



DEPARTMENT OF THE NAVY
BUREAU OF MEDICINE AND SURGERY
7700 ARLINGTON BOULEVARD
FALLS CHURCH VA 22042

IN REPLY REFER TO
BUMEDINST 5310.11
BUMED-N1
9 Jan 2023

BUMED INSTRUCTION 5310.11

From: Chief, Bureau of Medicine and Surgery

Subj: MANPOWER CHANGE REQUEST POLICY AND SHORE MANPOWER
REQUIREMENTS DETERMINATION GUIDANCE

Ref: (a) DoD Directive 1100.4 of 12 February 2005
(b) OPNAVINST 1000.16L
(c) BUMEDINST 5450.174
(d) OPNAVINST 5400.44A
(e) BUMEDINST 4860.5B
(f) DoD Directive 7045.14 of 25 January 2013
(g) DoD Instruction 1100.22 of 12 April 2010
(h) DoD Instruction 6000.13 of 30 December 2015
(i) JP4-02 of 11 December 2017
(j) NAVMAC Activity Manpower Management Guide of May 2022
(k) NAVPERS 18068F
(l) NAVPERS 15839I

Encl: (1) Manpower Change Request Submission Guidance
(2) Sample Manpower Change Request Letter of Justification Cover Letter
(3) Manpower Change Request Flowchart
(4) Definitions

1. Purpose. To establish budget submitting office (BSO) 18 policy and provide assistance to manpower managers in submitting Total Force Manpower Management System (TFMMS), Manpower Change Requests (MCR), and set guidelines for the Shore Manpower Requirements Determination (SMRD) process, per references (a) through (h).

2. Scope and Applicability. This instruction applies to all BSO-18 activities.

3. Background

a. Approved requirements must be reflected in the activity manpower document (AMD) and reside in TFMMS, the Navy's authoritative data system. References (a) through (l) provide the policies and procedures required to develop, review, approve, implement, and update total force manpower requirements and authorization information for all positions in TFMMS.

b. Per references (b) through (l), the major reasons for all BSO-18 manpower transactions to add, delete, or modify requirements in TFMMS, wherein a revised manpower document becomes necessary, is outlined but not limited to subparagraphs 3b(1) through 3b(9).

(1) An official change to assigned missions, functions, and tasks (MFT) for shore activities.

(2) Changes to approved required operational capability and planned operational environment for operational AMDs. Operational requirements will only change as a result of an Office of the Chief of Naval Operations (OPNAV) directed MCR.

(3) Directed by higher authority or as part of planning, programming, and budgeting system decisions.

(4) Changes to approved BSO-18 standard organizational structure.

(5) Changes to officer and enlisted skill set required to perform the work (i.e., Navy-wide new or revised designator, Navy officer billet classification, Navy enlisted classification, or enlisted rating mergers).

(6) Changes to Federal civilian or contractor billet requirements or authorizations.

(7) Significant program, platform, new equipment changes or installations that necessitate a manpower specialty adjustment.

(8) Support services adjustments (memorandum of agreement, memorandum of understanding, interservice support agreement, and status of forces agreement)

(9) OPNAV or higher Department of Defense (DoD) directives.

c. The SMRD program is a systematic process of determining new or validating current manpower requirements. This methodology should result in a most efficient organization as a whole. DoD personnel will be managed solely on the basis of, and consistent with, the workload required to carry out the MFT of the activity. Properly documenting requirements sets the baseline and basis for future manpower related planning, programming, budget, and execution decisions.

4. Policy

a. Per reference (a), the Deputy Chief of Naval Operations, Total Force Manpower, Personnel, Training, and Education has overall responsibility to plan, program, manage, and execute manpower requirements. As delineated in reference (b), the primary agent for determining and approving shore manpower requirements is Navy Manpower Analysis Center

(NAVMAC). The Vice Chief of Naval Operations has delegated to NAVMAC responsibility for validating the SMRD for all BSOs as outlined in the decision guidance memorandum with serial number N13/324 of 7 December 2020.

b. All BSO-18 activities will conduct, at a minimum, an annual AMD review to ensure their manpower documents continue to reflect the most accurate information. Bureau of Medicine and Surgery (BUMED) Manpower and Personnel (BUMED-N1) will assist, as needed, to ensure all BSO-18 activities have the necessary tools and methods to successfully document and validate requirements appropriately on the AMD, as required by reference (b). Enclosures (1) through (3) will serve as guidance to assist activities in their submission.

c. All changes reflecting any new organizational alignment will require:

(1) A review of the organizational structure and mission (including any focused SMRD studies, efficiency reviews, business case analysis, etc.) will be conducted any time there are documented changes to an activity's MFT statement.

(2) MCRs must be submitted to BUMED-N1 for new or amended requirements along with the new or amended MFT language to justify the requested change.

d. Manpower changes directed by higher authority or as part of the Planning, Programming, and Budgeting System decisions will be coordinated at the headquarters level among the appropriate directors and will only be reflected on the AMD once BUMED-N1 has validated and approved any requested changes via the normal MCR process.

e. BSO-18 AMD changes could affect the Defense Health Agency's (DHA) Joint Table of Distribution information regarding loaned labor, and therefore should be reviewed by appropriate stakeholders. The DHA process to change the Joint Table of Distribution information in the Fourth Estate Manpower Tracking System is the purview of the DHA.

f. Enclosure (4) is a listing of manpower definitions used throughout this instruction and serves as a useful reference.

5. Responsibilities

a. Director, BUMED-N1 must:

(1) Provide oversight of BSO-18 manpower business processes and policies per reference (b).

(2) Provide oversight to develop and direct the manpower structure for BSO-18.

(3) Act as the principal staff advisor for BSO-18 Total Force policies, programs, and practices.

b. Director, Manpower Plans and Business Policy (BUMED-N12) must:

(1) Provide MCR and SMRD guidance to subordinate activities, evaluate program effectiveness, and direct corrective action, as appropriate.

(2) Execute MCRs, per enclosure (5).

(3) Justify changes to manpower requirements as outlined in reference (b).

(4) Maintain a list of MFT documents for all activities within BSO-18 and ensure they are updated at least every 3 years, per reference (c).

(5) Maintain a library of approved MFTs and SMRD studies for activities under their purview.

(6) Ensure the AMDs for all activities within BSO-18 are administratively reviewed at least annually.

(7) Provide liaison to resolve problems at all echelons and outside of BSO-18.

(8) Ensure NAVMAC review, measure, and assess SMRD staffing standards.

(9) Provide oversight to implement and maintain the manpower structure for BSO-18.

(10) Provide assistance and liaison with activities for the SMRD studies when applicable. Liaison with NAVMAC Code 70 to ensure an appropriate SMRD manpower analysis and compliance schedule.

c. BSO-18 Echelon 3 Commanders must:

(1) Provide direct support as needed to BUMED-N1 for interactions with activities within respective area of responsibility.

(2) Review and forward endorsed MCRs generated by lower echelon activities. All submissions must include sufficient supporting documentation to include workload analysis or other documentation as appropriate to support the request as described in enclosure (2).

(3) Review MCR submissions for compliance with references (a), (b), and (j). Assist BSO-18 activities in the area of responsibility with the MCR and requirement determination process. Serve as the initial point of contact for resolution of identified discrepancies in MCRs.

(4) Maintain a current roster of all echelon and command manpower points of contact.

(5) Provide liaison support to echelon 2 and BSO-18 activities to adjudicate MCR disputes.

d. BSO-18 Shore Activity Commanding Officers and Officers in Charge must:

(1) Submit an MCR to implement changes along with appropriate and proper justification.

(2) Ensure AMDs are kept current and conduct annual reviews. Submit MCRs per guidance prior to personnel hiring actions or military placement requests.

(3) Provide onsite liaison and support to assist the NAVMAC SMRD team during site visits and reviews. This may or may not involve data gathering for a particular site. Provide data or information by the designated timelines as requested. Provide a copy of all the data to BUMED-N12.

(4) Prepare and submit MCRs with supporting documentation to meet SMRD requirements, directives, and recommendations.

6. 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 Directorate for Administration, Logistics, and Operations, 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 or the Department of the Navy Directorate for Administration, Logistics, and Operations, Directives and Records Management Division program office.

7. Review and Effective Date. Per OPNAVINST 5215.17A, BUMED-N1 will review this instruction annually around the anniversary of its issuance date to ensure applicability, currency, and consistency with Federal, DoD, 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,

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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.



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Releasability and distribution:

This instruction is cleared for public release and is available electronically only via the Navy Medicine Web site at, <https://www.med.navy.mil/Directives/>

MANPOWER CHANGE REQUEST SUBMISSION GUIDANCE

1. Once a command has determined a desire to make a change to their AMD and approves this change via their respective position management boards, the command generates a letter of justification (LOJ), which explicitly justifies all requested changes, to include additions, deletions, qualitative changes, or administrative changes to manpower requirements or authorizations. This command LOJ can and should be supplemented with appropriate justification for manpower and billet changes, which can come in different forms: a paragraph in the LOJ or a point paper. It should address the reason for the change based on valid and approved workload drivers (i.e., MFTs, manpower standards, status of forces agreements, staffing manpower requirements determinations, etc.). Reference (b), section 4, explains these drivers, along with the basis for requirements. A sample LOJ is provided as enclosure (4).

2. A TFMMS 2.0 packet is prepared by the initiating command using this process:

a. Create a “shell” for the packet in TFMMS 2.0. It must be comprised of the elements listed in subparagraphs 2a(1) through 2a(4) of this enclosure to ensure consistency in documentation and tracking before the shell is saved in TFMMS 2.0, and to ensure transactions can be added to the MCR:

(1) Packet number, auto-populated.

(2) The title is taken from the subject line of the MCR. Not to exceed 30 characters.

(3) The LOJ must be included in the TFMMS 2.0 packet. It can be created in TFMMS 2.0 or generated as a Microsoft Word document and copied and pasted into the TFMMS LOJ window. The MCR will not be forwarded into workflow without an LOJ.

(4) Serial number not required.

b. Moving an MCR within TFMMS 2.0 is done through workflow. TFMMS 2.0 users and roles fall into three primary categories: TFMMS user, stakeholder, and PERS-45. Commands and regions within BUMED submitting MCRs will be TFMMS 2.0 users. Every time an MCR is forwarded via workflow, TFMMS 2.0 will auto-generate an e-mail message to the next level in the routing process (workflow) to advise an MCR is in their queue.

c. Evaluate the transaction count. MCRs should be limited to fewer than 1,000 transactions. MCRs that exceed 1,000 transactions should be split into multiple packets. If, however, an MCR exceeds 1,000 transactions and it is in the best interest of the activity or echelon 3 command to be processed in its entirety, it will be considered for processing by BUMED-N1.

3. Forward all signed portable document format source documents to the next echelon in the chain of command via e-mail for review and endorsement. Source documents include, but are not limited to; originating LOJ, command or regional endorsement, OF 8 Position Description, business case analysis (if applicable), and copy of contract (if applicable).
4. MCRs which are incomplete or missing information (i.e., LOJs, proper justification, etc.) will not be accepted for action and will be returned by the echelon 3 command.
5. If a request is made by BUMED-N1 for additional information regarding an MCR and no response is received within 14 days, the MCR will be cancelled and returned to the echelon 3 command.
6. Once BUMED-N1 approves an MCR, it will be released into TFMMS. Depending on the changes being requested, the MCR may be routed and vetted through other stakeholders and resource sponsor. Stakeholders will be added if determined by BUMED-N1 or by TFMMS 2.0. If the MCR has successfully made it through workflow without any non-concurs and has been implemented, the status will be reflected as “Done.”
7. Supplemental guidance:
 - a. If an MCR is simply prioritizing the funding of a billet or billets within an organization or among activities, where the requirement already exists in both areas and will remain a requirement in both areas, then it is essentially an authorization and funding issue. This does not require a requirement determination justification, but rather a simple explanation of the reprioritization of funding in the LOJ or endorsement letter, such as “We would like to remove the authorization on one existing requirement and place it on another existing requirement.” Generally, for general schedule and contractor billets, this can be accomplished very expeditiously. Any requests for changes to active duty billets require further review up the chain of command.
 - b. If a requirement is being realigned (changing the standard organization code) to a functional area where no such requirement currently exists on the AMD, a new requirement is then being requested which will require an LOJ, business case analysis, or point paper. The justification should address the requirement changes based on valid workload drivers.
 - c. If workload changes and an activity wants to realign a requirement or billet from one unit identification code at location “A” where it is no longer needed and move it to location “B” where it is needed, this would be requesting a new requirement. This action would require justification as to why the requirement is being realigned, again based on workload drivers.

d. Activities may have a change in their MFTs or have been directed by higher authority to perform a task that requires adding, deleting, or changing requirements in order to accomplish a new task. These are valid reasons to change a requirement. Others are also discussed, in detail, in reference (b). When submitting these MCRs, commands will enclose a copy of the new MFTs or instruction from higher authority directing the action. As noted previously, financial or full time equivalent increases alone do not authorize a change to an activity's AMD. A requirement determination (preferably in advance) must accompany any monies distributed to an activity to allow for proper documentation of requirements and authorization on the AMD.

e. The link to assist activities in preparing MCRs can be found at <https://esportal.med.navy.mil/bumed/m1/N12/Shared%20Documents%202/Forms/AllItems.aspx> (utilize e-mail certificate). Click the link, "Manpower Change Requests," and click "Sample Manpower Change Requests Letter of Justification."

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SAMPLE MANPOWER CHANGE REQUEST LETTER OF JUSTIFICATION
COVER LETTER

5320
Ser
Date

From: Command Name
To: Chief, Bureau of Medicine and Surgery, Attn: BUMED-N1
Via: Echelon 3-N1

Subj: MANPOWER CHANGE REQUEST TO (summary of change)

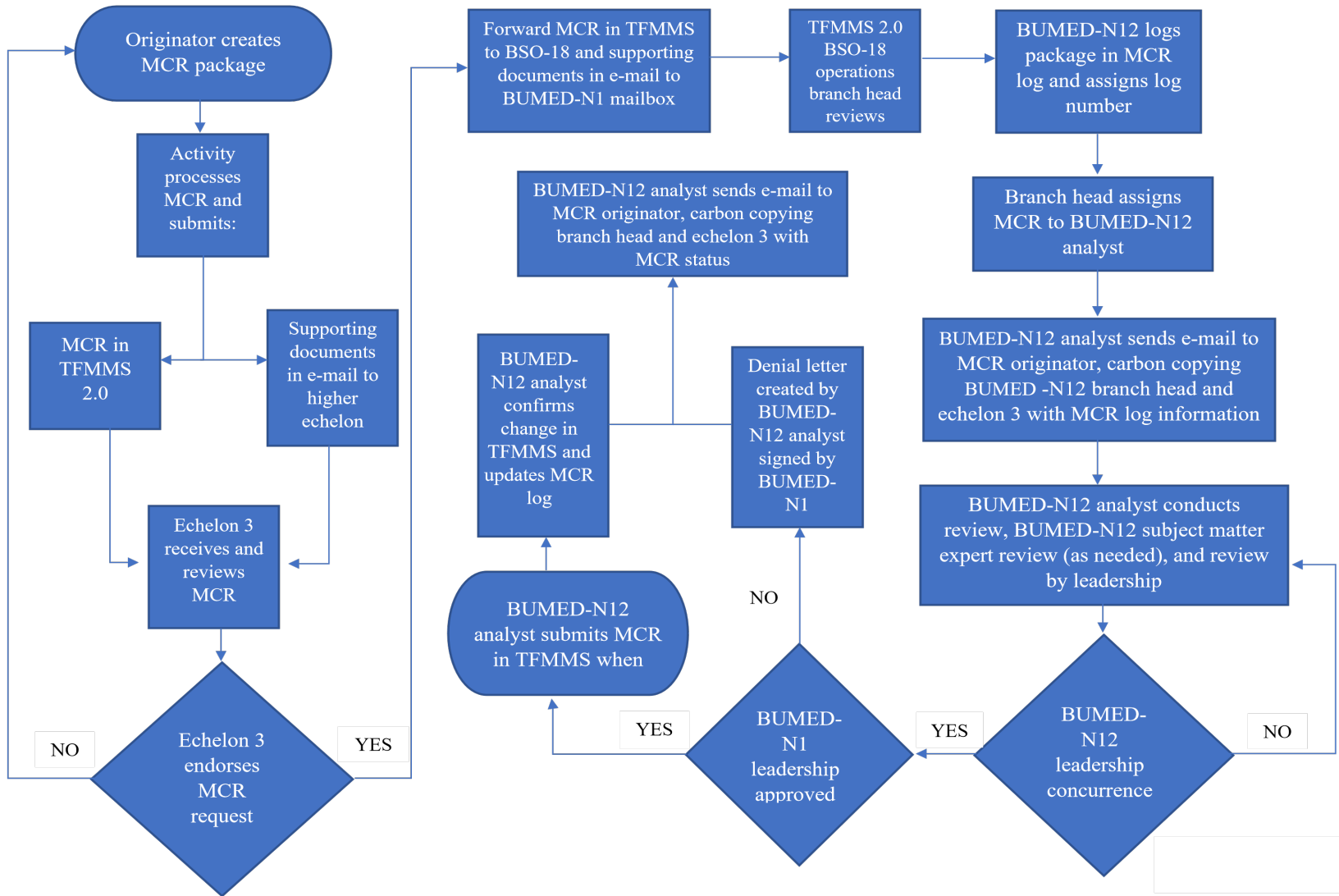
Ref: (a) OPNAVINST 1000.16L
(b) BUMEDINST 5310.11

Encl: (1) Manpower Change Request Worksheet or TFMMS Packet
(2) Manpower Requirements Determination Study (if applicable)

1. Per references (a) and (b), enclosures (1) and (2) are submitted for your review and approval.
2. Provide a detailed summary or justification of changes requested to include, unit identification codes(s) impacted, administrative changes (e.g., organization codes, billet sequence code, titles, etc.) billet additions, deletions, or qualitative changes to manpower requirements or authorizations.
3. Request these changes be entered into the Activity Manning Document as soon as possible.
4. My point of contact is (name) who can be reached at (telephone) or via e-mail at (e-mail address).

Enclosure (2)

MANPOWER CHANGE REQUEST FLOWCHART



DEFINITIONS

1. AMD. The AMD is the single source document that provides the quantitative and qualitative manpower requirements and authorizations military, civilian, or contractor allocated to a naval activity to perform its assigned mission, functions, and tasks, or required operational capability and projected operational environment. Changes are requested by the command, using the MCR process, to BUMED-N1 via the echelon 3 commands. Commands have access to their AMD via TFMMS.
2. Authorization. A billet for which funding has been provided (manpower space) and for which the quality has been authorized by the Chief of Naval Operations as a requirement to perform the billet functions.
3. BSO. A code that identifies the major commanders or bureaus that are authorized manpower resources directly by the Chief of Naval Operations for the accomplishment of their assigned missions and tasks. BSOs frequently referenced by Navy Medicine are: BSO-18 (BUMED), BSO-27 (United States Marine Corps), and BSO-60 (Fleet Forces Command). Billet reviews are typically only conducted by stakeholders and BSOs.
4. Commercial Activities (CA) Program. When referring to the CA Program, the word “activities” is synonymous with function and not with unit, organization, or installation. Office of Management Budget provides the basic guidelines for the CA Program (Circular No. A-76 (Revised)). The CA Program establishes policies and procedures to determine the need for commercial or industrial work and whether this work should be performed by a contract with a private enterprise. This private enterprise would then supply the products and services needed. The program emphasizes that economic considerations should determine the means of performing the necessary work with cost being the deciding factor.
5. End Strength. The number of officer and enlisted requirements which can be authorized (funded) based on approved budgets. End strength is set forth for each activity in the Future Year Development Plan. End strength unallocated to a billet is commonly referred to as “unqualitized.”
6. Full Time Equivalency. Full time equivalency is a unit of work equal to the productive effort of one person working 8 hours per day, 5 days per week, for a period of 1 year, and adjusted to include paid leave and holidays. Thus, accounting for leave, holidays, military training, and service diversion equates to 1,736 man-hours per year or 145.136 man-hours per month.
7. Functions. Requirements derived from the principal elements of an activity’s mission, elements that differentiate one activity from another.

8. Inherently Governmental and CA Program. The CA Program delineates the process for determining whether commercial or industrial work should be performed by contract with private resources or in house using government facilities and personnel. Each billet in the billet file will contain a one character CA reason code that identifies positions as inherently governmental or subject to completion of a CA study and a four to five character CA function code describing the type of work being performed. Guidance for application of CA function and reason codes can be found on the BUMED-N12 page of Navy Medicine online: <https://esportal.med.navy.mil/bumed/M1/N12/Pages/default.aspx>.
9. LOJ. The LOJ provides detailed justification addressing all requested changes to include additions, deletions, or qualitative changes (rank or rate, occupation codes, program element, etc.) to manpower requirements or authorizations.
10. MCR. A formal request for changes to the AMD when necessitated by approved changes to an activity's MFTs, workload or requirements; unbalanced authorizations to end strength; or as directed by higher authority.
11. 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.
12. Mission. Mission statements are based upon recommendations of responsible commanders.
13. Most Efficient Organization. The organizational structure that exists when all operational audit recommendations are implemented. This structure represents the most economical way to accomplish an activities mission.
14. Program Objective Memorandum. A formal submission from the Secretary of the Navy to the Secretary of Defense in a prescribed format which outlines detailed resource allocation decisions made by the Navy, per defense planning guidance.
15. Projected Operational Environment. The environment in which the unit is expected to operate, including the military climate (i.e., at sea, at war, capable of continuous operations at readiness condition 3, and ships in-port).
16. Resource Sponsor. Office responsible for an identifiable aggregation of resources which constitute inputs to warfare and supporting task. The span of responsibility includes interrelated programs or parts of programs located in several mission areas.

17. SMRD. Manpower requirements define the number of personnel required to perform the Navy's work and deliver a specified capability. Each requirement equates a specified manpower space, which is assigned qualifiers that define the duties, tasks, and functions to be performed, and the specific skills and skill level required to perform the function. Shore manpower requirements are determined using approved requirement determination methodologies or manpower standards.

18. Tasks. 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.

19. Total Force. All military (active and reserve), DoD civilians (U.S. and foreign national), and contractor support.

20. Total Force Manpower Management. Total force manpower management is the methodical process of determining, validating, and using manpower requirements to inform budget decisions; prioritizing manpower authorizations based on available funding and personnel executability; and translating authorizations into a demand signal for personnel, training, and education processes.

21. Total Force Manpower Management System (TFMMS). A single authoritative database for total force manpower requirements for active duty military personnel Navy and Reserve personnel Navy manpower authorizations end strength. It is a web-based application that allows authorized users to create packets from their desktop, forward those actions up the chain of command, and view changes to their billet file.