



DEPARTMENT OF THE NAVY
COMMANDER NAVY RESERVE FORCES
1915 FORRESTAL DRIVE
NORFOLK VA 23551-4615

COMNAVRESFORINST 12351.2F
N00CP
4 Dec 2025

COMNAVRESFOR INSTRUCTION 12351.2F

From: Commander, Navy Reserve Force

Subj: CIVILIAN WORKFORCE SHAPNG

Ref: (a) Title 5 Code of federal Regulations
(b) SECNAVINST 12351.5G
(c) DoDI 1400.25, Volume 351
(d) DoD memo Policy and Procedure for Reductions in force in the Civilian Workforce of 19 Jan 17
(e) DoDI 1400.25, Volume 2004
(f) DoDI 1400.25, Volume 1702
(g) COMNAVRESFORINST 5320.2C
(h) Human Resources Office Norfolk Competitive Level Coding Guide

Encl: (1) Sample Request for Authority to Conduct Workforce Shaping Action

1. Purpose. To provide policy regarding approval of workforce shaping initiatives within Commander, Navy Reserve force (COMNAVRESFOR) and all subordinate commands. This policy covers the delegation of approval for the announcement, approval and processing of reduction in force (RIF), transfer of function (TOF), transfer of work (TOW), administrative (non-emergency) furlough, Voluntary Separation Incentive Pay (VSIP) and other workforce shaping initiatives affecting civilian employees in the COMNAVRESFOR workforce. References (a) through (h) provide regulations, policy and guidance for conducting workforce shaping actions within COMNAVRESFOR.

2. Cancellation. COMNAVRESFORINST 12351.2E.

3. Collective Bargaining Agreements. Provisions of an existing collective bargaining agreements (CBA), memorandum of understanding (MOU), and/or memorandum of agreement (MOA) applicable to bargaining unit employees supersede the policies and procedures outlined herein unless to do so would violate any applicable government-wide law, rule, or regulation.

4. Delegation of Authority.

a. Reference (b) delegates authority to the heads of echelon 1 and 2 commands to approve RIF, TOF, TOW, non-emergency furlough, and other management actions which may result in the involuntary separation or relocation outside the commuting area of fewer than 50 COMNAVRESFOR civilian employees. This authority will be maintained by COMNAVRESFOR.

b. In accordance with reference (f), the Department of Navy (DON) provides an annual VSIP allocation to COMNAVRESFOR and charges it with monitoring its VSIP ensuring the allocations are not exceeded. Accordingly, authority to offer VSIP and voluntary early retirement authority (VERA) is maintained by COMNAVRESFOR.

c. Reference (b) requires an annual DON consolidated congressional notice of anticipated downsizing, rightsizing and RIF plans based on information submitted by echelon 1 and 2 commands. Following congressional notification of anticipated actions, echelon 1 and 2 commanders will be notified of their authority to approve and execute announced actions.

d. Requests for workforce the shaping actions identified in paragraphs 4a and c will be vetted by the COMNAVRESFOR Resources Management Board (RMB) in accordance with reference (g), with appropriate input from COMNAVRESFOR N1 and N8, prior to final COMNAVRESFOR approval.

5. Policy.

a. All requests for authority to execute workforce shaping or downsizing actions must be submitted to the COMNAVRESFOR Director, Civilian Human Resources (CHR) (N00CP) with details justifying the actions requested and previous or planned actions used to mitigate adverse impact along with a completed sample request for authority to conduct workforce shaping action, enclosure (1).

b. Activities must include workforce shaping plans in budget submissions, which are required to be consistent with the annual report of anticipated downsizing actions.

c. RIF is the alternative of last resort. Managers must consult with the COMNAVRESFOR CHR N00CP workforce shaping program manager whenever the need for workforce shaping arises. Early action to mitigate the adverse impact of workforce shaping is essential. The following actions represent potential management alternatives which may reduce or eliminate the need for involuntary separation and other adverse RIF impact; the list is not all-inclusive:

(1) Reducing, or decreasing overtime, and awards money

(2) Limiting training, travel, and overtime

(3) Freezing hiring and promotions

(4) Separating temporary employees

(5) Separating employees serving at the will of the appointing official (e.g. re-employed annuitants)

(6) Conducting an internal job search to place COMNAVRESFOR employees impacted by a workforce-shaping action in positions for which they qualify at other

COMNAVRESFOR organizations, within or outside the employee's local commuting area. COMNAVRESFOR, or a common superior in the chain of command, has the option of making such placement mandatory. Qualification requirements for such placements may be modified, or in certain situations waived, in order to place surplus employees.

(7) Offering of VERA and VSIP

(8) Early registration in the Department of Defense (DoD) Priority Placement Program

d. VSIP may also be used to restructure positions to meet mission objectives without reducing the overall number of employees.

e. RIF Competitive Area. Unless otherwise directed/authorized by COMNAVRESFOR, the RIF competitive area will be an individual COMNAVRESFOR Echelon II, III, IV, or V command within a single local commuting area. The COMNAVRESFOR Headquarters Competitive Area will be all COMNAVRESFOR (UIC 00072), Commander Navy Reserve Forces Command (UIC 3447B), and Commander Naval Air Force Reserve (UIC 00071) civilian employees located at the COMNAVRESFOR headquarters building in Norfolk, VA. If an alternative RIF competitive area is directed/authorized, in accordance with reference (a), it must be no smaller than a COMNAVRESFOR Echelon II, III, IV, or V command within a single local commuting area. Alternative RIF competitive areas must be in effect for at least ninety (90) days in advance of the effective date of the RIF, unless an exception is approved in accordance with reference (a).

6. Roles and Responsibilities.

a. COMNAVRESFOR Director, CHR will:

(1) Establish policies and procedures covering workforce shaping initiatives.

(2) Assign competitive level codes for all COMNAVRESFOR positions, following the process outlined in reference (h).

(3) Provide advice and guidance to COMNAVREFFOR managers and supervisors.

(4) Coordinate COMNAVRESFOR response to the annual DON RIF data call for planned workforce shaping actions projected to result in involuntary separation or transfer/directed reassignment out of the commuting area.

(5) Review requests for all workforce shaping actions, including use of RIF and VSIP/VERA authority and those that necessitate the relocation of employees outside the current commuting area, obtain appropriate input from COMNAVRESFOR N1 and N8, and submit to the COMNAVRESFOR RMB for vetting prior to final COMNAVRESFOR approval.

(6) Review competitive areas, competitive levels, employee retention data, and all associated coding for completeness and accuracy prior to initiating RIF procedures.

(7) Provide employees an opportunity to review/update their retention data prior to initiating RIF procedures.

(8) Conduct periodic assessments on the management and utilization of workforce shaping programs at subordinate activities to evaluate their effectiveness and compliance with law, regulation, and policy.

(9) Provide information to COMNAVRESFOR civilian employees on workforce shaping procedures, benefits and entitlements, and ensure that workforce shaping training is available for COMNAVRESFOR staff as appropriate.

b. Commanders/Commanding Officers will submit a list of possible/anticipated RIF, furlough, TOF, or TOW on an annual basis in response to the DON data call and will explore alternate methods to mitigate the need for involuntary separations or directed transfers outside of the commuting area.

c. The DON Office of Civilian Human Resources Operations Centers will, in a concerted effort with the COMNAVRESFOR CHR, execute RIF procedures as required and provide guidance to commanders and commanding officers in implementing workforce shaping initiatives.

7. Records Management. Records created as a result of this instruction, regardless of media and format, must be managed per Secretary of the Navy Manual 5210.1 of September 2019.

8. Review and Effective Date. Per OPNAVINST 5215.17A, COMNAVRESFOR will review this instruction annually on the anniversary of its effective date to ensure applicability, currency, and consistency with Federal, Department of Defense, Secretary of the Navy and Navy policy and statutory authority using OPNAV 521 5/40 Review of Instruction. This instruction will automatically expire 5 years after effective date unless reissued or canceled prior to the 5-year anniversary date, or an extension has been granted. 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 September 2020.


R. B. JOHNSON
By direction

Releasability and Distribution:

This instruction is cleared for public release and is available electronically only via COMNAVRESFOR Web site, <http://www.public.navy.mil/nrhJPages/instructions.aspx>