



**DEPARTMENT OF THE NAVY**  
COMMANDER  
NAVAL EDUCATION AND TRAINING COMMAND  
250 DALLAS STREET  
PENSACOLA, FLORIDA 32508-5220

NETCSTAFFINST 5310.1E  
N1  
21 Oct 2022

NETC STAFF INSTRUCTION 5310.1E

From: Commander, Naval Education and Training Command

Subj: NETC HEADQUARTERS STAFF TOTAL FORCE MANPOWER MANAGEMENT PROGRAM

Ref: (a) OPNAVINST 1000.16L  
(b) Federal Acquisition Regulations (FAR)  
(c) OPNAVINST 5450.336D  
(d) SECNAVINST 5000.30D  
(e) SECNAVINST 12511.1A  
(f) NETCINST 1000.2C

Encl: (1) NETC HQ Recruit Action Approval  
(2) Total Force Manpower Utilization Board (TFMUB) Flowchart

1. Purpose. To issue Naval Education and Training Command (NETC) Headquarters (HQ) Total Force (TF) Manpower Management policy, assign responsibilities, and prescribe procedures aligned with references (a) through (f) for military billet and civilian and contractor position management. NETC recognizes that the individual and collective talents, skills, and capabilities of military, civil service workforce, and contractor support are needed to accomplish the mission, functions, and tasks assigned to the HQ staff.

2. Cancellation. NETCSTAFFINST 5310.1D.

3. Background. Reference (a) establishes policy and procedures required to develop, review, approve, implement and update TF manpower requirements and authorizations for all Naval activities. Reference (b) establishes the codification and publication of uniform policies and procedures for acquisition by all executive agencies. Reference (c) publishes the functions and tasks of NETC. Reference (d) delineates the policy and defines the organizational roles and responsibilities for major HQ and HQ support activities within Department of the Navy (DON). Reference (e) establishes and implements policy, assigns responsibilities, and prescribe procedures for position

classification and position management in the DON. Reference (f) is used for certain Requests for Personnel Actions requiring Billet Identification Number (BIN) verification and validation by NETC's TF Manpower Officer (N1) to ensure end strength controls are not at risk, the position is valid and funded, and that position information matches the TF Manpower Management System.

4. Definition. A TF Manpower Management Program is the methodical process that defines and establishes a staffing structure to support accomplishment of the command's mission, functions, and tasks based on validated workload requirements, while considering available funding, personnel inventories, and other resources including positions under contract supporting the HQ. This process will review military, civilian, and contractor workforce mix to identify the optimum structure for the NETC HQ in meeting its assigned goals and objectives. Per references (d) and (e), NETC HQ Unit Identification Codes (UIC) 00076 and 35659 are designated as a Major Headquarters Activity (MHA). MHAs must operate within HQ ceilings and be organized and staffed in a manner that provides for the effective accomplishment of assigned responsibilities with the minimum number of personnel. NETC HQ support staff and central account UICs 3766A and 68045 are not included in the MHA for HQ ceiling purposes, but are managed under this instruction to ensure consistent and sound organizational management principles and practices. Unless otherwise identified, the term "NETC HQ" applies to both MHA and non-MHA UICs.

5. Policy. To achieve an integrated strategy for workforce planning, the NETC HQ staff shall comply with provisions of this instruction in order to attain a TF structure that accomplishes the NETC HQ mission in the most effective, efficient, and economical manner possible. TF manpower utilization and organizational structures will be compatible with and support equal opportunity policy and programs.

6. Action

a. The Total Force Management Utilization Board (TFMUB) will review all requests for military, civilian, and contractor (as required) resource requirements for the NETC HQ staff. Upon review, the TFMUB will validate, prioritize, and balance requests against available funding, end strength, HQ ceiling, and mission priorities. Forward enclosure (1) to NETC N1CP to

initiate the TFMUB review. Routine civilian hiring actions are defined as simple backfills with no changes to Position, BIN, Position Description (PD), or Organization Code. Routine actions will be approved by NETC N1CP and the Chief of Staff (COS) without being presented to the TFMUB members. NETC N1CP will notify NETC N1 of routine approvals. For TFMUB meetings: The Division Director (DD) or Special Assistant (SA) will submit completed waiver packages through e-mail to NETC N1CP with all required documents for presentation to board members. Enclosure (2) provides the TFMUB process to be followed. The TFMUB will consider:

(1) Whether the duties of the position, qualifications and skills requirements, or organizational placement of the duties reflect the current and projected mission needs.

(2) Whether the duties at issue can be reassigned to lower organizational levels for replacement, if needed, at a lower grade.

(3) Whether and how any appropriate changes to the position can be accomplished in a timely and efficient manner.

b. The TFMUB will forward recommendations to the Executive Director (ED) for final adjudication. Specific functions of the TFMUB include review of the following:

(1) Proposed changes in NETC HQ organizational structure to ensure sound management practices are being used and the structure is the best business process to meet mission, functions, and tasks.

(2) NETC HQ staff civilian position requests (new requirements, backfills, reassignments, promotions, reduction in grade, etc.). Requests will be initiated, reviewed, and properly endorsed by the appropriate DD or SA and forwarded to the TFMUB (N1CP Administrator) as soon as possible for inclusion in the next meeting. Any DD or SA requests for new positions or upgrades to existing positions should include an offset to fund or provide detailed analysis as to why this additional investment will benefit the HQ mission. The TFMUB review and recommendations will be made with consideration of available management HQ ceiling, Full Time Equivalent, end strength, and budget.

(3) Realignment of military HQ staff billets and end strength.

(4) New and changes to existing NETC HQ staff contractor support positions. Staffing contractor support authorizations is the responsibility of the contractor and does not require TFMUB action to backfill a contractor position for the period of the existing contract.

(5) Requests for reconsideration of previous TFMUB decisions. Such requests must be routed through the TFMUB (via N1CP Administrator) for submission to the Board Chairperson. Reconsideration requests are only appropriate if new information not presented at the initial review is available and addressed. Requests disapproved due to lack of resources will be retained for 1 year and prioritized against other requests as resources become available.

(6) Requests for use of Recruitment Tools: Recruitment Bonus, Relocation Bonus, Retention Allowance, Credit for Non-Federal or military experience for annual leave accrual purposes.

7. Board Structure. Membership of the TFMUB consists of voting members and non-voting administrative and advisory support personnel. As necessary, the TFMUB Chairperson or the NETC ED may appoint other members in a voting or non-voting capacity. Board membership follows:

a. Voting Members:

- (1) Chairperson: COS
- (2) Human Resources Director (N1CP)
- (3) Director, TF Manpower (N1)
- (4) Director, Resources, Requirements, and Assessment (N8)
- (5) One other DD or SA on a rotating 12-month period

b. Non-voting Member:

(1) TFMUB Administrator providing administrative support.

(2) N00D provides advisory support to the TFMUB as requested.

c. Board Meetings:

(1) TFMUB will be scheduled to meet on an as needed basis.

(2) All board members must be in attendance within allotted timeframe or vote will not be counted. Substitutions are not permitted.

(3) Depending on operational requirements, the ED or COS can execute a hiring action without the need for a TFMUB meeting. Actions under this provision will be worked by NETC N1CP through the responsible or gaining DD or SA.

8. Duties and Responsibilities

a. NETC ED

(1) Designated as the NETC Position Management Officer.

(2) Review TFMUB recommendations for final adjudication on an as needed basis.

b. TFMUB Chairperson, COS

(1) Lead deliberations and the review of TF Manpower issues for NETC HQ.

(2) Validate that applicable statutes, regulations, instructions, and other policies are adhered to and board determinations are in compliance with Equal Employment Opportunity (EEO) guidelines.

(3) Review recommendations and make determination within 5 working days of board adjournment.

c. Human Resources Director (N1CP)

(1) Provide subject matter expertise regarding various civilian personnel programs, policies, and regulations.

(2) Affirm that board decisions are compliant with all statutes, regulations, instructions, and other policies and adhere to all EEO guidelines.

(3) Provide administrative support and review for completeness and accuracy of all requests for organized presentation to board members at the board meetings, to include:

(a) Providing point of entry services for NETC HQ requested actions that will be considered by the TFMUB.

(b) Maintaining an administrative system of records that supports the TF Manpower Management Program for NETC HQ.

(c) Providing the following technical support to the TFMUB:

1. Facilitate TFMUB meetings.
2. Consolidate requests for resources and prepare briefing e-mails for each board member.
3. Schedule board meetings.
4. Within 3 working days of board adjournment, prepare results of board meetings and route draft through TFMUB members. Within 5 working days of board adjournment, forward smooth document to the COS for final adjudication. No actions are to be forwarded for processing to NETC Human Resources Office (HRO) or Office of Civilian Human Resources Stennis Operations Center prior to adjudication.
5. Notify TFMUB members and coordinate required actions with other key stakeholders following signed TFMUB adjudication. Required actions may include, but are not limited to, initiating civilian personnel actions, updating Activity Manpower Documents (AMD), and informing NETC N4 of any contractor support decisions.

d. Director, TF Manpower (N1)

(1) Provide subject matter guidance to the TFMUB regarding military, civilian, and contract support services from a manpower and organization perspective.

(2) Review departmental requests to the TFMUB for impact due to applicable initiatives such as Program Objective Memorandum issues.

(3) Validate end strength availability for military essential requirements.

e. Director, Logistics (N4). Review new contractor requirements and Statements of Work (SOW) to ensure they are non-personal in nature, in compliance with reference (b), and approved by the TFMUB. Coordinate, balance, and level contractor and other hiring actions with DD or SA and maintain a consolidated list of HQ contractor data, irrespective of funding source.

f. Director, Resources, Requirements, and Assessment (N8)

(1) Provide subject matter guidance to the TFMUB regarding funding for civilian personnel and contract support services.

(2) Provide guidance on immediate and potential long-term fiscal impact of TFMUB requests.

(3) Advise TFMUB on changes to civilian end strength and management HQ controls.

g. Board Members

(1) Participate in deliberations and cast votes on actions presented before the board.

(2) Perform other functions within the board as requested by the Chairperson or the ED.

h. DD or SA

(1) Support the TF Manpower Management Program and ensure positions, billets, and contracted functions under their

cognizance are accurately described and structured in the most efficient and effective manner consistent with assigned mission, functions, and tasks. Ensure subordinate managers and supervisors diligently analyze requirements for new and revised civilian positions or military billets.

(2) Certify that all documents for billet and position requirements or SOW for contractor support are current, accurate, non-personal in nature, and in compliance with reference (b). Further certify that NETC N4 has conducted a review of the requested contractor requirement and the SOW.

(3) Whenever possible, promote career development and upward mobility opportunities through the restructure of vacant or new positions. All such positions should be evaluated to determine feasibility of filling position at lower grade levels to allow for progressive advancement to full performance levels. For example, instead of filling a General Schedule (GS)-12 position at the GS-12 level, restructure the position so that it may be filled at the GS-09 level with promotion potential to the GS-12 level.

(4) Submit to the TFMUB only those requests for new or revised military billets, civilian positions, or requests for contractor support that address the following:

(a) Mission, Functions, and Tasks Connection. Resources requested should address requirements identifiable to directed mission, functions, and tasks and documented in the current AMD, or new requirements based on a change in mission or workload. Mission changes should be described and the source of any new duties or responsibilities prompting the request should be identified. Projected workload increases should be supported by industrial engineering standards or other justifiable techniques yielding accurate manpower requirements.

(b) Organizational Impact. The impact of the new position(s) to the organizational structure, if any, will be addressed. The proposing DD or SA will provide a draft description of proposed position(s) or military billet(s), an organizational chart showing the location of the proposed position(s) or military billet(s), and, as applicable, an advisory classification determination from NETC HRO. All requests to fill positions at full performance level should include rationale for not restructuring positions at lower grade



levels. A SOW and an estimate of the annual cost of the contract will accompany requests for contractor support.

(c) Military Essentiality. This should be addressed using the criteria contained in reference (a), if applicable.

(d) Inherently Governmental. This should be addressed using the criteria contained in reference (a), if applicable.

(e) Impact of Non-Approval. The DD or SA will provide a description of the projected impact to the organization's mission if the request for resources is disapproved.

(5) Requests to be considered by the TFMUB should be sent to NETC N1CP and contain the following:

(a) Memorandum with justification (impact statement)

(b) PD with Position Designation Tool Form (if civilian position) must be completed every 2 years

(c) SOW (if contractor position)

(d) Organization Chart

(e) Any other supporting documentation


(f) NETC BIN Validation Form, if applicable, per reference (f)

## 9. Records Management

a. Records created as a result of this instruction, regardless of format or media, must be maintained and dispositioned per the records disposition schedules located on the Department of the Navy Assistant for Administration, Directives and Records Management Division portal page at <https://portal.secnav.navy.mil/orgs/DUSNM/DONAA/DRM/Records-and-Information-Management/Approved%20Record%20Schedules/Forms/AllItems.aspx>.

b. For questions concerning the management of records related to this instruction or the records disposition schedules, please contact the local records manager.

10. Review and Effective Date. Per OPNAVINST 5215.17A, NETC will review this instruction annually around the anniversary of its issuance date to ensure applicability, currency, and consistency with Federal, Department of Defense, Secretary of the Navy, and Navy policy and statutory authority using OPNAV 5215/40 (Review of Instruction). This instruction will be in effect for 10 years, unless revised or cancelled in the interim, and will be reissued by the 10-year anniversary date if it is still required, unless it meets one of the exceptions in OPNAVINST 5215.17A, paragraph 9. Otherwise, if the instruction is no longer required, it will be processed for cancellation as soon as the need for cancellation is known following the guidance in OPNAV Manual 5215.1 of May 2016.



C. COLLINS, JR.  
Chief of Staff

Releasability and distribution:

This instruction is cleared for public release and is available electronically on the NETC Public Web Site ([www.netc.navy.mil](http://www.netc.navy.mil)), via the NETC Reference Library in DON TRACKER, or by e-mail at [netc\\_directives@navy.mil](mailto:netc_directives@navy.mil).



### NETC HQ Recruit Action Approval

Date of Request: \_\_\_\_\_ Vice: \_\_\_\_\_  
Command/UIC: \_\_\_\_\_  
Position Title/Series/Grade: \_\_\_\_\_  
Position Description #: \_\_\_\_\_  
Billet Identification Number (BIN): \_\_\_\_\_  
Date position last filled: \_\_\_\_\_

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| <p><b>JUSTIFICATION:</b></p><br><p><b>MISSION IMPACT:</b></p><br><p><b>OVERALL:</b></p><br><p><b>VACANCIES IN DEPARTMENTAL AREA:</b><br/>There are currently [            ] vacant positions at NETC [            ]</p> <p><b>EFFORTS TO FILL:</b><br/>The vacancy will be filled using HR Merit Promotion Process.</p> |
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| <p><b>N1CP Coordination</b><br/>Name/Title: NETC N1CP/HRD<br/>Telephone: 850-452-4130</p> <p>Signature: _____<br/>Date: _____</p> | <p><b>Echelon 2 Command Endorsement</b><br/>Name/Title: NETC COS<br/>Telephone: 850-452-4029</p> <p>Signature: _____<br/>Date: _____</p> |
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# TOTAL FORCE MANPOWER UTILIZATION BOARD (TFMUB)

**PURPOSE:** PROCESS USED BY NETC TO INITIATE PERSONNEL ACTIONS.

**REFERENCE:** NETCSTAFFINST 5310.1E

**PROCESS OWNER:** DEBRA DAVIS, NETC N1CP  
850-452-3567 (DSN 459)  
EMAIL: debra.c.davis.civ@us.navy.mil

**\* KEY METRICS**

- 1.) Arrange and conduct TFMUB meetings to review DD/SA submission.
- 2.) Prepare proper paperwork to request action.

