This instruction implements Air Force Policy Directive (AFPD) 38-2, Manpower. It explains how the Air Force defines analytically based manpower requirements, develops defensible budgets and allocates manpower resources across the three components: Regular Air Force, Air Force Reserves and Air National Guard (RegAF, AFR and ANG). In addition, it explains how the Manpower Programming and Execution System (MPES) is used to program, coordinate and execute manpower policies, programs and procedures through the MAJCOMs, Field Operating Agencies and Direct Reporting Units. Except where otherwise noted, this instruction covers all RegAF, AFR and ANG manpower. It has been developed in collaboration between the Deputy Chief of Staff for Manpower, Personnel and Services (AF/A1), the Chief of Air Force Reserve (AF/RE) and the Director of the Air National Guard (NGB/CF), and applies to all RegAF, AFR, and ANG personnel involved in programming. Ensure that all records created as a result of processes prescribed in this instruction are maintained IAW Air Force Manual (AFMAN) 33-363, Management of Records, and disposed of IAW Air Force Records Information Management System (AFRIMS) Records Disposition Schedule (RCM). Refer recommended changes and questions about this instruction to the Office of Primary Responsibility (OPR) using AF Form 847, Recommendation for Change of Publication; route AF Forms 847 from the field through the appropriate functional chain of command. This instruction may be supplemented at any level, but all supplements that directly implement this instruction must be routed to the OPR for coordination, and all MAJCOM-level supplements must be approved by the Human Resource Management Strategic Board prior to certification and approval. The authorities to waive wing/unit level requirements in this instruction are identified with a Tier (“T-0, T-1, T-2, T-3”) number following the compliance statement. See AFI 33-360, Publications and Forms Management, for a description of the authorities associated with the Tier numbers. Submit
requests for waivers through the chain of command to the appropriate Tier waiver approval authority, or alternately, to the requestors commander for non-tiered compliance items.

**SUMMARY OF CHANGES**

This revision makes a number of technical and administrative corrections to be consistent with manpower programming responsibilities in AFPD 90-6, *Air Force Strategy, Planning, Programming, Budgeting and Execution (SPPBE) Process*. It provides an estimating factor for Major Department of Defense (DoD) Headquarters Activities (MHA) manpower with mission and force structure adjustments, but allows MAJCOMs to develop specific factors for mission(s). Previous general information Air Force Planning, Programming, Budgeting and Execution (PPBE) and attachments on weapons system zero base template, PPBE systems and tools, attributes of a program element, Air Force manpower resource identification codes, and over/under execution request example have been deleted from this instruction.

Chapter 1—ROLES AND RESPONSIBILITIES 4

1.1. Roles and Responsibilities. ................................................................. 4

Chapter 2—DEFINING AND MANAGING AIR FORCE END STRENGTH 5

2.1. Manpower Resource Accountability.................................................. 5
2.2. General Guidance. ................................................................................. 5

Chapter 3—PROGRAMMING TOOLS 6

3.1. Estimating Manpower Requirements. .................................................. 6
3.2. Weapon System Zero Base (ZB) Procedures....................................... 6
3.3. Base Support Tail (BST) Factors.......................................................... 6
3.4. Major DoD Headquarters Activities (MHA) Factor ................................ 7
3.5. Individuals Account Manpower Programming Tools. ............................. 7

Chapter 4—ADJUSTING END STRENGTH 8

4.1. AFCS Change Control Number (CCN). .............................................. 8
4.2. Manpower Zero Balance Transfers (ZBTs). ........................................ 8
4.3. Out of Cycle End Strength Changes. ................................................. 9

Chapter 5—ADJUSTING END STRENGTH- SPECIAL CONSIDERATIONS 11

5.1. Overview.................................................................................................. 11
5.2. Overseas Ceilings/Floors. .................................................................... 11
5.3. The Executive Agent Roles and Responsibilities: ................................. 11
Chapter 1

ROLES AND RESPONSIBILITIES

1.1. Roles and Responsibilities.

1.1.1. Director of Manpower, Organization and Resources (AF/A1M) oversees manpower inputs into the Strategy, Planning, Programming, Budgeting, and Execution (SPPBE) process.

1.1.2. Program Development Division (AF/A1MP).

1.1.2.1. Compiles, records, allocates and administers the Air Force’s “top-line” end strength changes IAW fiscal year Air Force Corporate Structure (AFCS) SPPBE decisions. This end strength includes Student, Trainee, and Personnel Hold (STP) accounts (i.e., Individuals accounts) and the Air Force portion of joint/defense level activities and accounts centrally managed by Office of the Secretary of Defense (OSD) and Office of the Director of National Intelligence (see special considerations outlined in Chapter 5). AF/A1MP will advocate for manpower resources in support of the Individuals (non-unit) account. (See Chapter 7).

1.1.2.2. Assists the SPPBE responsible office in determining the manpower inputs in the Resource Allocation Program Information Decision System and records approved changes in Manpower Programming and Execution System (MPES) which passes the manpower details into Automated Budget Interactive Data Environment System (ABIDES). (See Attachment 3 for a description of MPES).

1.1.2.3. Ensures Total Force (TF) manpower adjustments are coordinated and validated by the respective component OPR; namely Air Force Reserve Manpower Division (AF/REXX) (for Reserve manpower issues) and National Guard Bureau, Air National Guard, Manpower Program (NGB/A1MP) (for National Guard manpower issues).

1.1.2.4. Coordinates manpower options affecting the acquisition workforce with Director for Acquisition Career Management (SAF/AQH) and Deputy Assistant Secretary for Acquisition Integration (SAF/AQX).

1.1.2.5. Co-chairs manpower realignment working groups with Strategic Plans and Requirements Programs (AF/A8P) during the Program Objective Memorandum (POM) to address the sourcing and redistribution of manpower resources during AFCS deliberations and facilitates sourcing of newly developed standards.

1.1.2.6. Responsible for providing to OSD Air Force Headquarters manpower data on Air Force organizations covered in the congressional definition of Major DoD Headquarters Activities.
Chapter 2

DEFINING AND MANAGING AIR FORCE END STRENGTH

2.1. Manpower Resource Accountability. The DoD uses program elements in the Future Year Defense Program (FYDP) to budget for and control its resources. An Air Force Program Element Code (PEC) accounts for resources, to include end strength, needed to provide a specific capability.

2.1.1. Manpower Resource Identification Code (RIC). An Air Force PEC may contain three manpower categories: military (officer, enlisted, cadets) and civilian for each component of the TF.

2.1.1.1. Military end-strength includes RegAF officers, enlisted, and US Air Force Academy cadets, Air Force Reserve (AFR) officers and enlisted, and Air National Guard (ANG) officers and enlisted. AFR and ANG end strength is further identified in the FYDP by RIC as Drill Officer, Drill Enlisted, and Active Guard and Reserve (AGR) Officer and Enlisted. The AFR also has Individual Mobilization Augmentee Officer and Enlisted.

2.1.1.2. The Civilian category contains six subcategories: US Direct Hire (USDH), Foreign National Direct Hire, Foreign National Indirect Hire, USDH - Air Force (Memo), Foreign Direct Hire - Air Force (Memo), and Foreign Indirect Hire - Air Force (Memo). Memo entries are used to denote Guard and Reserve Technicians that are a subset of the USDH category, Defense Health Agency (DHA) and Special Operations Forces (SOF) civilians managed by the Air Force but funding remains in DHA and SOF components, and other Services’ Working Capital Fund civilians within our budget.

2.2. General Guidance.

2.2.1. Military personnel authorizations (end-strength) are set by Congress. As such, end strength is managed within congressional limits. During AFCS deliberations, manpower programming adheres to OSD Fiscal Guidance and Headquarters (HQ) United States Air Force (USAF) Quadrennial Defense Review/Annual Planning and Programming Guidance direction.

2.2.2. Reimbursable Positions. These are positions that performs work for an organization outside the Air Force (e.g., another DoD Component, other Federal agencies) for which the Air Force is reimburse for personnel expenses. MAJCOMs and equivalents may make adjustment to their number of reimbursable civilian positions above/below fiscal year program if agreed to by the functional OPR and Budget Operations Personnel (SAF/FMBOP); however, MAJCOMs and equivalents cannot retain strength associated with a decrease in reimbursable positions except through a fiscal year programming actions, so as not to create year-of-execution costs for the Air Force.

2.2.3. End strength in PEs controlled by agencies and activities outside of the Air Force (e.g., DHA, National Intelligence Program (NIP), joint agencies, SOF) cannot be changed unless OSD has approved a written agreement (e.g. Memo of Agreement) between the Air Force and the affected activity or directed in PBR decision document.
Chapter 3

PROGRAMMING TOOLS

3.1. Estimating Manpower Requirements. When available, manpower estimates will be based on approved crew ratios, logistics composite models, manpower standards, analysis of alternatives, command guides or weapon system typical tools. For new and emerging missions, functional managers and manpower requirement experts will develop a manpower estimate (T-2).

3.2. Weapon System Zero Base (ZB) Procedures. A Weapon System ZB is designed to optimize allocation of operations and maintenance manpower end strength; first within a MAJCOM mission set and secondly across the Air Force FYDP. Weapon System ZBs match authorized/fielded weapons in conjunction with annual budget cycles and produce a weapon system typical as a programming tool to estimate manpower impacts against proposed force structure changes. A Weapon System ZB identifies all fixed (open-the-door costs) and variable costs (requirements as outlined in a typical) tied to a weapon system program element. Weapon System ZBs do not take the place of Program Change Requests (PCRs) or funding of new requirements.

3.2.1. Each year in preparation for the POM cycle, A1MP will provide a Weapon Systems ZB template and detailed instructions to the MAJCOM/A1Ms.

3.2.2. Within 60 days after the President’s Budget (PB) allocation is received by the MAJCOMs or equivalents, functional managers and manpower requirement experts will annotate any changes to the previous submitted requirement using a separate line item for each change. (T-1).

3.3. Base Support Tail (BST) Factors. Mission and capability changes affect installation support requirements; therefore, programmed changes in mission manpower affect installation support manpower requirements and may impact service levels for private-sector contract support. The relative effect of these changes is represented as Air Force BST factors (see Attachment 6). These BST factors are to be used in conjunction with other tools (see para 3.1) when determining manpower impacts of mission capability changes and are not applicable to ARC bases.

3.3.1. The BST factor estimates the incremental impact in installation support manpower generated by a change in mission manpower requirements or tenant population. Its use assumes the presence of a full support infrastructure prior to making the proposed mission manpower changes.

3.3.2. The different factors recognize required levels of support vary. Refer to Attachment 4 to determine which BST factor to use. Manpower offices below MAJCOM level will not use these factors to make adjustments to authorizations on the Unit Manpower Document (UMD) based on mission and force structure changes without a change to programmed end strength. (T-1).
3.4. **Major DoD Headquarters Activities (MHA) Factor.** As missions and force structure change, so should the size of the MHA manpower element. HQ USAF, MAJCOMs, and Air National Guard Headquarters Element should establish an internal engineered factor based on units, dollars, end strength or a combination of these factors and evaluate the headquarters strength relative to the factor every year concurrently with fiscal year budget decisions that changes allocated force structure. The factor is subject to peer review by another MAJCOM or AF/A1M if used for POM or PBR mission transfer or force structure increase or decrease.

3.4.1. For new missions and force structure, AFCS will determine the relative change to MHA manpower.

3.4.2. For mission and force structure transfers/divestitures/changes, Administrative Assistant Resources Directorate (SAF/AAR) and MAJCOM Manpower Organization and Resource (A1M) staff will determine the relative impact to their MHA elements. In the case of Inter-Command Transfers (ICT) where effected SAF/AAR and/or MAJCOM/A1M(s) cannot agree on the requisite MHA manpower adjustments, a factor of 2.65% times full-time end strength (RegAF and AGR) will be used.

3.5. **Individuals Account Manpower Programming Tools.** The manpower associated with the Individuals Account (see Chapter 8 Figure 1) is quantified through the development and application of mathematical models to identify and validate Student Man-Year (SMY) requirements. The SMY requirements are determined by multiplying student entry data and course length, and then dividing the result by the average number of academic calendar days. The results are programmed in designated PEs by AF/A1MP who is responsible for developing and maintaining the SMY models.
Chapter 4

ADJUSTING END STRENGTH

4.1. AFCS Change Control Number (CCN). Manpower adjustments in Programming Inputs and Budgeting Inputs are identified by an AFCS CCN within the Resource Allocation Programming Information Decision System (RAPIDS). The AFCS CCN records approved actions implementing offsets, disconnects and initiatives. AF/A1MP creates a corresponding Manpower CCN in MPES (see Attachment 3) for each approved AFCS CCN.

4.2. Manpower Zero Balance Transfers (ZBTs). ZBTs are manpower adjustments designed to facilitate ICTs and to correct minor deviations in program execution within a single command. A ZBT is an exact reallocation of resources, normally within a single program. A ZBT is not to be used for reprogramming actions (i.e., transferring resources from one mission/capability to another). ZBTs must follow the business rules in the fiscal year POM Preparation Instruction.

4.2.1. General Guidance.

4.2.1.1. Manpower ZBTs cannot increase end strength (buy end strength with a funding offset), cross appropriations, or create costs for the Air Force. Initiators will balance ZBTs by manpower category, appropriation, and dollars for each fiscal year. If a ZBT is necessary to fix database errors from a previous programming event, the initiator must provide sufficient rationale. (T-1).

4.2.1.2. MAJCOMs and equivalents will submit ZBTs to AF/A1MP manpower programmers at the same time all other ZBTs are submitted to Strategic Plans and Requirement Programs (AF/A8P).

4.2.1.3. Manpower actions that are country/state code clean-up actions are considered ZBTs.

4.2.1.4. ICTs that do not transfer systems are considered manpower only ZBTs. If the ICT is the result of weapon system transfer, the action is not considered a pure manpower ICT and is approved by mission panel.

4.2.1.5. Manpower actions that cross appropriations, end strength categories, Budget Activities or Budget Subactivities (BSA), or drive a cost to the AFCS are NOT considered manpower ZBTs.

4.2.1.6. AFR/ANG Technician memo RICs (0163/0170) may be increased or decreased in a ZBT, however, their civilian RICs (0160) must zero balance.

4.2.2. MAJCOM and Equivalent Roles and Responsibilities. MAJCOMs and Equivalents will:

4.2.2.1. Coordinate the details of the ZBT, prepare their respective portions of the manpower ZBT MPES project, and submit it to AF/A1MP in MPES (both the gaining and losing commands).

4.2.2.2. Review all manpower files or manpower ZBTs before submission to ensure non-blue positions are not affected (i.e. SOCOM, DHA, or NIP.)
4.2.2.3. Make changes to reimbursable positions if agreed to by the functional OPR and SAF/FMBOP. MAJCOMs and equivalents may not create ZBTs between reimbursable positions and direct-funded positions.

4.2.3. AFCS (AF/A1MP, AF/REXX, NGB/A1MP) Roles and Responsibilities. AFCS manpower programmers will:

  4.2.3.1. Review all manpower ZBT requests for compliance with current POM Preparation Instruction guidance.
  4.2.3.2. Work non-compliance issues with affected MAJCOMs and Equivalents.
  4.2.3.3. Coordinate ZBTs with SAF/FMBOP (or appropriate ARC FM office). If MAJCOMs and equivalents propose ZBT actions that result in added (unsourced) costs to the Air Force, they are notified that the action is disapproved and have the option to bring the action forward with an offset identified.

4.2.4. Host Tenant Support Agreements: MAJCOM and equivalent whose initiatives impose a workload on other MAJCOM and equivalents must coordinate **Host Tenant Manpower Actions** with the affected command.

  4.2.4.1. The supported command will give the supporting command the information it needs to determine its manpower requirements.
  4.2.4.2. The supported command must negotiate with the supporting command regarding availability of existing resources to support the requirement.
  4.2.4.3. The supported command will program required manpower actions in the first available exercise of the SPPBE cycle after the support agreement has been finalized.

4.3. Out of Cycle End Strength Changes. These changes include PCR and Host Tenant Actions.

  4.3.1. A Program Change Request (**PCR**) is used to realign Air Force resources outside of the normal SPPBE and consists of changes in the current execution and/or budget years. Because PCRs require changing the Air Force Program of Record, they are vetted through the AFCS process and approved by the Secretary of the Air Force (SECAF).

    4.3.1.1. Fiscal realignment approved as part of a PCR is typically finalized through ICT by Directorate of Budget Programs (SAF/FMBP). An ICT is the realignment of funding between MAJCOMs and appropriations.

    4.3.1.2. Execution or Budget year changes to Force Structure items are tracked within the Force Structure Data Management database (i.e. aircraft, munitions).

    4.3.1.3. Special oversight is necessary when reprogramming between appropriations, over specific funding level dollar thresholds, or special interest items involving congressional special interest line items. HQ USAF, OSD, or Congress can deny reprogramming actions of this nature.

    4.3.1.4. All military and civilian manpower addressed in PCRs have to zero balance and should consider required adjustments in private-sector contract support.
4.3.1.4.1. If a PCR proposes manpower changes, it needs to be broken out by officer, enlisted, and civilian; the request should display the manpower of the current and proposed programs. If the PCR proposes to change or transfer billets, the request should display the impact of these changes by category and fiscal year, including out years.

4.3.1.4.2. If the request is to change manpower only (i.e., no forces, flying hours, etc.) the requesting office should first consult AF/A1MP to see if the change can be reprogrammed via an ICT or other manpower change vehicle, without doing a PCR.
Chapter 5
ADJUSTING END STRENGTH- SPECIAL CONSIDERATIONS

5.1. Overview. End strength levels within a program or theater may be dictated or limited by legislative and/or OSD policy. These constraints include ceilings/floors (e.g., Overseas and MHA elements) or protected budget activities whose funding levels cannot be adjusted without consent from the owning activity (e.g., DHA and SOF).

5.2. Overseas Ceilings/Floors. U.S. activities in foreign countries are of special political and economic interest to the U.S. and foreign governments. OSD, working with higher authorities, establishes overseas ceilings/floors to control U.S. DoD activities in particular areas, regions, and countries. Unless HQ USAF or a higher authority specifies otherwise, overseas manpower ceilings/floors include all permanent party military authorizations.

5.3. The Executive Agent Roles and Responsibilities:

5.3.1. AF/A1M and AF/A1MP Roles and Responsibilities:

5.3.1.1. AF/A1M designates the manpower office within the Air Force component, to the CCMD for the geographic area, as the Air Force executive/support agent.

5.3.1.2. AF/A1MP notifies executive agents of ceiling/floor limitations.

5.3.2. AF/A1MP, AF/REXX, and NGB/A1MP End Strength Resource Managers

5.3.2.1. Administer and monitor the RegAF and Reserves portions of the ceiling/floor.

5.3.2.2. Notify other Air Force MAJCOMs and equivalents of their portion of the ceiling/floor.

5.3.2.3. Ensure that MAJCOMs and equivalents don’t exceed ceiling/floor limits unless a higher authority so authorizes. MAJCOMs and equivalents affected by manpower ceilings/floors must ensure that UMD manpower authorizations do not exceed limitations. See DoD 7000.14-R, DoD Financial Management Regulation, Volume 2A Chapter 1, 010110, Combatant Command Business Rules (Joint Task Assignment Process) for adjusting joint accounts for undistributed congressional and/or OSD general reductions.

5.3.2.4. Ensures that limitations provide only the minimum manpower needed for assigned missions.

5.3.3. Executive/support agents and MAJCOMs and equivalents may directly communicate on ceiling/floor limitations. Executive/support agents may directly communicate with the CCMD staff that controls the limitation they administer.

5.3.4. Ceiling/Floor Change Requests.

5.3.4.1. To make changes to an Air Force ceiling/floor, the executive/support agent sends a written explanation of the need to the appropriate CCMD, with an information copy to AF/A1MP.
5.3.4.2. To increase/decrease a MAJCOM limitation, the MAJCOM or equivalent sends a written explanation of the need to the executive agent, with an information copy to AF/A1MP. The executive/support agent approves the MAJCOM or equivalent request if it falls within the established Air Force limitation or disapproves if it falls outside of limitation.

5.4. **Major DoD Headquarters Activities (MHA).** Major headquarters activities are described and defined by statute, and organizations and functions considered to be MHA are in DoDI 5100.73, *Major DoD Headquarters Activities.* In the OSD FYDP Resource Structure Management (RSM) system, PEs are flagged in specified headquarters categories (giving OSD and Congress visibility on changes to Air Force total MHA strength and by headquarters type. OSD and Congress require explanation for increases in RegAF and AGR MHA resources between fiscal years; thus any increases require AFCS approval during Program Objective Memorandum (POM) or Program Budget Review (PBR). Manpower ZBT increasing the amount of Active Duty (RegAF and AGR) USAF MHA resources cannot be in the balanced submission. Manpower category changes must be at a cost saving or cost neutral to stay within fiscal year MHA costs targets.

5.5. **Joint Manpower.** Adjustment to Air Force programmed support to joint organizations can occur only through and Memorandum of Agreement or Program or Budget Issue Papers during Program Decision Memorandum action during Program and Budget Review (PBR). Refer to CJCSI 1001.01B, *Joint Manpower and Personnel Program* for further guidance on managing Joint and CCMD end strength and authorizations/positions.

5.6. **Special Access Programs (SAP).** AF/A1M will appoint a POC to support manpower programming for Special Access Programs.

5.7. **Defense Health Activities (DHA).** AF/A1M will coordinate DHA manpower programming changes with Air Force Surgeon General, Medical Manpower Personnel and Resources (AF/SG1/8).

5.8. **Special Operations Forces (SOF).** AF/A1M will coordinate SOF manpower programming changes with Air Force Special Operations Command, Director of Manpower Personnel and Services (AFSOC/A1) and United States Special Operations Command, Directorate of Personnel (USSOCOM/J1).

5.9. **Intelligence.** AF/A1M will coordinate Consolidated Cryptologic Program (Budget Subactivities (BSA) 330), General Defense Intelligence Program (BSA 331), National Geospatial-Intelligence Agency (BSA 336) and Military Intelligence Program (BSA 365) manpower programming changes with Deputy Chief of Staff, Intelligence, Surveillance and Reconnaissance (AF/A2). AF/A1M will coordinate National Reconnaissance Program (BSA 333) manpower programming changes with the National Reconnaissance Office and Air Force Space Command, Director of Manpower Personnel and Services (AFSPC/A1).

5.10. **Foreign Military Sales.** AF/A1M will coordinate Foreign Military Sales manpower programming changes with Deputy Under Secretary of the Air Force, International Affairs (SAF/IA).
Chapter 6

MANPOWER ALLOCATION AND UMD EXECUTION

6.1. Overview. The Directorate of Manpower, Organization and Resources, Program Development Division (AF/A1MP) allocates programmed manpower resources by Program Element Code (PEC), Resource Identification Code (RIC), and Country State Code (CSC) to the commands directing implementation of approved programs. MAJCOMs and equivalents translate these manpower resources into manpower authorizations/positions by updating the UMD. Organization Division (AF/A1MO) provides the Air Force Personnel Center (AFPC) MPES data on military and civilian authorization changes to begin the actions necessary to recruit, train, and assign people. Comparable detail is provided to AFR and ANG personnel organizations by their respective AFR and ANG manpower organizations so they may also begin the actions necessary to recruit, train and assign personnel.

6.2. General Guidance. Manpower authorizations/positions should be added/deleted from the UMD effective the fiscal quarter of an associated mission change. However, when a mission is extended one or more fiscal years, the MAJCOM/MAJCOM equivalent Manpower and Organization (M&O) division will submit a request to the applicable End Strength Resource Manager (AF/A1MP, AF/REXX, NGB/A1MP) to over/under-execute manpower on the MAJCOM UMD to match the mission change or submit the requirement through the AFCS process as a program disconnect. AF/A1M will coordinate these requests with the appropriate HQ USAF stakeholder.

6.3. Roles and Responsibilities.

6.3.1. AF/A1MP Roles and Responsibilities:

6.3.1.1. Allocate manpower resources to the commands as required, typically at the end of each SPPBE cycle, but making out-of-cycle allocations as necessary.

6.3.1.2. Transmits manpower resources to the commands in MPES. Resources are allocated by command, CSC, PEC, and RIC for all fiscal years contained within the Future Years Defense Program (FYDP).

6.3.1.3. Provide guidance regarding which fiscal years are to be updated on the UMD and when these UMD changes can be published.

6.3.2. MAJCOM and Equivalent M&O Roles and Responsibilities. MAJCOM and Equivalent M&Os will:

6.3.2.1. Review allocation from AF/A1MP.

6.3.2.2. Using MPES, implement changes on the UMD in accordance with AF/A1MP instructions.

6.3.2.3. Request extension or exception to timeline from AF/A1MP as required.

6.3.2.4. Ensure authorizations on the UMD match total allocated FYDP by DoD Program Element (PE).

6.3.2.4.1. Deviations within Military RICs of more than one half of one percent for a PE are non-compliant.
6.3.2.4.2. Deviations in Civilian RICs of more than one half of one percent are allowable providing that the MAJCOM or equivalent is executing within its civilian work year allocation.

6.4. MAJCOM UMD Management.

6.4.1. Military Manpower Increases. MAJCOMs will ensure the addition of military manpower authorizations or changes to grades and skills are made effective no earlier than the current quarter plus two.

6.4.1.1. For example, if the Manpower Change Request (MCR) was received in the first quarter of the year, the effective date of the approved change would be no earlier than the third quarter of that year.

6.4.1.2. Deviations from this time phasing are coordinated with MAJCOM and equivalent Personnel Directorate activities to confirm that a shorter lead time does not negatively impact the personnel assignments process.

6.4.2. Manpower Reductions. MAJCOMS will make effective military and civilian manpower authorization reductions tied to workload and mission decreases per the higher authority’s direction (e.g., Program Action Directive, Program Guidance Letter, PPlan etc.) that eliminates the manpower requirement. Reductions that are not related to the loss of a specific workload or mission take effect when a higher authority levies the reduction.

6.4.3. Inter-command Transfer of Functions and Related Authorizations. Since ICTs often involve manpower realignment among Major Force Programs (MFP), the constraints associated with crossing budget appropriations and MFPs may limit timing of civilian realignments among DoD program elements. Therefore, losing and gaining commands should work closely together to facilitate these transfers.

6.4.3.1. Once ICT negotiations begin, the losing command no longer adjusts manpower authorizations on the UMD in the functions proposed for transfer. Also, the losing command must provide an associated manpower display for the two-year period before the proposed transfer date.

6.4.3.2. Manpower quantities are based on the losing command’s funded manpower authorizations as of the 4th quarter for each fiscal year.

6.4.3.3. To prevent duplicate end-strength reporting, MAJCOMs will ensure manpower authorization transfers between commands are completed within MPES during the same month, and with the same effective date.
Chapter 7

INDIVIDUALS ACCOUNTS - STUDENTS, TRANSIENTS AND PERSONNEL HOLDEES (STP) PROGRAM

7.1. Overview. The Air Force STP Program provides a deliberate and defendable methodology to develop, program, and execute the Individuals accounts as outlined in DoDI 1120.11, *Programming and Accounting for Active Component (AC) Military Manpower*. The supporting manpower (i.e., Training units) includes instructors, recruiters, overhead and support manpower and is not part of the Individuals accounts.

Figure 7.1. Total Active Military End Strength.

7.2. Roles and Responsibilities.

7.2.1. AF/A1M: Serves as the Air Force OPR for the individuals accounts and determines, justifies, defends, and plans its manpower programming. Determines the criteria by which AFPC collects and reports individual manpower requirements data. Serves as the manpower program manager for the Individuals accounts. Ensures centrally managed Individuals manpower and supporting manpower is developed and funded in relationship to adjustments in overall Air Force accession levels.

7.2.2. AFPC/DPA/DSY: Develops and maintains personnel data practice and procedures to support accurate accounting of members in Individuals status. (T-1) Ensures personnel Functional Category coding is in compliance with the Individuals Account program funding established by AF/A1M. (T-1). Justifies the Transient, Personnel Holdee, Patient, and Separatee program within the military personnel program. (T-1). Gives AF/A1M Permanent Change of Station move requirements and other functions required for development of Transient, Personnel Holdee, Patient, and Separatee account man-years.

SHON J. MANASCO
Assistant Secretary of the Air Force
(Manpower and Reserve Affairs)
Attachment 1

GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

References
AFPD 38-2, Manpower, 31 August 2017
CJCSI 1001.01B, Joint Manpower and Personnel Program, 7 October 2014
DoD 7000.14R, DoD Financial Management Regulation, October 2008
DoDI 5100.73, Major DoD Headquarters Activities, 12 June 2012
DoDI 1120.11, Programming and Accounting for Active Component (AC) Military Manpower, 17 March 2015

Abbreviations and Acronyms
ABIDES—Automated Budget Interactive Data Environment System
AFCS—Air Force Corporate Structure
AFI—Air Force Instruction
AFPC—Air Force Personnel Center
AFPD—Air Force Policy Directive
AFR—Air Force Reserve
ANG—Air National Guard
BSA—Budget Subactivities
BST—Base Support Tail
CCMD—Combatant Command
CCN—Change Control Number
CJCS—Chairman of the Joint Chiefs of Staff
DHA—Defense Health Agency
DoD—Department of Defense
DRU—Direct Reporting Unit
FOA—Field Operating Agency
FYDP—Future Years Defense Program
HQ—Headquarters
HQ USAF—Headquarters U.S. Air Force
ICT - Inter—Command Transfer
IS—Installation Support
M&O—Manpower and Organization
MAJCOM—Major Command
MCCN—Manpower Change Control Notice
MCR—Manpower Change Request
MFP—Major Force Programs
MHA—Major Headquarters Activities
MPES—Manpower Programming and Execution System
NGB—National Guard Bureau
NIP—National Intelligence Program
OPR—Office of Primary Responsibility
OSD—Office of the Secretary of Defense
PB—President’s Budget
PBR—Program Budget Review
PCR—Program Change Request
PE—Program Element
PEC—Program Element Code
POM—Program Objective Memorandum
RAPIDS—Resource Allocation Programming Information Decision System
RIC—Resource Identification Code
SECAF—Secretary of the Air Force
SMY - Student Man-Year
SOF—Special Operations Forces
SPPBE—Strategy, Planning, Programming, Budgeting, and Execution
STP—Student, Transients and Personnel Holdees
TF—Total Force
UMD—Unit Manpower Document
USAF—United States Air Force
USDH—US Direct Hire
ZB—Zero Base
ZBT—Zero Balance Transfer

Terms

Active Guard and Reserve (AGR)—National Guard and Reserve members who are on active duty providing full-time support to National Guard, Reserve, and Active Component organizations for the purpose of organizing, administering, recruiting, instructing, or training the Reserve Component.

Air Reserve Component (ARC)—The forces of the Air National Guard and Air Force Reserve.

Drill Status Guardsman—A member of the National Guard who drills one weekend per month and 15 days per year.

End Strength—The count of the Air Force military and civilian positions the Air Force needs to have funded in each year of the FYDP to accomplish all approved missions. End strength provides the basis for funded man-years within the personnel system, and provides the target for personnel plans, programs, and budgets. End strength is a resource provided to support approved force structure, programs, or missions. End strength changes do not drive force structure or missions changes; they are tied to programmatic increases and decreases in force structure or mission. FYDP end strength is allocated to commands by program element code, category and country-state.

Manpower—A critical resource comprised of Regular Air Force, Reserve forces, civil service, and contractor full-time equivalents (CFTEs) necessary to support an approved program. It is not a program by itself and not to be manipulated independent of the program it supports.

Manpower Authorization—A funded manpower requirement with detail that defines the position in terms of its function, organization, location, skill, grade, and other appropriate characteristics or attributes that commands use to extend manpower end strength to units.

Manpower Ceilings or Floors—Maximum or minimum levels levied on the Services by Congress to limit end strength within US DoD activities to include overseas areas, regions, and countries or at the Major Departmental level.

Manpower Programmer—Generic term used to denote any group or persons seeking to adjust manpower end strength for a program element(s) and/or category, command, location.

Manpower Programming and Execution System (MPES)—A web-based application designed to collect and disseminate Total Force execution of programmed manpower end strength. The MPES application includes the Future Years Defense Program (FYDP) module which is used to program and manage the Air Force manpower future years budget. The FYDP module is the official system of record of all AF manpower budget actions. Following the Program Objective Memorandum (POM) and the President's Budget (PB), MPES allocates manpower FYDP (manpower end strength) to the Major Commands (MAJCOMs), Direct Reporting Units (DRUs) and Field Operating Agencies (FOAs) to execute POM/PB actions on the Unit Manpower Document (UMD). MPES provides MAJCOMs, DRUs, and FOAs the capability to organize Air Force end strength into units (down to position level detail for RegAF, Civilians, Guard and Reserve forces) required to execute Air Force programs and accomplish
unit missions. The MPES application also includes Business Objects which is a reporting module that supplements MPES UMD and FYDP to create custom reports.

**Manpower Requirement**—A statement of the manpower required to accomplish a specified job, workload, mission, or program. There are two types of manpower requirements: funded and unfunded. Funded manpower requirements are validated and allocated manpower needs. Unfunded requirements are validated manpower needs but are deferred because of budgetary constraints.

**Manpower Standard**—The basic tool used to determine the most effective and efficient level of manpower required to support a function. It is a quantitative expression that represents a work center’s man-hour requirements in response to varying levels of workload.

**Unit Manpower Document (UMD)**—The Unit Manpower Document report is a computer generated product from the Manpower Programming and Execution System (MPES) or Business Objects (BO) business intelligence reporting tool that contains active duty military, civilian, traditional reservists (TR), Active Guard Reserve (AGR), Air Reserve Technician (ART), and Individual Mobilization Augmentee (IMA) authorizations. The UMD report reflects total force manpower position information for funded authorizations, unfunded requirements, and Non-FYDP positions by unit and work center.

**Program Objective Memorandum (POM)**—An annual memorandum submitted to the Secretary of Defense from each Military Department and Defense agency. It proposes total program requirements for the next five years. It includes rationale for planned changes from the approved Future Years Defense Program baseline within the fiscal guidance issued by the Secretary of Defense.

**Regular Air Force (RegAF)**—As defined in 10 U.S.C. § 8075, this component is the unrestricted, continuously available personnel, units, and equipment of the Air Force. Another term generally used is *Active Component*. 
A2.1. **Overview.** MPES is the family of applications that supports: manpower budgeting, unit manpower requirements, personnel and position management, manpower modeling, and reporting and analysis for the Regular Air Force, ANG, AFR, and civilian workforce. It is the authoritative data source for all funded Air Force end strength and associated SPPBE manpower changes. Within MPES, specific Manpower Change Control Numbers (MCCN) and CCNs are used to validate manpower requirement changes. Manpower requirement changes are then loaded into the system according to validated PE requirements and projected funding.

A2.2. **FYDP Key MPES Data Elements.**

A2.2.1. **Change Control Number (CCN).** A CCN is assigned to an initiative, offset, or disconnect option under consideration. CCNs are used in all the various SPPBE databases and tools to ensure all the pieces of the option are tracked and priced together. One primary function of the CCN is to enforce accountability and input control of the database. The author of the CCN has to be consulted before any changes are made.

A2.2.2. **Command Identifier.** An attribute used to represent the MAJCOM, FOA, or DRU that will receive the manpower resource allocation for the authorization.

A2.2.3. **Manpower Change Request (MCR).** Consists of the following: 2-digit Command, 4-digit Exercise, and 4-digit Sequence MCCN; MCCN consists of the following: 1st character = Major Force Program, 2nd character = last digit of exercise year, 3rd character = type of exercise, 4th and 5th characters = “super-tracking”, and the 6th, 7th and 8th Characters are open to programmers discretion.

A2.2.4. **Program Element Code (PEC).** This code is directly related to a parent PE with cost data related to a weapon system or support function as shown in the USAF Force and Financial Program.

A2.2.5. **Resource Identification Code (RIC).** This code identifies categories of resources such as Treasury Code for funds, component and category of personnel for manpower, and type of unit for forces. Each RIC has only one appropriation; the RIC is a four-position code which identifies the type of resources assigned to each PE.

A2.2.6. **Country State Code (CSC).** For manpower programming, the value for states within the continental United States is A0; states outside the continental United States are numbers. All others countries values are letters and/or numbers.
Attachment 3

BASE SUPPORT TAIL (BST) FACTORS

Figure A3.1. Base Support Tail (BST) Factors.

A3.1. Overview. The BST factor is a programming tool that estimates the incremental impact on installation support (IS) manpower generated by a change in mission manpower requirements. The BST factors were developed from correlation and regression analysis of supporting and supported (to include Average Daily Student Load) populations (i.e., funded authorizations or man-years). It is not intended for use in allocating or programming manpower by functional area as these should be determined by application of Air Force Manpower Standards or other manpower determinants. The percentages outlined in this attachment remain effective until either this instruction is updated or AF/A1MP issues a Guidance Memorandum with updated transfer percentages.

A3.2. BST Factor use. The use of a BST factor assumes the presence of a full base support infrastructure prior to making the proposed mission change. There are two factors: the Weapon System BST is 7.0% and the General BST is 5.4%

A3.2.1. Weapon System BST: Developed to include General BST, this factor estimates common IS requirements as well as those that indirectly support aircraft or other weapon system operations, e.g., vehicle maintenance and fuels management. This factor should be used to determine BST associated with mission/operational unit moves.

A3.2.2. General BST: Used to estimate common IS for activities moving into/from an installation; examples include FOAs, NAFs or HQ units.

A3.3. Mission Transfers. For mission transfers between Regular Air Force, ANG or AFR, or new ANG or AFR missions on a Regular Air Force base, AF/A1MP will compute IS impacts as follows:

A3.3.1. For Active Guard and Reserve, AF/A1MP will compute IS impacts using the same approved Continental United States general support factor (5.4%) used for Regular Air Force full time military.

A3.3.2. For drill spaces, AF/A1MP will compute IS by applying a 2% factor to total drill spaces.

A3.4. IS reductions. AF/A1MP will retain any IS manpower savings associated with a base closure/realignment or POM/PB force structure decisions as program savings for use in future programming cycles. The allocation of any retained manpower savings will be according to AFCS decisions on manpower priorities. Any resulting increases in IS manpower associated with mission transfers are to be programmed as part of the mission transfer and offset by the activity proposing the transfer.

A3.4.1. MAJCOMs must internally offset self-initiated changes that change base support population at their bases or that of another command (including host tenant support agreements and ICTs) if the resulting population changes drive a IS increase at other commands installations. AF/A1MP does not provide offsets for IS resources in such cases.
A3.4.2. For actions impacting the Air Reserve Component (ARC), the tasking command, including the ANG or AFR, must develop manpower agreements and work with the affected commands on transfers of base support resources to support unit moves.

A3.4.3. The tasking command provides, or programs for, required base support resources when a prime function or tenant organization of that command is moved.

A3.4.3.1. Refer any disagreement between losing and gaining commands to AF/A1MP.

A3.4.4. AF/A1MP normally does not program IS manpower tail to support changes to other IS functions or non-mission areas.

A3.4.5. AF/SG determines medical support requirements in a separate medical annual planning and programming guidance exercise. Their requirements are typically made known during the PBR and codified in Memorandum of Agreements.

A3.4.6. AF/A4/7 determines real property requirements during the POM process. AF/A4/7 utilizes total square footage of floor space, not population, as the primary driver to determine their manpower requirements. Mission changes and resulting population changes do not necessarily drive changes in real property requirements.

A3.4.7. The Defense Commissary Agency determines commissary support requirements generated by a change in mission manpower requirements. Their requirements are identified through the corporate process.

A3.4.8. USAF organizations tasked by other government departments or DoD agencies must develop manpower and funding agreements via the inter-service support agreement and work with AF/A1M, SAF/FMP and respective functional staff to ensure that required out-year manpower programming actions are addressed.