysis and human systems integration (HSI) plan.

c. PSMD and PSQMD. The main function of the PSMD and PSQMD is to document preliminary manpower requirements. This is done in terms of the quantity and quality (such as skills, experience levels, and specialized training) necessary to perform required mission(s).

d. Crew Scheduling and Phasing Plan (CSPP). The CSPP identifies pre-commissioning training for each member of the crew. Using the CSPP as a guideline, personnel will be ordered to the ship per fleet manning directives.

#### 4. Production Plan

a. The manpower estimate must be produced by the responsible RS and program office in coordination with USFLTFORCOM and NAVMAC, and sent to OPNAV (N125) for approval by OPNAV (N12). The manpower estimate is required prior to milestone 'B' and appropriate revisions prior to the milestone 'C' and full-rate production (FRP) decision reviews.

b. PSMDs for all new ships must be produced by the responsible program manager using the Navy Manpower Requirements System (NMRS), approved by the RS, and maintained by NAVMAC. PSQMDs must be produced by Naval Air Systems Command logistics competency using approved SQMD methods and NMRS (when appropriate). PSMDs and PSQMDs are required at pre-milestone 'B,' with subsequent revisions at pre-milestone 'C' and at FRP, or as significant changes occur in the program.

c. The NTSP must be produced by the responsible RS and program office and sent to OPNAV (N125) for concurrence by OPNAV (N12). A preliminary NTSP must be completed by gate 4 for all ACAT I and selected ACAT II programs. A final NTSP (parts I through VII) must be approved by gate 5 for all ACAT I and selected ACAT II programs. ACAT I and selected ACAT II programs must have an updated NTSP (parts I through VII) completed by gate 6. All other ACAT and non-ACAT programs (with the exception of rapid acquisition programs such as non-developmental item, commercial-off-the-shelf, rapid deployment capability, abbreviated acquisition program and urgent need

programs) must have an updated NTSP at milestone "C." Throughout a system's life cycle, as program changes dictate and at a minimum annually, program offices must validate NTSPs to determine if an update is required. Updates are required for events affecting manpower, personnel, and training requirements.

d. The CSPP must be produced by the responsible program manager prior to low-rate initial production.

5. Review Process. During the development of the acquisition manpower documents listed in subparagraphs 5a through 5d, the program manager must engage the applicable RSs and the manpower community. NAVMAC should assist OPNAV (N12) and the program manager with the review and development of these documents. Specifically:

a. Manpower Estimate. The manpower estimate endorsement page must be signed by the acquisition program manager and acquisition program executive officer (PEO) with concurrence from RSs and OPNAV (N125) and final approval by OPNAV (N12).

b. PSMD and PSQMD. Prior to distribution of a final PSMD and PSQMD, NAVMAC will review the document to ensure compliance with current manpower methodology (standards and procedures).

(1) The endorsement page for the PSMD and PSQMD should be signed by the acquisition program manager and acquisition PEO with concurrence from RSs and OPNAV (N125) and final approval by OPNAV (N12).

(2) Once approved by the acquisition program office, OPNAV (N12) must direct NAVMAC to update the associated AMD(s). NAVMAC will submit an OPNAV 5310/14 Manpower/Organization Change Request to update or revise the manpower requirements displayed in the approved preliminary manpower document.

(3) The TYCOM and BSO will apply the appropriate end strength (authorizations or billets authorized (BA)) based on the CSPP. Future changes or updates based on preliminary manpower document changes by the program office will require the TYCOM and BSO to submit an OPNAV 5310/14 via TFMMS to align the platform AMD per section 704.

c. NTSP. The endorsement page for an NTSP should be signed by the acquisition program manager and the acquisition PEO with concurrence from OPNAV (N125) and OPNAV (N12) and final approval by the RSs.

d. CSPP. The program manager must also engage the applicable officer and enlisted community managers and detailers ensuring accurate requirements are programmed for distribution. The endorsement page for the CSPP must be signed by the acquisition program manager and the acquisition PEO with concurrence from OPNAV (N125) and OPNAV (N12) and final approval by the RSs.

6. Fiscal Responsibilities. The TYCOM sponsoring a new acquisition program will address the funding of the final PSMD, PSQMD, and NTSP requirements during its program readiness review as part of the PPBES process.

7. HSI. The HSI process is a management and technical strategy to integrate the domains of manpower, personnel, training, human factors engineering, system safety, health hazards, habitability, and personnel survivability into the material life-cycle. These domains collectively define how the human parts of the system impact a system's capability or performance, (e.g., mission performance, safety, supportability, and cost). The HSI domains also identify how the system impacts the human aspects of the system (e.g., the trade structures, skill gaps and training requirements, workload and manning levels, and operator or maintainer characteristics such as body size and strength). The human parts of the system include the whole range of system stakeholders, such as the system, supporters, trainers, operators, and maintainers (reference (j)).

a. Overview. HSI is the interaction between people (operators, maintainers, and support) and their systems.

(1) The principle goal is to optimize manpower and improve human performance.

(2) HSI is a factor in:

(a) acquisition;

(b) program management;

- (c) architectures or concepts of operations;
- (d) systems engineering;
- (e) logistics and supportability;
- (f) programming and budgeting; and
- (g) Warfighting readiness.

b. Authority. Navy acquisition programs require an HSI plan. The plan identifies the manpower, personnel, and training and subsequent planning and programming actions under the guidance of references (a) and (j). OPNAV (N12) is the governing authority for the validation of the HSI plan, HSI requirements, and Navy acquisition programs.

c. HSI Documents. New acquisition HSI requirements are to be documented in HSI plans technical authority certified data based on volumes I through III identified within reference (j).

d. HSI Plan

(1) The HSI plan must be produced by the responsible RS and program office in coordination with the systems command (SYSCOM) and OPNAV (N125) for approval by OPNAV (N12). The HSI plan is required prior to milestone 'B' and appropriate revisions prior to milestone 'C' and the FRP (references (a) and (j)).

(2) The HSI plan must be produced by the responsible RS and program office with concurrence provided by OPNAV (N125) through the HSI governance process.

e. Review Process. Prior to approval of an HSI plan by OPNAV (N12), the SYSCOM must submit it to OPNAV (N125) who will validate the document for compliance with Joint Capabilities Integration Development System (JCIDS). This review will resolve questions early enough to ensure effective programming. The SYSCOM must upload an approved HSI plan into the Human Assessment Requirements Planning System. Subsequently, the HSI plan must be available and serve as the single source for HSI requirements and follow-on Navy training systems planning data.

f. Fiscal Responsibilities. The RS sponsoring a new acquisition program must address the funding of HSI plans and requirements during their program readiness review as part of the PPBES process.

SECTION 4  
SHORE MANPOWER REQUIREMENTS

400. General

Responsible Offices	OPNAV (N12) OPNAV (N120) OPNAV (N122) OPNAV (N123) OPNAV (N125)
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References	(n) NAVMAC Total Force Manpower Requirements Handbook of April 2000 (o) OPNAVINST 5400.44A
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1. Purpose. To establish policy and assign responsibility for MRD for those shore support activities governed by an MFT statement and those shore activities governed by ROC and POE per reference (n). This section does not apply to those activities governed by a ROC and POE as described in section 3 or those special units described in section 5.

2. Authority. CNO (N1) has the overall responsibility to plan, manage, and execute military manpower requirements. OPNAV (N12) is the Navy's designated manpower official in determining policy, issuing guidance, and maintaining oversight of all manpower requirements for the total force. The primary agent for determining and approving shore manpower requirements is the BSO.

3. Manpower Documents. Peacetime shore manpower requirements are documented on the Statement of Manpower Requirements (SMR). Wartime requirements are documented on the Mobilization Statement of Manpower Requirements (MSMR).

4. Basis of Requirements. Shore manpower requirements must be based on valid, approved workload. The primary document identifying shore workload is the MFT statement for the activity. Procedures for establishing, changing, and approving MFTs are contained in reference (n). A description of the contents of an MFT is found in section 401. Other elements considered in the determination of shore manpower requirements are:

- a. Application of manpower determination methods;
- b. Maintenance requirements;
- c. CNO (N1)-approved staffing standards as outlined in section 2;
- d. Hours available for work;
- e. Directed workloads;
- f. Status-of-forces agreements (SOFA);
- g. Memorandums of understanding (MOU) and memorandums of agreement (MOA) for support to activities outside of the chain of command;
- h. Inter-Service support agreements (ISSA) within DoD;
- i. CCMD-directed support requirements; and
- j. International agreements.

5. Phases of SMRD

a. Phase I, Development of SMR. Manpower BSOs must determine and validate peacetime manpower requirements based on peacetime MFTs and peacetime workload. Reference (n) was developed by NAVMAC to provide references and basic guidance on many of the industrial engineering-based tools used in the development of requirements.

b. Phase II, Development of MSMR. Manpower BSOs must determine and validate mobilization manpower requirements using the SMR from phase I as a baseline. Differences between MFT workload and available productive hours in peacetime and wartime could result in greater or fewer manpower requirements. See section 6 for detailed procedures for mobilization manpower requirements.

c. Phase III, Review and Approval Process. MRD during an SMRD are to be reflected in the activity's SMR and MSMR. Draft documents are provided to BSOs, TYCOMs, and activities for review and comment. Community managers also review the draft

document to assess potential community health impacts. RS are provided draft documents to confirm accurate ROC and POE or MFT application and to assess potential adjustments to resource requirements. BSOs must enter all approved peacetime and mobilization total force manpower requirements into TFMMS.

d. Phase IV, Periodic Review. Manpower BSOs must review manpower requirements on a continuous basis to ensure they support the MFT. They effect minor changes to funded manpower requirements via the BCRS. A new SMR and MSMR should be initiated after the conditions listed in subparagraphs 5d(1) through 5d(8).

- (1) Major MFT revision;
- (2) Major shore alignment required to support fleet mission;
- (3) Technology adjustments to workflow;
- (4) Significant program, platform, new equipment changes and installs;
- (5) Support services adjustments (MOA, MOU, ISSA, and SOFA);
- (6) Supported RS or enabler direction;
- (7) CNO (N1) direction; and
- (8) NTSP development process.

6. Fiscal Responsibility. Shore manpower requirements are subject to change when any of the requirement drivers listed in paragraph 4 or subparagraph 5d change. Whenever an RS has such a change, the proposed change must be provided to the manpower BSO. The manpower BSO will conduct an estimate of the impact on manpower requirements and provide that estimate to the RS. If the estimate results in manpower requirements differ from current funding levels, the cognizant RS will address the excess or shortfall during the next program readiness review as part of the PPBES process except where manpower, personnel, and training changes are identified in the manpower estimate during the NTSP development process as set forth in reference (o). Program

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managers are responsible for identifying, planning, budgeting, and submitting all system and resource requirements and coordinating current and future FY cost estimates and priorities for manpower and training solutions with OPNAV (N125).

401. Guidance for MFT Statements

Responsible Offices	OPNAV (N12) OPNAV (N120)
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References	(o) OPNAV 5400.44A
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1. Purpose. To provide guidance and format for developing a clear and concise MFT statement that will be used by manpower BSOs to establish shore manpower requirements for Navy activities not covered by a ROC and POE.

2. Authority. MFTs are to be prepared and approved per the established guidelines provided in reference (o). Echelon 2 shore activity commanders must publish and update, as needed, MFTs for all shore activities under their administrative command. Responsibility to submit MFT updates for echelon 4 commands and below may be delegated to a subordinate in the chain of command, normally the immediate superior in command (ISIC) of the activity. MFTs for shore activities are approved by the RS.

3. Content. The MFT statement must include the information as per subparagraphs 3a through 3c.

a. Mission. Mission statements are based upon recommendations of responsible commanders, documented per reference (o).

b. Functions. Requirements derived from the principal elements of an activity's mission or elements that differentiate one activity from another.

c. Tasks. Requirements levied on an activity that are not directly derived from its mission but are accomplished in connection with existing program policy directives or written tasking agreements. All tasking agreements must have chain of command approval and be in writing.

4. Format. MFT statements should be in the standard Navy instruction format. A template for the instruction and required enclosures is provided in subparagraphs 4a and 4b.

a. MFT instruction format:

	(Command) INST 5450.XX Responsible Office DD Mmm YYYY
<u>(Command) INSTRUCTION 5450.XX</u>	
From:	(Commander or ISIC in chain of command)
Subj:	MISSION, FUNCTIONS, AND TASKS OF (Name of activity and short title)
Ref:	(a) OPNAVNOTE 5450/5400 Ser ____ of ____ (Canc:____) (Authority for Activity's Current Mission Statement)
Encl:	(1) Functions and Tasks of (activity short title)
1.	<u>Purpose.</u> To publish the functions and tasks of (activity short title) under the mission established by reference (a).
2.	<u>Cancellation.</u> (Command) INST 5450.____.
3.	<u>Mission.</u> (Quote from reference (a)).
4.	<u>Status and Command Relationships.</u> (Activity short title) is a shore activity in an active (fully operational) status under a (commander; commanding officer; officer in charge). (Also describe here other relationships of a special continuing nature including administrative control, operational control, and official additional duty assignments.)
a.	Command: (From Standard Naval Distribution List (SNDL), OPNAVINST 5400.45)
	Echelon
	1 Chief of Naval Operations
	2
	3 etc...
b.	Area Coordination: Area coordinator, regional coordinator, and local coordinator, if designated.

5. Commanded, Tenant, Supported, and Supporting Activities and Detachments. (Optional) (Include shore, operating forces, other DoD, Joint DoD, non-Federal, and international organizations. For each activity provide a concise statement, in general terms, of major support services provided and/or received.)

- a. Immediate superior in command of:
- b. Hosts the following tenant activities:
- c. Supports the following:
- d. Receives support from the following:

6. Overseas Diplomacy. (Include the following in MFT instructions of overseas shore activities and other activities whose efforts directly affect overseas-based personnel or whose operations include interaction with foreign nationals): "(Activity short title) services as an effective instrument of U.S. Foreign Policy by initiating and continuing action programs which promote positive relations between the command and foreign nationals, and which assist individual naval personnel and their families to work effectively, live with dignity and satisfaction, and function as positive representatives of the Navy and of the United States while overseas."

7. Terminology. (Optional) Defined for purposes of this instruction as follows:

- a.
- b.

8. Functions and Tasks

a. Functions are requirements derived from the principal elements of an activity's mission; elements that differentiate one activity from another.

b. Tasks are requirements levied on an activity which are not directly derived from its mission but which are accomplished in connection with existing program policy directives or written tasking agreements. All tasking agreements must have chain-of-command approval and be in writing.

9. Action. In accomplishing the assigned mission, the (title of the official in charge, and name of activity) must ensure performance of the functions and tasks in appendix A. Send recommended change to appendix A. Send recommended changes via the chain of command to CNO (Director, Navy Staff (DNS)) for coordination and implementation.

Signature

Title of Signing Official

b. MFT enclosure format:

(Command) INST 5450.XX  
DD Mmm YYYY

FUNCTIONS AND TASKS OF  
(SHORT TITLE OF ACTIVITY)

Functions: Organize functions under principal elements of the activity's mission.

Tasks: List requirements levied on an activity which are not directly derived from its mission.

(Begin all functions and tasks statements with third-person singular form of verb.)

a. Aircraft Maintenance

(1) Provides

(2)

b. Firefighting

(1) Coordinates

(2)

c. Tasks

Enclosure (1)

402. MRD Procedures

Responsible Offices	OPNAV (N120) OPNAV (N122)
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References	(f) OMB Circular A-76 (p) DoD Directive 7730.65 of 3 June 2002
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1. Purpose. To provide guidance and assist manpower BSOs with assessing and quantifying shore manpower requirements.

2. Definitions

a. Authorized Tasking and Workload. Work performed is directly associated with written direction from higher authority (e.g., mission, capabilities, doctrine, contingency).

b. Assumed Tasking and Workload. Work being accomplished that is not normally tasked or required of the work center or organizational component (e.g., no identifiable tasking document) is assumed work and must not be used to support manpower requirements.

c. Inferred Tasking or Workload. Work being performed by a person in a given work center or organizational component defined as the responsibility of another work center or organizational component or not specifically tasked but is inferred by the general tasking. If not specifically tasked, the TYCOMs and BSOs must validate the workload and initiate action to amend tasking directives prior to using the workload to support manpower requirements.

3. Manpower BSO Responsibilities. When determining shore manpower requirements, manpower BSOs must:

a. Review, measure, and assess required shore activity workload in terms of directed MFTs across all conditions of readiness. Readiness is identified in the Defense Readiness Reporting System - Navy (DRRS-N) (see reference (p)).

b. Determine the minimum manpower requirements necessary to accomplish the shore mission. Every effort should be made to reengineer business processes prior to capturing time and task

frequency to ensure defining the most efficient organization (MEO). Assess shore manpower requirements with the goal of improved efficiency.

c. Determine whether the tasking used to develop requirements is authorized, assumed, or inferred, as defined.

d. Justify future changes to an activity's MFT and manpower requirements based on changes in directed tasking or workload. These revised manpower requirements will become the new baseline for future additions, changes and deletions.

e. Develop detailed peacetime and mobilization MFTs based on tasking supported in writing and directed by higher authority. Link all work to valid tasking directives.

f. Use the NAF (available productive monthly work hours) in calculating peacetime and mobilization manpower requirements (appendix D). Resulting manpower requirements must reflect the minimum manpower resources necessary to accomplish the mission. Where possible, identify requirements at capability and readiness levels and identify the risk from the reduced requirement.

g. All shore manpower must be materially related to at least one Navy mission-essential task (NMET) at a unit or activity.

(1) NMETs are contained and can be viewed in Navy Training and Information Management System or in the DRRS-N.

(2) See reference (p) to assign the correct NMET to each billet and funded position. If an NEC is assigned to a billet, determine and annotate if the billet is critical or mission essential for readiness.

(3) The relationships between skills and NMETs are used to identify the billets that materially support NMET accomplishment. These skills become "mission essential." DRRS-N also has functionality to document a skill as "mission critical." DRRS-N reflects all Navy skills in look-up tables. Skills to task relationships are maintained in DRRS-N by the respective echelon 2 (or echelon 3 if designated by the echelon 2) manpower division.

h. Validate shore manpower requirements on directed MFTs and workload, and reflect these manpower requirements in the SMR or MSMR.

i. Use one or more analytically-proven method to determine requirements. Subparagraphs 3i(1) through 3i(11) are examples of acceptable techniques.

- (1) Industrial engineering studies;
- (2) Industry standards;
- (3) Operational evaluations;
- (4) Functionality assessments;
- (5) Application of staffing standards;
- (6) Mathematical models;
- (7) Business process re-engineering;
- (8) Continuous process improvement and Lean Six Sigma;
- (9) Better business practices;
- (10) Guidance provided by reference (f); and
- (11) Other methods approved by OPNAV (N12).

j. A centralized repository has been established containing both current and historical requirement determination tools and guides as available, including staffing standards, mathematical models, staffing guides, at NAVMAC. Copies of the documentation are available upon request.

k. Maintain detailed backup documentation (working papers) supporting peacetime and mobilization MFTs, workload, and manpower requirements. Retain this backup documentation until the next manpower study. Documentation should include at a minimum:

- (1) Copies of directed tasking and a list of the MFTs and associated workload indicators.

(2) Methodologies used to determine manpower requirements (manpower balancing).

(3) Approved peacetime manpower requirements baseline (by organizational component).

(4) Changes made to the peacetime baseline and justifications for the changes (e.g., base realignment and closure).

(5) Supporting documentation for type of manpower identified, including SELRES.

1. Develop lessons learned and BSO manpower study results, having Navywide applicability.

m. Provide support in the production of unit AMDs for activities not having on-board manpower analysts.

n. Document approved total force shore manpower requirements to reflect in the activity's AMD.

o. Coordinate with respective officer and enlisted community managers when changes to requirements impact community health.

4. Activity Responsibilities. To facilitate the manpower BSOs shore requirements determination process, Navy activities must:

a. Ensure MFT statements are current;

b. Notify manpower BSOs of significant changes to mission or work that might affect manpower requirements; and

c. Justify changes to manpower requirements using criteria established in section 400.

403. CSM

Responsible Office	OPNAV (N120)
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References	(b) NAVMAC Activity Manpower Management Guide (AMM-G) of December 2014 (e) DoD Instruction 1100.22 of 12 April 2010 (f) OMB Circular A-76 (q) Public Law 105-270, Federal Activities Inventory Reform Act
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1. Purpose. To describe the policies that govern the use of commercial activities and the procedures for CSM.
2. Background. Reference (e) establishes policy, assigns responsibilities, and prescribes procedures for determining the appropriate mix of manpower (military and government civilian) and private sector support. It provides MMC and guidance for risk assessments to be used to identify and justify activities that are inherently governmental, commercial (exempt from private sector performance), and commercial (subject to private sector performance).
3. Inherently Governmental and Commercial Activity (IGCA). The IGCA Inventory is submitted annually to DoD per references (f) and (q), and annual DoD guidance. The IGCA Inventory data is retrieved from TFMMS by CNO (N1) and represents a snapshot of authorized billets on 1 October of each year. Each authorized billet will be analyzed for accuracy of commercial activity function codes and the corresponding commercial activity reason code. The BSO must assign and maintain accurate commercial activity function code, commercial activity reason code, MMC code and strategic sourcing code data in TFMMS for all existing and new billet authorizations. Descriptions of all of the codes are described in references (b) and (e).
4. IGCA Inventory. The IGCA Inventory may be used as a total force shaping tool and as a starting point for future manpower reviews or other initiatives. Prior to initiating a manpower review, activities should review the MMC codes found in the IGCA Inventory to determine whether the listed commercial functions are applicable for a manpower review.

5. OMB. Reference (f) provides guidance for public-private competitions. However, SecDef guidance has restrictions identified in legislative language prohibiting the announcement of new public-private competitions. The DoD is currently precluded, under a moratorium, from conducting public-private competitions. This prohibits the conversion of any work currently performed (or designated for performance) by civilian personnel to contract performance. This prohibition applies to functions and work assigned to civilians, regardless of whether or not the position is encumbered. When new requirements arise, such as those that may occur as military end-strength levels are reduced, special consideration must first be provided, consistent with section 2463 of Title 10, U.S.C. (2011), and applicable department policies, to using DoD civilian employees. This includes billets and work that may have been unencumbered for an extended period of time. At a time when the moratorium is lifted and public-private competitions resume, activities should, prior to initiating a manpower review for IGCA, determine if the functions included in the manpower review are currently scheduled for competition, included in an on-going public-private competition, or have completed public-private competition by reviewing the strategic sourcing code or contacting the manpower BSOs and/or the Navy Strategic Sourcing Program Management office (Naval Supply Systems Command (N14)).

6. Military-to-Civilian Conversion. Military-to-civilian conversions are a component of the IGCA program. Military-to-civilian conversions focus on reducing military authorizations in non-operational functions. MMC codes will be used in determining which billets could be a candidate for conversion from military to civilian or contractor personnel, based on subparagraphs 6a through 6d.

a. Military billets coded with MMC code "R" may be converted to a civilian or contractor;

b. Military billets coded with MMC code of "E" may be converted to a civilian;

c. Planned military and civilian conversions in the IGCA inventory are marked "X" for alternatives to public-private competition; and

d. Generally, military billets coded with any other MMC code should continue being performed by military personnel unless a manpower review determines otherwise. MMC codes are applied as the commercial activity reason code in TFMMS.

7. Business Process Reengineering (BPR). Under the CSM initiative, OMB will track BPR efforts, including those intended to lead to the creation of high-performing organizations that meet the general criteria in subparagraphs 7a and 7b.

a. Agency management has identified the function for reengineering, consistent with the agency's human capital plan and workforce planning initiatives and based on a completed feasibility review (or potential reengineering subject to the outcome of a feasibility review) showing a performance gap or opportunity to improve organizational efficiency to include the MEO.

b. The agency intends to use the reengineering process, consistent with applicable personnel and other management policy regulations that include the general components listed in subparagraphs 7b(1) through 7b(10).

(1) Measurement of current workload and current level of service;

(2) A baseline reflecting the full cost of current government performance;

(3) Benchmarking and/or market analysis;

(4) A performance work statement;

(5) A reorganization plan to achieve efficient service delivery developed by technical, functional, and human capital experts;

(6) A transition plan;

(7) Reasonable milestone dates for completing the development and implementation of the reorganization plan;

(8) A performance agreement for the reorganized (new) organization identifying workload requirements, the level of performance, cost of performance, and projected savings;

(9) Identification of an appropriate agency official or officials to manage the new organization per the performance agreement; and

(10) A commitment to track performance and actual cost, document variances, ensure corrective action is taken, when required, by the responsible official, and independently validate results.

404. Management of Key and Emergency-Essential Civilian Billets

Responsible Office	OPNAV (N120)
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References	(b) NAVMAC Activity Manpower Management Guide (AMM-G) of December 2014 (e) DoD Instruction 1100.22 of 12 April 2010
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1. Purpose. To highlight the governing policies for the management of key and emergency-essential civilian billets and to establish responsibilities within the Navy's manpower organization.

2. Background. The Navy relies on its civilian work force to support military forces and systems in peacetime. The need for stability in highly technical and hard-to-fill billets has resulted in civilians occupying billets that provide a function or service that would be essential to the support of combat forces during periods of natural disaster, rising tensions, or actual hostilities, including a mobilization. These billets are designated key and/or emergency-essential. Reference (e) and annual DoD IGCA guidance establish policies and procedures for planning and managing employees in key and emergency-essential civilian billets. Reference (e), additionally, provides commercial activity reason codes for key and emergency-essential billets.

3. Responsibilities

a. OPNAV (N120) is responsible for managing key and emergency-essential billets and must provide centralized management oversight to ensure consistent application and tracking of civilian key and emergency-essential personnel requirements and resources billets. This information will be available for civilian mobilization preparedness and execution.

b. Manpower BSOs will comply with reference (b) and legislation to conduct an annual review of key and emergency-essential billets to ensure that the correct MMC code is applied to the appropriate civilian billets in TFMMS, which will ensure the Navy is capable of meeting full civilian mobilization requirements. MMC codes are applied as the commercial activities reason code in TFMMS.

405. Qualifications to Determine Shore Manpower Requirements

Responsible Offices	OPNAV (N12) OPNAV (N122) OPNAV (N123) NAVMAC USFLTFORCOM Fleet Personnel Development and Allocation (N1)
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References	(n) NAVMAC Total Force Manpower Requirements Handbook of April 2000
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1. Purpose. To provide guidance to improve the SMRD process.
2. Background. The SMRD process accounts for far more manpower resources than any other process, yet it is less standardized and understood than the other processes. A rigorous and professional shore requirements process is critical to the cost-effective use of Navy resources and benefits the BSO by facilitating the allocation of manpower resources in a manner that best accomplishes the mission.
3. Execution. BSOs may use internal manpower determination teams or contract out this function. In either case, shore manpower requirements should be determined using trained and qualified analysts. BSOs should ensure personnel responsible for determining and validating peacetime and mobilization manpower requirements have a comprehensive knowledge of the policies and procedures regarding the process, especially this instruction and reference (n).
4. Training and Education. As a minimum, each manpower BSO will implement training, education, and qualification standards and maintain training records for personnel supporting SMRD processes. Currently, USFLTFORCOM has in place a training plan for shore requirements determination analysts that serves as an example of a best practice and may be used by other BSOs when establishing their individual analyst criteria.

SECTION 5  
OTHER MANPOWER REQUIREMENTS

500. IA

Responsible Offices	OPNAV (N12) OPNAV (N122)
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References	(c) NAVPERS 15839I (d) NAVPERS 18068F
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1. Purpose. To establish MRD rules that apply to IA.
2. Authority. OPNAV (N12) has oversight over IA requirements determination processes.
3. Policy
  - a. IA requirements account for students, trainees, and personnel in a TPPH status as well as midshipmen on active duty.
  - b. OPNAV (N12) performs IA analysis in conjunction with Military Personnel Plans and Policy (OPNAV (N13)) and Navy Personnel Command (NAVPERSCOM) Career Management Department (PERS-4).
  - c. RSs are responsible for the programming and management of IA billets that fall within their domain including identification of offsets for new training initiatives under their sponsorship.
4. Quantity Determination
  - a. TPPH
    - (1) Transient requirements are calculated based on expected time-in-route and number of moves, validated against historical execution.
    - (2) Holdee requirements (patient, prisoner, and separatees) are based on historical execution adjusted for changes in size of the force.

b. Student and Trainees. Student and trainee end strength is calculated by multiplying time to train (course length in days, including non-instructional time) by expected course throughput and dividing by 365 days. Adjustments are made by comparing training manpower requirements to historical execution and correlating to projected future training manpower requirements.

(1) The Navy Officer Occupational Classification Standards and Navy Enlisted Occupational Classification Standards, governed by references (c) and (d), outline policies and processes to establish, revise, or disestablish officer and enlisted classification elements based on demand signals from the Navy. Classification elements identify the knowledge, skills, abilities, certifications, and credentials required for mission accomplishment. They provide critical foundation for MRD, manpower planning and programming, establishment of training requirements, distribution, and fleet readiness assessments. Classification elements are driven by mission requirements, and do not reflect programming and funding decisions.

(2) Initiatives which drive increases in student IA execution including, but not limited to, changes in student throughput, Navy training systems plan approval, and training project plan approval must be fully funded by lasting offsets or successful program objective memorandum (POM) action. The appropriate RS is responsible for identifying and implementing offsets in conjunction with OPNAV (N12). Authorization of out-of-cycle Navy enlisted changes to authorized manpower requirements are governed by the OPNAV (N12) BCR process.

5. Manpower Balancing. OPNAV (N12) and each applicable BSO ensure manpower authorizations are matched to end strength.

a. TPPH matching is done in conjunction with POM projections by using a combination of execution data and force structure projections.

b. Student and trainee matching is done by using a combination of execution data and force structure projections.

501. Manpower Requirements in Non-Navy Controlled Activities

Responsible Offices	OPNAV (N12) OPNAV (N123)
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References	(r) CJCSI 1001.01B (s) DoD Instruction 1120.11 of 17 March 2015
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1. Purpose. To lay out MRD rules that apply to manpower requirements in non-Navy controlled activities.
2. Authority. OPNAV (N123) represents the Navy for joint, defense agencies, NATO, outside DoD, medical, and blue in support of green (BISOG) manpower matters.
3. Non-Navy Controlled Activities. Total force requirements for activities not under direct Navy managerial control or chain of command are justified by the CCMD support agent having authority over those activities. Examples include requirements located in: the State Department, White House Staff, OSD and its agencies, joint activities, and the JCS. The Navy is represented on the JCS's joint manpower validation process (JMVP) that validates military manpower requirements from the CCMDs as directed in reference (r). There is no formal structure similar to the JMVP to assess defense agencies requirements. However, in cases of increased manpower growth for defense agencies, an OSD-led manpower issue team will convene to validate these requirements for resourcing.
4. Manpower Mix. Reference (s) applies to joint and defense agency manpower. Non-military manpower requirements that consist of functions and tasks that are inherently governmental in nature must be performed by government personnel. These requirements must be filled with military or civil service personnel.

SECTION 6  
MOBILIZATION MRD PROGRAMS

600. Graduated Mobilization Response (GMR)

Responsible Offices	OPNAV (N12) OPNAV (N120)
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References	(t) DoD Instruction 1300.19 of 4 March 2014
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1. Purpose. To outline the GMR concept and framework.
2. Background. GMR, a strategic concept outlined in reference (t), is a controlled approach to planning, programming, budgeting and executing mobilization actions, particularly those relating to the industrial base. It can be applied to a broad spectrum of crises or emergencies from natural disasters, to regional conflicts, to global war.
3. Assumptions. The principal feature of GMR is the assumption that major conflicts are likely to be preceded by a period of rising tensions, adversarial preparation, client war, or even low intensity conflict involving United States forces. The GMR approach is keyed to the perceived severity of a possible ongoing crisis and involves:
  - a. Maintaining an adequate level of preparedness by developing comprehensive plans and programs;
  - b. Conducting detailed planning, targeted on specific problems and objectives in response to warning indicators of the potential evolution or imminent occurrence of a crisis;
  - c. Implementing preparatory actions to improve the mobilization posture to address a specific crisis; and
  - d. Proceeding with minimal levels of mobilization response to incrementally match the nature of the crisis.
4. GMR Framework. The GMR framework is used in the management of critical military essential elements (e.g., science and

technology developments, industrial base capacity, manpower availability, and supplies of logistics materials). This framework has three stages:

a. Stage 3 - Peacetime Planning and Preparation. The national command authority monitors and observes national and international developments for signals of rising tensions and potential crisis or conflict.

b. Stage 2 - Crisis Management. Activities are focused on a specific emerging crisis situation. During stage 2, DoD takes preparatory actions not possible during stage 3, either because resource constraints or the absence of a specific crisis prevents development of specific plans and preparations.

c. Stage 1 - National Emergency or War. Stage 1 assumes the United States has begun mobilizing the economy for a possible major crisis or war. A move to stage 1 most likely will be preceded or accompanied by a declaration of national emergency and will require actions that allow the United States to get ahead of, and counter, a potential adversarial action.

601. Mobilization Manpower Determination (MOBMAND) Study

Responsible Offices	OPNAV (N122) NAVMAC
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References	(d) NAVPERS 18068F (e) DoD Instruction 1100.22 of 12 April 2010 (i) HR-1588-230, Title XI, Civilian Personnel Matters
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1. Purpose. To establish the policy and procedures for conducting a MOBMAND study.
2. Policy. Manpower BSOs must conduct a MOBMAND study to document the total force mobilization manpower requirements of an activity. The need for these total force manpower requirements must be based on approved DoD and Navy mobilization planning guidance, contingency plans, directed MFT, and associated funded workload. The results of the study are summarized in an MSMR. References (d), (e), and (i) apply for the entire section.
3. Mobilization MSMR Requirements. The MSMR must:
  - a. match mobilization total force manpower requirements to validated peacetime total force manpower requirements and organizational structure in the AMD;
  - b. provide valid mobilization total force manpower requirements to the PPBES;
  - c. provide the Navy the ability to justify mobilization total force manpower requirements; and
  - d. comply with Congressional and DoD policies and instructions.
4. MOBMAND Study Process. The MOBMAND study process consists of the same basic steps used to determine peacetime total force manpower requirements. Specific procedures for determining mobilization total force manpower requirements follow:

a. Authenticate the activity's mobilization mission. The directives listed in subparagraphs 4a(1) through 4a(12), not inclusive, may help in making this determination:

- (1) the most current AMD report to establish mobilization total force manpower requirements baseline to identify the impact of the MOBMAND study;
- (2) Navy capabilities and mobilization plans;
- (3) Combatant commanders' operations plan;
- (4) Time-phased force deployment data;
- (5) SMRD;
- (6) SMR;
- (7) MFT statement;
- (8) Activity establishment letter;
- (9) Higher authority tasking letters and directives;
- (10) General standing Navy directives;
- (11) ISSA; and
- (12) Total force manpower mobilization support plans.

b. Use the peacetime MFTs and associated workload indicators to identify and document the mobilization changes in tasking, workload, output, and processes.

c. Review peacetime MFTs and workload indicators for development of the mobilization total force manpower requirements for each organizational component.

d. Ensure additional duty (ADDU) manpower requirements are reviewed by manpower BSOs for possible impact on the number of mobilization total force manpower requirements and activity needs when determining total force mobilization manpower requirements.

Note: An "ADDU From" (ADDU FM) manpower requirement cannot reflect a mobilization begin and end date, but an "ADDU To" (ADDU TO) manpower requirement can be designated as a mobilization total force manpower requirement.

e. Identify and screen key billets filled by civil service that cannot be vacated during a national contingency without seriously impairing the capability of the organization to function effectively. Due to the essential nature of key billets, they are not to be filled by Ready Reservists. This will preclude such billets from being vacated during mobilization. This screening also ensures mobilization requirements are not overstated if the command's civil service workforce includes reservists assigned to the same or similar civil service position upon mobilization. See section 404 for clarity on identifying "key" personnel. This screening process should:

(1) Identify billets that would be considered "key" during a contingency.

(2) Preclude SELRES personnel from filling key billets vacated by other SELRES members who have been assigned elsewhere upon mobilization.

(3) Preclude SELRES personnel from filling billets that are the same or similar billets to those that the member held while in the civil service.

f. Apply the adjusted mobilization work hour availability factor (WAF) of 249 monthly work hours to staffing standards used to determine peacetime total force manpower requirements. The standards should then be evaluated for potential application within each organizational component. The purpose of this evaluation is to determine whether the adjusted standard generates the appropriate mobilization total force manpower requirements.

g. A work measurement must be conducted for mobilization. Mobilization workload is all projected workload. The activity and their organizational components' peacetime documented work are, in many cases, not being performed at mobilization in the same quantity or frequency. As a result, the mobilization workload is neither observable nor measurable. Additionally,

the WAF changes from the peacetime WAF of 145.136 productivity monthly work hours available to the mobilization WAF of 249 productive monthly work hours available.

h. Workload associated with mobilization will increase, decrease, or remain the same as peacetime, dependent upon changes in workload levels and/or tasking. Based on the application of the 60-hour Navy mobilization availability factors (249 monthly work hours), the number of total force manpower requirements needed at mobilization may vary from those identified for peacetime.

(1) Peacetime Workload with Continuing Mobilization Workload. There are Navy shore activities tasked with both a peacetime and mobilization mission to support and sustain combat forces. Determine mobilization total force manpower requirements, by organizational components, for functions performed in peacetime that continue to mobilization as follows:

(a) Identify peacetime MFTs and workload indicators and the associated total force manpower requirements that will continue during mobilization.

(b) Multiply the peacetime manpower requirements by the mobilization WAF (249 monthly work hours) to determine total monthly work hours available during mobilization as further detailed in appendix D.

(2) Staffing Standards. Apply applicable staffing standards after adjustment for the mobilization WAF of 249 monthly work hours. The application of the adjusted standard will provide documentation for increases and/or decreases in mobilization total force manpower requirements.

(3) Workload Redistribution. Perform workload redistribution analysis to determine and document excess total force manpower requirements that can be applied to mobilization total force manpower requirement shortages within other organizational components.

(4) Total Mobilization. Total force manpower requirements are delineated by organizational component.

(a) Total manpower requirements with peacetime workload that continues for mobilization.

(b) Total manpower requirements with mobilization-only workload.

(c) Total manpower requirements with peacetime-only workload that will not continue for mobilization.

(d) Net total manpower requirements required or in excess for mobilization.

(5) Basic Assumptions

(a) The availability of plant property and equipment inventory impact mobilization total force manpower requirements. Mobilization total force manpower requirements will not normally be validated without reasonable expectation of availability of required material assets.

(b) Dependents in contingency areas overseas (except those who are civil service personnel) will be returned to the United States or to a less hazardous area, as soon as possible.

(c) Functions not considered by the Navy to be essential to the mobilization effort will be terminated to permit the reallocation of personnel to higher priority functions.

(d) Manpower will be reduced according to the projected workloads that diminish at any point after mobilization begins.

(e) Personnel made available by workload terminations and reductions, or by unit inactivation will be reallocated to higher priority tasks.

(f) All peacetime civil service and contractor manpower requirements will continue throughout mobilization.

(g) Where necessary, excess civil service employees will be detailed, reassigned, or relocated to satisfy critical mobilization workload of other DoD components.

(h) Upon mobilization and consistent with the need to stabilize key billets, military personnel occupying support manpower requirements (e.g., clerical, receptionist, librarian, drivers, messengers, laborers, special services) performed during mobilization will be replaced with civil service, military retirees or contractors.

(i) Military personnel replaced by civil service employees, military retirees, or contractors will be transferred to deploying units or assigned as replacements.

(j) Military personnel must be assigned only to jobs contributing directly to the execution of the mobilization effort.

(k) Human resources offices will be notified to activate special recruitment plans for emergency recruitment of civilian personnel under the authority of the Code of Federal Regulations.

(l) No increase in civil service manpower requirements at activities outside the continental United States (OCONUS), except Hawaii and Alaska, is planned.

(m) All foreign national and indirect hires at overseas locations in peacetime will continue throughout mobilization.

(n) Workload to be accomplished through a host nation support agreement will not become a Navy manpower resource requirement unless specifically addressed in the agreement.

(o) Prearranged contingency contract provisions for increased or additional contract services will be implemented.

(p) All other services will provide their own support unless a previous ISSA has been executed.

i. Because peacetime manpower will be the first source for additional total force manpower requirements, it will be necessary to reassign excess manpower within an activity prior to identifying additional total force manpower requirements for that activity.

(1) Immediate Reassignments

(a) Reassign those excess manpower authorizations to additional total force manpower requirements identified. The skill of the reassigned excess manpower authorization should match the skill requirement of the additional total force manpower requirement.

(b) State the organizational component with excess manpower and the organizational component with additional mobilization total force manpower requirements.

(c) List the excess manpower authorizations in both quantity and quality followed by the quantity and quality of the manpower requirements to which they are reassigned.

(2) Future Reassignments. State how the excess manpower requirements not reassigned will be accounted for in future MOBMANDS.

j. Manpower BSOs will summarize and validate data.

k. Manpower BSOs will ensure that end strength and billet positions are matched to ensure proper authorizations in support of mobilization total force manpower requirements.

(1) Military Essential Mobilizations. Designate increased mobilization total force manpower requirements as civil service unless determined to be military essential. Military essential mobilization total force manpower requirements are those where:

(a) The incumbent engages in or maintains readiness for combat.

(b) The incumbent must possess current military experience.

(c) The incumbent must exercise direct military authority or perform military unique duties.

(d) The military incumbent is required by law.

(e) The mobilization total force manpower requirement exist OCONUS (except Hawaii and Alaska).

(f) A civil service employee with requisite skills cannot be hired or reasonably trained to meet necessary continental United States (CONUS) (including Hawaii and Alaska) time-phased mobilization total force manpower requirements.

(2) Support Manpower Requirements. Convert to civilian or delete those support manpower requirements (e.g., clerical receptionist, librarian, drivers, messengers, laborers, special services) identified as military mobilization manpower requirements. Detailed justification must be provided to retain these manpower requirements as SELRES mobilization manpower requirements.

(3) Assigning Manpower Requirements. The organizational component's increased total force manpower requirements should be assigned to the manpower type (military, civil service, or contractor) consistent with the existing peacetime manpower type unless such assignment is precluded by mobilization assumptions or other directives. Document and justify any deviations from the peacetime manpower type in the MOBMAND study.

(4) Military Essential Classification. Increased total force manpower requirements determined to be military essential must be satisfied, in priority order, with active duty reassigns, SELRES, or other mobilization (OTHMOB).

(a) A skill deterioration rate is defined as the absolute loss of ability to perform a required task satisfactorily. Degree of skill decay depends primarily on complexity of task, length of time since initial skill acquisition, and length of time since skill refresher training.

(b) The requirements with high skill deterioration may justify the assignment of a SELRES if the total force manpower requirement also meets the criteria listed in the basic instruction.

(5) Civilian Designation. An increased mobilization total force manpower requirement must be designated in the MSMR as a civil service requirement if the peacetime manpower requirement was identified as a civil service requirement.

Additionally, the statements in subparagraphs 4k(5)(a) through 4k(5)(d) apply to identify mobilization total force manpower requirements as civilian requirements.

(a) The appropriate human resources office must be notified to activate special recruitment plans for emergency recruitment of civil service personnel. Thus, current civil service vacancies will be filled and new hires will be accessed rapidly.

(b) At mobilization, military manpower requirements must not be assigned to increased workload that does not contribute directly to the execution of the mobilization effort or are not military essential.

(c) Mobilization total force manpower requirements for support billets (e.g., clerical drivers, laborers) that must be performed at mobilization must be designated as civil service requirements unless precluded by specific directive.

(d) Military personnel replaced by civil service personnel must be transferred to deploying units or reassigned as replacements.

(6) Contractor Designation. Upon mobilization, prearranged contingency contract provisions for increased or additional contract services must be implemented. An increased mobilization total force manpower requirement must be designated in the MSMR for contractor personnel if the same peacetime workload is being performed by contract.

(7) Mobilization Total Force Manpower Requirement Quality

(a) The quality, career group, pay band, occupation series, etc., of the civil service mobilization manpower requirements should be consistent with the existing peacetime requirement's quality except where the nature of the workload dictates otherwise.

(b) The OTHMOB manpower requirement skills (i.e., designator, grade, NOBC code, rate, NEC) should be consistent with the existing peacetime manpower requirement quality except where the nature of the workload dictates otherwise.

(c) The SELRES manpower requirement skills (i.e., designator, grade, NOBC, rate, NEC) should be consistent with the existing peacetime manpower quality except where the nature of the workload dictates otherwise or as modified by the criteria listed in subparagraph 4k(8).

(8) SELRES Manpower Requirement and Authorization Pay Grade

(a) SELRES manpower authorization may vary in quality from stated mobilization manpower requirements where realignment is required to attain sustainability of force structure and to improve the execution of the manpower statements.

1. Where individual officer community managers require initial military service obligations such that the normal pay grade upon release from initial active duty service is O-4, the MSMR manpower authorization may be written at that pay grade.

2. The MSMR must reflect the minimum quality required to meet the activity's MFTs and perform the associated increased workload.

3. Reasons for the difference in quality of the SMR and MSMR must be addressed in the MOBMAND study and the letter of justification accompanying the BCR (if required) and subsequent TFMMS packet.

(b) Reference (d) provides restrictions on the assignment of NECs to SELRES manpower requirements.

(c) Where mobilization total force manpower requirements contain NECs, NOBCs, subspecialties, or AQD codes unattainable for SELRES, the SELRES authorization may reflect a lesser training requirement if no other source of manpower is reasonably available (active duty reassigns, OTHMOB). Justification for the difference in quality of the manpower requirements in the SMR and the MSMR must be addressed in the MOBMAND study and the letter of justification accompanying the BCR (if required) and subsequent TFMMS packet.

(d) Assign the SELRES FAC of "R" to unfunded military mobilization manpower requirements.

(e) SELRES may backfill mobilization manpower requirements planned to become vacant based on the reassignment of the active duty incumbent to a higher priority mobilization manpower requirement, if the mobilization manpower requirement meets the SELRES criteria listed in this instruction.

1. A manpower requirement with valid workload in peacetime and during mobilization is treated as if it was two separate manpower requirements:

a. A peacetime-only manpower requirement whose active duty member is reassigned during increased readiness and conditions.

b. A mobilization manpower requirement which carries a SELRES authorization.

2. This process may be applied when:

a. A conscious planning decision is made to reassign active duty members (as is the case with medical personnel assigned to CONUS medical treatment facilities who are planned to be reassigned to Marine Corps medical units, fleet hospitals, hospital ships and SELRES backfilling the CONUS medical treatment facilities); or

b. Active duty members in sea intensive ratings serving a normal tour of shore duty in general duty designated manpower billets may be reassigned to sea duty in increased readiness conditions and the manpower BSO revalidates the shore manpower requirement as military essential.

3. SELRES designated to backfill peacetime active duty manpower authorizations reassigned during mobilization must reflect the same quality (designator NOBC subspecialty or rating, rate or NEC) required by the shore activity.

SECTION 7  
MANPOWER MANAGEMENT

700. General

Responsible Offices	CNO (N1) OPNAV (N12) OPNAV (N120) OPNAV (N122) OPNAV (N123)
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References	(b) NAVMAC Activity Manpower Management Guide (AMM-G) of December 2014 (c) NAVPERS 15839I
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1. Purpose. To provide general guidance regarding total force manpower.
2. Authority. CNO (N1) is responsible for optimizing Navy workforce readiness through policy and by translating mission capability requirements into a manpower demand signal.
3. Definition. A manpower requirement becomes an authorization when it is supported by approved resources (funding) or meets other established criteria as defined in section 6.
  - a. Military. Military manpower requirements are resourced through the application of programmed end strength reflected in TFMMS. Each authorization requires one piece of programmed end strength with six LOA data elements.
  - b. Non-military. Government civilian and contractor requirements become authorized when the cognizant budget submitting authority obligates available funds and full-time equivalent (FTE) against the position.
4. Overview. The manpower authorizations comprise the personnel entitlement of Navy commands to provide the required fleet capability or perform assigned MFT. Total authorizations must never exceed total requirements in TFMMS but may be less than stated requirements if insufficient resources are available to fund all stated requirements.

5. Authorization Level of Detail. Manpower authorizations will have the same level of detail as the requirement. In the case of general duty enlisted requirements, the requirement and authorization will be assigned a rating based on the needs of sea and shore flow and as governed by references (b) and (c).

6. Authorization to Requirement Alignment. The authorization will equal the requirement in quality (e.g., rating, designator, pay grade) unless constrained by resources, preapproved by OPNAV (N12) current policy, or legal limitations (e.g., Title 10, U.S.C., constraints on senior chief, master chief, lieutenant, commander, captain and flag billets).

7. Planning Horizon. Navy manpower authorizations are aligned to the Future Years Defense Program (FYDP) time horizon. At any point in time, funded billets are programmed to support manpower management in the execution year, budget year, and the 5 program years beyond the budget year (total of 7 years).

701. Military Manpower

Responsible Offices	OPNAV (N12) OPNAV (N120) OPNAV (N122) OPNAV (N123)
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1. Purpose. To provide guidance specific to military manpower.

2. Authority. CNO (N1) is responsible for optimizing Navy workforce readiness by communicating the policy to translate mission capability requirements into a manpower demand signal.

3. Responsibility. Military manpower authorizations generate demand signals to assess, train, distribute, and retain military personnel either directly or indirectly. Maintaining an accurate, reliable, and executable manpower base is paramount to the success of these fundamental functions.

a. It is the responsibility of all manpower BSOs, RSs, requirements officers, and TYCOMs to accurately maintain their authorizations, including manpower balancing and timely submission of BCRs.

b. It is the responsibility of OPNAV (N12) to enforce manpower management rules designed to maintain an executable billet base, in compliance with fiscal controls and legal constraints.

c. It is the responsibility of officer and enlisted community managers to assess the personnel executability of the aggregate billet base and provide recommended courses of action to correct when billet profiles are deemed unexecutable.

4. Manpower Balancing. Military manpower is programmed and budgeted in the PPBES process using programmed end strength. Programmed end strength represents the RS's funding decision with regards to military manpower but provides significantly less detail than manpower requirements and authorizations. Aligning authorizations to programmed end strength is manpower balancing. Manpower balancing is required to maintain overall manpower system integrity. Two forms of manpower imbalance can occur:

a. Excess BA. This is the case when an LOA (see paragraph 5) contains more authorizations than programmed end strength. Excess BA sends an invalid demand signal to the MPT&E systems resulting in inefficiencies. Excess BA normally occurs when the RS has removed funding. If the situation resulted from a PPBES action in which specific billet level detail was submitted, the billets to be removed must match those submitted. OPNAV (N120) may remove the authorization from billets submitted in the PPBES process as soon as the programming action is accepted and/or if the BSO allows excess BA without taking action.

b. End Strength Not Matched to Billets. Within the manpower domain, unallocated authorized end strength is commonly referred to as "unqualitized end strength." This causes an incomplete demand signal to the MPT&E systems, potentially resulting in insufficient personnel to accomplish the assigned work and inventory shortfalls. It usually occurs when RSs add funding to a program. It is the responsibility of the manpower BSO to match the end strength to the billet (i.e., manpower balancing) as soon as it is applied. If the situation resulted from a PPBES action in which specific billet level detail was submitted, the TFMMS packet must match the billet level detail in the PPBES action. OPNAV (N12) may authorize billets submitted in the PPBES process as soon as the programming action is accepted. MPN Financial Management (OPNAV (N10)) may reclaim end strength that the BSO allows to remain.

c. Monthly Manpower Balancing Report. Each month, OPNAV (N120) will download the quantification and qualification report from TFMMS that identifies activities out of balance with excess BA or unallocated end strength addressed in subparagraphs 4a and 4b. BSOs and RSs will make every effort to balance activities contained within this report as soon as practicable.

5. LOA. Manpower balancing is done at the six LOA used in programming. For an LOA to be in balance, the number of authorizations and the amount of programmed end strength in the LOA must be equal. LOA consists of six elements:

a. UIC. UIC is a five-digit alphanumeric that is issued from Defense Finance and Accounting Service (DFAS) and identifies the activity.

b. Activity Group and Sub-Activity Group. Defines different types of functions of an activity, and the similar types of tasks within those functions, for budget justification and accounting purposes.

c. PE. This is the primary data element used in programming. It defines and allocates resources (personnel, equipment and facilities) to a specific Navy warfare and/or supportive program.

d. RS. Identifies the RS that has functional cognizance over the program and associated funding.

e. Manpower Type. Defines total force manpower category (e.g., officer, enlisted, civil service and contractors) used to authorize the manpower requirement.

f. MRC. Identifies the type of appropriation and/or category used to resource manpower (e.g., active duty, active duty student, full-time support (FTS), drilling reservist, reserve recruiter, personnel exchange program (PEP)).

6. Programmed End Strength. Programmed end strength is the resource used to fund military manpower authorizations. It is provided at the LOA and embodies MPN or RPN dollars allocated to fulfilling the activity's warfighting capabilities or MFT. New authorizations cannot be created at an LOA that does not possess available end strength. If an RS, TYCOM, or BSO needs to authorize an unfunded manpower requirement in an LOA without available end strength, the end strength must be provided via manpower programming or reprogramming, described in section 703. No end strength is required to establish an unfunded manpower requirement.

7. Manpower Authorization and Conversions of Officer Designator Pay Grade and Enlisted Rate

a. OPNAV (N12) approval is required to authorize unallocated enlisted end strength above the E-7 pay grade.

b. OPNAV (N12) approves the conversion of one officer designator to another for manpower after the requestor has fully justified it according to changes in manpower requirements. The policies stated in subparagraphs 7b(1) through 7b(10) apply.

(1) Compensation for FTS officer designator or pay grades manpower authorizations must conform to the same policies and restrictions outlined for active duty Navy officers. The exception, if approved by OPNAV (N12), is that the manpower authorization may be higher than the manpower requirement.

(2) The pay grade of manpower authorizations involving designator conversions must normally remain the same unless a lower pay grade is required.

(3) Within unrestricted line (URL), other URL designators may be considered in approving pay grade compensation.

(4) URL designators must not be used as compensation for other designators without consultation of manpower and community stakeholders and OPNAV (N12) approval.

(5) Any designator may be used as compensation to convert to a URL designator at the same or lower pay grade with consultation manpower and community stakeholders and OPNAV (N12) approval.

(6) URL designators may be changed to other URL designators if the originator provides sufficient justification with consultation of manpower and community stakeholders and OPNAV (N12) approval.

(7) Compensation for restricted line (RL) or Staff Corps designators must ordinarily be from within the same designator. If such compensation is not available, compensation may be provided from other RL or Staff Corps designators on a case-by-case basis with consultation of manpower and community stakeholders and OPNAV (N12) approval.

(8) Compensation for limited duty officer (LDO) and chief warrant officer (CWO) designators must ordinarily be from the same designator. If such compensation is not available, compensation may be provided from other LDO and CWO designators on a case-by-case basis with consultation of manpower and community stakeholders and OPNAV (N12) approval.

(9) Except for FTS officers, requests for officer pay grade increases will be approved only when the grade increase

does not exceed the manpower controlled requirement and when another manpower authorization with the same pay grade is downgraded as compensation in the same BCR. OPNAV (N12) maintains approval authority over conversion of one manpower authorization pay grade to another.

(10) OPNAV (N12) approval is required to authorize unallocated officer end strength above the lieutenant (O-3) pay grade. Lieutenant commanders (O-4) and above are congressionally controlled under the Defense Officer Personnel Management Act, thus a one-for-one pay grade compensation is required.

c. Compensation for SELRES or OTHMOB manpower requirements requires consultation of manpower and community stakeholders and Chief of Navy Reserve (CNO (N095)), in addition to OPNAV (N12) approval.

702. Civilian Manpower

Responsible Offices	OPNAV (N12) OPNAV (N120) OPNAV (N122) NAVMAC
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References	(b) NAVMAC Activity Manpower Management Guide (AMM-G) of December 2014 (i) HR-1588-230, Title XI, Civilian Personnel Matters
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1. Purpose. To provide guidance specific to civilian manpower.
2. Authority. CNO (N1) is responsible for oversight of civilian manpower requirements in TFMMS. BSOs have the responsibility of planning and executing the civilian human capital function for their organization.
3. Responsibility. Civil service end-strength and contractor FTE are recorded and managed by references (b) and (i) and reflected in the AMD. The FTE for civil service billets equals one authorization for each funded position, whether full time or part time. The FTE for contractor billets equals one contractor work-year equivalent. BSOs must document all government civilian requirements in the Navy's authoritative manpower system. In addition, BSOs must maintain an accurate record of all government civilian requirements and authorizations and document them in the AMD. DCPDS is the authoritative data source for government appropriated and foreign national direct civilian personnel. BSOs have the ultimate responsibility for validating and ensuring that their requests for personnel action correspond to a documented, funded position in TFMMS. This action is accomplished by including the billet identification number (BIN) (from TFMMS or AMD) on each request for personnel action within the "NOTES" section where a hiring action, reassignment, or change in position number is requested.
4. Overview. Civil service quality information includes: occupational series, pay plan, and pay grade.

703. Manpower Programming and Out-of-Cycle Programming

Responsible Offices	OPNAV (N12) OPNAV (N120) OPNAV (N122) OPNAV (N123)
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1. Purpose. To provide guidance regarding the programming and reprogramming of manpower resources.

2. Manpower Programming. Manpower resources are originally provided through the PPBES. The Navy POM represents senior Navy leadership's decision on how to allocate Navy resources, including manpower resources, to accomplish Navy's mission. During each POM cycle, manpower RSs add, delete or move programmed end strength to, from, and among LOAs and adjust the MPN and RPN accounts accordingly. Manpower programming is governed by CNO (N8) and RS direction. The POM submission is the mechanism to:

- a. Change total Navy end strength;
- b. Change total active duty, FTS or SELRES end strength;
- c. Change total officer, enlisted, or midshipman end strength;
- d. Change total reserve end strength within an MRC; and
- e. Change end strength allocated to OSD-controlled areas including:
  - (1) Joint and combatant commanders;
  - (2) Defense agencies;
  - (3) National Intelligence Program and Military Intelligence Program;
  - (4) Special operations forces;
  - (5) Defense Health Program (DHP);

- (6) Defense and Navy working capital funds;
- (7) Foreign military sales; and
- (8) Outside DoD reimbursable.

3. Civilian and Contractor Programming. Civilian and contractor billets are reported in the PPBES process but the total number can change with the reallocation of resources. Civilians and contractors are not managed to end strength.

4. Out-of-Cycle Programming. The reallocation of programmed end strength outside of the PPBES process is referred to as out-of-cycle programming. As the allocation of end strength made in the PPBES process represents senior Navy leadership decisions on allocation of resources, out-of-cycle programming must be kept to a minimum. However, during the PPBES process, all changes in functions, workload, and programs cannot be foreseen. As functions and workload change and new programs are established, directed either within the Navy or by the SecDef, manpower resources are frequently required. Out-of-cycle programming is used to reprioritize the fixed amount of programmed end strength. All out-of-cycle programming must be zero sum, so any increase in manpower allocated to one LOA requires compensation from another LOA. The manpower resource code and manpower type must remain in the same appropriations category. All out-of-cycle programming with an LOA change requires RS approval.

5. End Strength Compensation Source. All Navy-controlled end strength is allocated to the RS in the PPBES process. Therefore, all compensation for end strength out-of-cycle programming must come from the RS and be coordinated with and executed by the BSOs.

a. Compensation for emergent end strength requests that originate from within an RS or BSO will come from within the RS or BSO. Compensation for tasking to an RS from the echelon 1 or higher authority must come from within the tasked RS, unless CNO (N1) or higher authority specifically directs the compensation come from another source.

b. Compensation for emergent end strength requirements outside of the Navy (e.g., joint, defense agency, OSD, National Intelligence Program, Special operations forces, DHP) will be identified by CNO (N1) from within the Navy RSs.

6. Out-of-Cycle Programming Methods. Out-of-cycle programming may be accomplished via one of two methods. First, OPNAV (N12) may reallocate programmed end strength via "Green Sheet." Second, manpower BSOs may request end strength reallocation in conjunction with TFMMS transactions. To avoid unnecessary manpower imbalances, a "Green Sheet" will only be used if there are no authorizations in the LOAs affected or the transaction results in reducing the manpower imbalances that currently exist, or where system business rules prevents a BSO from submitting a transaction as necessary by OPNAV (N12). Out-of-cycle programming requiring an LOA change must be approved by the associated RS through the BCRS.

7. Out-of-Cycle Programming Thresholds. Out-of-cycle programming represents a change to the approved Navy program. Progressively more significant levels of out-of-cycle programming require progressively higher levels of approval and justification.

a. Movement of excess end strength to a resource holding account must be approved by the applicable RS.

b. Movement of unallocated end strength from the RS resource holding account to fund new requirements for new or revised ship, squadron, or FMD must be approved by the RS.

c. Redistribution of unallocated, programmed end strength within an activity group or sub activity group, PE, MRC, manpower type, and RS must be approved by the RS.

d. Out-of-cycle programming to implement technical adjustments that do not affect authorizations (e.g., implementation of new PE) must be approved by the RS.

e. Out-of-cycle programming to implement funding of emergent manpower requirements, CNO or higher decisions require consultation of manpower and community stakeholders and OPNAV (N12) approval. Linkage to decision is required in justification.

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f. All other out-of-cycle programming requests will be routed through BCRS and accompanied by the same justification materials as mandated by the RS for manpower changes in the most recent applicable POM serial guidance.

704. AMD

Responsible Offices	OPNAV (N12) OPNAV (N120) OPNAV (N123) NAVMAC
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References	(b) NAVMAC Activity Manpower Management Guide (AMM-G) of December 2014 (c) NAVPERS 15839I (d) NAVPERS 18068F (h) NAVMACINST 5310.18C
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1. Purpose. To establish policy and procedures for maintaining and modifying the AMD.

2. Background. Activity manpower requirements, both unfunded and funded, are to be documented in the AMD. Data elements for both the requirement and the authorization will reflect the most current manpower business rules per reference (h) and additional policy guidance provided within this section. Proper classification of both funded and unfunded requirements is extremely important in managing Navy's overall manpower and personnel resources. It is imperative that the information reflected in the AMD is the most accurate and at the proper skill and experience levels necessary for satisfactory performance of the required function and to follow additional guidance as follows:

a. Each BIN supports one requirement and one authorization, and will be assigned a unique billet sequence code (BSC) within that UIC to organizationally structure manpower requirements, organizational headers, and billet notes in the AMD.

b. The organizational hierarchy code will be assigned to each organizational header and manpower requirement or authorization. The numeric values will reflect an activity's organizational breakdown as further explained in reference (b).

c. When entering the officer billet title, the assigned billet title will reflect the NOBC code short title as provided in reference (c). Any additional information required in the

billet title will be added following a "/" immediately following the official NOBC short title (e.g., NOBC 3943 = MPWR PLN/Department Head).

d. When entering the enlisted billet title, the assigned billet title will reflect the Navy enlisted billet classification (NEBC) short title as described in reference (d). Any additional information required in the enlisted billet title will be added following a "/" immediately following the official NEBC short title (i.e., EQUIP OP/MWR Lead).

e. When entering the civilian billet title, the assigned billet title will reflect the official title of the position as documented on Optional Form 8 Position Description. For contractors, the assigned billet title will reflect "CNTR." Any additional information required in the billet title will be added following a "/" immediately after the official title.

3. BCR. Changes in the occupational classification or defining characteristics of a manpower authorization are approved through a BCR. BCRs are not required for changes to unfunded manpower requirements. However, if a military manpower requirement change precipitates a change in the authorization, then a BCR is required (e.g., enlisted NEC, pay grade, rating or officer NOBC, pay grade, AQD). All changes to manpower authorizations must result in a billet base that is executable and sustainable within fiscal controls (including special and incentive pays) and legal limits on control grades. A BCR is not required for the TFMMS implementation of validated new MRD, FMD, SMD, SQMD, and SEAOPDET MRW or validated modifications to these manpower documents.

4. BCR Decision Matrix. The BCR decision matrix is used to ensure all executability issues are addressed. It provides required chops and routing instructions for a BCR. In the event that not all parties concur to a BCR, OPNAV (N12) will adjudicate. OPNAV (N12) will review, update and publish the BCR decision matrix as required. The BCR decision matrix can be accessed via the NAVMAC Web site or at the Navy Manpower Programming and Budgeting System homepage located at: <https://nmpbs.n10.npc.navy.mil>.

a. Pay Grade Changes. Changes in pay grade constitute a change in the resources required and will not normally be

allowed without grade compensation outside of the POM process. The pay grade of authorizations involving designator or rating conversions must normally remain the same unless a lower pay grade is required. Grade compensation may be provided by adjusting the pay grade of another authorization with no net increase in the number of authorizations at each pay grade. Authorizations may decrease in pay grade without compensation. Pay grade compensation can be "banked" but must be used within the same FY.

b. Modified SMD, SQMD, or FMD. A revision to an approved AMD for an SMRD, FMD, SMD, SQMD, or SEAOPDET MRW that constitutes a change to a manpower authorization is not subject to the BCR process.

c. New Authorizations. The initial authorization of unallocated end strength is not subject to the BCR process if the authorization is used to allocate end strength created during the PPBES or new SMRD, FMD, SMD, SQMD or MRW implementation process and billet level detail was submitted by the RS and reviewed by community managers as part of the process build.

d. Community Health. Maintaining community health is a primary responsibility of CNO (N1). Community health will be given consideration in all manpower authorization decisions. Community managers, in conjunction with OPNAV (N122) and (N123), will develop, maintain, and publish community health metrics suitable for assessing the impact on community health of changes to military manpower authorizations.

5. Authorization of General Duty Requirements. Enlisted community managers will periodically review the assignment of general duty billets to each rating, and working with OPNAV (N12) will propose redistribution of billets between ratings to support rotational and career progression goals. Manpower BSOs will be informed of all proposed redistributions before they are implemented. Enlisted manpower requirements are considered general duty when multiple rates or ratings could satisfy the work requirement (e.g., recruiters, recruit division commanders, naval leadership development program instructors, 3M system coordinator) either because the work is not directly associated with any one rating (codified using FAC "G") or because the work is associated with a multi-sourced NEC (codified using FAC "H").

To provide maximum flexibility in balancing sea shore flow and career progression, enlisted requirements will be classified as general duty whenever appropriate.

6. Minimum Duration Time for Authorizations. New authorizations must not normally be established for a time period of less than a normal tour of duty. A normal tour is considered to be 3 years or as specified for overseas tours.

7. Authorization Effective Dates. The effective begin and end dates of authorizations will be 1 October of the FY with the exceptions per subparagraphs 7a through 7c.

a. Military-to-Civilian Conversions. The effective end date of the military authorization will be 1 April of the FY and the civilian start date will also be 1 April if the conversion was programmed using the standard half year costing convention.

b. New Construction and Conversion. The effective start dates of billets will be aligned to the crew sequencing phasing plan.

c. Decommissioning and Closures. The effective end date will be aligned to the decommissioning or closure date. If an initial closure date was used when an actual decommissioning date was unavailable, the BSO must submit an MCR that removes excess BA as soon as the actual date is established.

705. Authorizations for Bureau of Medicine (BUMED), BISOG, Naval Reactors and Joint Activities, including CCMDs, OSD, Defense Agencies, JCS, NATO, International Commands, and Outside DoD Activities

Responsible Office	OPNAV (N123)
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References	(r) CJCSI 1001.01B (t) DoD Instruction 1300.19 of 4 March 2014 (u) OPNAVINST 5700.7H (v) DoD Instruction 1000.17 of 30 October 2013 (w) Deputy SecDef Memorandum, OSD 09454-08, Managing Military Personnel Resources in the Defense Health Program and the Special Operations Command, 22 June 2006 (NOTAL) (x) DoD Instruction 1322.10 of 29 April 2008
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1. Purpose. To establish the policy and procedures for determining and managing manpower requirements for BUMED, BISOG, naval reactors, and joint activities.

2. Policy. References (r), (t), and (u) contain the policies, administrative instructions, and responsibilities for determining the manpower requirements and for managing the manpower resources of CCMDs and JCS. Reference (v) contains the policies, administrative instructions, and responsibilities for outside DoD activities, such as the White House, the State Department, and the National Aeronautics and Space Administration. Reference (w) contains the policies, administrative instructions and responsibilities for managing the manpower resources in the DHP and United States Special Operations Command.

3. Scope. OPNAV (N123) is designated as the principal action office for manpower programming and policy issues relating to joint Navy matters including joint officer management and activities designated by manpower requirements determination universe (MRDU) desk code (previously known as action officer desk code) "J\*," as well as Navy medical and BISOG manpower

requirements. Joint billets and end strength encompass both active and reserve component officer and enlisted. Civilian manpower at a joint activity is administered by the Service which provides CCMD support at that activity. Navy is the support agent only for United States Pacific Command (USPACOM). The civilian manpower under USPACOM is managed by BSO 11, Field Support Activity.

a. Joint Navy activities encompass a wider range of activities than what is defined by law, OSD, and JCS. JCS manages the list of billets called the Joint Duty Assignment List (JDAL) which are those billets designated to provide credit for joint experience. Not all billets at joint activities are on the JDAL. OPNAV (N123) manages both JDAL and non-JDAL billets in TFMMS.

(1) Joint Navy manpower is identifiable in TFMMS by referencing the MRDU. All joint activities have an MRDU beginning with "J". The MRDUs for joint activities are as follows:

(a) J1 - Joint manpower program (JMP) activities: This category includes activities coordinated through Joint Staff, including CCMDs, the JCS, and JCS activities.

(b) J2 - Combat support agencies' (Manpower Program (MP) 13/63) activities: This category includes defense agencies which coordinate directly with OPNAV (N123).

(c) J3 - NATO (MP-13 and MP-63): NATO activities are governed by the report called Peacetime Establishment. Navy must fund NATO requirements per direction from JCS and treaty commitments.

(d) J4 - Joint (non-JMP).

(e) J5 - OSD and other defense agencies.

(f) J6 - Outside DoD.

(g) J7 - Support to other Services.

(h) J8 - Other Joint.

(i) J9 - Naval Reactors.

(2) Quality changes to billets in MRDUs J1, J2, J3, and J5 are approved, disapproved, and modified by OPNAV (N123) after proposed changes are received from Joint Staff or the defense agencies. OPNAV (N123) will forward all quality changes for Navy officer community manager and enlisted community manager chops. Prior to agreement, staffing occurs between JCS, OSD, and OPNAV (N123). OPNAV (N123) also coordinates with the activities, as well as the other Services and Joint Staff, on the validation of new requirements. Navy cannot determine requirements for joint activities. The funding of new joint-validated requirements occurs in the program and budget review process. The funding (specifically end strength) is either directed by OSD Cost Assessment and Program Evaluation (CAPE) or negotiated via a MOA between Navy and the non-Navy activity. The outcome of both processes is documented in the annual resource management decision (RMD). Likewise, any reduction in end strength at a joint activity, transfer of end strength from one joint activity to another, or transfer of end strength from a joint activity back to Navy requires the successful negotiation and execution of a MOA between Navy and the activity involved. These end strength levels are ultimately reflected on the Military End Strength Status Report (MP-13) and Reserve End Strength Estimate (MP-63) documents.

(3) Manpower changes to MRDU J6 are processed by manpower evaluation review changes and MOU as directed under reference (x).

(4) Manpower changes to MRDUs J4, J7, J8 and J9 activities are processed as all other Navy manpower changes.

b. OPNAV (N123) performs military manpower functions (active and reserve, officer and enlisted) for BSO 02, BSO 11 (USPACOM only), BUMED, BISOG, naval reactors and joint activities, including CCMDs, OSD, defense agencies, JCS, NATO, international commands, and outside DoD to include billets and end strength. OPNAV (N123) has no financial, operational, or personnel management authority over these organizations.

(1) Exceptions for Navy joint activities to the Navy manpower process and BSO functions include:

(a) All manpower changes to activities with an MRDU of "J\*" must be coordinated with OPNAV (N123). No reallocation of joint resources can be made without proper approval from OPNAV (N123).

(b) NAVMAC does not implement or become involved in joint activity billet changes unless the changes are executed based on a global change that impacts joint billets and all Navy.

(c) OPNAV (N123) does not control budgets, funds, or personnel management but is responsible for the proper programming of end strength to support validated joint requirements, both Active Component and Reserve Component and officer and enlisted.

(d) OPNAV (N123) cannot make manpower requirement determinations for joint activities. Changes cannot be made to joint activities without coordination with the cognizant joint office.

(e) OPNAV (N123) performs military manpower functions only and does not manage civilian billets.

(f) OSD, JCS, or the Joint Requirements Oversight Council process must validate that an activity has a joint mission for the joint term to be used in an activity title.

(g) Manpower changes to most joint activities are distributed and tracked through the Joint Actions Control Office (OPNAV (N3/N5C)) in Deputy Chief of Naval Operations for Operations, Plans and Strategy (CNO (N3/N5)). OPNAV (N123) staffs the planner's memorandums to respond to joint taskers, as required.

(h) The MP-13 and MP-63 reports provide aggregated end strength controls for DHP, CCMDs, NATO and defense agencies. OSD CAPE manpower management system (MMS) provides end strength controls broken down by PE as required.

(i) Outside DoD requirements are governed solely by MOUs and the manpower evaluation requests process as detailed in reference (x).

(2) OPNAV (N123) is responsible for managing Navy military end strength for BUMED, BISOG, naval reactors and joint activities.

(a) OPNAV (N123) will work with OPNAV (N120) to ensure that TFMMS and PBIS end strength match MMS and the MP-13 and MP-63 reports for DHP, CCMDs, NATO, and defense agencies.

(b) OPNAV (N123) is responsible for processing any RMD and program budget decisions received to ensure all changes are documented in TFMMS. This includes working with OPNAV (N120), OPNAV (N122), and OPNAV (N10) to obtain end strength to support program and budget review or RMD issues.

c. OPNAV (N123) is Navy's coordination office for analysis and management of JDAL billets (AQD JD1 and JD2).

d. OPNAV (N123) can participate in a CCMD headquarters manpower study request if multi-service support is requested. However, any OPNAV (N123) member who partakes in the manpower study must excuse him or herself from any issues dealing with the specific CCMD during the JMVP.

706. Users of Manpower Requirement and/or Authorization Information

Responsible Office	OPNAV (N12)
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1. Purpose. To describe the purpose, uses, and limitations of funded billets.

2. Background. Funded billets convey qualitative as well as quantitative information. These funded billets serve two main purposes: first, inventory development; and second, demand for the placement of that inventory. In the budget and program years the funded billets are aggregated by occupation, grade, and additional skills to provide the formal report for the production of personnel inventory. In the execution year these funded billets continue to provide a demand but this demand is conditional to the operating personnel strength plan that is structured to remain within statutory controls. Execution year funded billets also provide the formal report for the placement of personnel.

3. OPA and EPA Documents. The OPA and EPA support the community managers and strength planners. These documents provide a quantitative summary of funded billets for current and future FYs by designator, pay grade, and enlisted master code. These documents are typically produced twice a year during the spring and fall in conjunction with the PPBES. Format and frequency are subject to change to meet community manager needs. OPNAV (N120) produces the documents.

4. Indirect Uses of Funded Billets. Funded billets are also used for strength planning which includes accession, promotion, loss, and training planning as well as for related matters such as bonuses, special pays, and other funds necessary for the management of personnel inventories.

5. Limitations of Funded Billets. Funded billets represent the commitment of resources from the appropriate RS for manpower. As FYs approach budget and execution, CNO (N1) continues management actions to achieve an inventory that matches the authorizations. The primary emphasis within funded billets is to achieve total personnel inventory within fiscal controls

while maintaining the quantity, experience, leadership, and technical ability represented by the military skill classification system.

a. Funded billets do not guarantee a precise match of personnel. Statutory, fiscal, and inventory limitations may individually or collectively cause mismatches between funded billets and the actual inventory. In addition, funded billets are regularly updated to incorporate changes resulting from the budgeting and congressional processes and other emergent priorities.

b. During program execution, the mismatches are accommodated by management of personnel in relation to program priorities and may necessitate management initiatives to correct adverse trends over a multi-year horizon.

c. To recognize the potential for differences between funded billets and personnel inventory, manpower managers must clearly differentiate between funded billets (the demand) and inventory (personnel available). What is shown in the AMD as manpower requirements and authorizations may not equate to the numbers and/or skill of personnel assigned to the activity due to inventory availability.

SECTION 8  
SPECIAL AUTHORIZATION PROCEDURES

800. ADDU Manpower Authorizations

Responsible Offices	OPNAV (N12) OPNAV (N120) OPNAV (N123) NAVMAC
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References	(b) NAVMAC Activity Manpower Management Guide (AMM-G) of December 2014 (h) NAVMACINST 5310.18C (i) HR-1588-230, Title XI, Civilian Personnel Matters
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1. Purpose. To establish policy and procedures for the management of ADDU manpower authorizations.
  
2. Background. ADDU manpower authorizations are assigned to officer, enlisted, and civilian billets to satisfy the need for expertise not available from within activity assets when valid workload does not support a full-time manpower requirement or to accommodate limited staff functions. Establishment, change, or disestablishment of an ADDU relationship requires a MOA or the modification to an existing agreement to form an understanding and validate the expected requirements or changes to the ADDU billet or incumbent. This agreement should be in place or modified as applicable prior to submission of a BCR and/or TFMMS packet.
  
3. End Strength Assignment. For military, the required end strength for both ADDU TO and ADDU FM manpower authorizations is counted only against the primary supporting (ADDU TO) activity. The ADDU FM activity's authorized requirement does not require end strength compensation (one person, one funded manpower authorization). Since civilian billets are not managed by end strength, compensation does not apply for an ADDU relationship.
  
4. Military ADDU Manpower. Subparagraphs 4a through 4d apply primarily to military ADDU manpower authorizations.
  - a. ADDU manpower authorizations must be linked to and from a primary activity's authorized requirement. In those cases

where an ADDU manpower authorization is no longer valid, the ADDU relationship must be eliminated by removing the ADDU FM authorization in TFMMS and applying the funding from the ADDU TO authorization to a valid military requirement.

b. The ADDU relationship of the commanding officer, officer in charge, director, or other similar types of manpower requirements for tenant or detachment activities providing support services to host activities is at the discretion of the BSO.

c. The ADDU FM manpower authorization must reflect all the manpower requirement and authorization information of the primary activity's manpower authorization, including the requirements indicator codes per reference (b). Exceptions are:

(1) BSC and account category code (ACC). The BSC assigned is for the gaining command's manpower structure.

(2) ADDU FM officer manpower authorizations cannot be assigned subspecialty and/or AQD codes. These codes can only be assigned to the primary activity's authorized requirement.

(3) When both sides of ADDU relationship have different RSs and UICs.

d. Per subparagraphs 4d(1) through 4d(3), additional policies apply to all ADDU manpower authorizations with the exception of medical department designated officers assigned to activities under the U.S. Marine Corps and BSO that are ADDU to activities under the U.S. Navy.

(1) Frequent liaison with an activity does not imply ADDU status nor is it justification to establish an ADDU.

(2) Manpower authorizations not within the same BSO require concurrence of all BSOs. Those within the same BSO require concurrence from both commands.

(3) Activities assigned ADDU FM manpower authorizations must ensure at least 50 percent of an incumbent's time is available to perform the primary activity's function(s).

5. Procedures for Requesting Manpower Changes. Manpower authorizations assigned ADDU relationships must be identified in the AMD of both activities.

a. Identification of ADDU FM Manpower Authorization

(1) Immediately following the NOBC short title, enlisted or civilian billet title, insert a "/" and add the following as part of the title: "ADDU FM," the five-digit BSC of the primary supporting manpower authorization, followed by a "/", then the UIC of primary supporting activity (e.g., OIC/ADDU FM 00120/12345). The acronyms "BSC" and "UIC" are understood and are not reflected in the billet title.

(2) Assign the appropriate ACC of "N," found in reference (i), to identify the ADDU FM relationship. End strength is not required for the manpower authorization on the ADDU FM side.

(3) On the manpower authorization, for all manpower types, reference the primary supporting manpower requirement's BIN in the associated BIN field.

b. Identification of Primary Supporting ADDU TO Manpower Authorization

(1) Immediately following the NOBC short title, enlisted or civilian billet title, insert a "/" and add the following as part of the title: "ADDU TO," the five-digit BSC of the ADDU manpower authorization, followed by a "/", then the UIC of the ADDU manpower authorization (e.g., OIC/ADDU TO 01235/53211).

(2) Assign the appropriate ACC of "S," found in reference (h), to identify the ADDU TO relationship. End strength is required for the manpower authorization.

(3) Reference the ADDU FM manpower requirement's BIN in the associated BIN field for all manpower types.

801. PEP

Responsible Offices	OPNAV (N13) OPNAV (N12) OPNAV (N120)
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References	(b) NAVMAC Activity Manpower Management Guide (AMM-G) of December 2014 (h) NAVMACINST 5310.18C (u) OPNAVINST 5700.7H
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1. Purpose. To establish the policy and procedures for the management of PEP billets.

2. Background. PEP provides a one-for-one exchange between U.S. Navy military personnel and personnel from other Military Services, including foreign services. OPNAV (N13) is the program manager for PEP and is responsible for effecting changes to manpower requirements associated with the PEP program per reference (u).

3. Billet Compensation. Each PEP billet will be represented by two authorizations in TFMMS. The compensation billet is the U.S. Navy manpower authorization that would otherwise be occupied by the Navy officer or enlisted member on exchange with the other U.S. Service or foreign service. The compensation authorization sends all of the normal demand signals that other authorizations send except no signal is sent to the distribution system. The compensation billet is denoted in TFMMS by a FAC of "X" per reference (h). The second authorization is the destination authorization. It provides a demand signal for distribution purposes only and carries required information about the destination billet for detailing. The destination authorization is denoted by an MRC of "PP" in TFMMS per reference (b).

4. Policies for PEP Manpower Authorizations at U.S. Navy Activities

a. Valid Compensation. The compensation manpower authorization must occupy an already existing manpower requirement.

b. Mobilization. If required, reflect mobilization information on the compensation manpower requirement for the U.S. Navy activity.

c. Warship Prohibition. U.S.C. prohibits the assignment of foreign officers as crew of U.S. warships. Therefore, authorized manpower requirements are not identified as PEP aboard a ship. However, foreign officers are permitted to serve on U.S. Navy ships in an "excess crew" status. OPNAV (N13) coordinates selection of fleet units for the assignment of PEP personnel with the appropriate fleet commanders.

d. Procedures for Requesting Manpower Changes. Officer and enlisted manpower authorizations assigned PEP relationships must be identified in the AMD of both activities and request for manpower changes must be submitted through BCRS.

e. Synchronization. The manpower requirement and authorization information will be identical on the compensation and destination billets with the exception of billet title, FAC, and MRC information as described in subparagraphs 4f and 4g. In addition, language requirements may be added to the destination authorization as required.

f. Compensation Billet Identification. Immediately following the NOBC short title or enlisted billet title, insert a "/" and add the following as part of the title: "PEP TO," the five-digit BSC, and the UIC of the PEP exchange activity (e.g., AVIATOR/PEP TO 00120/12345). The acronyms "BSC" and "UIC" are understood and are not reflected in the billet title. Assign FAC "X." The BIN or UIC may be substituted for BSC or UIC upon pre-approval of OPNAV (N120).

g. Destination Billet Identification. Immediately following the NOBC short title or enlisted billet title, insert a "/" and add the following as part of the title: "PEP FM," the UIC, and the BIN of the PEP exchange activity (e.g., AVIATOR/PEP FM 1234500/0123456). The acronyms "BSC" and "UIC" are understood and are not reflected in the billet title. Assign MRC "PP." The BIN or UIC may be substituted for BSC or UIC upon pre-approval of OPNAV (N120).

802. Flag Officer Manpower Requirements and Authorizations

Responsible Offices	NAVPERSCOM Flag Officer Management Distribution and Development (PERS-00F) Chief of Naval Reserve (CNO (N095))
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1. Purpose. To establish the policy and procedures for the management of flag officer manpower requirements and authorizations.
2. Authority. NAVPERSCOM (PERS-00F) manages Navy flag officers.
3. General. Title 10, U.S.C., provides strict limits on the number of U.S. Navy flag officers. New flag officer authorizations generally require one-for-one compensation.
4. Policy. Requests to modify an existing flag officer manpower requirement and/or authorization or to establish a new flag officer manpower requirement must be submitted and approved by NAVPERSCOM (PERS-00F) and flag matters and comply with the procedures in subparagraphs 4a and 4b.
  - a. New Billet. Submit requests to establish new flag officer manpower requirements and/or authorizations to NAVPERSCOM (PERS-00F), flag matters, prior to submission of BCR.
  - b. Changes to Existing Billet. Submit a BCR affecting an existing flag officer manpower requirement and/or authorization using the BCR process. Changes to designator or pay grade must be approved in advance by NAVPERSCOM (PERS-00F).

803. Officer Subspecialty System

Responsible Offices	OPNAV (N12) OPNAV (N120) OPNAV (N127) NAVPERSCOM (PERS-4)
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References	(c) NAVPERS 15839I (x) DoD Instruction 1322.10 of 29 April 2008
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1. Purpose. To establish the policy and procedures for creating, changing, modifying, or deleting subspecialty codes or curriculum from the officer subspecialty system.

2. Background. The officer subspecialty system is an integrated manpower and personnel classification and control system that establishes criteria and procedures for identifying officer requirements for advanced education, functional training, and significant experience in various fields and disciplines. The subspecialty system is used to identify those requirements which require a subspecialty code including a specific degree program (four digit code) and the specific level (suffix last digit) required to perform the task and mission of the validated position. Subspecialty needs will be validated for the minimum education level deemed essential for performance. The term "level" does not necessarily imply the need for a degree but rather "level" indicates the minimum required education and/or training and/or experience of a specific degree program. Undergraduate education majors, specialized functional training programs, and significant experience will also be used to meet subspecialty needs (see references (c) and (x)). Graduate education supports the officer subspecialty system and is designed to complement the officer's operational training.

3. Establish, Change, Modify or Delete Subspecialty Codes or Curriculum. Reference (c) delineates the procedures to establish, change, modify or delete a subspecialty code or curriculum through the Navy Officer Occupational Classification System (NOOCS). OPNAV (N127) manages the subspecialty system; NAVMAC is the executive secretary for the NOOCS process. Requests to establish, change, or modify a subspecialty code

will specify the education skill requirements, core skill requirements, and include a cost analysis to include the IA costs.

4. Authorization of Subspecialty Coding. Requests to authorize subspecialty codes on billets will be made via the BCR process. OPNAV (N127) will chop all requests for subspecialty authorizations.

5. Other Procedures for Requesting Subspecialty Codes

a. Subspecialty Validation Zero-Based Review (ZBR). Reference (c) mandates validation of subspecialty requirements carried out in the ZBR process. OPNAV (N127) will release ZBR process guidance via additional correspondence.

b. Out-of-Cycle Changes

(1) Out-of-cycle is the term used when actively validating subspecialty requirements outside of the ZBR process. The out-of-cycle process is completed via BCR. Subspecialty information and the subject-matter-expert's point of contact information can be located on the Navy Manpower Programming and Budgeting System Web site at <https://nmpbs.n10.npc.navy.mil>.

(2) When making a change to the designator or pay grade of an officer authorization or requirement, which has an existing subspecialty code, ensure that the new designator and pay grade are valid with the subspecialty code. For example changing a requirement and/or authorization with a civil engineering subspecialty and a Civil Engineer Corps designator to an aviation designator would impact the existing subspecialty code. The civil engineering subspecialty cannot be applied to a requirement and/or authorization coded with an aviation designator.

6. Verification of Existing Codes. The AMD reflect primary and/or secondary subspecialty codes for officer manpower requirements and authorizations. The AMD is the most readily available sources of currently identified subspecialty codes. AMD reports can be obtained from the BSO or subordinate BSO.

7. Graduate Education Quota Plan

a. The Graduate Education Quota Plan model is run annually for all Navy-funded graduate education based on validated billets requiring a subspecialist with graduate level skills (e.g., suffixes C, D, M, N, P and Q).

(1) The model derives graduate education quotas by officer grade, community (URL, RL, and Staff Corps), and subspecialty for each graduate education curriculum. The goal is to reach a steady state for all curricula thus eliminating large fluctuations in student throughput and ensuring the most efficient use of coded officers. The model is designed to assume all quotas generated will be filled at the right time and that the coded officers will fulfill a payback tour and build further competencies in the subspecialty area.

(2) The general data used in the current model is extracted from the automated officer master file and as documented in the AMD. Current authorizations and inventory of subspecialty-coded officers are used as two of the factors in the database.

(3) The Graduate Education Quota Plan is submitted for review by the entire board. The initial list includes voting members and the secondary list displays permanent active non-voting members. The final plan must be submitted to OPNAV (N12) for approval.

(4) Permanent voting members are:

- (a) OPNAV (N127) chair;
- (b) Civil Engineer Corps sponsor;
- (c) Supply Corps sponsor;
- (d) Chaplain sponsor;
- (e) Judge Advocate General Corps sponsor;
- (f) FTS sponsor;

- (g) Medical sponsor;
  - (h) Major area sponsor 2000 - national securities studies, CNO (N3/N5);
  - (i) Major area sponsor 3000 - resources management and analysis, CNO (N8);
  - (j) Major area sponsor 4000 - applied disciplines, CNO (N1);
  - (k) Major area sponsor 5000 - engineering and technology, Naval Sea Systems Command; and
  - (l) Major area sponsor 6000 - operations, CNO (N2/N6).
- (5) Permanent non-voting board members are:
- (a) NAVPERSCOM Officer Subspecialty Management (PERS-45E);
  - (b) NAVPERSCOM Graduate Education and Fellowship Placement (PERS-440B);
  - (c) Air Force Institute of Technology;
  - (d) Naval Postgraduate School; and
  - (e) Officer Plans and Policy (OPNAV (N131)).

b. Requests to modify the quota plan must be submitted through NAVPERSCOM (PERS-4) to OPNAV (N127). Directions to submit changes provided under separate cover. OPNAV (N127) receives reviews and validates any changes to the plan then revises and publishes updated plan.

804. Enlisted CNO Priority Manning Policy

Responsible Offices	OPNAV (N13) USFLTFORCOM NAVPERSCOM (PERS-4)
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1. Purpose. The need for priority manning is dictated by the fact that mission accomplishment of some activities is especially essential to the national interest and these activities must be properly manned, even when personnel shortages exist.

2. Manning Control Authority (MCA). Continuous management of authorized priority manning is necessary to ensure mission accomplishment and provides an order of precedence for which activities will be manned. The MCAs responsible for managing priority are:

a. USFLTFORCOM is referred to as Manning Control Authority Fleet (MCAF).

b. NAVPERSCOM is referred to as Manning Control Authority Bureau (MCAB).

3. Policy

a. Authority. Only the Chief of Naval Personnel can authorize priority 1 and priority 2 manning designations. MCAF and MCAB may authorize and direct priority 3 manning designation for their respective activities.

b. Priority Manning Designation Categories

(1) Priority 1. Strategic assets to include activities that require focused manning to ensure commander's mission attainment in support of national interest as outlined in the Navy Strategic Plan. Priority 1 designation must be limited to that portion of an activity absolutely critical to mission success. Mission must be in direct support of strategic nuclear forces and national mission forces. MCAF and MCAB will conduct an annual review of all priority 1 designations no later than 1 July and assess continuation of priority 1 designation.

(2) Priority 2. Essential assets to include activities that require additional manning attention for a set period of time to sustain specific ROC and POE, or MFT responsibilities in support of CNO guidance. Priority 2 designation must be limited to that portion of an activity absolutely essential to the mission sustainment as related to the following capabilities: ballistic missile defense operations, Aegis ashore, naval special warfare operational support, cyber warfare, CCMDs and joint commands, research and development, and Navy training schools that produce NEC skillsets. Priority 2 designations will expire automatically annually at the end of the FY.

(3) Priority 3. General purpose assets to include activities which require special manning consideration for a set period of time in order to execute a specific mission. Priority 3 designations will be utilized by the MCAs to aid in the monthly career management system-interactive detailing prioritization. Priority 3 designations will automatically expire upon mission accomplishment.

c. Unauthorized Priority Manning. No activity will receive priority manning designation except as authorized by the Chief of Naval Personnel for priority 1 and priority 2, or by the respective MCA for priority 3. The overall integrity of the enlisted personnel distribution system requires that prioritized allocation and assignment of personnel be minimized. If personnel onboard exceed that which is required to perform the priority manned function, action should be initiated to terminate the priority manning designation.

d. Consideration for Lower Priority. Requests for priority 1 and priority 2 designations which are not recommended for approval by MCAF and MCAB will be considered for a lower level priority manning designation.

e. "Ex Post Facto Requests". Priority manning requests submitted subsequent to 1 June of that FY will be considered only when the circumstances per subparagraphs 3e(1) and 3e(2) exist (in addition to meeting priority 1, 2, and 3 manning designation categories).

- (1) Newly established activity; and
- (2) Recent BA change.

4. Administrative Procedures

a. Requests for Priority Manning

(1) Requests for priority 1 and priority 2 designations must be submitted annually, no later than 1 June. Requests must originate from the activity requesting priority manning via the ISIC and/or TYCOM through the appropriate MCA.

(2) Requests for priority 3 designations must be submitted annually, no later than 1 June. Requests must originate from the activity requesting priority manning via the ISIC and/or TYCOM to the appropriate MCA.

(3) U.S. Pacific Fleet must be included as a "copy to" on all requests from U.S. Pacific Fleet activities.

(4) MCAF and MCAB consolidated priority 1 and priority 2 manning requests must be forwarded to the Chief of Naval Personnel via NAVPERSCOM Distribution Management Division (PERS-45) and OPNAV (N13) for approval no later than 1 August.

b. Implementation. All approved priority manning designations must be consolidated by NAVPERSCOM (PERS-45) for application of appropriate priority manning indicator code in TFMMS and for application of the appropriate rating control rule in the readiness information system by NAVPERSCOM Enlisted Personnel Readiness and Support Branch (PERS-4013). A consolidated listing of activities authorized priority manning will be maintained by NAVPERSCOM (PERS-45).

c. Format of Requests. Requests for priority manning designation must contain the information specified in subparagraphs 4c(1) through 4c(7).

(1) Activity name;

(2) Activity 10-digit code or UIC;

(3) Priority manning designation requested (priority 1, 2, or 3);

(4) Category requiring priority manning designation (i.e., activity, rating, or NEC community);

(5) Priority manning code requested (see table 1);

(6) Beginning and termination date for requested priority manning designation in months and calendar years; and

(7) Complete justification for priority manning per the policies stated in subparagraphs 4a and 4b.

5. Primary Manning Codes. Priority manning codes are used to record approved priority manning designations in the enlisted billet file. The first digit identifies the category of billets assigned priority manning designation (all billets in an activity, a selected rating, or a closed loop or transitory NEC). The second digit indicates the level (percent) of priority manning for the approved category.

<u>Definition</u>	<u>1<sup>st</sup> Digit</u>			<u>2<sup>nd</sup> Digit</u>	
	<u>PRIORITY</u> 1	<u>PRIORITY</u> 2	<u>PRIORITY</u> 3	<u>Percentage</u>	<u>Code</u>
Whole Activity	B	K	S	100%	1
Rating	C	L	T	95%	2
NEC (Closed Loop)	F	O	W	90%	3
NEC (Transitory)	G	P	X	85%	4
				Fair Share (managed by MCA)	5

Table 1: Primary Manning Codes

SECTION 9  
ACTIVITY MANAGEMENT

900. Establishment, Disestablishment, and Modifications to Navy Organizations

Responsible Offices	OPNAV (N12) OPNAV (N120) BSOs
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References	(o) OPNAVINST 5400.44A (y) NORMS Standard Operating Procedures of January 2005 (NOTAL) (z) NORMS Users' Guide Version 1.0 of Jul 2006 (NOTAL)
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1. Purpose. To provide specific guidance to officially establish, disestablish, or change activities and detachments as part of shore activities or as operating forces of the Navy, as addressed in references (o), (y), and (z). Requests for organizational changes must be submitted to Navy Organization Request Management System (NORMS) using OPNAV 5400/1 Organization Change Request.

2. Authority. SECNAV will approve the establishment and/or disestablishment of shore activities, and Director, Navy Staff (DNS), on behalf of CNO, will approve the establishment and/or disestablishment of detachments. BSOs have the authority to establish component activities internal to their organizational structure. Components are organizational entities that rely on parent activities for administrative support but do not require official DNS approval for establishment or disestablishment.

3. UIC. DFAS will issue the UIC to BSOs. UIC is the primary element used within CNO (N1) authoritative manpower systems and throughout Navy financial accounting systems.

4. Titles of Official in Charge. Assignment of "titles of authority," such as commanding officer, officer in charge, director in charge and petty officer in charge, are coordinated and approved by DNS.

5. Actions

a. Commanders, commanding officers, and officers in charge must submit OPNAV 5400/1 to their BSO for review and entry into the NORMS to maintain updated information in the SNDL per OPNAVINST 5400.45. BSOs must submit organizational change information to be approved by DNS or SECNAV via OPNAV 5400/1 into NORMS. Once the request is approved, an OPNAV notice (OPNAVNOTE) 5400 will be issued to the requesting BSO.

b. When a UIC is available BSOs must submit the OPNAVNOTE 5400 to OPNAV (N120). Procedures and guidelines can be obtained from OPNAV (N120) TFMMS activity manager.

c. OSD and JCS or the Joint Requirements Oversight Council process must validate that an activity has a joint mission for the term to be used in an activity title.

d. When a separate UIC improves personnel management, then OPNAV (N120) will consider this as a reason to approve a separate component UIC.

901. Establishment, Disestablishment, and Modifications to Components and Detachments That Do Not Require Official SECNAV or DNS Approval

Responsible Offices	OPNAV (N12) OPNAV (N120) BSO
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1. Purpose. To establish policy and the requirements for UIC establishment, disestablishment, and modification for components and detachments that do not require official SECNAV or DNS approval.

2. Policy. Components and detachments created by a BSO that meet the requirements of this section and do not require official SECNAV or DNS approval must have OPNAV (N120) approval before a UIC can be assigned. Once approval is received, the BSO must apply directly to DFAS using the askDFAS Web site: <https://corpweb1.dfas.mil/askDFAS/askAccounting.jsp>.

3. Requirements

a. Sea or Shore Code Requirements. Components may be established within an existing activity when the current UIC has been identified to contain both sea and shore duty billets and a separate UIC is required to reflect a fair crediting of sea or shore duty to billet incumbents.

b. Different Missions. Components may be established if the activity and its components need to be included in different major force programs.

c. Different Geographic Location. Components may be established if the component is in a different geographic location from the parent organization and day-to-day management must be shifted within the component because of distance from the parent organization.

APPENDIX A  
REFERENCES

- Ref:
- (a) SECNAVINST 5000.2E
  - (b) NAVMAC Activity Manpower Management Guide (AMM-G) of December 2014
  - (c) NAVPERS 15839I
  - (d) NAVPERS 18068F
  - (e) DoD Instruction 1100.22 of 12 April 2010
  - (f) OMB Circular A-76
  - (g) OPNAVINST C3501.2K (NOTAL)
  - (h) NAVMACINST 5310.18C
  - (i) HR-1588-230, Title XI, Civilian Personnel Matters
  - (j) OPNAVINST 5310.23
  - (k) DoD Instruction 5000.02 of 7 January 2015
  - (l) OPNAVINST 1500.76C
  - (m) DoD Directive 5000.01 of 12 May 2003
  - (n) NAVMAC Total Force Manpower Requirements Handbook of April 2000
  - (o) OPNAVINST 5400.44A
  - (p) DoD Directive 7730.65 of 3 June 2002
  - (q) Public Law 105-270, Federal Activities Inventory Reform Act
  - (r) CJCSI 1001.01B
  - (s) DoD Instruction 1120.11 of 17 March 2015
  - (t) DoD Instruction 1300.19 of 4 March 2014
  - (u) OPNAVINST 5700.7H
  - (v) DoD Instruction 1000.17 of 30 October 2013
  - (w) Deputy SecDef Memorandum, OSD 09454-08, Managing Military Personnel Resources in the Defense Health Program and the Special Operations Command, 22 June 2006 (NOTAL)
  - (x) DoD Instruction 1322.10 of 29 April 2008
  - (y) NORMS Standard Operating Procedures of January 2005 (NOTAL)
  - (z) NORMS Users' Guide Version 1.0 of July 2006 (NOTAL)

APPENDIX B  
ACRONYMS

<u>Acronym</u>	<u>Term</u>
3M	maintenance and material management
ACAT	acquisition category
ACC	account category code
ADDU	additional duty
AIMD	aircraft intermediate maintenance department
AMD	activity manpower document
AQD	additional qualification designator
BA	billets authorized
BCR	billet change request
BCRS	Billet Change Request System
BIN	billet identification number
BISOG	blue in support of green
BPR	business process reengineering
BSC	billet sequence code
BSO	budget submitting office
BUMED	Bureau of Medicine
CAPE	Cost Assessment and Program Evaluation
CCMD	combatant command
CM	corrective maintenance
CNO	Chief of Naval Operations
COMUSFLTFORCOM	Commander, U.S. Fleet Forces Command
CONUS	continental United States
CSM	commercial services management
CSPP	crew scheduling and phasing plan
CWO	chief warrant officer
DCPDS	Defense Civilian Personnel Data System
DFAS	Defense Finance and Accounting Service
DHP	Defense Health Program
DNS	Director, Navy Staff
DoD	Department of Defense
DRRS-N	Defense Readiness Reporting System - Navy
EPA	enlisted programmed authorization
FAC	functional area code
FMD	fleet manpower document
FMRD	fleet manpower requirements determination
FRP	full-rate production
FTE	full-time equivalent
FTS	full-time support
FY	fiscal year

FYDP	Future Years Defense Program
GMR	graduated mobilization response
HSI	human systems integration
IA	individuals account
IGCA	Inherently Governmental and Commercial Activity
ISIC	immediate superior in command
ISSA	inter-service support agreement
JCIDS	Joint Capabilities Integration Development System
JCS	Joint Chiefs of Staff
JDAL	Joint Duty Assignment List
JMP	joint manpower program
JMVP	joint manpower validation process
LDO	limited duty officer
LOA	level of aggregation
MCA	manning control authority
MCAB	Manning Control Authority Bureau (NAVPERSCOM)
MCAF	Manning Control Authority Fleet (COMUSFLTFORCOM)
MEO	most efficient organization
MFT	mission, functions, and tasks
MMC	manpower mix criteria
MMS	manpower management system
MOA	memorandum of agreement
MOBMAND	mobilization manpower determination
MOU	memorandum of understanding
MP	manpower program
MPN	Military Personnel, Navy
MPT&E	manpower, personnel, training, and education
MRC	manpower resource code
MRD	manpower requirements determination
MRDU	manpower requirement determination universe (replaced action officer desk code)
MRW	manpower requirements worksheet
MSMR	mobilization statement of manpower requirements
NAF	Navy availability factor
NATO	North Atlantic Treaty Organization
NAVMAC	Navy Manpower Analysis Center
NAVPERSCOM	Navy Personnel Command

NEBC	Navy enlisted billet classification
NEC	Navy enlisted classification
NFOL	Naval Forms Online
NMET	Navy mission-essential task
NMRS	Navy Manpower Requirements System
NOBC	Navy officer billet classification
NOOCS	Navy Officer Occupational Classification System
NORMS	Navy Organization Request Management System
NTSP	Navy training system plan
OCONUS	outside the continental United States
OMB	Office of Management and Budget
OPA	officer programmed authorization
OPNAV	Office of the Chief of Naval Operations
OPNAVINST	Office of the Chief of Naval Operations instruction
OPNAVNOTE	Office of the Chief of Naval Operations notice
OSD	Office of the Secretary of Defense
OTHMOB	other mobilization
PBIS	Program Budget Information System
PE	program element
PEO	program executive officer
PEP	personnel exchange program
PM	planned maintenance
POE	projected operational environment
POM	program objective memorandum
PPBES	Planning, Programming, Budgeting and Execution System
PSMD	preliminary ship manpower document
PSQMD	preliminary squadron manpower document
RL	restricted line
RMD	resource management decision
ROC	required operational capability
RPN	Reserve Personnel, Navy
RS	resource sponsor
SEAOPDET	sea operational detachment
SecDef	Secretary of Defense
SECNAV	Secretary of the Navy
SECNAVINST	Secretary of the Navy instruction
SELRES	Selected Reserve
SMD	ship manpower document
SMR	statement of manpower requirements

SMRD	shore manpower requirements determination
SNDL	Standard Naval Distribution List
SOFA	status-of-forces agreement
SQMD	squadron manpower document
SYSCOM	systems command
TFMMS	Total Force Manpower Management System
T/M/S	type, model, and/or series
TPPH	transient, patient, prisoner, and holdee
TYCOM	type commander
UIC	unit identification code
URL	unrestricted line
U.S.C.	United States Code
USFLTFORCOM	United States Fleet Forces Command
USPACOM	United States Pacific Command
WAF	work-hour availability factor
ZBR	zero-based review

APPENDIX C  
GLOSSARY OF TERMS

1. Account Category Code (ACC). A one character alphabetic field used to identify positions that have an ADDU relationship. Reference (b) contains code descriptions. This code is separate from the definition of ACC used in the Military Personnel Manual.

2. Active Duty. Full-time duty in the active Military Service of the United States (other than active duty for training purposes).

3. Activity. A unit, organization, or installation performing a specific mission or function and established under a commanding officer, officer in charge, or director (e.g., naval air station, naval shipyard, naval station, a specific air squadron, ship).

4. Activity Code. A 10-digit code identifying each activity. The first four numbers represent the type of activity (i.e., 1452: naval air station); the next four numbers are unique to a specific activity; and the last two numbers indicated a parent-component activity relationship (00: parent activity, 01-99: component activity of the parent).

5. Activity Group and Sub-Activity Group. An alphanumeric code that denotes the primary mission or program within a budget activity. It assists BSO in the alignment of similar types of activities and functions for budget justification and accounting purposes.

6. Activity Manpower Document (AMD). The quantitative and qualitative expression of manpower requirement (military, civilian, and contractor) and authorizations (military) allocated to a naval activity to perform the assigned MFT or ROC and POE. Its uses and applications are per subparagraphs 6a through 6c.

a. As an expression of manpower needs of an activity. It is the authority used by Chief of Naval Personnel and the applicable enlisted personnel distribution office to provide requisite military personnel distribution and Navy Reserve recall.

b. It is the basic document for current and future peacetime and mobilization Navy military manpower planning in the areas of personnel strength planning, recruiting, training, promotion, personnel distribution, and Navy Reserve recall.

c. It is the single official statement of organizational manning and manpower authorizations (BA).

7. Additional Duty (ADDU). Part-time functional requirements to which an individual is assigned, and which is in addition to the primary duty. The duty may or may not be at the permanent duty station. Such ADDU should normally require less than 50 percent of the incumbent's time.

8. Appropriation. An annual authorization by an Act of Congress to incur obligations for specified purposes and to make payments out of the Department of Treasury. Appropriations are subdivided into budget activities, subheads, programs, projects, etc.

9. Authorization. A billet for which funding has been provided (manpower space) and for which the quality has been authorized by CNO as a requirement to perform the billet functions.

10. Billet Identification Number (BIN). A unique seven digit system generated identifier assigned to a manpower position, organizational header, or note on the AMD.

11. Billet Sequence Code (BSC). A five-digit, ascending sequence of numbers determined by manpower BSOs and/or activities to organizationally structure manpower requirements, organizational headers, and billet notes within an activity's organizational structure.

12. Billet Title. A descriptive title that indicates the primary function of a specific requirement. Organizational titles and billet titles conform to the organization structure approved by the cognizant command, bureau, or office.

13. Budget Year. The FY following the current FY. The FY which is the subject of new budget estimates.

14. Budget Submitting Office (BSO). In the resource management system, the major commanders or bureaus that are authorized manpower resources directly by the CNO for the accomplishment of the assigned missions and tasks.

15. Combat Readiness

a. When applied to organizations or equipment it means availability for combat operations; or

b. When applied to personnel it means qualified to carry out combat operations in the unit to which they are assigned.

16. Combatant Command (CCMD) Support Agent. The Secretary of a Military Department to whom SecDef or the Deputy Secretary of Defense has assigned administrative and logistical responsibility of the headquarters of a CCMD, United States element, North American Aerospace Defense Command, or subordinate unified command.

17. Commercial Activities. A function either contracted or operated by a Navy field or headquarters activity that provides a product or service obtainable from a commercial source.

18. Component (as used in section 9). A sub-unit of a parent activity established to permit separate accounting and management due to remote location, a different PE, or to support special personnel management. Identified by last two digits of the activity code and a separate UIC.

19. Data Element. A basic unit of information having a unique meaning, which has subcategories (data items) of distinct unit or values; (e.g., pay grade, race, geographic location). In manpower each item in the AMD is a distinct data element.

20. Defense Officer Personnel Management Act. Congressional legislation controlling military officer communities, specifically with respect to officer pay grades O-4 and above.

21. Defense Planning Guidance. Document in which SecDef issues broad guidance to the Services, describing the defense objectives to be supported by the forces required to counter that threat.

22. Defense and/or Navy Working Capital Fund. Combines existing commercial and business operations that were previously managed as individual revolving funds into defense and individual military service revolving or business management funds.

23. Designator. The primary specialty qualification category of an officer.

24. Enabler. Supporting element with a designated lead operating to manage value streams (e.g., people, dollars) and supporting TYCOM-led RS with linked and common processes and metrics.

25. End Strength. The number of officer and enlisted requirements which can be authorized (funding) based on approved budgets. End strength is set forth for each activity in the FYDP. End strength unallocated to a billet is commonly referred to as "unqualitized."

26. Enlisted Programmed Authorizations (EPA). A recurring, published document summarizing enlisted authorizations contained in TFMMS. The EPA projects planned authorizations for current and future FYs (budget and program years). Planned authorizations are summarized by rating and pay grade to the approved end strength for each of the FYs.

27. Fleet Manpower Document (FMD). Displays, in detail, quantitative and qualitative manpower positions of a sea duty activity or a sea duty activity with shore duty component(s) that are operationally dependent upon one another and include operational units other than ships or squadrons. Positions are predicted on a ROC statement under a POE, specified operational profile, computed workload and established doctrinal constraints.

28. Force Structure. The aggregation of units and personnel associated with the fleet and shore establishment required for sustained performance of the defense mission. Force structure does not include manpower associated with TPPH, students, midshipmen, and officer candidates.

29. Full-Time Equivalent (FTE). The planned use for paid hours in an FY. In the case of full-time employees with permanent appointments, "one FTE" is normally comparable to "one employee."

30. Functional Area Code (FAC). A one-position alphanumeric code used to identify additional manpower requirements and/or authorization information, special consideration in detailing personnel, and provides for automated tracking of certain categories of manpower authorizations. Reference (b) contains code descriptions.

31. Functions. The appropriate responsibilities or assigned duties, missions, or tasks of an individual office or organization. The first organizational breakdown of the mission into its organizational levels. The function often corresponds to the departmental level.

32. Future Years Defense Program (FYDP). The official program that summarizes SecDef-approved plans and programs for DoD. The FYDP is published at least annually and is also represented by a computer data base which is updated regularly to reflect budget decisions and out-of-cycle programming actions.

33. Individuals Account (IA). A defense planning and programming category of manpower that includes military personnel who are not considered force structure manpower and accounts for individuals in a TPPH status, students and trainees, and midshipmen on active duty.

a. Transients, Patients, Prisoners, and Holdees (TPPH)

(1) Transients. This category contains only the transient PE and consists of active duty military personnel in travel, leave in route, or temporary duty status (except for training) while on permanent change of station orders.

(2) Holdees (patient, prisoner and separates). This category contains only the personnel holding account PE consisting of active duty military personnel dropped from the assigned strength of an operational or training unit for reasons of medical, disciplinary, or separation non-availability.

b. Students and Trainees. This category contains active service officer students, active enlisted students, active enlisted trainees, and active officer accession students not assigned to a specific unit or activity.

c. Midshipmen. This category contains midshipmen at the Naval Academy.

#### 34. Industrial Engineering

a. The art and science of utilizing and coordinating personnel, equipment, and materials to attain a desired quantity and quality of output at a specified time at an optimum cost. This may include gathering, analyzing, and acting upon facts pertaining to buildings and facilities, layouts, personnel, organizations, operating procedures, methods, processes, schedules, time standards, wage rates, wage payment plans, costs, and systems for controlling the quantity and quality of goods and services.

b. The design, improvement, and installation of integrated systems of personnel, materials, and equipment. It draws upon specialized knowledge and skill in mathematical, physical, and social sciences together with the principles and methods of the results to be obtained from such systems.

35. Inter-service Support Agreement (ISSA). An agreement for one Military Service or element to provide logistical and/or administrative support to another Military Service or element. Such action can be recurring or non-recurring in character and on an installation, area, or worldwide basis.

36. Job Code. A unique numeric identifier, assigned to each manpower position, serving as the system identifier for a specific job. Currently the enlisted job codes are based on specific, detailed tasks; officer job codes are assigned based on the NOBC; and civilian job codes are assigned based on the occupational series.

37. Joint Manpower Validation Process (JMVP). Joint staff's process governed by reference (t). The process also includes a joint manpower validation board to determine the correct size and attributes of new billets considered for resourcing.

38. Manning. The specific inventory of personnel at an activity in terms of numbers, grades, and occupational groups.
39. Manning Control Authority (MCA). In the enlisted distribution system, the MCA is the naval authority who is tasked with determining the quantity, quality, and priority for assignment of personnel to all requirements within activities for which personnel distribution responsibility has been assigned. This is accomplished by establishing priorities in the requisition system, monitoring assignments, and initiating actions to correct manning personnel deficiencies.
40. Manpower Balancing. The act of balancing MPN and RPN manpower authorizations to end strength for all six LOAs, UIC, activity group and sub activity group, PE, RSs, manpower type and MRC.
41. Manpower Requirement. The minimum quantitative and qualitative resource needed to perform a specific MFT which has assigned qualifiers that define the duties, tasks, and functions to be performed and the specific skills and skill level required to perform the delineated functions. Support manpower requirements are specifically associated with shore activities.
42. Manpower Resources. Human resources available that can be applied against manpower requirements.
43. Manpower Type. Defines the manpower category (officer, enlisted, civilian) used to authorize the manpower requirement. Reference (i) contains code descriptions.
44. Military Personnel, Navy (MPN). The PPBES account for pay, allowances, and clothing for active duty military personnel.
45. Mobilization. The expansion of the Military Services as a result of Congressional action or Presidential Executive Order. It is the act of assembling and organizing national resources to support national objectives in time of war or other emergencies. This includes activating all or part of the Reserve Components, as well as assembling and organizing personnel, supplies, and material.
46. Navy Availability Factor (NAF). The total times expressed in average hours per week that are available per person to

accomplish the required workload (including watches) of the various types of Navy units. NAFs are key elements in the calculation of Navy manpower requirements. The NAF has replaced the previously used work availability allowance.

47. Navy Officer Occupational Classification System (NOOCS). Provides a means to identify the skills, education, training, experience, and capabilities to officer personnel and the Navy's officer requirements. The system is designed to facilitate efficient personnel and manpower planning, procurement, training, promotion, distribution, career development, and the orderly call to active duty of inactive duty personnel. NOOCS consists of four major subsystems (the designator, the grade structure, the NOBC structure, the subspecialty structure, the AQD structure).

48. Navy Training System Plan (NTSP). The principal document for defining manpower, personnel, and training requirements for new aviation equipment, systems, subsystems, or total ship developments; ships transferred to the Naval Reserve, reserve programs; area training requirements or mission continuation; and the resources (e.g., manpower, training, equipment, military construction) necessary to support the training requirements. It controls the planning and implementation action for meeting the requirements for system, subsystem, or subsystem component or non-hardware oriented development, to produce trained and qualified personnel required to install, operate, maintain, or otherwise use the same being introduced into the Navy.

49. Officer Programmed Authorizations (OPA). A recurring published document projecting planned officer authorizations for current and future FYs (budget and program years). Planned authorizations are summarized by designator and pay grade within designator for each FY and controlled precisely to the approved end strength for each FY.

50. Other Mobilization (OTHMOB) Designation. Manpower requirement necessary for mobilization but not meeting the SELRES criteria.

51. Pay grade. A step or degree in a graduated scale of military rank or civilian grade that has been established by law or regulation.

52. Personal, Fatigue, and Delay. Work hours added to leveled or base time to provide for personal needs, fatigue, and unavoidable delay. (Usually applied as a percentage of the leveled, normal, or adjusted time.)

a. Personal. Allowances included in a standard to permit the worker to attend to personal necessities such as obtaining water, making trips to rest room, or taking coffee breaks.

b. Fatigue. Allowance included in the production standard to allow for decreases or losses in production that might be attributed to fatigue.

c. Delay. Allowance for unavoidable delay due to actions beyond the control of the worker or supervisor

53. Personnel Assigned. A tabulation of all officer and enlisted personnel charged to an activity. This information is presented in the unit's NAVPERS 1301/5 Officer Distribution Control Report and enlisted distribution and verification report.

54. Personnel Inventory. Numbers of personnel available by occupational classification, pay grade, and distribution category.

55. Planning, Programming, Budgeting, and Execution System (PPBES). Assists the CNO and SECNAV in making decisions regarding the allocation of Navy resources. A formalized procedure by which strategy is developed in consideration of the threat. Force requirements are developed to support the strategy; and programs are developed to provide over a period of time the ships, aircraft, weapons systems and manpower for the force requirements. Programs are reviewed for execution, estimates are refined, and funds are budgeted to obtain the required manpower and weapons systems. At the Department of the Navy level the system produces inputs to the DoD planning process and the Department of the Navy POM. The Department of the Navy budget estimates the Navy's input to the President's budget.

56. Program

a. A combination of PEs designed to express the accomplishment of a definite objective which specifies the time-phasing of required actions and the means proposed for its accomplishment. Programs are aggregations of PEs based upon the first two numbers in the PE code, and in turn, aggregated to the total FYDP.

b. A plan or scheme of action designated for the accomplishment of a definite objective which is specific as to the time-phasing of the work to be done and the means proposed for its accomplishment, particularly in quantitative terms, with respect to manpower, material, and facilities' requirements. The program provides a basis for budgeting.

57. Program Budget Decision. A SecDef or OMB decision in prescribed format directing changes to the FYDP related to funding issues.

58. Program Element (PE). A primary data element in the FYDP and generally represents aggregations of related organizational entities and resources. It identifies and allocates resources to a specific Navy warfare and/or supportive program. Resources include Navy personnel, equipment, and facilities.

59. Program Manager. An individual who has the responsibility of managing resources assigned to their program and ensuring the program is accurately priced, balanced, and executable; who knows the policy and history regarding those assigned resources.

60. Program Objective Memorandum (POM). Document in which each Military Department and defense agency recommends and describes biannually its total resource and program objectives. Program objectives are fiscally constrained. To allow flexibility for each Service to develop balanced programs, reallocation of funds is permitted between major mission and support categories unless specifically stated otherwise in SecDef's fiscal guidance memorandum.

61. Program Year. A FY in the FYDP that ends not earlier than the second year beyond the current calendar year (e.g., during the calendar year 2012 the first program year is FY14).

62. Programming. The process of translating planned force requirements into time-phased manpower over the FYDP. This includes out-of-cycle programming; i.e., the reallocation of programmed end strength outside of the PPBES process.

63. Projected Operational Environment (POE). The environment in which the ship or squadron is expected to operate, including the military climate (e.g., at sea, at war, capable of continuous operations at readiness condition III).

64. Quality. The skill, grade, and experience associated with the manpower requirement and/or authorization.

65. Qualification. The act of applying skill, grade, and experience associated with the manpower requirement and/or authorization in cases for which the requirement has been projected before the billet quality has been determined (e.g., acquisitions of new platforms for which manning documents have not been finalized).

66. Rate (as applied to enlisted personnel). Identifies personnel occupationally by pay grade (E-1 through E-9) and reflects levels of aptitude, training, experience, knowledge, skill, and responsibility (i.e., ratings). Enlisted rates are divided into three groups: general rates (E-1 through E-3 apprenticeships), petty officers (E-4 through E-6), and chief petty officers (E-7 through E-9).

67. Rating. A broad enlisted career field identifying an occupational specialty that encompasses related aptitude, training experience, knowledge, and skills for the purposes of career development and advancement.

68. Resource Management Decision (RMD). A document which provides SecDef and Deputy Secretary of Defense decisions that are supported by the Defense Resource Board that resulted from the program review process on POMs.

69. Resource Sponsor (RS). Office responsible for an identifiable aggregation of resources which constitute inputs to warfare and supporting tasks. The span of responsibility includes interrelated programs or parts of programs located in several mission areas.

70. Selected Reserve (SELRES). Part of the Ready Reserve consisting of two groups:

a. Drilling Reservist and Units. These are units designated by SECNAV and individual reservists that are available for recall to active duty status. They are the primary source of immediate manpower and are typically required to participate in inactive duty training periods and annual training. Also includes individual mobilization augmentee personnel.

b. Full-Time Support (FTS). These are designated reservists who perform full-time active duty service that relates to the organization, administration, recruiting and training of the Navy Reserve program. FTS Sailors may also be assigned duties that relate to the maintenance of supplies, equipment, and aircraft, as well as perform other functions required on a daily basis in the execution of operational mission and readiness preparation as authorized in Title 10, U.S.C., for members of the Reserve Component. Navy common usage limits FTS personnel to full-time military and civilian members paid from the RPN appropriation.

71. Ship Manpower Document (SMD). Quantitative and qualitative manpower requirements for an individual ship or class of ships and the rationale for determination of the requirements. Requirements are predicated upon a ROC and POE, ship configuration, specified operating profile, computed workload, and established doctrinal constraints such as NAF and leave policy.

72. Squadron Manpower Document (SQMD). Quantitative and qualitative manpower requirements for an individual aviation squadron or a class of squadrons and the rationale for the determination of the manpower requirements. Manpower requirements are predicated upon statements of ROC and POE, aircraft configuration, specified operating profile, computed workload, and established doctrinal constraints.

73. Staffing Standard. Depicts the quantitative and qualitative manpower required to accomplish a specific function(s) from the lowest to the highest workload values.

74. Statement of Manpower Requirements (SMR). For shore activities, displays an activity approved quantitative and qualitative peacetime manpower requirements.
75. Subspecialty Code. A code used to identify a specific degree program and specific skill or education level required to perform the work and mission of the validated position.
76. Total Force. All military (active and reserve), DoD civilians (U.S. and foreign national), and contractor support.
77. Total Force Manpower Management System (TFMMS). TFMMS provides the manpower tools to produce the Navy's authoritative manpower products: AMD, total force billets, manpower resource controls, and organizational structure. These products provide the authoritative manpower requirements (active and reserve military, civilians, and contractors) and active duty MPN or RPN manpower authorizations and end strength. TFMMS provides the manpower change request process (i.e., TFMMS packet) that is used to update authoritative manpower products. The system sends the manpower demand signal output to the Navy and the MPT&E processes to support personnel readiness.
78. TFMMS Packet. The automated packet used by activities to request manpower requirement and/or authorization changes to manpower products.
79. Training Requirement
- a. A requirement to train personnel in a specified quantity to perform identified duties and thereafter be available for assignment to the duties at a specified time.
  - b. A requirement for a training or education program which will produce trained personnel for an identified purpose.
  - c. The performance which is required of a person to be effective in a given situation; i.e., the jobs to which individuals are assigned have performance connotations which are training requirements in the sense that the individuals must be trained to perform as required.
  - d. A need, established by the training organization, for support of a specified nature.

80. Unit Identification Code (UIC). A five position numeric or alphanumeric code assigned by DFAS to ships, aircraft, units, shore activities, divisions of shore activities, commands, bureaus and offices, contractors' plants, and, in some instances, functions or the specialized elements for identification. This code allows programming decisions to be related to organizational units and to commands, bureaus and offices responsible for administering funds affecting those units.

81. Work Hour. A unit of work equal to the productive effort of one person working 1 hour.

82. Work Hour Availability Factor (WAF). The average number of work hours per period (weekly, monthly, annually) an assigned individual is available to perform primary duties. Required work hours are divided by the WAF to determine the manpower requirements.

83. Workload. An expression of the amount of work, identified by the number of work units or volume of an availability workload factor that a work center has on hand at any given time or is responsible for performing during a specified period of time.

a. Additive Workload. Work requirements of a specific activity which are in addition to work requirements common to other like activities.

b. Excluded Workload. Work not required at a specific activity which is required and common to other like activities.

c. Deviation. Procedural, equipment, or climate differences that cause significant time variations in common tasks at like activities.

d. Projected Workload. An amount of work proposed or anticipated in the future to meet the requirements of a program and function.

84. Workload Indicator. A broad index used to measure work and establish a relationship between workload and manpower requirements.

APPENDIX D  
NAF

1. General

a. An integral part of MRD is the establishment of NAF for utilization of personnel. NAF for sea duty units and detachments are based upon operational requirements under projected wartime conditions. The NAF for shore units is based upon peacetime conditions. They are used by CNO in the documentation of manpower requirements.

b. The NAFs are key elements in the calculation of Navy manpower requirements. They are guidelines for sustained personnel utilization under projected wartime or peacetime conditions and are not intended to reflect the limits of personnel endurance. They are for planning purposes only and are neither restrictive nor binding on commanders or commanding officers in establishing individual working hours. Daily workload intensity is a function of operational requirements while day-to-day management of personnel is the responsibility of the commanding officer. Under certain circumstances, it is necessary to exceed the NAF. However, extending working hours on a routine basis can adversely affect unit morale, retention, and safety. Therefore such extensions should be avoided.

2. Policy. To reduce the total number of hours personnel are required to be aboard for work and duty, commanding officers must maintain the maximum feasible number of duty sections. The size of each duty section must be the minimum necessary to ensure safety, security, and the performance of required functions. When in condition V, ships in U.S. ports must strive to maintain six duty sections unless otherwise directed by fleet commands. Shore activities in the United States or overseas, where accompanying dependents are authorized, must strive to maintain a minimum of four duty sections unless precluded by urgent and extreme circumstances.

3. NAF Considerations

a. Work Averaging. The nature of Navy work, watch, and duty requirements makes it difficult under all circumstances to fix work periods on a daily or weekly basis. Averaging techniques are therefore employed in determining the elements

comprising the various NAF. As a result, the NAF summarizes the average weekly hours that an individual expends on a monthly annual basis.

b. Assumptions. Average weekly hours expressed in each NAF are guidelines for sustained personnel utilization. Basic assumptions are as follows:

(1) Afloat. The afloat NAF assumes a unit steaming in condition III (wartime and deployed cruising readiness) on a three-section watch basis.

(2) Ashore. The NAF for activities where accompanying dependents are authorized is based on a 5-day, 40-hour NAF.

c. Mobilization. The NAF for mobilization is used to measure the Navy's ability to respond during contingencies. The measurement of this workload under such conditions is a difficult task. Establishment of specific NAF elements provides an analytical base for manpower planning during mobilization.

d. Overseas. The determination of NAFs for foreign national employees is the responsibility of BSOs. The NAFs for foreign national employees should be developed by locale and used in the development of shore manpower requirements. CNO approval of foreign national NAFs is not required. The current NAFs will continue to be used in determining U.S. civilian manpower requirements overseas.

e. NAF Analysis. Use the appropriate NAF provided in paragraph 4 of this appendix.

4. Detailed Description of NAF

a. Afloat (Wartime) - Military Personnel

NAF		81.00
Productive Availability Factor (NOTE 1)		70.00
Analysis of Duty Hours		
Non-Productive Availability Factor:		81.00
Training (NOTE 2)	(7.00)	} (11.00)
Service diversion (NOTE 3)	(4.00)	
Total Hours Available for Productive Availability Factor (NOTE 1)		70.00

NOTE 1. For watch standers, 56 hours is allocated to watch stations (8 hours in 7 days) (14 hours available for work in addition to 56 hours watch standing equals 70 hours).

NOTE 2. Training is an activity of an instructional nature, which contributes directly to combat readiness and deducts from the individual's capability to do WAF. Training hours are factored to reflect those scheduled events (e.g., general drills, engineering casualty damage control) for all hands. Hours indicated have been standardized for condition III in SMDs.

NOTE 3. Service diversion consists of actions required of military personnel by regulations or the nature of shipboard or staff routine. Service diversion includes, but is not limited to, the types of activities as per subnotes 1) through 3).

1) Quarters, inspections, and sick call.

2) Other administrative requirements including: commanding officers non-judicial punishment, participation on boards and committees, interviews, and non-training-related assemblies.

3) Flight and hangar-deck integrity watches.

b. Aircraft Squadrons - Military Personnel

(1) Shore-Based Squadrons (e.g., Helicopter Training Squadrons, Fixed-wing Training Squadrons) Where Accompanying Dependents are Authorized

NAF (Routine is 8 hours per day, 5 days per week, excluding meal hours)		40.00
Productive Availability Factor		33.38
Analysis of Duty Hours		
NAF		40.00
Non-Productive Availability Factor:		
Training	(1.47)	} (6.62)
Service Diversion	(1.00)	
Leave	(2.62)	
Holidays	(1.53)	
Total Hours Available for Productive Availability Factor		33.38

(2) Shore-Based Deployable Squadrons (e.g., Maritime Patrol Squadrons) Accounting for Diversion Incident to Messing

NAF		81.00
Productive Availability Factor		60.00
Analysis of Duty Hours		
NAF		81.00
Non-Productive Availability Factor		
Training	(7.00)	} (21.00)
Diversions	(14.00)	
Total Hours Available for Productive Availability Factor		60.00

(3) Squadron Personnel at Sea

NAF		81.00
Productive Availability Factor		70.00
Analysis of Duty Hours		
NAF		81.00

Non-Productive Availability Factor:		
Training	(7.00)	} (11.00)
Diversion	(4.00)	
Total Hours Available for Productive Availability Factor		70.00

c. Military Personnel - Ashore (Peacetime) CONUS and OCONUS

(1) Accompanying Dependents are Authorized

NAF (Routine is 8 hours per day, 5 days per week, excluding meal hours)		40.00
Productive Availability Factor		33.38
Analysis of Duty Hours		
NAF		40.00
Non-Productive Availability Factor:		
Training	(1.47)	} (6.62)
Service Diversion	(1.00)	
Leave	(2.62)	
Holidays	(1.53)	
Total Hours Available for Productive Availability Factor		33.38

(2) Accompanying Dependents are NOT Authorized

NAF (Routine is 9.5 hours per day, 6 days per week, excluding meal hours)		57.00
Productive Availability Factor		49.59
Analysis of Duty Hours		
NAF		57.00
Non-Productive Availability Factor:		
Training	(1.47)	} (7.41)
Service Diversions	(1.00)	
Leave	(3.11)	
Holidays	(1.83)	
Total Hours Available for Productive Availability Factor		49.59

(3) Military Firefighters and Other Watch Standing Personnel Employing the 72-hour NAF

NAF		72.00
Productive Availability Factor		62.10
Analysis of Duty Hours		
NAF		72.00
Non-Productive Availability Factor:		
Diversions, Training	(4.83)	} (9.90)
Leave	(5.07)	
Total Hours Available for Productive Availability Factor		62.10

d. U.S. Civilian Personnel Ashore CONUS and OCONUS

(1) Civilian Personnel Assigned to Shore Activities

NAF (Routine is 8 hours per day, 5 days per week, excluding meal hours)		40.00
Productive Availability Factor		33.38
Analysis of Duty Hours		
NAF		40.00
Non-Productive Availability Factor:		
Training	(0.32)	} (6.62)
Diversions	(0.20)	
Leave	(4.57)	
Holidays	(1.53)	
Total Hours Available for Productive Availability Factor		33.38

Note: For foreign national employees the scheduled NAF and the non-available time varies. BSOs should verify these time factors and/or develop new factors for use in determining manpower requirements.

(2) Civilian Supervisory Firefighters Employing the 56-hour NAF

NAF (Routine is four 8-hour days and one 24-hour day per week)		56.00
Productive Availability Factor		48.99
Analysis of Duty Hours		
NAF		56.00
Non-Productive Availability Factor:		
Training	(0.20)	} (7.01)
Diversion	(0.44)	
Leave	(6.37)	
Total Hours Available for Productive Availability Factor		48.99

(3) Civilian Firefighters Employing the 72-hour NAF

NAF (Routine is 12 hours per day, 6 days per week)		72.00
Productive Availability Factor		63.15
Analysis of Duty Hours		
NAF		72.00
Non-Productive Availability Factor:		
Training	(0.20)	} (8.85)
Diversion	(0.44)	
Leave	(8.21)	
Total Hours Available for Productive Availability Factor		63.15

5. Determination of Manpower Requirements

a. When manpower requirements are derived through weekly work hour measurement, calculation, or validation, the general equation to determine the number of manpower requirements is as follows: Number of requirements equals total weekly work hours required divided by applicable productive availability factor.

b. When manpower requirements are derived through monthly work hour measurement, calculation, or validation the general equation to determine the number of manpower requirements is as

follows: Number of requirements equals total monthly work hours required divided by applicable productive availability factor.

c. Requirements for continuous watch standers (24-hour days and 7 days per week) are derived as follows:

(1) 24 hours multiplied by 7 days equals 168 hours per week

(2) 168 hours per week multiplied by 4.348 weeks per month equals 730.464 work hours per month

d. Requirements for continuous watch standers (24-hour days and 7 days per week) are derived as follows for accompanied:

$$\frac{168 \text{ Work Hours/Week}}{33.38 \text{ Available Work Hours/Week}} \text{ or } \frac{730.464 \text{ Work Hours}}{145.136 \text{ Available Work Hours/Month}} = \frac{5.03 \text{ Requirements}}{\text{per watch}}$$

e. Requirements for continuous watch standers (24-hour days and 7 days per week) are derived as follows for unaccompanied:

$$\frac{168 \text{ Work Hours/Week}}{56.00 \text{ Available Work Hours/Week}} \text{ or } \frac{730.464 \text{ Work Hours}}{243.488 \text{ Available Work Hours/Month}} = \frac{3.00 \text{ Requirements}}{\text{per watch}}$$

## 6. Ashore Activities During Mobilization

a. A mobilization NAF is established to provide increased capabilities with assigned military and civilian manpower resources during emergency operations, combat build-up, and available work hours.

b. The mobilization NAF is projected as a planning factor and adjusted as required to meet the command mobilization mission.

c. The mobilization NAF for an ashore activity is:

NAF (Routine is 10 hours per day, 6 days per week)		60.00
Productive Availability Factor		57.22
Analysis of Duty Hours		
NAF		60.00
Non-Productive Availability Factor:		
Training	(0.08)	} (2.78)
Diversions	(1.98)	
Leave	(0.00)	
Holidays	(0.72)	
Total Hours Available for Productive Availability Factor		57.22

7. Peacetime Workload with Continuing Mobilization Workload.

There are Navy shore activities tasked with both a peacetime and mobilization mission to support and sustain combat forces. Determine mobilization total force manpower requirements by organizational components for functions performed in peacetime that continue on to mobilization.

a. Identify peacetime MFTs and work indicators and the associated total force manpower requirements that continue during mobilization.

b. Multiply the peacetime manpower requirements by the mobilization productive availability factor (249 monthly work hours) to determine total monthly work hours available during mobilization.

(1) 156 (peacetime total force manpower requirements continuing during mobilization) multiplied by 249 (available mobilization monthly work hours per total force manpower requirements).

(2) 38,844 (total mobilization monthly work hours available).

c. Determine the projected mobilization workload in monthly work hours if the projected workload is equal to or greater than the available mobilization work hours calculated in subparagraph 7b.

d. Subtract the total available monthly work hours from the projected monthly work hours to arrive at any excess or shortage of monthly work hours. For example:

(1) 45,389 (projected mobilization monthly work hours);

(2) 38,844 (available mobilization monthly work hours);

and

(3) 6,545 (total shortage mobilization monthly work hours).

e. Divide monthly work hour shortages or excesses by the mobilization productive availability factor (249 monthly work hours) to determine the number of mobilization manpower requirements needed or in excess. For example: 6,545 (shortage) equals 26.3 total force manpower requirements needed 249 productive availability factors.

8. Mobilization Only Workload. There are certain activities that have no peacetime mission; however, have some FTS in an administrative or caretaker (maintenance) capacity. These activities are subject to deployment and will engage in combat duty. Determine by organizational component, the mobilization total force manpower requirements for mobilization only functions and tasks.

a. Identify functions and tasks required only during mobilization.

b. Determine the projected mobilization workload in monthly work hours.

c. Divide the projected monthly work hours by the mobilization productive availability factor (249 monthly work hours) to determine the number of total force manpower requirements. For example: 1,200 (projected monthly work hours) equals 4.8 total force manpower requirements (249 productive availability factors).

9. Peacetime Only Workload. Some activities have no mobilization mission upon declaration of full mobilization. Generally, these activities contain peacetime personnel assets which have been previously programmed to fill existing

mobilization total force manpower requirements or are reassigned to support other commands with a shortfall in their mobilization manpower. Derive excess "freed-up" manpower by identifying peacetime only functions and tasks by organizational component, performed only in peacetime. Calculate the excess manpower associated with peacetime only workload.

a. Identify the peacetime functions and/or tasks and associated total force manpower requirements and workload not performed for mobilization.

b. Multiply peacetime total force manpower requirements by the mobilization productive availability factor (249 monthly work hours) to determine monthly work-hour availability. For example: 53 (peacetime total force manpower requirements) multiplied by 249 (mobilization productive availability factor) 13,197 (available mobilization monthly work hours).

c. Determine the projected mobilization workload in monthly work hours for workload not performed during mobilization.

d. Subtract the projected monthly work hours from the available monthly work hours to arrive at the excess monthly work hours. For example:

(1) 13,197 (available mobilization monthly work hours);

(2) 10,500 (projected mobilization monthly work hours);

and

(3) 2,697 (excess mobilization month work hours).

e. Divide the excess monthly work hours by the mobilization WAF (249 monthly work hours) to determine the number of excess total force manpower requirements associated with functions and tasks not performed for mobilization. For example: 2,697 (excess mobilization monthly work hours) equals 10.8 excess manpower requirements 249 (mobilization productive availability factor).